

LOCAL EMPOWERMENT FOR POVERTY ERADICATION: A CASE STUDY OF PAPUA PROVINCE'S POTENTIAL-BASED APPROACH

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Abstract

Poverty remains a persistent global challenge, influenced by interconnected factors such as income, education, health, access to services, geography, gender, and environment. Addressing poverty is crucial to fostering national development. The complexity of poverty is evident in the eastern region of Indonesia, where disparities in poverty levels compared to other regions are pronounced. In this context, this study examines the multidimensional nature of poverty in the eastern Indonesian region, specifically Papua province.

Papua province exhibits concerning poverty characteristics, with high rates of multidimensional poverty and poor performance in social and economic indicators. The multidimensional poverty rate in Papua province is among the highest in Indonesia at 45.91 percent, indicating a critical need for effective poverty reduction strategies. This study underscores the importance of recognizing the agency of the poor themselves in tackling poverty. Empowering the impoverished to actively contribute to poverty alleviation emerges as a novel paradigm, highlighting the need for local governments to position the poor as central agents in poverty reduction efforts.

Education emerges as a pivotal factor in enhancing human resources and curbing poverty. While the responsibility for a robust education system lies with educational institutions, it requires collective support from communities and governmental bodies mandated by the Constitution of 1945 to educate the populace. Various governmental policies have been introduced to combat poverty, including direct cash assistance, district development initiatives, and urban poverty reduction programs. However, these policies have yet to effectively address the root causes of poverty.

In the context of Papua province, the local government's mission to cultivate a smart, quality, and prosperous society is evident. However, its execution has faced challenges due to unoptimized utilization of resources and absence of regular evaluations for enhancing poverty alleviation efforts. The study highlights the need for comprehensive evaluations to enhance work productivity in poverty alleviation and

foster dynamic policies that genuinely impact poverty rates.

In conclusion, this study emphasizes the multidimensional nature of poverty in the eastern Indonesian region, particularly Papua province, and underscores the importance of active participation by the impoverished themselves in poverty reduction efforts. It advocates for holistic, targeted policy interventions that go beyond surface-level programs to address the intricate interplay of factors driving poverty.

CHAPTER I.

INTRODUCTION

The poverty faced by all governments in this world is influenced by several factors that are interrelated with one another. These factors include income level, education, health, access to goods and services, geographical location, gender and environmental conditions. Poverty is a condition in which a person cannot meet his basic needs in order to lead a more dignified life. Therefore, poverty must be addressed so as not to interfere with national development.

Poverty in the eastern region is a complex issue. The difference in the level of poverty is quite large between this region and other regions in Indonesia. The World Bank in 2007 put forward the characteristics of poverty in eastern Indonesia, both the number of poor people and the severity of expenditures that are higher than other regions in Indonesia. Almost all social and economic indicators in the region also show poor performance. The region's poor achievement in non-monetary poverty indicators has caused the multidimensional poverty rate of Papua province to be the highest in all of Indonesia. The proportion of multidimensional poor households in the province reaches 71.63 percent with a relatively large poverty intensity of 64.10 percent, bringing the multidimensional poverty rate to 45.91 percent. Although the proportion of the multidimensional poor population in this region is higher than that of Java and Sumatra, Papua province only accounts for 6.37 percent of the total poor households multidimensional in Indonesia.

It is necessary to build a basic view that the most instrumental in tackling poverty is the poor themselves. Because in fact, the one who knows best about the problem of poverty and how to overcome his daily life with the dynamics of poverty. Tackling poverty by the poor itself must become a new paradigm as a basis for thinking together with seating the poor as the main subject of poverty reduction. The poor should have the spirit that only I am capable of solving the problem of poverty, not anyone else. The effectiveness of handling local government policies is very important for the survival of a nation state.

To obtain superior human resources, you need a good educational process. A good education process is not only the responsibility of the educational institution, but must also be supported by the community and the government in this case acting as the highest mandate holder of the Constitution 1945 to educate the Indonesian nation.

