

**APPLICATION OF THE ANALYTIC NETWORK PROCESS
(ANP) METHOD TO ADDRESS VILLAGE DEVELOPMENT
AND COMMUNITY EMPOWERMENT PROBLEMS
THROUGH VILLAGE FUND POLICY INSTRUMENTS AND
THEIR SOLUTIONS IN ISLAMIC ECONOMICS
(CASE STUDY IN MEKARJAYA VILLAGE, GARUT
REGENCY, INDONESIA)**

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Abstract

Village Fund policy programmed by the Indonesian government is expected to be one of the concept of village development and community empowerment to overcome the problem of poverty both in economic and social. However, in the implementation there are still some obstacles both in terms of human resources (Human Resources) managers, as well Technically the allocation of Village Funds. This study aims to identify the priority of problems that become obstacles in Village Development and Community Empowerment through Village Fund Policy Instrument in Mekarjaya village and to identify the best solution and strategy to optimize the role of the Village Fund program. From the data processing by using Analytic Network Process (ANP) method, the priority of problem is on human resource problem, that is lack of capacity of village device. While on the technical issues that become the main priority is the guidelines that are less understandable. The results also show that the dominant solution is training and crawl. On Tekhnikal solutions, the top priority is the revision of the Law. Furthermore, related to the strategy that becomes the main priority is government policy and the second priority is the capacity building program.

Keywords: *Rural Development and Community Empowerment, Village Fund, Poverty ANP, Mekarjaya village, Garut district, Indonesia*

Abstrak

Kebijakan Dana Desa yang diprogramkan oleh pemerintah Indonesia diharapkan menjadi salah satu konsep pembangunan desa dan pemberdayaan masyarakat untuk mengatasi masalah kemiskinan baik secara ekonomi maupun sosial. Namun, dalam pelaksanaannya masih terdapat berbagai hambatan baik dari segi sumber daya manusia pengelola maupun secara teknis terkait alokasi Dana Desa. Penelitian ini bertujuan untuk mengidentifikasi prioritas permasalahan yang menjadi hambatan dalam pembangunan desa dan pemberdayaan masyarakat melalui instrumen kebijakan Dana Desa di Desa Mekarjaya serta mengidentifikasi solusi dan strategi terbaik untuk mengoptimalkan peran program Dana Desa. Dari hasil pengolahan data menggunakan metode Analytic Network Process (ANP), prioritas masalah terletak pada aspek sumber daya manusia, yaitu kurangnya kapasitas perangkat desa.

Sedangkan pada aspek teknis, prioritas utama adalah pedoman yang kurang dipahami. Hasil penelitian juga menunjukkan bahwa solusi dominan adalah pelatihan dan pendampingan. Pada solusi teknis, prioritas tertinggi adalah revisi peraturan perundang-undangan. Selanjutnya, strategi yang menjadi prioritas utama adalah kebijakan pemerintah dan prioritas kedua adalah program penguatan kapasitas.

Kata kunci: *Pembangunan Desa dan Pemberdayaan Masyarakat, Dana Desa, Kemiskinan, ANP, Desa Mekarjaya, Kabupaten Garut, Indonesia*

Introduction

Indonesia is one of the countries with the largest natural and human resources in the world. It has vast forest areas, extensive seas, and abundant mining resources including gold, oil, coal, and others. However, this wealth has not yet made the Indonesian people more prosperous because the existing wealth has not been distributed evenly. Consequently, the economy tends to develop more in major cities such as Jakarta, Surabaya, Bandung, and other large cities, while the economy in rural areas remains underdeveloped.

According to data reported by the Central Statistics Agency (BPS) in 2017, the number of poor people in Indonesia in March 2017 reached 27.77 million people (10.64 percent). Compared to September 2016, when the number of poor people was 27.76 million (10.70 percent), there was an increase of 6.90 thousand poor people over six months. Based on place of residence, from September 2016 to March 2017, the number of poor people in urban areas increased by 188.19 thousand (from 10.49 million in September 2016 to 10.67 million in March 2017), while rural areas saw a decrease of 181.29 thousand people (from 17.28 million in September 2016 to 17.10 million in March 2017). Meanwhile, the percentage of poor people in both urban and rural areas experienced an insignificant decrease compared to September 2016. The urban poverty rate fell slightly from 7.73 percent to 7.72 percent, while rural poverty decreased from 13.96 percent to 13.93 percent.

This data still reflects an uneven economic level between rural and urban areas. There are more poor people in rural areas compared to urban areas, which causes urbanization – people from villages flock to cities to seek better fortunes, hoping to become successful and wealthy because they believe that wealth is concentrated in urban centers.

In Garut itself, as of 2014, the number of poor people in Garut Regency was recorded at 315,580 individuals, or 12.47 percent. This poverty rate is relatively high compared to the West Java provincial poverty rate, which is only 9.17 percent.

In fact, the Indonesian government has not been passive in addressing these issues. Various efforts have been undertaken to realize social justice for

all Indonesian people, both in cities and villages. Local government management, at both the provincial and district/city levels, has entered a new era following the enactment of Law No. 22 of 1999 and Law No. 25 of 1995, which regulate regional autonomy and fiscal decentralization. These policies represent both challenges and opportunities for local governments to manage resources efficiently and effectively. Regions with reliable human and natural resources welcome these policies as the reduced government intervention provides faster opportunities to improve welfare (Adi, 2015).

The essence of autonomy is the existence of regional authority, not merely delegation (Saragih, 2003). Regions no longer just implement instructions from the central government but truly have the freedom to enhance creativity in developing potentials that had been restricted during the centralization era (Mardiasmo, 2002). Research by Adi (2005) concluded that fiscal decentralization implementation effectively improves regional economic growth, with local governments being more responsive to local economic needs and strengths. Similarly, Lin and Liu (2000) demonstrated that fiscal decentralization has a positive and significant relationship with economic growth.

Many policies under fiscal decentralization have been implemented to continuously improve regional welfare and address poverty problems. One of these is the Village Fund Program (Dana Desa). The Village Fund is a form of fiscal balance fund from the central government to regions, allocated to districts/cities and then distributed to villages proportionally, with a minimum of 10 percent allocated to each village. The Village Fund aims to support village governance and community empowerment.

However, like previous policies such as the rice for the poor program (Raskin), social safety nets (SSN), the Family Hope Program (PKH), direct cash assistance (BLT), and the PNPM Mandiri program, no policy is perfect. The Village Fund policy still faces problems that need reevaluation. One major issue is the limited capacity of village apparatus as the human resources managing the Village Fund, requiring appropriate solutions to ensure the effective implementation of the Village Fund program.

Based on this background, the author intends to research and analyze the problems occurring in village development and community empowerment in Mekarjaya Village through the Village Fund instrument, and find the best solutions using the Analytic Network Process (ANP) method, while also providing solutions from the perspective of Islamic economics. The choice of ANP is in line with the concept of engineering models in the development of Islamic economic systems, which emphasize the need for systematic analytical frameworks in responding to social dynamics and public policies (Sirajulhuda, 2021)

This study is conducted in Mekarjaya Village, one of the villages in Garut, which officially succeeded in being removed from the list of underdeveloped regions in Indonesia. This status removal was marked by the issuance of Ministerial Decree No. 141 of 2014 on the determination of underdeveloped districts eliminated in 2014, received by the Deputy Regent of Garut, Helmi Budiman, from the Minister of Underdeveloped Regions on Monday, September 29, 2014.

Nevertheless, Garut cannot yet be considered advanced at the West Java provincial level. According to a report on PikiranRakyat.com, Saeful Huda, Special Staff for Underdeveloped Regions at the Ministry of Villages, stated that based on ministry surveys, Sukabumi and Garut are still categorized as underdeveloped areas in West Java, and thus efforts must continue to promote further progress.

Literature Review

Theoretical Foundations of Public Finance and Fiscal Policy

The definition of state finance is all rights and obligations of the state that can be measured in money, as well as everything in the form of money or goods that can become state property related to the implementation of those rights and obligations. (Law of the Republic of Indonesia Number 17 Year 2003 on State Finance).

In the final report of the compendium on state financial law, compiled by a team chaired by Prof. Dr. Arifin Soeriaatmadja, S.H., it is explained that the understanding of state finance can be divided into two meanings: state finance in a broad sense and state finance in a narrow sense. The broad sense of state finance is approached from the object side, which has a very wide scope, where state finance includes policies and activities in fiscal, monetary, and separated state asset management fields. Meanwhile, the narrow sense of state finance only covers state financial management in the subfield of fiscal management (Soeriaatmadja: 2010).

Further discussion in this literature review is limited only to the definition of state finance in the narrow sense, which is the subfield of fiscal management. Fiscal policy is an economic policy used by the government to manage or direct the economy toward a better condition by controlling revenues and expenditures (Rahardja and Manurung: 2008). These choices, in practical terms, are manifested through the government budget, which in Indonesia is better known as the State Revenue and Expenditure Budget (Anggaran Pendapatan dan Belanja Negara, APBN).

Budget Policy

Budget Policy is a policy instrument implemented by the government to influence the level of economic activity through the control of taxation and government spending. The objectives include creating economic stability, generating employment, ensuring equitable income distribution, promoting high economic growth, and achieving social justice for society (bppk.kemenkeu).

On April 29, 2015, the government issued Government Regulation No. 22 of 2015 concerning the "Amendment to Government Regulation No. 60 of 2014 on Village Funds Sourced from the State Budget (APBN)". This regulation affirms that the allocation of Village Funds is sourced from the State Revenue and Expenditure Budget (APBN).

Within the APBN, the Village Fund ceiling is determined as part of the budget for Transfers to Regions and Village Funds. As with the APBN, which may be adjusted through a revised budget mechanism (APBN-P), the Village Fund budget can also be adjusted accordingly, as stipulated in Government Regulation No. 22 of 2015. This differs from Government Regulation No. 60 of 2014, Article 10, which stated that the Village Fund budget ceiling could not be changed even if the APBN were revised. Under Regulation No. 22 of 2015, changes to the Village Fund allocation are permitted, provided the total amount has not yet reached 10% of the total Transfers to Regions, and the changes are made outside the Transfers to Regions budget line.

