

## COMMUNITY EMPOWERMENT STRATEGY IN POVERTY TREATMENT

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**ABSTRACT:** Community empowerment is an effort to improve community welfare. It is the best approach in solving poverty issues. Therefore, various Community Empowerment Strategies are expected to be right on target in reducing poverty rate in rural areas, especially in Bali. Balinese people have traditional communities and its traditions that must be maintained in addition to meeting basic needs. Both official government and traditional leaders affects their welfare in society. An active participation is needed to prioritize society's well-being. Through this active participation, the poor as the target group is not only the object of the program. Public participation is very important given the complexity of the existing poverty problem, namely as a means of obtaining information, the public will have more confidence in development programs, and as a forum for channeling democratic rights. Community empowerment will help alleviate poverty, especially by focusing on women's empowerment-- which is very important in increasing family income. Empowering women will increase participation in society and can improve the welfare of families and communities.

**Keywords:** strategy; Empowerment; Social participation; Poverty.

### I. INTRODUCTION

Poverty is still a crucial problem for all countries. Poverty is not only discussed in politics and government discussion but also in all religious teachings. Although poverty alleviation has been started for a long time by all countries including world organizations, it has not been resolved (Maipita, 2014: 97). There are more than 1.2 billion people in the world who live on less than one dollar per day and more than 2.8 billion people in the world only earn less than two dollars per day. They live below the international minimum real income level. This line does not recognize boundaries between countries, does not depend on the level of income per capita in a country, and also does not take into account differences in price levels between countries (Deepa Narayan, et al, 2000). Various theories, concepts, and approaches have been developed and formulated to solve poverty. However, the problem has not been resolved comprehensively.

Several experts define poverty are follows: Mencher (in Siagian, 2012: 5) argues that poverty is a symptom of a loss of ability of a person or group of people or areas to a point they are unable to achieve a decent life. Suparlan (1993) in (Mubyarto, 2010) states that poverty can be defined as a low standard of living, that is, there is a level of material deficiency in some or a group of people compared to the general standard of living. Social scientists agree that the main cause of poverty is the economic system prevailing in the society. However, experts also believe that poverty is not a symptom that exists solely because of the economic system. Poverty is a manifestation of the results of interactions that involve almost all aspects that humans have in their lives. Poverty alleviation requires a comprehensive and systematic effort. This is to ensure that these efforts will be able to touch every element of the poor. Hall and Midgley (2004: 14), state that poverty is a condition of material and social deprivation that causes individuals to live below a decent standard of living, or a condition in which individuals experience relative deprivation compared to other individuals in society.

Poverty is a complex problem that is influenced by various interrelated factors, including Income Level, Health, Education, Access to Education, and Health. Indonesia has set a target in the 2015-2019 RPJMN to reduce the poverty rate by 7-8 percent. The National poverty rate during the period 2013 to 2017 tended to decline, although it had increased in 2015. In 2013, the National poverty rate was 11.47 percent and tended to decrease to 10.12 percent in 2017. Programs that have been carried out by the Government in alleviating poverty, including the welfare family savings program with the Prosperous Family Card (Kartu Keluarga Sejahtera--KKS), the rice transfer programs for poor families, the smart Indonesia program with the Indonesia Smart Card (Kartu Indonesia Pintar--KIP), the health sector program with the Indonesia Health Card, and the Community Business Credit (Kredit Usaha Rakyat--KUR).

The poverty level in Bali Province has fluctuated during 2015 to 2019. In 2015, the number of poor people was 4.74 percent and has decreased in 2019 to 3.79 percent. This percentage leads Bali Province to become a province with second-lowest poverty rate in Indonesia. The percentage of poverty achievement in 2019, which was 3.79 percent, was much lower than the percentage of national achievement, which was 10.12 percent.

Table 1.1 percentage of poor people in districts/cities in Bali Province for the period 2015 to 2019

Regency / City	Percentage of Poor Population by Regency / City				
	2015	2016	2017	2018	2019
Jembrana Regency	5.84	5.33	5.38	5.20	4.88
Tabanan Regency	5.52	5.00	4.92	4.46	4.21
Badung Regency	2.33	2.06	2.06	1.98	1.78
Gianyar Regency	4.61	4.44	4.46	4.19	3.88
Klungkung Regency	6.91	6.35	6.29	5.86	5.40
Bangli Regency	5.73	5.22	5.23	4.89	4.44
Karangasem Regency	7.44	6.61	6.55	6.28	6.25
Buleleng Regency	6.74	5.79	5.74	5.36	5.19
Denpasar City	2.39	2.15	2.27	2.24	2.10
<b>Bali province</b>	<b>4.74</b>	<b>4.25</b>	<b>4.25</b>	<b>4.01</b>	<b>3.79</b>

Source: Bureau of Statistics (BPS) of Bali Province

The success in answering the mission to reduce the poor as stated in the 2013-2018 RPJMD, namely the implementation of several priority programs that are Pro-Poor. The Pro-Poor programs in question are poverty alleviation, starting from house renovation, Bali Mandara Health Insurance (JKBM), Education Assistance, Scholarship for Poor Students (BSM), Bali Mandara High School / Vocational High School to equal distribution of basic service infrastructure such as road construction, houses, sick as well as health centers and the provision of clean water. Efforts to stimulate the agricultural sector through the Integrated Agricultural System (Simantri) program, Fertilizer Subsidies, assistance to subaks and subak abians, increased soft credit provision for business actors through Jamkrida to cultural preservation through the assistance of *pekraman* villages (traditional rural communities) and Bali Art Convention (PKB) performances.