Various government policies and programs have been implemented in order to overcome poverty in Indonesia, including: Cash Direct Assistance for the Program Raskin District Development Program and Fuel Subsidies, as well as the Urban Poverty Reduction Program. The policy was rolled out as a concrete form of the government's concern and commitment in the context of poverty reduction. In poverty alleviation, the government has a big role to play. But in reality, the programs run by the government have not been able to touch the main points that cause this problem of poverty. There are several government programs that have been implemented and are intended as solutions to overcome this problem of poverty. Among them is the Cash Direct Assistance program

which is after the abolition of kerosene subsidies, and the conversion program of gas fuel, lighting / lamps, infrastructure, clean water.

In addition, there is also the implementation of assistance in the health sector, namely public health insurance or JAMKESMAS. However, these two things have not had a significant impact on reducing poverty. Local governments, especially the Papua region, have a mission. Building a Smart, Quality and Prosperous Society from this mission, it is clear that the local government's policy is to develop human resources, improve effective and efficient services, and the government's efforts in optimizing natural resources to meet the needs of the community. However, in its implementation, it has not been optimal because it can be seen from the problems that exist in the area where the poverty rate has not changed. This is caused by several factors that have been described above. And then there is no form of evaluation that is carried out every year for how to increase work productivity in poverty alleviation, so that the poverty alleviation process can run according to what is expected.

B. PROBLEM FORMULATION

1. What is the condition of poverty in Papua?
2. How to deal with poverty based on local potential in Papuans?

CHAPTER II. LITERATURE REVIEW

A. DEFINITION OF EFFECTIVENESS

The word effectiveness has several meanings, in the Big Dictionary Indonesian mentions three meanings of effectiveness, the first meaning is the existence of an effect, effect, influence and impression. The second meaning is efficacious or efficacious and the third meaning can bring results or useful results. The word efektif is taken from the word effect which means effect or influence and the word effective which means the influence or effect of an element. So effectiveness is authorship or success after doing something. According to John. M. Echols and Hasan Shadily in the English-Indonesian dictionary etymologically the effectiveness of the word effect which means successful use.

In the general dictionary Indonesian Effectiveness is a description which means a measure of the results of a task or success in achieving goals. It can be little understood that effectiveness means also shows the degree of achievement of goals, effort is said to be effective when the effort achieves the goal.

In addition to the understanding from the point of view of language, there are several definitions of effectiveness according to experts:

1. According to the Supreme Court, effectiveness is the ability to carry out the duties, functions (Operation of program or mission activities) of an organization or the like without any pressure or tension between its implementation.
2. According to hidayat, effectiveness is a measure that states how far the target in the form of quality, quantity, and time has been achieved with the principle that the greater the percentage of targets achieved, the higher the effectiveness.
3. According to effendy, effectiveness is an indicator in achieving predetermined goals or objectives as a measurement where a target has been achieved in accordance with what has been planned.
4. Peter Drucker calls it effective, meaning doing the right things. This means that something that is done is effective in providing positive impacts, inputs, outcomes and benefits.

From some of the definitions of effectiveness above, it can be concluded, that in general effectiveness can be interpreted as the existence of an influence, effect, impression. Effectiveness is not only about giving influence or message but also related to the success of goals, the determination of goals, professionalism, goal setting, the

existence of programs, materials, related to methods or methods. Goals or facilities and can also have an influence on the goals to be achieved.

What are the criteria for achieving an effectiveness? Still citing the same journal source, this is an explanation of the criteria for effectiveness achievement by Richard M. Steers:

1. Achievement of Goals

The overall effort to achieve the goal should be viewed as a process. Therefore, in order for the achievement of the ultimate goal to be more assured, phasing is needed, both in the sense of phasing the achievement of its parts and phasing in the sense of its periodization. The achievement of goals consists of several actors, namely: The period of time and the goals that are the concrete targets.

1. Integration

Measurement of the level of ability of an organization to hold socialization, consensus development and communication with various other organizations. Integration concerns the process of socialization.

2. Adaptation

The ability of the organization to adjust to its environment. For this reason, benchmarks for the procurement process and replenishment of labor are used.

B. POVERTY MANAGEMENT

According to the Big Indonesian Dictionary (KBBI) handling has one meaning, namely handling and comes from the root word hand. Handling has a meaning that expresses an action taken in doing something. Handling can also mean the process, the way, the act of dealing with something that is being experienced.