The allocation of Village Funds to each district/municipality is regulated under the Minister of Finance Regulation (PMK) No. 247/PMK.07/2015, issued on December 28, 2015. The Directorate General of Fiscal Balance calculates the detailed allocation of Village Funds for each district/municipality fairly, based on two types of allocation. The first is a basic allocation, accounting for 90%. The second is an allocation based on specific indicators, including village population, village poverty rates, village area, and geographical difficulty level in each district/municipality, accounting for the remaining 10%.

The disbursement of Village Funds is carried out through fund transfers from the State General Treasury Account (RKUN) to the Regional General Treasury Account (RKUD), and subsequently from the RKUD to the Village Treasury Account (RKD). The disbursement is made in stages:

- **Stage I** occurs in April, with 40% of the funds disbursed.
- **Stage II** takes place in August, also 40%.
- **Stage III** is in October, with the remaining 20%.

Each stage must be completed no later than the second week of the respective month, and the funds must be transferred from the RKUD to the RKD within seven days thereafter.

The use of Village Funds for any activity must refer to the Village Medium-Term Development Plan (RPJM Desa) and the Village Government Work Plan (RKP Desa), taking into account the priority areas of Village Fund utilization as determined by the Minister of Villages, Development of Disadvantaged Regions, and Transmigration. The implementation of activities funded by the Village Fund must adhere to the general guidelines for Village Fund usage as well as technical guidelines issued by the district head or mayor.

Regional Autonomy

According to Law No. 32 of 2004 concerning Regional Government, regional autonomy is the right, authority, and obligation of autonomous regions to regulate and manage their own governmental affairs and the interests of local communities in accordance with statutory regulations. Regional autonomy refers to the freedom or independence to establish self-regulations based on the law, in order to meet the needs of the region according to its potential and capabilities.

The granting of regional autonomy through fiscal decentralization carries three main missions (Barzelay: 1991), namely:

- a. To create efficiency and effectiveness in the management of regional resources.
- b. To improve the quality of public services and the welfare of the community.
- c. To empower and create space for the community to participate in the development process.

Regional autonomy, which has been implemented for more than a decade in our country, is expected to be more than just a transfer of authority from the central government to the regions to shift power. As emphasized by Kaloh (2002), regional autonomy should be defined as autonomy for the people of the region, not merely autonomy of a "region" in the sense of a specific territorial area at the local level. Thus, regional autonomy is not only the delegation of authority but also the enhancement of community participation in regional development, including the management of Village Funds by village officials and the local community for village development and community empowerment.

Village Fund

Village Fund is described in Government Regulation No. 72 of 2005, which states that one of the financial sources for villages is "a portion of the central and regional fiscal balance funds received by the regency/municipality for villages, amounting to at least 10% (ten percent) after deducting personnel expenditures, which shall be proportionally distributed to each village and constitutes the Village Fund" (LPD, 2014).

According to the official website of the Ministry of Finance, the allocation of the Village Fund is carried out using two methods: an equal distribution allocation and an allocation based on population size, area size, poverty rate, and level of geographic difficulty. This fund originates from the State Budget (APBN) and is allocated to villages through the Regional Budget (APBD) of the regency/municipality. It is intended to finance village governance, development implementation, community development, and community empowerment.

Management of the Village Fund, according to Minister of Home Affairs Regulation No. 37 of 2007 concerning Guidelines for Village Financial Management, in Article 20, is an integral part of village financial management. This includes all activities covering planning, budgeting, administration, reporting, accountability, and oversight of village finances.

The objectives of the Village Fund, as stated in the Minister of Home Affairs Regulation No. 37 of 2007, are as follows:

1. To alleviate poverty and reduce inequality.
2. To improve planning and budgeting for development at the village level and to empower communities.
3. To enhance rural infrastructure development.
4. To promote the practice of religious and sociocultural values in order to improve social welfare.
5. To improve public order and community security.
6. To enhance services to village communities in support of social and economic activities.
7. To encourage self-reliance and mutual cooperation among community members.
8. To increase village and community income through Village-Owned Enterprises (BUMDes) (Suwondo, 2013).

Village Development

According to Kartasasmita (2001: 66), the essence of national development is the human being itself, who is the central focus of all development efforts. What is being developed is the individual's ability and strength as both the executor and the driving force of development. Essentially, village development is carried out by the community in collaboration with the government, particularly in providing guidance, direction, assistance, capacity building, and supervision in order to enhance the community's ability to improve their standard of living and overall well-being.

Suparno (2001: 46) emphasizes that village development should be carried out in a balanced and appropriate manner between the government and

the community. The government's obligation is to provide the necessary infrastructure, while the rest relies on the capacity of the community itself.

The village development process is a mechanism that stems from the aspirations of the community, combined with government involvement. This synergy determines the success of development. As stated by Ahmadi (2001: 222), the mechanism of village development is a harmonious integration between community participation on one hand and government activities on the other. In essence, village development is carried out by the community itself, while the government plays a role in offering guidance, assistance, supervision, and capacity building.

Community Empowerment from the Perspective of Islamic Economics

According to Wahjudin Sumpeno (2011:19), empowerment is an effort carried out by external elements toward a certain system, so that the system is able to develop independently. In other words, empowerment is an attempt to improve the interconnectivity within a system and/or to enhance the elements or components of the system so that it can develop independently. Thus, empowerment is an effort aimed at enabling a system to reach a condition in which it is capable of building itself.

According to Sumaryadi (2005:25), the goal of community empowerment is essentially to assist in the authentic and integral human development of weak, poor, marginalized, and underprivileged communities, and to empower these groups socio-economically so that they can become more self-reliant, meet their basic needs, and participate in community development.

From the Islamic economic perspective, the concept of empowerment must be referred back to the original sources of Islamic economics, namely the Qur'an and the Sunnah. According to Sanrego (2016:85), the term "empowerment" in the Qur'an is better known as "tamkin", which carries various meanings, including authority, position with the ruler, preparation for attaining power, material empowerment (such as wealth and worldly pleasures), steadfastness in religion, ability or victory, and firmness or stability in a place. It is concluded that empowerment (community empowerment) in the Qur'an must encompass both material empowerment – such as basic needs, wealth, and strength – and spiritual empowerment – such as religion and security.

Meanwhile, the concept of empowerment in the Sunnah refers to empowerment that follows the example of the Prophet Muhammad (peace be upon him). As described in various historical accounts of Islam, it is clearly illustrated how the Prophet educated, nurtured, and empowered his companions in such a way that their success could be felt by the entire community at the time.

Sanrego (2016:95), in his book entitled *"Fiqh Tamkin: Building Social Capital in Realizing Khairu Ummah"*, divides the empowerment model carried out by the Prophet into two phases: the Meccan phase and the Medinan phase. In the Meccan phase, the Prophet's message to his followers focused on empowering them through the instillation of faith (aqidah) and the development of individual, familial, and community character among Muslims. In contrast, the Medinan phase emphasized mutual trust (trust) within the framework of ukhuwwah (brotherhood) between the Muhajirin and the Ansar as the core of the empowerment process.

Previous Researchers

Research conducted by Suwondo et al. (2013) on the Management of Village Fund Allocation in Village Community Empowerment (Study in Wonorejo Village, Singosari District, Malang Regency) showed that a portion of the Village Fund Allocation (ADD) used for community empowerment was allocated for operational costs of the village government and the Village Consultative Body (BPD), resulting in the use of ADD not aligning with its intended purpose. In the planning stage of ADD, the level of community participation in village deliberation activities was quite high. However, the aspiration gathering process was hindered by the low educational level of the community, which caused community aspirations to tend to focus on physical development (village infrastructure) rather than prioritizing community empowerment.

Furthermore, research by Karimah et al. (2014) on the Management of Village Fund Allocation in Community Empowerment (Study in Deket Kulon Village, Deket District, Lamongan Regency) concluded that the management of village fund allocation for community empowerment in Deket Kulon Village, Deket District, Lamongan Regency, was normatively and administratively sound. However, substantively, there were several aspects that needed improvement, including community participation during the stages of planning, supervision, accountability, and transparency, which were not yet optimal because the community had limited awareness of these activities. The role of stakeholders in managing the village fund allocation for community empowerment in Deket Kulon Village was still not maximized. Only the village head was actively involved in every stage of managing the village fund allocation, from planning, disbursement mechanisms, fund distribution, implementation, supervision, accountability, to budget transparency. Meanwhile, other stakeholders such as youth organizations (karang taruna), mobilization teams, community members, and BPD only participated during the planning stage by joining the preparation of the Activity Plan List (DRK) and during implementation by engaging in village infrastructure development.

Meanwhile, Mahfud (2009), in his research titled "Analysis of the Impact of Village Fund Allocation (ADD) on Community Empowerment and Village

Institutions,” stated that the majority of ADD usage was directed towards physical activities (construction of physical facilities and infrastructure) and improving the welfare of village officials in the form of retirement funds, allowances, and similar benefits, with a portion also used for routine activities. Additionally, the realization aspect showed that ADD disbursement was still below 60%.

Research conducted by Thomas (2013) on the Management of Village Fund Allocation to Improve Development in Sebewang Village, Sesayap District, Tana Tidung Regency revealed that only 30% of the ADD funds were utilized as expected, while the rest was less than optimal. The low human resource capacity of village officials and poor coordination in managing the ADD were identified as obstacles in the process of managing the Village Fund Allocation.

Research by Azwardi and Sukanto (2014) on the Effectiveness of Village Fund Allocation (ADD) and Poverty in South Sumatra Province found several issues related to the problem under study, namely: the disbursement of ADD was not in accordance with applicable regulations. Up to 2012, no disbursement met the required standard (at least 10% of the revenue-sharing fund plus tax, minus personnel expenditure). However, regions that had disbursed ADD showed improvement, with disbursement increasing from 35.71% in 2006 to 90% in 2012. The reason cited was that the regulation did not impose sanctions on regions that failed to disburse ADD. If a region was unable to budget for ADD, the provincial or central government could not take action (sanctions). Simple regression results showed a negative effect of ADD on poverty levels, and simulations of ADD at a minimum of 10% also indicated a negative relationship with poverty. Therefore, the study recommended encouraging district/city governments to disburse ADD at least 10% according to the provisions of Minister of Home Affairs Regulation No. 37/2007, and enhancing oversight of financial management at the village level due to the still weak human resource aspects.