The challenge faced in reducing the poor in conditions like today, where the percentage of the poor in Bali is quite low (3.79 percent in 2019) is known as hard rock poverty. The hard rock poverty is a phenomenon in which the poor are the ones who are very difficult to alleviate. The policy model that is determined to alleviate these groups must be holistic, systematic, planned, participatory, and synergistic, starting from planning, budgeting, implementation, accountability to supervision. Also, to carry out poverty reduction more effectively, efficiently and on target, it does not only rely on the government but needs an active role and the involvement of all stakeholders' cooperation. All the stakeholders referred to besides the government, namely business actors, society, academics, media, and community organizations/groups

Table 1.2 Index of poverty severity and depth

Regency / City	Poverty Severity Index for Bali Province by Regency / City					Poverty Depth Index for Bali Province by Regency / City				
	2015	2016	2017	2018	2019	2015	2016	2017	2018	2019
Jembrana Regency	0.19	0.08	0.19	0.09	0.11	0.83	0.53	0.86	0.57	0.59
Tabanan Regency	0.09	0.12	0.13	0.10	0.03	0.50	0.57	0.69	0.50	0.26
Badung Regency	0.02	0.05	0.05	0.07	0.03	0.17	0.19	0.21	0.28	0.16
Gianyar Regency	0.10	0.07	0.11	0.08	0.03	0.56	0.43	0.57	0.43	0.27
Klungkung Regency	0.22	0.13	0.04	0.21	0.13	1.00	0.78	0.33	0.79	0.62
Bangli Regency	0.17	0.12	0.10	0.10	0.02	0.77	0.63	0.52	0.49	0.24
Karangasem Regency	0.20	0.09	0.18	0.22	0.14	1.01	0.58	0.87	0.83	0.75
Buleleng Regency	0.14	0.15	0.14	0.13	0.14	0.73	0.75	0.72	0.62	0.72
Denpasar City	0.04	0.03	0.12	0.07	0.06	0.24	0.20	0.40	0.32	0.29
<b>Bali province</b>	<b>0.14</b>	<b>0.09</b>	<b>0.16</b>	<b>0.18</b>	<b>0.11</b>	<b>0.66</b>	<b>0.51</b>	<b>0.68</b>	<b>0.68</b>	<b>0.53</b>

Source: Bureau of Statistics (BPS) of Bali Province

The poverty alleviation program carried out by the Government has been considered to have less emphasis on the aspect of empowerment. It is more of a “Santa Claus character” which making people spoiled, unwilling to work hard, and even according to Gumilar (2007: 12) that the provision of various direct financial assistance has an impact on perpetuating poverty instead. It needs to be realized that the problem of poverty is not only economic but is a complex, multidimensional problem so that the prevention requires an approach from various aspects, including economic, political, and socio-cultural aspects. Santa Claus-like poverty alleviation programs such as the direct cash assistance program (BLT), although based on good intentions, are unable to encourage the poor to become independent citizens. Therefore, the poverty alleviation program that is carried out needs to emphasize more aspects of empowerment, including the need to be complemented by entrepreneurship education, to change the mental attitude of dependence and develop a work ethic, so that it can foster independence. In this way, it is expected to raise awareness of the poor to carry out productive activities so that income increases and can reduce poverty. On the other hand, poverty alleviation efforts should not only be the responsibility of the government, but also the responsibility of both government and society. To overcome poverty sustainably, the most important efforts in poverty alleviation must be carried out by the community itself, especially at the rural level (Felix Adam, 2007). The community itself is one type of local institution whose role needs to be increased to come forward in poverty alleviation programs in their respective regions.

The opinion of experts about poverty described above obtained an understanding that the problems and problems of poverty always have a relationship with vulnerability and also powerlessness. People in poverty are vulnerable, because they are faced with weak conditions, have no sufficient capacity in various fields, low educational level, has lack of empowerment, and lack of bargaining power. Thus, various poverty alleviation programs must be truly pro-poor. By paying more attention to the problems of poverty and control from the government, problems of poverty will be easier to handle. The government must position itself as the parent of a family in poverty, who always nurtures and helps the poor to fight against all forms of exploitation. That way the coveted welfare is not impossible to achieve. This definition shows that poverty reduction policies and programs are principally cross-sectoral and cross-stakeholder. One of the causes of the failure of the empowerment program is due to the mismatch between the hopes, wants and basic needs of the local community, as well as the absence of sufficient physical capital, the low human capital, the depletion of social capital, and the lack of a productive entrepreneurial culture. The poverty reduction paradigm in Indonesia is based on four principles: inclusive development, access to basic services, empowerment of the poor, and improving and developing social protection systems for the poor and vulnerable.

The aim of this paper, in general, is to look at the factors that causes poverty, and how the community empowerment strategy is to reduce poverty, especially in Bali Province.

## II. RESULTS AND DISCUSSION

### The Concept of Poverty

Poverty is a problem faced by every country, especially in developing countries. The problem of poverty is complex, both in terms of its causes and size. This is because poverty is multidimensional, meaning that poverty involves all dimensions of human needs that are diverse. Also, the various dimensions of human needs are interrelated with one another. Poverty cannot be separated from the concept of economic inequality and economic growth. An opinion related to this matter was expressed by Kusnet. Kuznets's hypothesis states that the relationship between poverty and economic growth shows a negative relationship, on the other hand, the relationship between economic growth and the level of economic inequality is positive. This relationship is known as the Inverted U-Curve. Kuznet concluded that the pattern of positive relationships becomes negative, indicating that there has been an evolutionary process from income distribution from a transition period from a rural economy to an urban economy or an industrial economy.