Whereas in The Liang Gie's book coordination is a process of guiding (unifying) the goals and activities of various separate parts (functions, regions, units, etc.) aimed at achieving efficient goals. According to G.R Terry coordination comes from the word coordination which means a synchronous and orderly effort to provide the right amount and time, and directs the implementation to produce a uniform and harmonious action on a predetermined goal.

Poverty has many dimensions and formulations; the definition of poverty is problematic at the conceptual and practical level about who can be considered a poor person, as well as many things about the life of the poor that they have market access and limited infrastructure quality (Abhijit Banerjee, 2002)

According to Bappenas (2005), poverty is a condition in which a person or group of people, men and women are unable to fulfill their basic rights to maintain and develop a dignified life. These basic rights include:

1. Meeting the needs of food, health, education, employment, housing, clean water, land, natural resources and the environment
2. A sense of security from the treatment or threat of violent acts
3. The right to participate in socio-political life
- 4.

Poverty is no longer understood to be limited to economic incompetence, but also the failure of the fulfillment of basic rights and differences in treatment for a person or group of people in the exercise of a dignified life. These basic rights do not stand alone but influence each other so that the non-fulfillment of one right can affect the fulfillment of other rights.

Poverty according to Suparlan (1995), is defined as a low standard of living, namely the existence of a level of material deficiency in a number or class of people compared to the standard of living that is commonly applicable in the society concerned. This low standard of living directly seems to have an effect on the level of health, moral life and sense of self-esteem of those who are classified as poor people.

According to Mubyarto (1998), poverty is a situation of shortage caused by limited capital owned, low knowledge and skills, low productivity, low income, weak exchange rate of poor people's production and limited opportunities to participate in development. So poverty is a condition of a person's inability and helplessness to meet the needs of his decent life.

Furthermore, Sharp, et.al (1996) in Kuncoro (2004) identified the causes of poverty, namely: First, micro-wise, poverty arises due to inequality in resource ownership patterns that give rise to an unequal distribution of income. The poor have only a limited amount of resources and the quality is low. Second, poverty arises due to differences in the quality of human resources. The low quality of human resources means that the productivity is low, which in turn is low wages.

The low quality of human resources is due to low education, disadvantaged fate, discrimination or due to heredity. Third, poverty arises due to differences in access in capital.

These three causes of poverty boil down to the theory of the vicious circle of poverty proposed by Ragnar Nurkse, the well-known development economist. In 1953 that " a poor country is poor because it is poor", in Todaro (2004) . The presence of underdevelopment, imperfection of the market and lack of capital leads to low productivity. Low productivity results in low income they receive. Low income has implications for low savings and investments, and implications for backwardness and so on.

C. LOCAL POTENTIAL

The world economy today has entered the category of the fourth stage of economic development which is often referred to as the creative economy. Based on Presidential Instruction No. 6 of 2009, the so-called creative economy is an economic activity based on the creativity, skills, and talents of individuals to create creative power and creative power of individuals that are of economic value and have an effect on the welfare of society. The creative economy is developing very dynamically which selectively matches the potential of maintaining economic aspects in the previous stages, namely agriculture, industry, and information economics. The dynamic of the creative economy is mainly supported by the very rapid development of information technology which colors the development of the creative economy. Lately in real terms developed what is referred to as the Orange Economy.

The creative industry has also given birth to various products produced precisely from creativity whose ideas have developed a lot from the richness of local culture in each region. It is called the Orange Economy, because in reality its development in society is characterized by an impressive variety of colors of cheerfulness.

The creative economy combined with various local wisdoms, especially local culture, supports the development of local economic competitiveness both in the regional, national, and international arenas.

CHAPTER III. RESEARCH METHODS

Types of qualitative research through a phenomenological approach

CHAPTER IV. DISCUSSION

Papua is a province in Indonesia located on the western island of New Guinea or west New Guinea. Papua is also often referred to as West Papua because Papua can refer to the entire island of New Guinea including the eastern hemisphere of neighboring countries, east New Guinea or Papua New Guinea. The province was formerly known as West Irian from 1969 to 1973, its name was later changed to Irian Jaya by Suharto at the time of inaugurating the Freeport copper and gold mine, a name that remained in official use until 2002. The name of this province was changed to Papua in accordance with Law No. 21/2001 of Papua Special Autonomy. During the Dutch colonial era, this area was called Dutch New Guinea.