Finally, Hargono’s research (2010) in Karang Asem Regency, Bali found that the amount of Village Fund Allocation given to each village did not use the formula based on weighting of seven important village variables but instead used a division based on the total number of villages in the regency for determining equal ADD (ADDM) and total number of village administrative units (banjar dinas) for proportional ADD (ADDP). Thus, this method was considered unfair to villages and caused inefficiency in ADD distribution.

Research Methodology

Sources and Methods of Data Collection

The data used in this study are primary and secondary data. The researcher obtained secondary data from literature, while primary data were collected through:

1. **In-depth Interview**, which is a detailed interview conducted to gather comprehensive information regarding the problem object discussed in this study.
2. **Survey of Community Leaders and Practitioners**, which is data collection focused on community leaders in the village and village government practitioners.

Respondents in this study are divided into two categories: Community Leaders and Practitioners. Community Leaders are those trusted to understand village issues, while Practitioners are observers or village officials who act as drivers of village development and community empowerment.

Data and information regarding opinions represented by community leaders and practitioners are arranged in the form of a framework model. Once the questionnaire results about responses or opinions have been collected, the next step is to analyze the obtained results using the software "Super Decision."

Below is the list of experts and practitioners who participated as respondents in this study:

Table of Community Leaders and Practitioners as Research Respondents

Respondents		
No	Name	Description
1	Sukanda	Head of Mekarjaya Village
2	Aan Sunanda	Secretary of Mekarjaya Village
3	Andeng Hardiana	Chairperson of Mekarjaya Village BPD

4	Yamin Rohimat	Head of PERSIS 104 MTs
5	Lutfi Abdurromha n	Head of MA Plus Al-Ittihaad 104
6	Pahrudin	Academic
7	Agus Nirwan	Chairman of RW 04, Mekarjaya Village

General Overview of the ANP Method

According to Saaty (2003, as cited in Ascarya 2005), ANP (Analytic Network Process) is a general theory of relative measurement used to derive composite priority ratios from individual ratio scales that reflect the relative measurement of the influence of interacting elements concerning control criteria. This method was first developed by Thomas L. Saaty as an advancement of the Analytic Hierarchy Process (AHP). ANP is a new approach in decision-making processes that does not rely on assumptions.

Ascarya (2005) explains that ANP has several advantages, including its ability to help researchers measure the synthesis of multiple factors within a network. Furthermore, its simple concept makes ANP a more general and easily applicable methodology for various qualitative studies such as decision making, forecasting, evaluation, mapping, strategizing, resource allocation, and others. In addition, comparisons within the ANP framework are more objective, predictions are more accurate, and the results are more stable.

ANP is used for solving problems that depend on existing alternatives and criteria. According to Saaty and Vargas (2006:7), in its technical analysis, ANP uses pairwise comparisons on project alternatives and criteria. In the AHP network, there are levels of goals, criteria, sub-criteria, and alternatives, each containing elements. Meanwhile, in the ANP network, the AHP levels are called clusters that can contain criteria and alternatives, which are called nodes. Saaty and Vargas (2006:8) refer to the direct relationship from a node to a cluster as outer dependence. Meanwhile, there are principal nodes and nodes to be compared located within the same cluster, so this cluster is connected to itself and forms a relationship. This is called inner dependence.

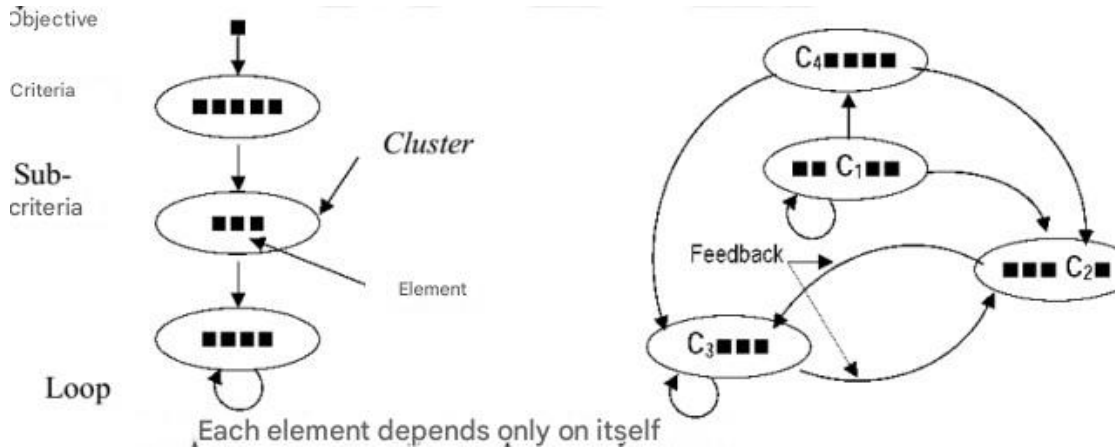


Diagram of the Differences Between Hierarchical and Network Patterns

To understand the overall influence of all criteria and alternatives, all criteria must be structured and prioritized within a network framework. Comparisons and syntheses are then conducted to derive a priority ranking of these criteria.

Subsequently, the influence of the elements in the feedback system is derived by taking into account each criterion. Finally, these influences are weighted according to the importance of the corresponding criteria and aggregated to obtain the overall influence of each element (Saaty and Vargas, 2006).

Theoretical Foundation of ANP

ANP has three simple axioms that carefully define the scope of a problem (Ascarya, 2005). These axioms serve as the theoretical foundation, namely:

1. Reciprocal Axiom

This axiom states that if PC (EA, EB) is the pairwise comparison value between element A and element B, with respect to their parent element C—which indicates how many times more element A possesses a given property compared to element B—then $PC (EB, EA) = 1 / PC (EA, EB)$. For example, if A is five times greater than B, then B is 1/5 the magnitude of A.

2. Homogeneity Axiom

This axiom suggests that elements being compared should not differ too greatly from each other, as large disparities may lead to greater judgment errors. The scale used in ANP is a verbal scale converted into a numerical scale from 1 to 9.

3. Priority Axiom

This refers to assigning absolute weights using an interval scale.

4. Dependence Condition

This condition states that a structure can be decomposed into components that form parts called clusters.

According to its fundamental principles, the Analytic Network Process (ANP) has three main functions: structuring complexity, measurement, and synthesis (Ascarya, 2005):

- **Structuring Complexity**
This involves organizing complexity hierarchically into homogeneous clusters of factors.
- **Measurement on a Ratio Scale**
A ratio scale priority is used in every methodology with structure so that the priority of any element in the hierarchy can be determined by multiplying the priority of the element at a certain level with the priority of its parent element.
- **Synthesis**
Synthesis is the opposite of analysis. While analysis means breaking down a material or abstract entity into its elements, synthesis means combining all parts into a unified whole.

Fundamental Principles of AHP/ANP

AHP and ANP have three fundamental principles that serve as their pillars:

1. Decomposition

This refers to structuring a complex problem into a hierarchical or network framework consisting of clusters, sub-clusters, sub-sub-clusters, and so on. In other words, decomposition functions to model the problem within the AHP/ANP framework.

2. Comparative Judgments

This principle is applied to establish pairwise comparisons among all combinations of elements with respect to their parent cluster. From these

comparisons, the local priorities of the elements within a cluster, relative to their parent cluster, can be determined.

3. Hierarchical Composition (Synthesis)

This principle is applied to multiply the local priorities of elements in a cluster by the global priority of their parent element, resulting in the global priorities throughout the hierarchy. These are then aggregated to produce the overall global priority of the lowest-level elements (usually the alternatives).

The Differences Between AHP and ANP

The differences between AHP and ANP stem from the third axiom concerning hierarchical structure, which does not apply to ANP. This axiom states that judgments, or the priorities of elements, are not influenced by lower-level elements. It requires the use of a strictly hierarchical structure (Ascarya, 2005).

The first difference lies in the model framework: AHP uses a hierarchical structure, whereas ANP uses a network structure. The network model of ANP is more capable of representing real-world problems as they actually occur.

The second difference is in the relationships: AHP only allows for dependencies from lower levels to higher levels. In contrast, ANP's network structure includes feedback loops where elements can influence each other reciprocally.

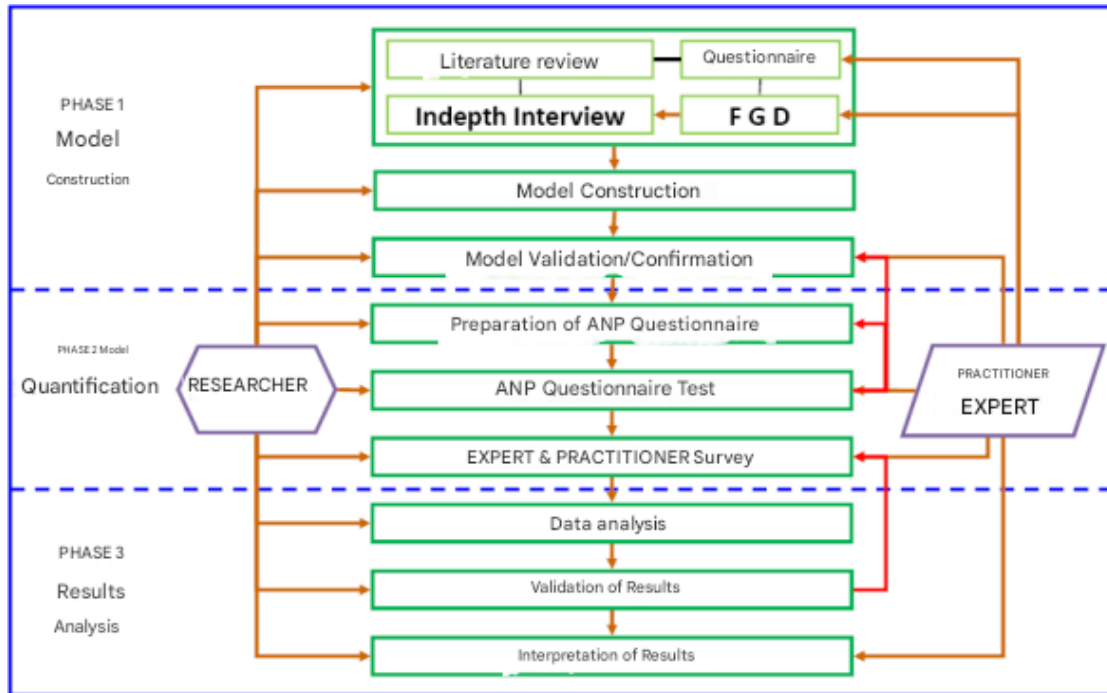
Third, the feedback generated in the ANP network provides a basis for evaluating priorities and makes the results significantly more accurate.