#### a. Poverty Approach

There are several approaches to understanding poverty. (Indra Darmawan, 2006) in understanding poverty can be done with five approaches, as follows:

- 1) Income approach: where a person is said to be poor if his income is below the minimum feasible level.
- 2) The basics need approach, where someone is said to be poor if they are unable to fulfill their basic needs such as food, clothing, shelter, elementary school, and so on.
- 3) The accessibility approach, where someone is poor due to lack of access to productive assets, social and physical infrastructure, information, markets, and technology.
- 4) The human capability approach, where a person is said to be poor if he/she cannot function at a minimum level.
- 5) The inequality approach, where a person is said to be poor if the income concerned is below the community group in his community.

This approach is an approach to relative poverty. From this description, it is increasingly strong that poverty is not just a matter of income or an economic aspect alone, but is a multidimensional problem. Poverty is not only about low income, but also about poor housing, limited access to productive assets, low human development, and so on. In this regard, the World Bank defines poverty as follows. *Poverty is hunger. Poverty is a lack of shelter. Poverty is being sick and not being able to see a doctor. Poverty is not going to school and not knowing how to read. Poverty is not having to job, is fear for the future, living one day at a time. Poverty is losing a child to illness brought about by unclean water. Poverty is a powerless lack of representation and freedom* (Mochtar:www.world bank.org).

From the various opinions mentioned above, it can be concluded that poverty is a condition of people's powerlessness in fulfilling their life and livelihood needs because of injustice in the multidimensional fields of politics, economy, socio-culture, and technology.

### Poverty Theory

Poverty is a classic problem that has existed since time immemorial and is likely to remain an actual problem today. Therefore, even though poverty alleviation programs have been carried out until now poverty still exists. According to Suharto, in understanding poverty, there are two paradigms or grand theories, namely the Neo-liberal and Social Democratic paradigms. (<http://www.policy.hu/suharto/modul a/makindo 13.htm>)

Neo-liberal proponents argue that poverty is an individual problem caused by the weaknesses and / or choices of the individual concerned. Poverty will disappear if market forces are expanded as much as possible and economic growth is spurred as high as possible. Therefore, poverty reduction strategies must be 'residual' in nature and only involve families, self-help groups, or religious institutions. Meanwhile, the state only acts as a watchman and can only intervene if these institutions are unable to carry out their duties. The neo-Liberal theory believes that thanks to the superiority of market mechanisms and economic growth, it will naturally overcome poverty and social injustice.

Social Democratic Theory argues that poverty is not an individual problem, but rather a structural problem. Poverty is caused by injustice and inequality in society due to the blockage of certain groups' access to various social resources. Proponents of Social-Democrats argue that equality is an important prerequisite for attaining independent independence. The realization of freedom can only be achieved if everyone has or can reach sources, for example, good education and health and sufficient income. The state has an important role in ensuring that everyone can participate in activities in society that enable them to make choices in meeting their needs.

### Poverty Indicators

In determining poverty, there are several criteria for measuring poverty. Tambunan stated that the magnitude of poverty can be measured with or without reference to the poverty line. The concept that refers to the poverty line is called absolute poverty, while the concept whose measurement is not based on the poverty line is called relative poverty. Relative poverty is a measure of the gap in the distribution of income, while absolute poverty is the degree of poverty below the poverty line, where the minimum needs to survive cannot be met (Tambunan 2003: 84). The existence of various poverty criteria causes differences in data on poverty. The poverty criteria include the following.

#### 1) World Bank Criteria

The World Bank uses the basic amount of income per capita in dollar terms. In 1990 the World Bank set a poverty line of \$ 1 per capita per day and in 2000, and now the World Bank sets a poverty line of \$ 2 per capita per day.

#### 2) Central Bureau of Statistics Criteria

The criteria used by the Central Bureau of Statistics (BPS) to determine the poverty line are the minimum expenditures needed to meet the daily necessities of life. Minimum expenditure for daily living is measured by spending on food equivalent to 2100 calories plus expenses for non-food needs which include clothing, housing, and various goods and services (Khomsan, 2007). This poverty review from the economic dimension is defined as a person's inability to get a stable livelihood and provide decent income to support his life in a sustainable manner, which can be seen from the low nutritional level of food, low levels of health, low levels of education, inappropriate clothing and so on.

#### 3) Criteria According to Sayogya.

Sayogya uses kilograms of rice equivalent to determining the criteria for the poverty line. Based on this, Sayogya classified people into four groups, as follows.

Table 3. Poverty Level Measurement According to Sayogya

No	Predicate	Income	Location
1	Extremely poor	Very Poor Under the equivalent of 240 kg of rice Under the equivalent of 360 kg of rice	Rural Urban
2	Poor	Poor. Equivalent to 240 - 320 kg of rice Equivalent 320 - 480 kg of rice	Rural Urban
3	Almost poor	Almost Poor Equivalent to 320 - 480 kg of rice Equivalent 480 - 720 kg of rice	Rural Urban
4	Enough	Enough. Equivalent to more than 480 kg of rice The equivalent of more than 720 kg of rice	Rural Urban

source: Ricky Iswar, et al. (2000).

Discussing the concept of poverty is inseparable from a long debate about definitions, indicators, and all things related to the problem of poverty. Poverty can be said, is a fluid, uncertain, and multidimensional concept (Mukhtar, 2003). Therefore, many terminologies regarding poverty have been put forward by experts individually and institutionally. Defining poverty is very much influenced by the dimensions we use. However, regardless of the dimensions used, poverty can be divided into the following two types. The measure of poverty in simple terms and general use can be divided into two, namely:

a. Absolute poverty.

Absolute poverty approach distinguish people who are classified as poor and non-poor based on their ability to fulfill basic needs. If someone can meet their minimum basic needs, such as food, clothing, and housing, then that person is not classified as a poor community group. The difficulty in using absolute poverty measures is in determining basic needs or minimum needs because there are many definitions of basic needs. Also, basic needs are strongly influenced by natural conditions (climate, weather, and geography), customs, and habits, as well as the level of civilization progress of a society or country.

b. Relative poverty.