In 2004, accompanied by various protests, Papua was divided into two provinces by the Indonesian government; the eastern part remained under the name Papua while the western part became West Irian Jaya which is now West Papua Province.

Geography

1. Area
2. Area 420,540 km
3. Climate
4. Rainfall 1,800 3,000 mm
5. Air temperature 19-28 C
6. Humidity 80%

Indigenous tribal groups in the land of Papua (Papua and West Papua).

The indigenous tribal group in Papua consists of 255 tribes, with different languages. These tribes include:

- Ansus
- Amungme
- Asmat
- Ayamaru, inhabiting the Sorong area
- Bauzi
- Breed
- Dani
- Empur, inhabiting kebar and Amberbaken areas
- Hatam, inhabiting the Ransiki and Oransbari regions
- Iha
- Comoros
- me, inhabiting the mountainous region of Paniai
- Meyakh, inhabiting Manokwari City
- Moskona, inhabiting the Merdei area
- Nafri
- Sentani, inhabiting the vicinity of Lake Sentani
- Souk, inhabiting the Anggi and Manyambouw regions
- Waropen
- Wamesa inhabits the area south of Wondawa Bay (wandamen)
- Muyu
- Treat
- Enggros
- Korowai
- Fuyu

Vision and Mission of Papua 2018-2023

- Vision :



"Papua Rises, Is Independent, and Prosperous in Justice"

- Mission :

- 1) Strengthening the quality and competitiveness of human resources

- 2) Strengthening a sense of security, peace, and peace as well as democratic life in strengthening the Republic of Indonesia
- 3) Strengthening governance
- 4) Strengthening and Accelerating the Regional Economy in accordance with local superior potential and cultural-based wilyah development
- 5) Accelerate the development of underdeveloped, backward, frontier areas

Vision and Mission of West Papua 2018 – 2023.

Vision

TOWARDS A SAFE, PROSPEROUS & USEFUL WEST PAPUA

Mision

1. Creating a clean and authoritative apparatus
2. Equitable and sustainable management of the environment and natural resources
3. Improving the quality of basic services in the field of education and health

Improving basic infrastructure capacity

5. Improve the competitiveness and investment climate of the region
6. Building competitive fisheries and tourism
7. Establishing an independent and sovereign farm
8. Strengthening women's empowerment and child protection

Strengthening religious harmony

Infrastructure

These two provinces are the richest provinces in Indonesia with an area of more than three times the size of the island of Java, plus a small population with natural wealth so rich and unexplored such as forest products, plantations, agriculture, mining fisheries. This is due to the absence of an adequate road network that can connect the areas of production centers for which the Public Works Office seeks to carry out the construction of good road infrastructure. such as the construction of the Jayapura - Wamena, Nabire-Wondama, Manokwari, and also Manokwari - Maibrat - Sorong roads, which are provincial and national road status as a large investment activity for the second Government of Papua Province which was built with the aim of:

1. As a means to integrate regional Potential Development and Changes in community structure.
2. Establish a system of National, Provincial, Regency and City Road Networks to support the production and distribution system.
3. Form direct benefits to the community in terms of ease of social, economic activities, the flow of goods and services, employment opportunities and community skills.

B. DESCRIPTION OF RESULTS

a. The condition of poverty in Papuans

The poverty rate in the two Provinces of Papua is still the highest in Indonesia as of September 2021. According to the Central Statistics Agency (BPS), poverty in the easternmost province reaches 27.38.% or 920 thousand people from the total population. That is, more than a quarter of the population on Cenderawasih Earth lives below the poverty line.

Then, West Papua Province has the second largest poverty rate, which is 21.82%. Thus, one in five people in West Papua falls into the poor category. The national poverty rate was 10.14% in March 2021. A total of 16 provinces have poverty rates above the national average, three of which are above 20%. The remaining 18 provinces have below-average poverty rates.