Fourth, in AHP, preferences are used only to determine which option is more favored, which often leads to subjective and personal results. In ANP, however, comparisons are more objective because they rely on factual observations and knowledge, resulting in valid and accurate outcomes.

Fifth, AHP results in a matrix and eigenvector that represent the priority scale, while ANP produces a supermatrix of priority scales that is more stable due to the presence of feedback.

Sixth, the scope of ANP is broader and less limited compared to the hierarchical structure of AHP.

Research Steps



Research Stages Diagram

Source: Ascarya, 2005

This research consists of four stages:

- 1. Preliminary Stage.** At this stage, the research interest is identified, followed by determining the research object. Then, relevant previous literature related to the research topic is reviewed before deciding on the research topic and title. This stage continues with the formulation of the research problem, objectives, and the design of data collection methods suitable for the research needs.
- 2. Data Collection.** At this stage, the construction of the model framework is designed, and a decision is made to validate the framework or model, whether using a single-level or two-level structure. The next step involves preparing the questionnaire, which will assist in collecting primary data from respondents. Then, surveys are conducted with experts and practitioners.
- 3. Data Processing.** Data processing is carried out using appropriate methods supported by the Super Decision software and Microsoft Excel.
- 4. Result Interpretation.** This stage produces conclusions and recommendations related to the research conducted.

Table of HR Problem Clusters

No	Aspect	Scale								
		1	2	3	4	5	6	7	8	9

1	Lack of village apparatus capacity
2	Lack of competent facilitators
3	Lack of adequate supervisors and auditors

Source: Author, 2016

The creation of this simplified pairwise comparison questionnaire significantly helps the author reduce the interview time with respondents while consistently producing reliable results. Meanwhile, respondents are asked to perform pairwise comparisons in the prepared questionnaire by selecting a numerical rating scale ranging from 1 to 9. The following explains the meaning of these scale numbers:

Table of Rating Scale Definitions and Numeric Scale

	Verbal Rating Scale	Numeric Scale	
	Extremely stronger influence	9	
		8	
Source:	Very much stronger influence	7	Ascarya, 2005
		6	objects
The	Stronger influence	5	pairwise
compared in a		4	should not
comparison	A little stronger influence	3	influence
have a ratio of		2	between the
greater than 9	Equal influence	1	influential
most			least influential
object and the			scale up to 9
one. Using a			actual priority
ensures the			achieved. By
scale is			applying this scale, normalized values are obtained, which are used to
			determine the priorities within each cluster (Ascarya, 2015).

Besides making it easier for respondents to answer the comparison questions in the questionnaire, this questionnaire format requires less time, so it does not disrupt the respondents' activities. The results from the

questionnaire are then input into the Super Decisions software for analysis, producing an output called the supermatrix, now commonly referred to as priorities.

Results Analysis

The ANP network results from several respondents will be combined. The data is then processed using Microsoft Excel, and to obtain the quantification results, the next step is to calculate the geometric mean and perform synthesis. Following that, Kendall's coefficient of concordance is calculated to measure the agreement among respondents. Afterward, the geometric mean results for individual respondents and the overall group are interpreted.

The next step is to calculate the Rater Agreement and the Geometric Mean. First, the Rater Agreement is calculated. Rater Agreement is a measure that indicates the degree of consensus among respondents (R_1 – R_n) regarding a particular issue within a cluster. The tool used to measure rater agreement is Kendall's Coefficient of Concordance (W ; $0 < W < 1$).

$W = 1$ indicates perfect agreement. The formula to calculate W is as follows:

$$U = (T_1 + T_2 + \dots + T_p) / p$$

$$S = (T_1 - U)^2 + (T_2 - U)^2 + \dots + (T_p - U)^2$$

$$\text{MaxS} = (n - U)^2 + (2n - U)^2 + \dots + (pn - U)^2$$

$$W = S / \text{MaxS}$$

Where:

U = average value of the total rankings

S = sum of squared deviations

p = number of nodes

n = number of respondents

If the agreement value obtained is 1 ($W = 1$), it indicates perfect consensus among the respondents. If the value of W is 0 or close to 0, it indicates disagreement among the respondents.

Second, calculating the Geometric Mean. This measure is used to determine the individual assessments of the respondents and to obtain the collective opinion of a group of respondents. The geometric mean is a type of average calculation that reflects a tendency or specific value. The formula is:

$$\text{GM}_k = (R_1 * R_2 * \dots * R_n)^{1/n}$$

Where:

GM = Geometric Mean

R = Respondent

n = Number of respondents

Results and Discussion**Problem Decomposition**

The problem decomposition addressed in this study is based on a review of national literature related to challenges in village development and community empowerment through the Village Fund policy instrument, as well as seeking solutions to existing problems through in-depth interviews with practitioners and experts.

From the literature review and interviews, the main problems can be categorized into two aspects: issues arising from human resources (HR) as planners, implementers, and persons in charge, and issues stemming from technical aspects.

Therefore, the author divides the problems into two main clusters: the HR cluster and the Technical cluster. Below is an explanation of the problems, solutions, and development strategies for village development and community empowerment through the Village Fund policy instrument in Mekarjaya village:

A. Human Resource Issues

This cluster contains issues related to the human resources of Mekarjaya Village. The problems include: lack of capacity of village officials, lack of competent facilitators, and inadequate supervision and auditing. The following is an explanation of the HR issues as formulated by the author:

1. Lack of capacity of village officials

Village development funded by the Village Fund is hindered by the limited capacity of village officials, both in development planning, implementation, and accountability, which results in obstacles in the implementation of Village Fund-based development (Aan: 2016; Putra, Pratiwi, and Suwondo: 2013).

2. Lack of competent facilitators

A problem in the implementation of the Village Fund is the absence of competent facilitators as was the case in the implementation of PNPM (Hardiana: 2016; Hargono: 2010; Mahfud: 2009).

3. Inadequate supervision and auditing

In response to weak financial management, adequate supervisors/auditors are also needed (Azwardi: 2014; Hardiana: 2016).

B. Technical Issues

This cluster contains issues related to the technical implementation of the Village Fund allocation. The problems include: unclear guidelines, regulatory obstacles, and delays in the disbursement of Village Funds. The following is an explanation of the technical issues as formulated by the author:

1. Unclear guidelines

One factor causing improper allocation of Village Funds by the village government is the difficulty in understanding the guidelines (Aan, 2016; Pahlevi, 2015).

2. Regulatory obstacles

In the allocation of Village Funds, government regulations still impose restrictions, such as prohibiting the allocation for mosque or pesantren construction, even though both are important for supporting development and community empowerment (Aan, 2016; Hardiana, 2016).

3. Delays in disbursement of Village Funds

Delays in the disbursement of Village Funds cause confusion and difficulties for the village government in implementing and reporting the fund allocation (Aan, 2016; Pahlevi, 2015).

C. Solutions for Human Resource Issues

This cluster contains solutions to overcome human resource problems occurring in the implementation of the Village Fund in Mekarjaya Village. The solutions include: training and recruitment of village officials, forming a mentoring team at the sub-district level, and synergy between the village government and the Village Consultative Body (BPD). The following is an explanation of the solutions for human resource problems as formulated by the author:

1. Training and Recruitment

Every village official must have high capacity to serve as the executor of village development. Therefore, training is needed to align understanding of tasks and enhance the capacity of village officials, as well as recruitment in appointing village administrators (Hardiana, 2016; Pahrudin, 2016).

2. Forming a Mentoring Team at the Sub-District Level

Mentoring and guidance related to techniques and strategies for development and empowerment will facilitate village apparatus in addressing problems during the implementation of village development and community empowerment funded by the Village Fund (Hardiana, 2016).

3. Synergy Between the Village Government and BPD

Synergy between the village government and BPD as supervisors and auditors is necessary to prevent misappropriation of Village Fund allocations and financial reports that do not comply with applicable accounting standards (Hardiana, 2016).

D. Solutions for Technical Problems

This cluster contains solutions to address the technical problems in the implementation of Village Fund allocation. These solutions include: Formulating operational guidelines/issuing a Joint Decree (SKB) by the government, revising the Village Fund allocation guidelines, and amending the Village Law. Below is an explanation of the solutions for external problems formulated by the author:

1. Formulating operational guidelines / Issuing a Joint Decree (SKB) by the government

To avoid improper allocation of Village Funds, the central government must provide clear guidelines and regulations regarding Village Funds to prevent overlaps. (Aan, 2016; Pahlevi, 2015).

2. Revising the Village Fund allocation guidelines

It is necessary for the central government to delegate full authority to village governments regarding Village Fund allocation, as they better understand the needs of their own villages. (Hardiana, 2016).

3. Amending the Village Law

The Village Law needs to be reviewed and revised so that bureaucratic procedures are no longer complicated, which would help prevent delays in the disbursement of Village Funds. (Aan, 2016).

E. Strategy

The next cluster is alternative strategies. This cluster contains various strategies that can be implemented by the government of Mekarjaya Village as strategic alternatives to optimize the role of Village Funds in village development and community empowerment. These strategies include: the implementation of capacity building programs, linkage programs or

partnerships with various stakeholders, and the involvement of the government through supportive policies. The following is an explanation of the alternatives formulated by the author:

1. Capacity Building Program

This strategy is aimed at the human resources managing the Village Funds through the implementation of capacity building programs designed to enhance their skills and integrity. The programs may include training on Village Fund policies, village development, community empowerment, financial management, computerization, and more.