In contrast to absolute poverty, even though someone can meet basic needs, that person cannot be said to be not poor. According to Miller (1977), even though someone can fulfill their basic needs, their income is still much lower than the surrounding community, so that person is still classified as poor. Thus, the greater the income gap between community groups, the more people are classified as poor.

### Community Empowerment Concept

In general, empowerment has been defined by various opinions. The concept of empowerment reflects a new paradigm of development, which is "people-centered, participatory, empowering, and sustainable" (Chambers, 1995 in Kartasmita, 1996). According to academic opinion, empowerment is seen as a society that gets control. The meaning of control can be applied to certain contexts but generally implies determining the choice and freedom of action for others who are affected (Somerville, 1998 in Lawson and Kearns, 2010: 1461). Meanwhile, according to Gibson & Woolcock (2005: 1) in Adiyoso (2009: 23), empowerment is a process to increase individual capacity in making choices and realizing these choices with real action. Therefore, the World Bank (2001) defines empowerment as an effort to provide opportunities and abilities to community groups (poor/powerless) to be able and brave to speak out (voice) or express opinions, ideas, or ideas, as well as the ability and courage to vote. (choice) something (concept, method, product, action, etc.) is best for the person, family, and society. In other words, community empowerment is a process of increasing the ability and attitude of community independence. The focus on empowerment in the community, so community empowerment is highly dependent on the activities carried out by the community in a residential area. So that empowerment is defined as an effort to develop local resource capabilities and expand community participation to become the main actor in development. Meanwhile, according to Clegg and Maginn in Lawson and Kearns (2010: 1462), community empowerment arises because of a form of defeat and powerlessness. Therefore, a community empowerment model was developed that refers to the theory of power. The community only has the potential to do so and the ability of the community as an influence can fluctuate depending on various factors, namely capacity, trust, resources, and organizational context as support. The following is a community empowerment model divided into three parts (see figure 2.1). To be empowered, people need to raise critical awareness, have the opportunity to make choices and the ability to act. The first component in this model is about developing awareness so that people can be critical and reflective about what they want and how they achieve their goals. Developing awareness can build practical in terms of training and capacity building to acquire specific knowledge and skills for various purposes. Other factors such as appropriate support (local and organizational), experience, networks, and connections, or more significant in terms of increasing or developing awareness (Taylor et al, 2007 in Lawson and Kearns, 2010: 1462). A further dimension in terms of developing awareness

comes from community development and deals with critical thinking and reflection. This requires a process of "awareness" where people take an analytical view of their situation to determine the social, political, and economic reasons for their powerlessness (Freire and Ledwith in Lawson & Kearns, 2010: 1462).

The opportunity to make choices is the second component in the context of community empowerment. Somerville (1998: 253) in Lawson and Kearns (2010: 5), states that the key to empowerment is to place citizens or communities in a position where they can choose the way they want to change. This may involve individuals in society in choosing their preferred breed and involvement at the level of participation.

The third component is to institutionalize action based on decisions made so that people achieve their goals, namely choices that can bring about better change. The ability to institutionalize action will depend on the type and nature of the choices made, and also have the right policy framework, resources, supporting organizations and a supportive community context that includes knowledge, skills and the right connections/networks (Maginn, 2004: 184 in Lawson and Kearns, 2010: 5).

Based on the above definitions of empowerment, it can be stated that empowerment is a process and a goal. As a process, empowerment is a series of activities to strengthen the power or empowerment of weak groups in society, including individuals who experience poverty problems. As a goal, empowerment refers to the circumstances or results to be achieved by a social change; namely poor people who are empowered, have power or have the knowledge and ability to fulfill their daily needs, whether they are physical, economic, or social, such as having self-confidence, being able to convey their aspirations, have a livelihood, participate in social activities, and be independent in carrying out their duties. the task of his life. The notion of empowerment as a goal is often used as an indicator of the success of empowerment as a process.

According to Sulistiyani (2004) that etymologically empowerment (Indonesia: Pemberdayaan) comes from the root word "Daya" (Power) which means strength or ability. Starting from this definition, empowerment is defined as a process to obtain power, strength or ability, and or the process of giving power, strength, or ability from parties who have power to parties who are less or less empowered. Shardlow (1998) in Adi (2008), the definition of empowerment, basically discusses how individuals, groups, or communities try to control their own lives and seek to shape the future according to their wishes. In his conclusion, Shardlow describes that empowerment as an idea is not much different from the idea of Biestek (1961) in Notoatmodjo (2005) known in the field of social welfare science education with the name "self-determination". This principle essentially encourages clients to determine for themselves what they should do to efforts to overcome the problems they face so that clients have full awareness and power in shaping their future.

Jamasy (2004) argues that the main consequences and responsibilities in a development program through an empowerment approach are that people are empowered or have power, strength, or ability. The strength in question can be seen from the physical and material aspects, economics, institutions, cooperation, intellectual strength, and joint commitment in applying the principles of empowerment. The ability to empower has the same meaning as community independence. One way to achieve this is by opening opportunities for all components of society in the development program stages. Every component of society always has the ability or potential. The integrity of this potential will be seen if they integrate themselves and work together to be empowered and independent.

Based on some of these definitions of empowerment, it can be concluded that in essence empowerment is a process and an effort to obtain or provide power, strength or ability to weak individuals and communities to identify, analyze, determine needs and potentials and problems faced and at the same time choose alternatives. breaker by optimizing the resources and potential that are owned independently.