Papua is the province with the highest poverty rate nationally. The majority of papuan poor live in rural areas, even more than a third of the rural population in Papua lives poorly. Based on data from the Central Statistics Agency (BPS), the number of people in Papua Province living below the poverty line was 944.49 thousand people in September 2021. This number reaches 27.38% of the total population. This percentage is the highest compared to the other 33 provinces.

According to the area of residence, there are 895.26 thousand people in rural Papua living below the poverty line. This amounts to 36.5% of the total population. This means that more than one-third of the population in rural Papua lives poorly. Meanwhile, the number of poor people in urban areas of Papua who live poorly is only 49.23 thousand people or 4.94% of the total population. The data shows that the disparity of the poor in rural and urban Papua is so wide that attention is needed to improve the condition of rural communities in Indonesia's easternmost province.

The lack of infrastructure related to education, health and public welfare is suspected to be the cause of poverty. Therefore, accurate data is needed to build the Papuan people. "Hopefully this will be our tip to build Papua starting from data," said the Head of BPS Papua, Johanes De Brito Priyono some time ago in Jayapura City. He explained that the level of education, health and welfare is a barometer of BPS in measuring the level of poverty of people or families. The higher the level of education and the welfare of the community of a district / city, it is hoped that the more prosperous the community will be. In the end, this is what makes people/families able to get out of the poverty line.

From BPS data, Mimika regency and Jayapura city are the two districts/cities that are the best economically. This happens because the level of education, health infrastructure and welfare of the people of these two districts/cities is the highest. It is estimated that the average resident of Jayapura city can reach the age of 69 years. "Compared to Nduga County, the life expectancy in Nduga is only 53 years," he said.

The people of Jayapura City spend around Rp 14 million per year on average, while in Nduga it is only Rp 3.6 million per person per year. There is a lack of education-related infrastructure, health-related infrastructure and welfare-related infrastructure in Nduga district. "Indeed, to fix these three-three, it must be repaired. It can't be just one-on-one," he said.

Government intervention through programs such as the Smart Indonesia program, Healthy Indonesia and the Prosperous Indonesia Program has existed. The three cards distributed to the poor are expected to stimulate Papuans to get out of their poverty line.

The Governor of Papua, Lukas Enembe, said that the number of poor people in Papua is difficult to fall because many people come from outside Papua. They come to Papua easily to get an identity card from the local government. "There is an ID card issued but the person does not live in Papua yet," he said. (Enrico Karubuy) However, in 2017 the poverty rate of Papua fell, namely the percentage of poor people in Papua Province over the past six months was recorded to have decreased by 0.15 percentage points, from 27.62 percent in March 2017 to 27.76 percent in September 2017. This was conveyed by the Head of Distribution Statistics of BPS Papua Bambang Ponco Aji, in Jayapura, in a release to the press. He said that the decline in the poverty rate could not be separated from the improving welfare conditions of the Papuan people since the last eighteen years (1999-2017). Where, it was recorded that the percentage of poor people in that period, began to show a significant decrease. "Similarly, in the first five years of Papua Special Autonomy (Otsus) running (2001-2005) the percentage of poor people decreased by 0.97 percent, from 41.80 percent to 40.83 percent". "This is also reflected in the second five years of the implementation of special autonomy (2006-2010), where the percentage of poor people decreased by 4.72 percent," he said.

Bambang continued, the largest percentage decrease in the poor population occurred in the period March 2010 - March 2011 where there were 4.82 percent of the population who in 2010, had an income below the poverty line, then shifted above the poverty line, so that it was included in the category of not poor. Meanwhile, when viewed according to the type of area, the poor population in Papua Province is also concentrated in rural areas, where in March 2017 there were 36.56 percent of the poor living in rural areas, while in urban areas it was only 4.55 percent. "To be sure, when compared to the conditions in the previous period (March 2017), there was an increase in the percentage of poor people in rural areas by 0.09 percent. Especially for urban areas where the percentage of poor people has increased by 0.36 percent," he explained.