2. Linkage Program

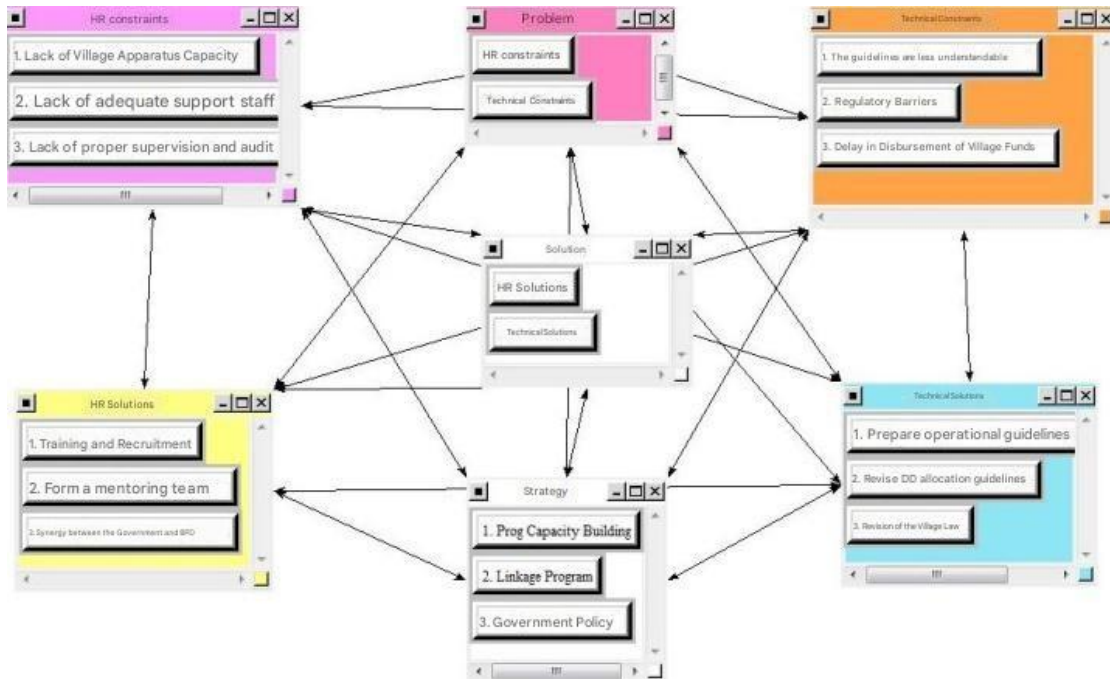
The linkage program aims to facilitate and support the enhancement of village programs. This can be done through cooperation with the sub-district level, the Village Consultative Body (BPD), and community empowerment institutions.

3. Government Policy

Government policies through regulatory improvements are essential to support the more effective implementation of the Village Fund policy, which in turn can significantly enhance village development and community empowerment.

ANP Network

Based on the problem identification and the conceptual framework above, the BOCR network derived from this framework can be seen in the figure below:



Analytic Network Process (ANP) Network Diagram

Synthesis and Analysis

This research is the result of interviews and questionnaire responses from seven respondents, consisting of three community leaders, two academics, and two representatives from regulatory bodies. The data processing of these seven respondents produced three supermatrices representing priority issues, solutions, and strategies.

This subsection explains the overall results regarding the respondents' tendencies on issues and strategies related to Village Development and Community Empowerment in Mekarjaya Village through the Village Fund Policy Instrument, as indicated by the geometric mean values. The level of agreement or Rater Agreement among the respondents is shown by the value of Kendall's Coefficient of Concordance (W).

The following is a summary of the results based on the perspectives of the seven respondents regarding the problems in Village Development and Community Empowerment in Mekarjaya Village through the Village Fund Policy Instrument.

Rater Agreement Results for the Problem Cluster

Based on the data processing results of both internal and external problems, the respondents demonstrated a consistent assessment in prioritizing the problem clusters, as indicated by the rater agreement score of (W = 0.79). A Rater Agreement score of W = 0.79 indicates a high level of

agreement among the respondents in evaluating the issues within the cluster. It can therefore be concluded that there is a strong consensus among the respondents in ranking the issues to identify the main problem based on the formulated clusters. Five respondents agreed that the main issue in the Village Development and Community Empowerment in Mekarjaya Village through the Village Fund Policy Instrument lies in the human resources (HR) aspect, while the remaining two respondents disagreed. (Figure 4.3)

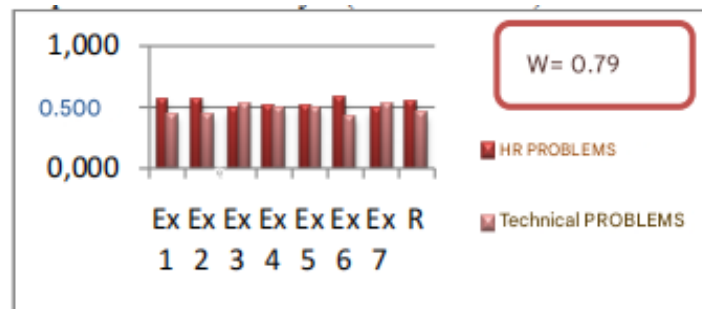


Figure of Rater Agreement on Problem Clusters
(Source: Super Decisions and Microsoft Excel)

Based on the combined average values as shown in the figure above, the human resources (HR) issue has a value of 0.55, while the technical issue has a value of 0.45. From these results, it can be said that both problems have equally important influences on village development and community empowerment through the village fund instrument; however, the HR issue becomes the primary factor in the development and empowerment process using this village fund instrument.

In detail, the HR problems are explained in Figure 4.4. Within the HR cluster, the respondents show a high level of agreement in ranking the priority elements, with a Kendall's coefficient of concordance value of $W = 0.87$. Five respondents agree that the main problem concerning the allocation of the Village Fund is the lack of capacity among village officials. This is because the Village Fund program is fully delegated to the village for management in developing the village and empowering the community, thus requiring a primary role from the village officials as the managing human resources.

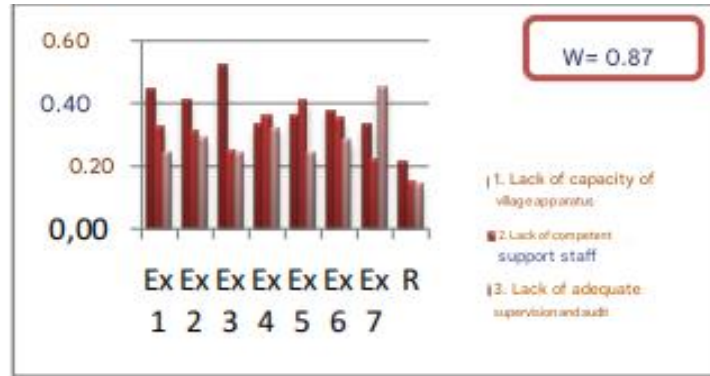
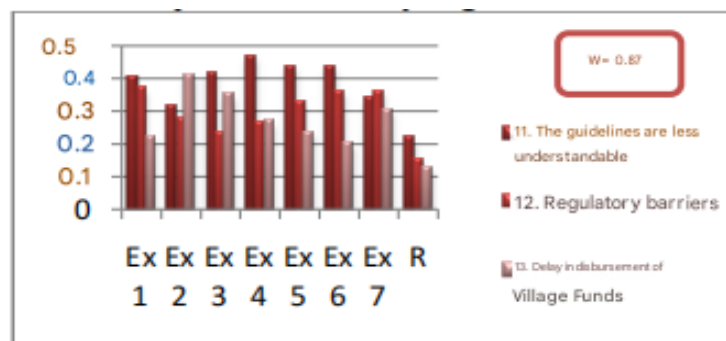


Figure of Rater Agreement on HR Issues
(Source: Super Decisions and Microsoft Excel)

Furthermore, two respondents had differing opinions regarding the main issue in the allocation of Village Funds. One respondent assessed that the primary problem in HR was the lack of competent facilitators. Meanwhile, the other respondent stated that inadequate supervision and auditing could be the main issue in the allocation of Village Funds.

Next, the data processing continued with the external problem cluster (Figure 4.5). The seven respondents also showed a high level of agreement in assessing the priority aspects of problems in the external problem cluster, with a value of ($W = 0.83$). When looking at the aspects within the external problem cluster, the seven respondents had varying views on which issue should be the top priority. However, the majority agreed that the low capacity of members should be categorized as the second priority problem among the six existing issues.



Rater Agreement Figure on Technical Issues
(Source: Super Decisions and Microsoft Excel)

In general, the most significant external problem is the unclear understanding of the Village Fund guidelines, making this issue a root cause of subsequent problems such as misallocation, errors in preparing accountability reports, and delays in the disbursement of Village Funds from the central government.

Geometric Mean Results of the Problem Clusters

The overall results from all respondents, based on the geometric mean values, show that the priority problem in human resources is the lack of capacity of village apparatus as the main priority, followed by the second priority being the lack of competent facilitators, and the third priority related to the insufficient supervision and audit. (Figure 4.6)

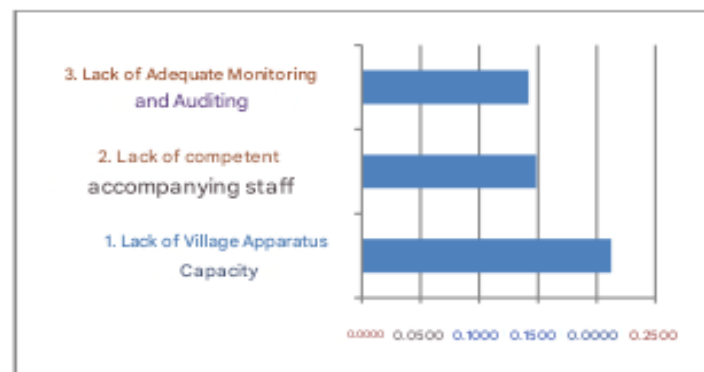


Figure of Geometric Mean for the HR Problem Cluster
(Source: Super Decisions and Microsoft Excel)

Referring to Figure 4.7 regarding the priority problems in the technical allocation of Village Fund, the top priority is the guideline that is difficult to understand, followed by regulatory obstacles in second place, and delays in the disbursement of Village Funds in third place.