The purpose of empowerment according to Sulistiyani (2004) is the formation of independent individuals and communities. This independence includes the independence of thinking, acting, and controlling what they do. Community independence is a condition experienced by a society that is characterized by the ability to think, decide, and do something that is deemed appropriate to achieve solutions to problems faced by using their power or abilities. According to the occurrence of empowerment in these four aspects (cognitive, conative, affective, and psychomotor), it will be able to contribute to the creation of the independence of the people you aspire to. Thus, in society, there will be sufficient insight, complemented by adequate skills, strengthened by a sense of need for development and behavior that is aware of its needs. Community independence can be achieved, of course, requires a learning process. People who follow a good learning process will gradually acquire power, strength, or abilities that are useful in the decision-making process independently.

The meaning of empowerment refers to the term in English, namely "empowerment" which is a concept or idea that wants to place humans as subjects of their world. Therefore, it is natural that this concept shows two trends, namely: 1). That empowerment emphasizes the process of giving or transferring some of the power, strength, or ability to the community or individuals to become more empowered. 2). That empowerment emphasizes the process of stimulating, encouraging, and motivating individuals to have the ability or empowerment to determine what their life choices are.

The concept of empowerment is an answer to the reality of disempowerment. Those who are powerless are those who do not have power or lose power or strength (CAI paper, 2002: 19). Empowerment has a literal meaning of "making" someone empowered. Another term for empowerment is empowerment. Empowerment is essentially human. In a sense, encouraging people to show and feel their human rights. Empowerment contains elements of recognition and strengthening of one's position. Through affirmation of rights and obligations in a life challenge. Empowerment prioritizes one's own business and empowered people to achieve empowerment. Therefore, empowerment is very far from the connotation of dependence (Mulandar and Thamrin, 1996: 97).

Empowerment according to Kartasmita (1996) is an effort to build power in humans by encouraging, motivating, and raising awareness of their potential and trying to develop. The word "empowered" in the Indonesian dictionary (Poerwadarminta, 1976: 215) is defined as (1) capable; powerful, (2) have a reason, way; etc., to overcome something. United Nations (1956: 83-92), argues that the processes of community empowerment are as follows:

1. *Getting to know the local community*

Knowing the characteristics of the local community that will be empowered, including differences in characteristics that differentiate one village / sub-district community from another. Knowing what it means to empower the community requires a reciprocal relationship between officers and the community.

2. *Gathering knowledge about the local community*

Gather knowledge concerning information about the local community. This knowledge is factual information about the distribution of the population according to age, sex, occupation, education level, socioeconomic status, including knowledge of values, attitudes, rituals and customs, types of grouping, as well as leadership factors both formal and informal.

3. *Identifying the local leaders*

All efforts to empower the community will be in vain if they do not get support from local community leaders/figures. For this reason, the factor of "the local leaders" must always be taken into account because they have a strong influence on society.

4. *Stimulating the community to realize that it has problems*

In a society related to customs, consciously, or unconsciously they don't feel that they have a problem that needs solving. Therefore, people need a persuasive approach so that they realize that they have problems that need to be solved, and needs that need to be met.

5. *Helping people to discuss their problem*

Empowering the community means stimulating the community to discuss their problems and formulate solutions in an atmosphere of togetherness.

6. *Helping people to identify their most pressing problems*

One of the goals of community empowerment is the growth of community independence. An independent society is a society that can help itself. For that, it is necessary to always improve the community's ability to be self-supporting.

The main target of community empowerment is poor. It is hoped that with the efforts through this community empowerment process, the poor can be more capable and empowered. Community empowerment is understood as a strategy to achieve the goal of increasing the welfare of the community, especially the poor. The poor are human resources that have the potential to think and act, which at this time requires "strengthening" to be able to utilize their power. Empowerment strategies in the context of poverty reduction are as follows :

**1). PNPB Mandiri**

Poverty is a complex problem, so tackling it requires the participation of various parties together and incoordination. Poverty reduction efforts need to involve care groups, volunteers, businesses, and local governments. To increase the effectiveness of poverty reduction, starting in 2007, the government launched the National Community Empowerment Program, popularly known as PNPB Mandiri. Based on the General Guidelines for PNPB Mandiri, what is meant by PNPB Mandiri is a national program in the form of a policy framework as the basis and reference for the implementation of poverty alleviation programs based on community empowerment. PNPB Mandiri is implemented through harmonization and development of program systems and mechanisms and procedures, assisting, and stimulant funding to encourage community initiatives and innovations in efforts to reduce poverty sustainably. (Control Team, 2007: 11).

PNPB Mandiri is the development of the District Development Program (PPK) and the Urban Poverty Reduction Program (P2KP) as well as the Acceleration of Development for Disadvantaged and Special Areas (P2DTK) for the development of disadvantaged areas, post-disaster, and conflict. Empowerment-based poverty reduction at PNPB Mandiri is strengthened by various community empowerment programs implemented by various departments/sectors and local governments. The implementation of PNPB Mandiri is prioritized in underdeveloped villages. Poverty reduction strategies are carried out through changes in community behavior, namely by using an empowerment approach or a community learning process and strengthening the capacity to

prioritize the role of local government in appreciating and supporting community independence. This is by the notion of community empowerment put forward by the PNPM Mandiri Control Team, as an effort to create/increase community capacity, both individually and in groups in solving various problems related to efforts to improve the quality of life, independence, and welfare. Community empowerment requires greater involvement of local government officials and various parties to provide opportunities and ensure the sustainability of the various results achieved. (Control Team, 2007: 11) Meanwhile, Deepa Narayan gave a broader definition of empowerment compared to what was conveyed by the PNPM Mandiri Control Team. Deepa Narayan provides the following meaning of empowerment. "*Empowerment is the expansion of assets and capabilities of poor people to participate in, negotiate with, influence, control, and hold accountable institutions that affect their lives*" (Deepa Narayan, 2002: 14)

From the above definition, it can be concluded that community empowerment is an effort to prepare and strengthen the assets and potential of the poor to be able to participate in controlling and strengthening community institutions so that they can realize progress and independence. Thus, community empowerment is an effort to increase the dignity of the layers of society who are unable to escape the traps of poverty and underdevelopment.