Even so, he added, for data on the percentage of poor people by province throughout Indonesia based on data from the March 2017 Susenas, there are three provinces in eastern Indonesia that have the largest poverty rates. Namely the provinces of Papua, West Papua, and East Nusa Tenggara. Where the largest percentage of poor people in a row was 27.76 percent; 23.12 percent; and 21.38 percent. Meanwhile, of the 34 provinces, 27 of them experienced a decrease in the percentage of poor people, with the largest decline occurring in West Papua Province, which reached 1.99 percent.

b. Strategies for addressing poverty based on local potential in Papuans

By paying attention to the extraordinary potential of Papua's natural resources, when compared to such a high level of poverty, it can be said that there has been a so-called "Paradox of Plenty". The poor are above abundant wealth. In this regard, it is necessary to make an in-depth analysis of various development approaches that have been implemented for approximately 20 years, especially after the enactment of the Special Autonomy Law since 2001.

Various development approaches such as Bottom up, or participatory approaches, or community empowerment need to be reevaluated.

Papua with a large wealth, with a small population, gets a hard time through Special Autonomy, the amount of funds that continue to increase, should be able to solve various problems including the problem of poverty.

Based on these conditions, I would argue that the main approach that needs to be taken is a people/human development centre. We view that poverty in Papua is what is called brain poverty and not poverty in wallets or pockets, the term "Poverty is in the Head, and Not in the Pocked".

This approach, requires development policies that are oriented towards strengthening the capacity of the community or "empowering people", improving the skills, competencies, skills of the community to allow them to be actively involved in the development process implemented. The government needs to provide various packages of activities that encourage community capacity building so that they are able to overcome and solve the various problems they face, especially the elimination of poverty.

The capacity of the community becomes important, so that they are able to control and manage and transform the natural resources they have to be productive, increase income and provide welfare, as well as improve their quality of life, and reduce poverty.

Another approach that needs to be taken is to encourage income-raising programs, providing certainty to the community to have a clear income. What needs to be done here is to develop a so-called resource-based money printing machine owned by the local community. Money machine or "Money Machine", this is built in every kampong or village, or district, according to the potential of local resources owned by the community. For example, Sago, Coconut, Fish, Banana, Betel Nut, must be able to be developed to become a money maker for the owners of these resources.

In this regard, the Government is responsible for ensuring the availability of a market to market the products of these communities. The government develops a definite mechanism, distribution and marketing system, in order to ensure the continuity of community production.

By implementing various policies that are in favor and encourage capacity building, develop money machines, and ensure the market, it can be believed that it can cut the roots of impoverishment of local communities, reduce poverty, and improve community welfare.

Many development programs have been unable to improve people's access to poverty alleviation and underdevelopment programs and even fail to achieve such programs. This means that many government policies are produced to tackle poverty, but very rarely can they touch on the substance of the problem, especially the poverty found in society. Dotted with the weaknesses inherent in development strategies oriented towards economic development, in the end, a human quality development strategy or strategy of human approach emerges. This strategy is also often said to be people centered development (human-centered development or human qualities).

The unresolved problem of poverty has prompted the thought of the need for a new strategy for poverty reduction that touches more on the root of the poverty problem. The conventional view refers to poverty as a problem of lack of capital and considers the poor as a powerless object so that there is no need to be involved in public policy decision-making. The impact of this view is that the government then creates programs aimed at empowering people to contribute in their capacity as subjects of development.

With the empowerment of the community, it is hoped that it will make these people able to change their living conditions from being economically lagging behind to improving their welfare. The non-fulfillment of the basic rights of the poor can be resolved, due to the inaccuracy of the programs provided by the government. In many cases, the co-optation of the poor from social life, makes them even more powerless to convey their aspirations. The case occurred as a result of a process of formulating and implementing policies that positioned the poor as objects and ignored the involvement of the poor in the decision-making process.

For example, one of the causes of the failure of community empowerment policies in overcoming the problem of poverty in Mimika is the weak community participation (helplessness) to be able to convey needs in the stages of formulating, implementing, monitoring and evaluating development policies and programs. Various items of community empowerment programs are incompatible with the needs of the papuan poor.