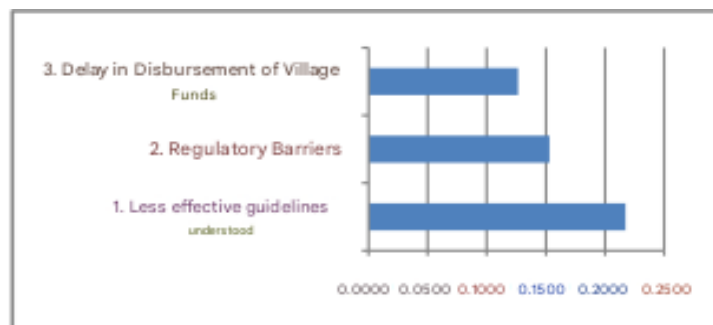
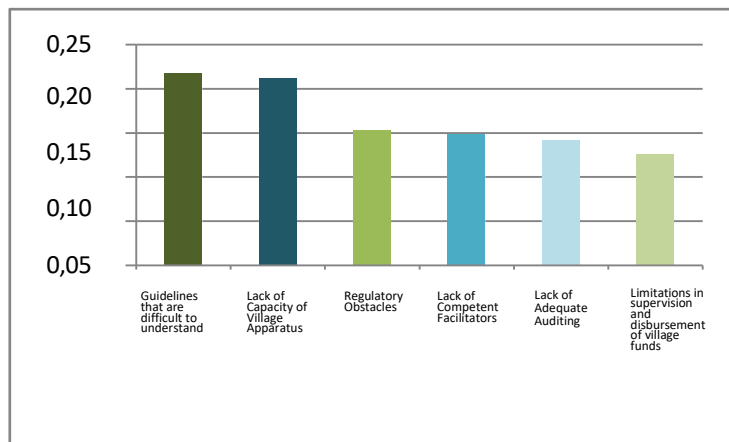


Figure 4.1 Geometric Mean of Technical Problem Cluster
(Source: Super Decisions and Microsoft Excel)

Overall, the three main problems in the institution are: first, the technical issue of unclear guidelines with a value of 0.217; second, the human resource problem of insufficient capacity of village apparatus with a value of 0.212; and third, the technical problem related to regulatory obstacles with a value of 0.153.



Geometric Mean of Problem Clusters
(Source: Super Decisions and Microsoft Excel)

Rater Agreement Results for Solution Cluster

Based on the data processing results for the solution cluster, the respondents showed a high level of agreement in assessing the priority of solution clusters for the problems occurring in the allocation of Village Funds, indicated by a rater agreement value of ($W = 0.73$). Five respondents agreed that HR solutions are the main priority to address issues in the allocation of Village Funds. However, technical solutions also play an important role in tackling the problems related to Village Fund allocation, as indicated by two respondents who prioritized the technical aspect as the key solution to the issues in Village Fund allocation. (Figure 4.9)

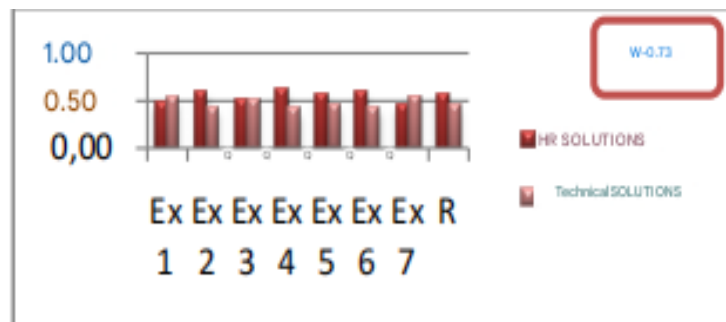


Figure of Rater Agreement for Solution Cluster
(Source: Super Decisions and Microsoft Excel)

Looking at each aspect, the agreement among respondents in ranking the priority solutions for HR problems is quite high, with a value of $W = 0.91$ (Figure 4.10). Six respondents agreed that the solution needed to optimize the allocation of Village Funds is training and recruitment. Training and recruitment for village officials as managers of the Village Funds is very important.

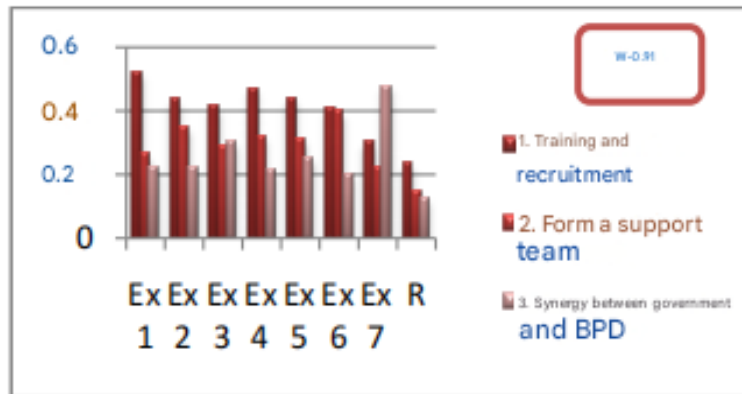


Figure: Rater Agreement on HR Solutions
(Source: Super Decisions and Microsoft Excel)

The results of data processing on the technical issues aspect show that all seven respondents also had a high level of agreement in assessing the priority problems within the technical issues cluster, with a value of 0.77 (Figure 4.11). Three out of the seven respondents agreed that the main solution to optimize the allocation of Village Funds is through the revision of the Village Law.

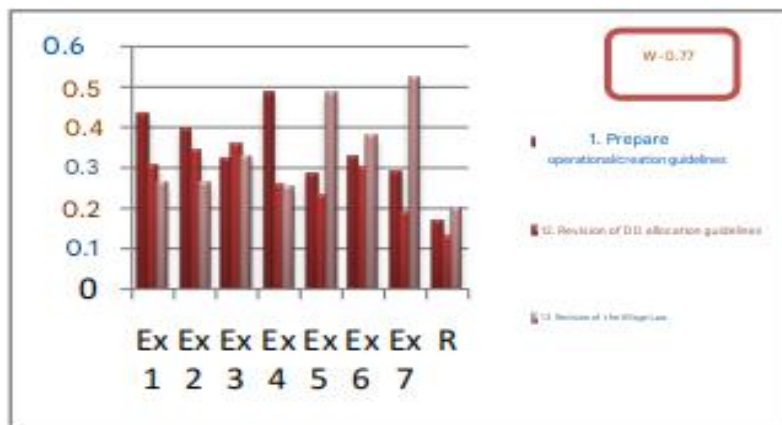
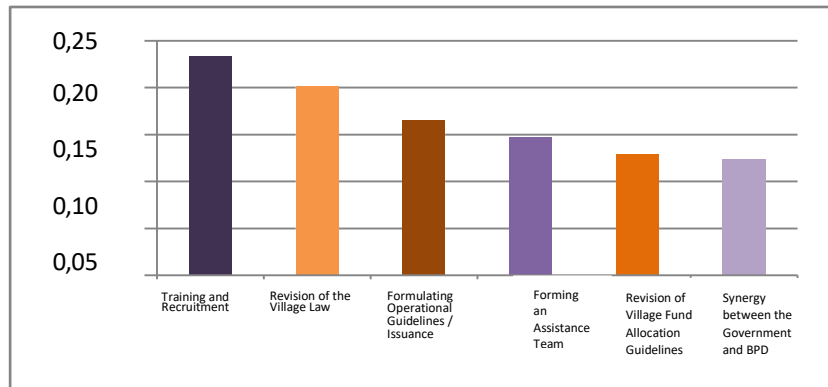


Figure: Rater Agreement on Technical Solutions
(Source: Super Decisions and Microsoft Excel)

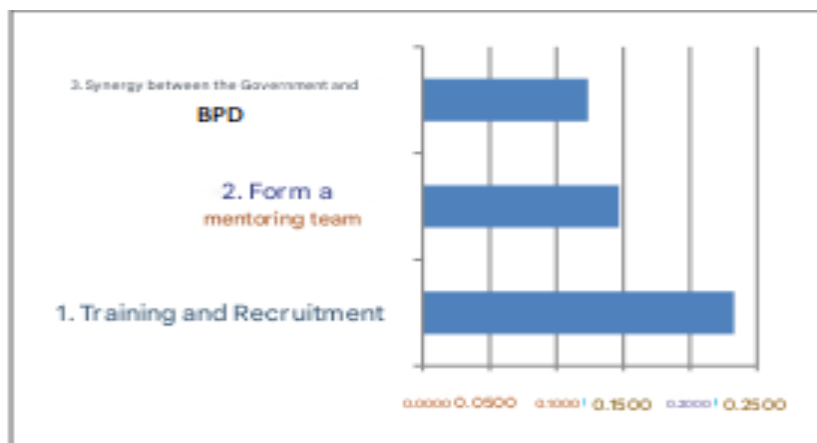
Geometric Mean Results of the Solution Cluster

The overall results from all respondents, as seen from the geometric mean values (Figure 4.12), indicate three main solutions to optimize the allocation of Village Funds. The top priority solution, related to HR issues, is training and recruitment, with a score of 0.2330. The second priority, from technical issues, is the revision of the Village Law (UU Desa), with a score of 0.2020. The third solution, also from the technical aspect, is the formulation of operational guidelines/joint decrees (SKB) by the government, with a score of 0.1655.



Geometric Mean Cluster Solution Diagram
(Source: Super Decisions and Microsoft Excel)

Looking at the three priority HR solutions (Figure 4.13), namely (1) Training and selection, (2) Forming a mentoring team, and (3) Government synergy with BPD, these three solutions can address the three main HR problems in the allocation of Village Funds, which are (1) Lack of capacity of village officials, (2) Lack of competent mentoring personnel, and (3) Lack of adequate supervision and auditing.