In other words, empowerment is an enabling and independent society. Therefore, community empowerment is carried out in three ways: (1) creating a climate that allows the potential of the community to develop (enabling), (2) strengthening the potential and power of the community (empowering), and (3) protecting efforts. (Sumodiningrat, 1999: 133 - 134).

### ***Learning Process as a Strategy for Empowering the Poor in Poverty Alleviation Programs***

The realization of the empowerment process in the poverty alleviation program at Urban PNPM Mandiri is carried out through learning, training, and mentoring activities by village facilitators to increase awareness, understanding, and participation of community members, to foster an attitude of community independence in overcoming problems including the desired development. Learning activities in the context of empowering the poor are carried out through (1) creating a climate, (2) strengthening potential, and (3) protection, with the following realization.

a. Creation of a climate that allows the development of universal human values. For this purpose, socialization of universal human values, community principles, and sustainable development will be carried out. The universal values of humanity are in the form of togetherness, honesty, volunteerism/sincerity, justice, equality, and unity in diversity, while the principles of society are in the form of cooperation, democracy, transparency, and accountability. The socialization of these values and principles is considered important because globalization fosters the development of foreign values and cultures that glorify the spirit and spirit of individualism, resulting in the fading of the noble values and culture which constitute the wealth and superiority of the Indonesian nation. With the socialization to revive the noble values of humanity and the principles of society, it is hoped that all members of the community will continue to apply them in participating in alleviating poverty in their respective regions. Outreach activities are aimed at the poor, village officials, community leaders, and volunteers.

b. Institutional strengthening, which is carried out through a process of learning the formation of local institutions in the form of Community Self-Supporting Bodies (BKM) and Community Self-Help Groups (KSM) which are rooted, transparent and accountable. Taking root in the formation of institutions is carried out on the lowest community basis, starting at the RT, hamlet, and then the village / sub-district level. All members of the community have the opportunity to become a committee, there is no nomination, and no campaign, but instead people nominate people who are trusted, who have dedication, honesty, and concern for poverty in their communities. Transparent in the sense of rules, open to all citizens, rules of conduct socialized Accountable in the sense that all activities and finances are administered in an orderly manner, accountable and widely reported to the public, and books are audited by a public accountant. To establish local institutions, the community is guided by the facilities of formulation of regulations, the introduction of universal social values in the form of democracy, participation, transparency and decentralization, requirements for institutional members, and the basis for implementing institutional formation. Apart from that, the formation of local institutions must not abandon universal human values. The implementation of the formation of local institutions (BKM and KSM) is fully left to the community so that the community is given complete trust and freedom. In other words, the community has autonomy in the formation of local institutions as long as it is by universal societal values and procedures.

c. Strengthening the potential and power possessed, in the form of providing financial assistance, increasing human resources, building infrastructure, and facilities that are integrated into the learning of tridaya development, namely economic, social and environmental development. Strengthening this potential is intended as a stimulant as a means to mobilize and increase citizen participation. Tridaya development is one of the descriptions of development programs at PJM Pronangkis according to priority needs. Economic development



in the form of revolving capital loans intended for poor people who have businesses registered in the Self-Help Mapping (PS) and are members of the Self-Help Group (KSM).

The amount of the loan is based on verification and the results of the BKM deliberation, with an interest of 1.5% (percent) per month with a period of 12 months, while the installments are by mutual agreement. Social development in the form of activities to increase human resources in the form of skills training, entrepreneurship, management for the poor, and the provision of scholarships for children from the poor. This activity is expected to improve skills as well as open business opportunities for the poor and develop their businesses. Environmental development, in the form of construction of basic environmental facilities and infrastructure, including development in the field of cleanliness and health (MCK, sewerage, group enclosures), construction of clean water wells, restoration of habitable houses (healthy houses), road construction (hardening, paving), construction of irrigation channels, bridges and construction of marketing facilities (markets and shops).

d. Protection, namely learning to design programs according to needs. The results of this study indicate that the purpose of community empowerment through MSMEs is to help improve the economy of local communities who are still classified as poor.

Empowerment of Micro, Small and Medium Enterprises (MSMEs) in Waru Rejo Hamlet helps the local community in improving and developing their respective businesses. On average, each resident who owns the business can accommodate 10-15 employees in one house, so that this can reduce unemployment in Waru Rejo Hamlet. However, in reality, the empowerment process that has been carried out by the government is only limited to providing business capital and the government's assistance in developing Micro, Small and Medium Enterprises (MSMEs) has not been maximal. There are supporting factors in the success of the MSMEs empowerment process, including the presence of abundant human resources or adequate workforce; raw materials that are easy to find and cheap; light venture capital; get the support of village officials; supply of raw materials smoothly from suppliers; and there is an agreement on the selling price of production between members of the Paguyuban Kembang Waru business group.

Meanwhile, the inhibiting factors in this empowerment are inadequate or damaged infrastructure, lack of maximum support from the government, the absence of a waste disposal area, and the absence of a marketing center for the products. preparation of the Medium-Term Poverty Alleviation Program (PJM-Pronangkis). For the preparation of PJM Pronangkis, guidance and direction were carried out at a meeting attended by the poor, women, community leaders, volunteers, and BKM members. At the meeting, the poor were guided to learn to recognize the potentials and problems they were facing and then based on joint deliberations compiling a program of activities for a period of one to three years, which included development in the economic, social and environmental fields, to be further outlined in Term Development. Intermediate Poverty Reduction Program (PJM Pronangkis). The preparation of PJM Pronangkis is coordinated by BKM and in its implementation, it still considers universal human values. With the preparation of PJM Pronangkis, there is a certainty that development activities are truly pro-poor (pro-poor policy), directed to help alleviate poverty.