Decision-making is closely related to the ability of the community, including the poor, to participate in the process. With the availability of space for participation and the ability to convey aspirations, it means that the community participates in and can influence the decisions taken to suit their interests. For this reason, bureaucrat behavior is needed that is more responsive to the needs of society. This is in accordance with Supriatna's opinion that the management of the poor is largely determined by the quality of the behavior of bureaucrats who are responsive in making decisions and fostering target groups of the poor.

Efforts to alleviate poverty through community empowerment provide opportunities for people to play the role of subjects and actors who participate in setting goals, controlling resources and directing processes that effectively affect their lives. However, if on the contrary, efforts to alleviate poverty only involve the community as an object, it will be difficult to touch the root of the problem.

The unresolved problem of poverty has prompted the thought of the need for a new strategy for poverty reduction that touches more on the root of the poverty problem. The conventional view refers to poverty as a problem of lack of capital and considers the poor as objects that do not have information and choices so that there is no need to be involved in public policy decision-making. The implication of this view is that the government has a

dominant role to provide capital and basic needs of the poor. This approach has proven to be less than optimal in solving the problem of poverty not only due to budgetary difficulties and weak policy drafts because it does not touch the root of the poverty problem, but also the absence of recognition and respect for the voice and basic rights of the poor.

The behavior of responsive bureaucrats can encourage people to have concern for their neighbors. The main condition for the creation of a climate that is able to foster community and institutional participation in the poor is the behavior of bureaucrats. How a bureaucrat views poverty and how to overcome poverty largely determines the actions taken in handling a poverty reduction program. With the condition of bureaucrat administration that is more oriented towards this target group, development organizations will be better able to create open and equal access for every group of poor people. The right bureaucrat figure for the development of the poor is a bureaucrat who can carry out the function of empowering, creating a climate so that people can develop their various potentials, both intellectual, mental, spiritual, and physically optimally. Thus, the behavior of bureaucrats must be able to cultivate self-sustaining capacity and eliminate dependency creating of the community, by planning and gradually handing over the responsibility and authority of development to the community to take care of their interests in accordance with their potential. Bureaucrats are no longer governing in order to realize the centralistically formulated development plan, but act as facilitating, that is, creating spaces and opportunities that allow people's aspirations to grow and develop. Poor community empowerment programs must pay attention to community initiatives and participation, starting from planning activities, implementation to implementation and supervision.

Thus, community empowerment programs will be more successful if they are formulated and implemented using a bottom-up approach. For this reason, it is necessary to have public space available that can be used as an arena for community participation. Public space can be interpreted as an arena where people, both individually and in groups, can independently participate in the process of managing governance, both policy making and daily government processes. The public sphere is often associated with a transparent policymaking arena, where people can attend and exercise the right to speak and vote in the process. The meaning of this public space is not only limited to spatial meaning (with regard to the place), but can also be in the form of forums, meetings, or other media that provide opportunities for the public (society) to access openly and fairly. So empowerment does not start from the implementation process alone, but empowerment begins with compiling programs together with the community in accordance with the needs and abilities of the community in their lives.

CHAPTER IV. CONCLUSION

It is not enough to provide assistance that is charitable in nature, nor to provide capital. Poverty is not so simple that a poverty reduction policy and program is needed that involves all elements of the nation with a community empowerment strategy, where the poor are the subject of their own destiny, or in other words the main concept is to view the creative initiatives of the people as resources, while the government acts as a facilitator, regulator, companion, and stimulator so that they are able to develop. Community empowerment with the dimension of the activity process to strengthen community empowerment and the goals / results to be achieved from community empowerment have a positive and very strong effect on poverty reduction. In other words, community empowerment largely determines poverty reduction. This means that the better the community empowerment, the better the poverty reduction will be followed. And vice versa, the worse the community empowerment, the worse it will be followed by the worse the poverty reduction. New concepts that can be raised and developed in complementing the dimensions of community empowerment in poverty reduction can be successful if supported by a bottom-up approach by taking into account the initiatives and aspirations of the community. So community

empowerment does not begin at the stage of the implementation process alone, but also begins at the planning stage of the program. This paradigm is called community empowerment into an independent and aspirational society. That is, it is the community that plans, implements and supervises the running of a government program for the benefit of the community concerned.

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