Geometric Mean Diagram of the HR Solutions Cluster
(Source: Super Decisions and Microsoft Excel)

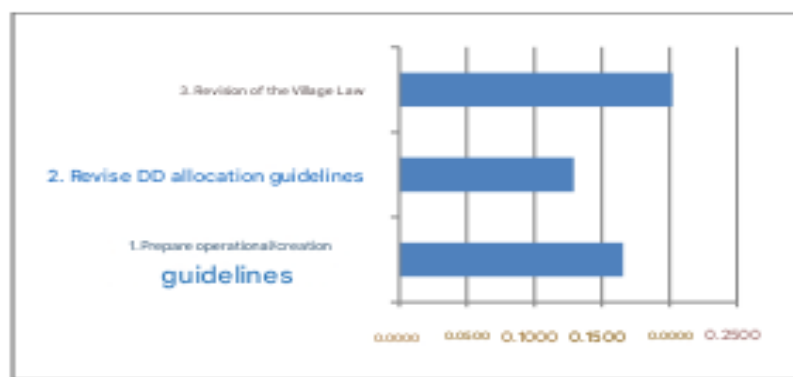
The first HR solution relates to training and selection of village officials. According to a community leader who is also the head of BPD Mekarjaya, the main driving force behind village development and community empowerment funded by Dana Desa is the management team. Every village official must have a high capacity to effectively implement the allocation of Dana Desa for village development and community empowerment. Therefore, training is necessary to align the understanding of their duties and to enhance their capacity as village officials (Hardiana, 2016). Additionally, the selection process in appointing village officials is a key step towards establishing a professional village apparatus (Pahrudin, 2016). Hence, training and selection are the first

solutions for Dana Desa allocation as an instrument for village development and community empowerment.

Regarding the second priority solution, forming a mentoring team can address the problem of lacking competent assistants. The absence of competent assistants can lead to ineffective allocation of Dana Desa, as managers may not fully understand the rules governing the Dana Desa program. Thus, establishing a competent mentoring team is a suitable solution, enabling them to provide guidance and coaching on techniques and strategies for Dana Desa allocation to support village development and community empowerment. This will facilitate village officials when facing problems in the implementation of development and empowerment funded by Dana Desa (Hardiana, 2016).

Next, the third priority HR solution is for the village government to synergize with the BPD for supervision and auditing. Hardiana (2016) mentions that synergy between the village government and BPD as supervisors and auditors is essential to prevent misappropriation of Dana Desa allocations and to ensure financial reports comply with applicable accounting standards.

Furthermore, looking at the three priority technical solutions (Figure 4.14), namely (1) preparing operational guidelines/issuing joint ministerial regulations (SKB) by the government, (2) revising the Dana Desa allocation guidelines, and (3) revising the Village Law, these align with the three main internal institutional problems, namely (1) guidelines that are difficult to understand, (2) regulatory barriers, and (3) delays in the disbursement of Dana Desa funds. According to respondents' views, these three solutions can effectively address the top three internal priority problems mentioned above.



Geometric Mean Diagram of Technical Solutions Cluster

(Source: Super Decisions and Microsoft Excel)

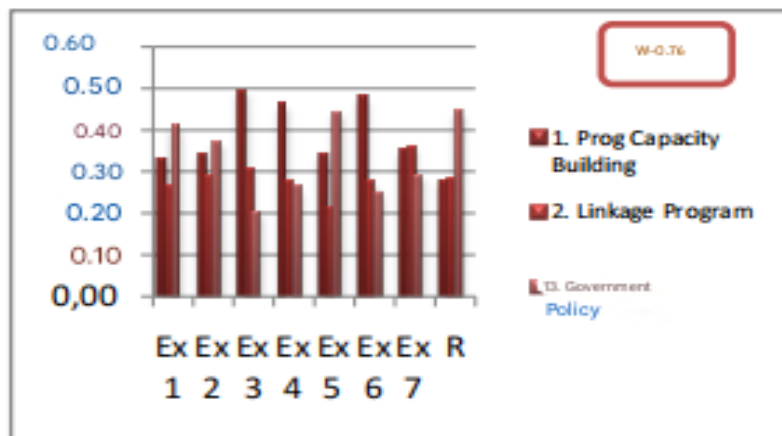
Revision of the Village Law becomes the primary solution priority for technical problems because, according to the respondents' opinions, the revision can address the three main technical issues. The revision of the Village Law can serve as a key factor in overcoming regulatory barriers that hinder villages from innovating. Additionally, it can help solve the problem of unclear

guidelines that are difficult for village officials managing the Village Fund to understand. Once the guidelines are well understood, the implementation of the Village Fund allocation will run smoothly, and the disbursement of funds will not be delayed. Ultimately, this will promote more advanced village development and community empowerment.

Regarding the second priority solution, preparing operational guidelines / issuing joint ministerial decrees (SKB) by the government is not only a solution for the problem of unclear guidelines but can also address regulatory barriers if the government pays attention to the problems occurring in villages. Preparing these operational guidelines or SKB can also resolve delays in Village Fund disbursement because with clear operational guidelines, village-level managers will find it easier to allocate the Village Fund for village development and community empowerment.

Rater Agreement Results for the Strategy Cluster

Based on the data processing results for the three strategy aspects, the respondents showed a high level of agreement in ranking the strategy priorities. The agreement level among the seven respondents was quite high, with a Kendall's W value of 0.76. The average main strategy priorities from the seven respondents are (1) Government Policy, (2) Capacity Building Program, and (3) Linkage Program, which will be discussed in the following section.

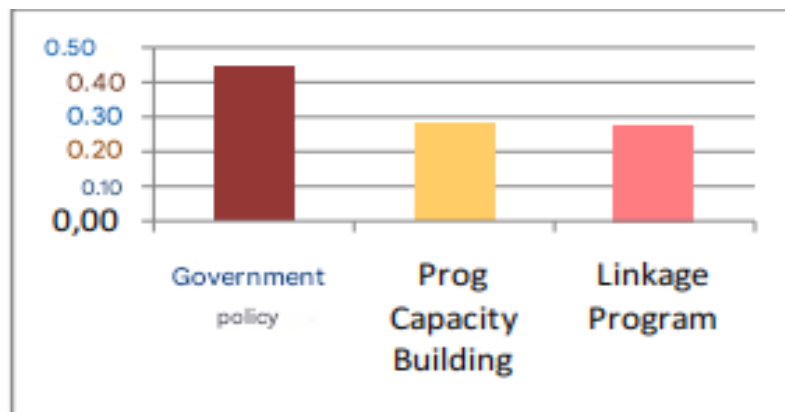


Rater Agreement Image on Strategy
(Source: Super Decisions and Microsoft Excel)

Geometric Mean Results of Strategy

Based on the Geometric Mean results, the priority strategy to support village development and community empowerment through the Village Fund allocation instrument is to optimize the role of Government policies with a value of (0.443). The next priority strategy is the Capacity Building program

with a value of (0.282). Meanwhile, the Linkage Program strategy ranks last with a value of (0.276).



Geometric Mean Strategy Chart

(Source: Super Decisions and Microsoft Excel)

Based on the calculation results above, it can be concluded that the two main strategies to optimize the allocation of Village Funds are the implementation of Government Policy programs as the first priority and capacity building programs as the second priority. This aligns with the analysis results of the technical problems and their solutions, showing that issues and solutions related to government policies are the main priority. The government, as the program maker and executor, must continuously improve the system for the advancement of village development programs and community empowerment through the Village Funds allocation instrument. Government policies may include the preparation and issuance of a Joint Decree (SKB) between the Ministry of Finance, Ministry of Home Affairs, and Ministry of Villages concerning the allocation of Village Funds that are easier to process at the village government level.

Following this, the second priority strategy is the Capacity Building program to continuously improve the quality of Human Resources as the driving force behind village development and community empowerment with optimal Village Funds allocation.

According to a practitioner, the main factor that Human Resources must have in village development and community empowerment is integrity. Therefore, the capacity building program that can be implemented includes soft skill training that instills Islamic values continuously. Additionally, the capacity building program can also include hard skill training and education related to development, empowerment, and financial management.

Islamic Economic Review

Dakwah Amar Ma'ruf Nahyi Munkar

When the Indonesian government implements various policies aimed at community empowerment to reduce poverty and develop the nation, it should look at a concrete example of how this concept has been successfully applied and recorded in history – namely, the community empowerment in the city of Madinah by Prophet Muhammad (peace be upon him).

In Islam, empowering the community is a form of *da'wah* (invitation to goodness), which means a deliberate and systematically planned effort to invite, show, guide, and lead people to achieve safety and well-being in this world and the hereafter with the pleasure of Allah SWT, as mandated (Zainudin: 2012), as stated in the Qur'an, Surah Ali Imran, verse 110: *"You are the best community ever raised for mankind; you enjoin what is right, forbid what is wrong, and believe in Allah. If the People of the Scripture had believed, it would have been better for them. Among them are believers, but most of them are defiantly disobedient."*

This verse explains that as the best Muslim community, we have three obligations: **amar ma'ruf** (enjoining good), **nahyi munkar** (forbidding evil), and believing in Allah SWT. The word *ma'ruf* means something good or regarded as good by religion and rational thought. According to Sayyid Qutb (1984), *ma'ruf* is the effort to instill and cultivate Islamic values in the realities of individuals, families, and society.

Therefore, community empowerment is an act of **amar ma'ruf** and becomes the duty of Muslims, because empowerment is a process of guiding society toward goodness, transforming people from incapable to capable, as implied by the meaning of *ma'ruf* itself. Furthermore, Sanrego and Taufik (2015) explain that a community is considered empowered if it possesses *tamkin* (strength or empowerment), which includes two categories: material and non-material. The material category covers basic needs, wealth, and power, while the non-material category includes religion and security.

Thus, it is clear that the goal of empowerment in Islam is to invite people who are lacking both materially and non-materially to become truly prosperous (holistic), covering various aspects and fundamental pillars of life (Wybisana: 2016).

The Prophet Muhammad SAW as an Example

In Indonesia, there has been a policy in place since 2015 where the government allocates a substantial budget that is then distributed to each village across the country. Each village is obligated to carry out development programs and community empowerment activities, such as those implemented in Mekarjaya Village, Cikajang Subdistrict, Garut Regency. The primary goal is to reduce poverty levels in Indonesian society and to advance the nation.

In Islam, community development and empowerment have long been exemplified by the bearer of the Islamic message, Prophet Muhammad (peace be upon him). The Prophet's concept of educating and empowering society, as well as establishing a community or even a state, was so perfect, complete, comprehensive, balanced, and in accordance with the *sunnatullah* (the divine laws of nature) present in society (Sanrego and Taufik: 2016). This includes fostering a sense of mutual need, ownership, and care for one another, so that the gradual development and empowerment carried out had a profound and lasting impact on the hearts of the people of Medina at that time.