PNPM Mandiri is an empowerment-based poverty alleviation program, which develops a learning process through (1) creating a climate for socializing universal human values, (2) strengthening institutions, in the form of learning the formation of local social institutions and formulating programs based on the aspirations of citizens, (3) strengthening the potential by providing funding assistance, training and (4) protection in the form of program certainty that is pro-poor

## 2.SMEs

Mahidin (2006) argues that empowerment can be interpreted as an effort to increase the ability of a person or group so that they can carry out their duties and authority as required by the performance of these tasks. Empowerment is a process that can be carried out through various efforts, such as granting authority, increasing participation, providing trust so that each person or group can understand what they are going to do, which in turn will have implications for increasing the achievement of goals effectively and efficiently. The concept of empowerment that is carried out aims at empowering the economic and social fields, with the aim that the target group can manage their business, then market and form a relatively stable marketing cycle and so that the target group can carry out its social functions again by their social roles and duties. Community empowerment is the basic element that enables a society to survive and in a dynamic sense develop itself and achieve progress.

Community empowerment itself is the source of what political insight is called national resilience. This means that if people have a high economic capacity, then this is part of national economic resilience (Rukminto, 2008). The results of this study indicate that the purpose of community empowerment through MSMEs is to help improve the economy of local communities who are still classified as poor. Empowerment of Micro, Small and Medium Enterprises (UMKM) in Waru Rejo Hamlet helps the local community in improving and developing their respective businesses. On average, each resident who owns the business can accommodate 10-

15 employees in one house, so that this can reduce unemployment in Waru Rejo Hamlet. However, in reality, the empowerment process that has been carried out by the government is only limited to providing business capital and the government's assistance is not maximal in developing Micro, Small, and Medium Enterprises (MSMEs).

There are supporting factors in the success of the UMKM empowerment process, including the presence of abundant human resources or adequate workforce; raw materials that are easy to find and cheap; light venture capital; get the support of village officials; supply of raw materials smoothly from suppliers; and there is an agreement on the selling price of production between members of the Paguyuban Kembang Waru business group. While the inhibiting factors in this empowerment are inadequate or damaged infrastructure, lack of maximum assistance from the government, the absence of a waste disposal site, and the absence of a marketing center for products (Kurniawan, 2014).

### **3. Poverty reduction strategy**

The meaning of poverty according to Suparlan (2004: 315) poverty as a low standard of living, namely the existence of a level of deficiency in a number or a group of people compared to this low standard of living has a direct effect on the level of health conditions, moral life and a sense of self-worth. those who are classified as poor. Living in poverty is not only living in a lack of money and low-income levels, but also many other things, such as low levels of health and education, unfair treatment in the law, vulnerability to the threat of crime, helplessness in determining their path of life (Suryawati, 2005 ).According to Chambers (1998) in Suyanto (2013), poverty is an integrated concept that has five dimensions, including 1) Poverty (proper). The problem of poverty, as in its initial view, is a condition of the inability of income to meet basic needs. 2) Powerless. In general, the low-income ability will have an impact on the social power of a person or group of people, especially in obtaining justice or equal rights to get a decent living for humanity. 3) Vulnerability in facing emergencies (state of emergency). A person or group of people who are called poor cannot face unexpected situations, where this situation requires an allocation of income to solve it. For example, vulnerable situations in the form of natural disasters, health conditions that require relatively high medical costs, and other emergencies that require sufficient income capacity. 4) Dependency (dependency). The limited income capacity or social strength of a person or group of people who are called poor causes a very high level of dependence on other parties. They do not have the ability or power to create solutions or solve problems especially those related to new income generation. Assistance from other parties is needed to solve problems, especially those related to the need for sources of income. 5) Isolation. The dimension of alienation as intended by Chambers is the location factor that causes a person or group of people to become poor. In general, these so-called poor people are located far from centers of economic growth. This is because most of the welfare facilities are more concentrated in centers of economic growth such as in cities or big cities. People who live in remote areas or which are difficult to reach by welfare facilities have a relatively low standard of living, so this condition is the cause of poverty.

The percentage of the population in Bali for 2013-2017 turns out to be a fluctuating trend, while the percentage of poor people is mostly in rural areas when compared to urban areas, even in March 2013 - 2018 was the highest percentage, the same thing happened in the respective urban areas. -4.42% for rural areas and 4.52% for urban areas (BPS Bali), while nationally the number of poor people from March 2013 fluctuated, while in March 2017 to March 2018 the trend decreased from 27,771 thousand people down to 25,946 inhabitants. The same thing happened to the population of the province of Bali. Where in March 2017 the number of poor people in Bali amounting to 180 thousand people decreased to 171 thousand people, thus the trend of the Balinese population compared to the national one has the same pattern.

Poverty alleviation is government and regional government policies and programs that are carried out systematically, planned, and in synergy with the business world and society to reduce the number of poor people in the context of increasing the welfare of the people. Poverty alleviation programs are activities carried out by the government, local governments, the business world, and the community to improve the welfare of the poor through social assistance, community empowerment, empowerment of micro and small economic enterprises, and other programs to increase economic activities.