The Strategy of Prophet Muhammad SAW

History records that the development and empowerment efforts carried out by the Prophet Muhammad (peace be upon him) were systematically and strategically planned. Upon his arrival in the city of Medina, the Prophet undertook three key initiatives: first, he established a mosque as a center for organizing the Islamic struggle; second, he fostered Islamic brotherhood (*ukhuwah Islamiyyah*), love (*mahabbah*), and compassion (*marhamah*) by uniting the Muhajirun and the Ansar; and third, he formulated the Charter of Medina (Yatim, 2008).

A. The Mosque as the Center of Struggle

The community empowerment movement based on the mosque was successfully implemented by the Prophet Muhammad (peace be upon him). He managed to transform and build a Muslim society through a *da'wah* movement centered at the Prophet's Mosque (Masjid Nabawi) in Medina. During the golden age of Islam, in addition to being a place of worship, the mosque functioned as a center of Islamic cultural life (Gazalba, 1989: 141).

The term *masjid* comes from the Arabic root word *sajada-sujud*, which means to submit, obey, and humble oneself with full respect and reverence (Shihab, 2001: 459 in Nurjamilah, 2016). The word *masjid* is a noun of place (*ism makan*), meaning "a place of prostration." Thus, the naming reflects the primary function of the mosque as a place of prostration (for performing prayer). In everyday understanding, a mosque is generally known as a place for Muslims to perform prayers. However, according to Shihab, since its root implies submission and obedience, the essence of the mosque is a place for engaging in all activities that demonstrate obedience to Allah SWT, as stated in the Qur'an, Surah Al-Jinn verse 18.

In the process of mosque-based empowerment, several aspects were undertaken by the Prophet Muhammad (peace be upon him), including the following:

1. Empowerment in the Spiritual Aspect

The spiritual empowerment process had already been underway during the Prophet Muhammad's (peace be upon him) time in Mecca. This empowerment successfully formed a small group of Muslims who would later become the driving force of the da'wah movement in Medina. However, due to severe resistance and pressure from the Quraysh tribe, and the difficulty in allowing Islam to grow, the Prophet (peace be upon him) and his companions migrated to Medina (Nurjamilah, 2016).

After approximately seven months in Medina, a mosque was built on a plot of land owned by two orphans (Sahl and Suhail), which later became known as the Prophet's Mosque (Masjid Nabawi) (Ath-Thabari, 1988: 111–112). From this mosque, the process of community empowerment resumed across various sectors, including spiritual development. The Muslim community was now able to perform worship with a sense of tranquility, which had been difficult to achieve in Mecca.

2. Empowerment in the Educational Aspect

During the Prophet's time in Medina, Islamic education was centered at the Prophet's Mosque. Both men and women were given equal opportunity to participate in educational activities. The core content of education was the values conveyed in the Qur'an, delivered in general sermons and in *halaqah* (learning circles), where the companions would gather around the Prophet in between obligatory prayers. Education also took place during various meetings and travels with the Prophet (Nurjamilah, 2016).

3. Empowerment in the Economic Aspect

Arab society was known for its commercial expertise. However, many injustices persisted in trade practices. In response, the Prophet Muhammad (peace be upon him) initiated economic empowerment to improve the ethical behavior of the society in economic affairs.

The Prophet's mosque-based economic empowerment in Medina focused on three key areas (Nurjamilah, 2016):

- **First**, reinforcing Islamic business ethics, which Muslims were required to uphold in trade transactions, including prohibitions against fraud, deceit, and interest (*riba*).
- **Second**, building strong bonds of brotherhood between the Muhajirun and the Ansar. The Ansar supported the economically weaker Muhajirun. With this support, the Muhajirun gradually established their own livelihoods – some began trading in the market (as exemplified by Abdurrahman bin Auf), others engaged in agriculture using land grants.
- **Third**, establishing a marketplace near the Prophet's Mosque. The establishment of this marketplace marked a major step in empowering the Muslim economy and served as an initial implementation of an Islamic economic system. The Prophet forbade dishonest practices in this market.

4. Empowerment in the Military Aspect

Throughout the Prophet's mission, the Islamic da'wah encountered numerous challenges and threats from groups opposed to Islam. To ensure the continuity and protection of the mission, the Prophet Muhammad (peace be upon him) empowered the Muslim community in military matters. As he stated:

المؤمن القوي خير وأحبُّ إليَّ هالِكٌ من المؤمن ال هضعيف

"The strong believer is better and more beloved to Allah than the weak believer."
(Hadith narrated by Muslim, No. 2664)

As a result of this empowerment, a resilient Muslim community emerged – one that was prepared to defend Islam against enemy attacks, both with their souls and their bodies.

B. Islamic Brotherhood (*Ukhuwah Islamiyyah*)

To build the city of Medina and empower its society in accordance with Islamic principles, the Prophet Muhammad (peace be upon him) established bonds of brotherhood between two distinct groups: the *Muhajirun* (the Meccan Muslims who migrated with the Prophet) and the *Ansar* (the local Muslims of Medina who welcomed the Prophet and his companions). This initiative successfully eliminated many of the Arab society's social weaknesses, such as tribal fanaticism and prolonged conflicts. The Prophet instructed, guided, and taught them to love and care for one another within the framework of *ukhuwah Islamiyyah* (Islamic brotherhood).

Several efforts were undertaken by the Prophet to foster this sense of brotherhood (Nurjamilah, 2016), including spiritual experiences within the mosque such as congregational prayers, as well as educational activities in the Prophet's Mosque. These activities involved the recitation and teaching of Qur'anic verses and *hadiths* that emphasized equality and human dignity in Islam (Qur'an, Al-Hujurat: 13), the importance of brotherhood, and the obligation for Muslims to cooperate in promoting and upholding righteousness (Qur'an, At-Tawbah: 71).

The moral education provided by the Prophet was holistic – not merely through verbal advice, but also by his noble conduct and exemplary character in accordance with the Qur'an (Zuraidah & Aizan, 2015).

C. The Constitution of Medina (*Piagam Madinah*)

In Medina, in addition to Muslims, there were also Jewish communities and Arabs who still adhered to their ancestral religions. To establish social stability, the Prophet Muhammad (peace be upon him) initiated a treaty with these groups – a charter that guaranteed religious freedom and required all

members of society to collectively defend the city from external threats (Haekal, 1990).

This treaty clearly positioned the Prophet Muhammad (peace be upon him) as the head of state, with full authority over regulations and public order. In modern political terms, this agreement is often referred to as the Constitution of Medina (Yatim, 2008).

Conclusion

Based on the results of the research, the following conclusions can be drawn:

1. The problems encountered in the allocation of Village Funds for village development and community empowerment are categorized into two aspects: human resources (HR) and technical aspects. The HR-related issues include: lack of capacity among village officials, insufficient number of competent facilitators, and inadequate supervision and auditing. Meanwhile, the technical problems include: incomprehensible guidelines, regulatory barriers, and delays in Village Fund disbursement.
2. The priority issues in both HR and technical aspects are as follows. In the HR aspect, the top priority is the lack of capacity among village officials, followed by the lack of competent facilitators, and thirdly, the lack of sufficient supervision and auditing. In the technical aspect, the main priority is the incomprehensibility of the guidelines, followed by regulatory barriers, and lastly, delays in Village Fund disbursement.
3. The proposed solutions to the problems in the allocation of Village Funds for village development and community empowerment are also divided into HR and technical aspects. The solutions for the HR aspect include: training and recruitment of village officials, establishing facilitator teams at the sub-district level, and strengthening synergy between village governments and Village Consultative Bodies (BPD). As for the technical aspect, the proposed solutions are: drafting operational guidelines or issuing a joint decree (SKB) by the government, revising the Village Fund allocation guidelines, and amending the Village Law. Based on the data analysis, the priority solutions for the HR aspect are: (1) training and recruitment of village officials, (2) establishing facilitator teams at the sub-district level, and (3) strengthening synergy with the BPD. For the technical aspect, the top priority is revising the Village Law, followed by (2) drafting operational guidelines/issuing a joint decree, and (3) revising the allocation guidelines.
4. The priority strategy for implementing the allocation of Village Funds for village development and community empowerment is, first and foremost, government policy—where improvements to the system by the government are urgently needed to ensure better implementation of the Village Fund policy, so that it can more effectively enhance village

development and community empowerment. The second priority strategy is capacity building programs, including training related to Village Fund policy, village development, community empowerment, financial management, digital literacy, and others.

5. From the perspective of Islamic economics, the village development and community empowerment process carried out by the government of Mekarjaya Village should be rooted in *dakwah* values and aligned with the practices of the Prophet Muhammad (peace be upon him). When developing the city of Medina and empowering its people, the Prophet began with the mosque as the center of empowerment – covering spiritual, educational, economic, and even military aspects. He then fostered social empowerment by uniting the *Muhajirun* and *Ansar* as the second step, followed by drafting a social contract that regulated interfaith relations in Medina – known as the Constitution of Medina. Thus, Mekarjaya Village could collaborate with nearby mosque councils (DKM) to initiate mosque-based empowerment and involve all societal groups in building the village together.

Recommendations

- 1. For Mekarjaya Village as the Village Fund manager,** based on the priority strategies identified, the author recommends implementing capacity building programs that include soft skills and hard skills training, as well as educational training related to Village Fund policies, village development management, community empowerment, accounting, financial management, and computerization. This is expected to improve the organization and transparency of Village Fund administration and ensure that the benefits are truly felt by the community. The funding for capacity building can utilize 7.7% of the Village Fund, as permitted by the Ministry of Finance regulation in 2017.
- 2. Considering the role of the Village Fund as a tool for poverty alleviation,** the government should continue to improve and develop the Village Fund policy system to ensure that it becomes more effective and efficient in supporting village development and community empowerment.
- 3. For academics,** it is recommended to further research village development and community empowerment through the Village Fund policy instrument. Such research can provide insights and recommendations to enhance the role of both central and local governments in national development efforts.
- 4. For the general public, community leaders, and academics in the field of development economics and empowerment,** it is encouraged to actively participate in supporting Village Fund policies by conducting research, monitoring implementation, and contributing to the execution of development and empowerment programs.

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