The direction of the national poverty reduction policy is guided by the Long-Term Development Plan (RPJMN). The direction of regional poverty reduction policies is guided by the Regional Long-Term Development Plan (RPJMD). Every poverty reduction program is an elaboration of the direction of poverty reduction policies. Poverty alleviation programs are grouped into 3 (three) program groups as follows:

- a.) Social assistance and protection-based poverty reduction program groups consisting of programs aimed at fulfilling basic rights, reducing the burden of life, and improving the quality of life of the poor;
- b.) Community empowerment-based poverty reduction program groups consisting of programs that aim to develop the potential and strengthen the capacity of poor community groups to be involved in development based on the principles of community empowerment;

c). The poverty reduction program group based on the empowerment of micro and small economic enterprises consists of programs aimed at providing access and economic strengthening for micro and small scale business actors.

The Group of Assistance and Social Protection-Based Poverty Alleviation Programs has the characteristics of program activities that fulfill the main basic rights of poor individuals and households which include education, health services, food, sanitation, and clean water. The Community empowerment-based Poverty Reduction Program Group has the following characteristics: a). A participatory approach based on community needs; b) strengthening the capacity of community institutions; c). implementation of activities by the community in a self-managed and group manner.

Program planning is carried out in a participatory, open manner, with the principle of, by, for the community and the results become part of development planning at the village / sub-district, sub-district, district/city, provincial to national level. The Poverty Reduction Program Group based on the Empowerment of Micro and Small Enterprises has the following characteristics: a). provide capital assistance or financing on a micro-scale; b). strengthen business independence and access to markets; c). improve skills and business management.

Poverty reduction coordination includes synchronization, harmonization, and integration of poverty reduction policies and programs, as well as coordination of the control of the implementation of poverty alleviation programs carried out by the National Poverty Reduction Coordination Team, the Provincial Poverty Reduction Coordination Team, and the District / City Poverty Reduction Coordination Team as a unit inseparable. The strategy for accelerating poverty reduction is carried out by::

- 1) reducing the expenditure burden of the poor;
- 2) increasing the ability and income of the poor;
- 3) developing and ensuring the sustainability of micro and small economic enterprises; and
- 4) synergizing poverty reduction policies and programs.

The poverty reduction acceleration program consists of: a). Family-based integrated social assistance program groups, aiming to fulfill basic rights, reduce the burden of life, and improve the quality of life of the poor; b). Community empowerment-based poverty reduction program groups, aiming to develop the potential and strengthen the capacity of poor community groups to be involved in development based on the principles of community empowerment; c) Poverty alleviation program groups based on the empowerment of micro and small economic enterprises, aimed at providing access and economic strengthening for micro and small scale business actors; d) Other programs, either directly or indirectly, can improve economic activity and the welfare of the poor.

The management of the poverty reduction acceleration program group consists of:

- a) government ministries/agencies and local governments implementing accelerated poverty reduction programs;
- b) community organizations, business world, and international institutions with a mission to accelerate poverty reduction. Strategies and programs are carried out in a coordinated manner in the sense that they are carried out through synchronization, harmonization, and integration of poverty reduction across sectors and stakeholders. The strategy is carried out by:

The program consists of:

- a. family-based integrated social assistance program group, which aims to fulfill basic rights, reduce the burden of life, and improve the quality of life of the poor;
- b. community empowerment-based poverty reduction program groups, aiming to develop the potential and strengthen the capacity of poor community groups to be involved in development based on the principles of community empowerment;
- c. poverty reduction program groups based on the empowerment of micro and small economic enterprises, aiming to provide access to and economic strengthening for micro and small scale business actors; and other programs that can directly or indirectly increase economic activity and the welfare of the poor. poverty reduction strategies in the Province of Bali, strategies for empowering poor communities

The third principle is that efforts to empower the poor are very important to improve the effectiveness and sustainability of poverty reduction. In poverty alleviation efforts, it is very important not to treat the poor merely as objects of development. Efforts to empower the poor need to be made so that the poor can try to get out of poverty and not fall back into poverty.

The importance of implementing a strategy with this principle of considering poverty is also caused by injustice and an economic structure that does not side with the poor. This causes the growth output to be not evenly distributed among all groups of society. The poor, who are politically, socially, and economically powerless, cannot enjoy the results of this development proportionally. The development process has made them experience marginalization, both physically and socially.

The concept of development aimed at reducing poverty is generally through a top-down mechanism. The weakness of this mechanism is that it does not involve community participation. All poverty reduction program initiatives come from the (central) government, as well as handling them. Implementation guidelines and technical guidelines for program implementation are always made uniform regardless of the characteristics of the poor community groups in each region. As a result, the programs provided often do not correlate with the priorities and needs of the local poor. With these considerations, comprehensive efforts accompanied by the empowerment of the poor are one of the main principles in the poverty reduction strategy.

**Poverty Alleviation Programs Targeted at Households or Families (Cluster I)** The first group is poverty reduction programs targeting households/families. These programs include Family Hope Program, (PKH-conditional cash transfer), unconditional cash transfers, direct in-kind assistance, for example, rice provision for the poor (rastra), and appeals for groups. vulnerable people such as those with disabilities, the elderly, orphans, and so on. **Community-Targeted Poverty Alleviation Programs (Cluster II)** The second group is poverty alleviation programs that target the community. In its implementation, poverty reduction programs target community using the principle of community empowerment (Community-Driven Development). An example of this program is the Mandiri National Community Empowerment Program (PNPM). **Poverty Alleviation Program Targeted at Micro and Small Enterprises (Cluster III)** The third program group is poverty alleviation programs that target micro and small enterprises. This program aims to provide access to and economic strengthening for micro and small scale business actors. **Improvement and Expansion of Pro-People Programs (Cluster IV)** The fourth program group is the poverty reduction program group which aims to increase access to basic services and improve the quality of life of the poor. The programs in this group are other poverty programs that can directly or indirectly increase economic activity and the welfare of the poor.

### III. CONCLUSION

The issues and problems of poverty are complex and multidimensional problems. Efforts to eradicate it are not solely the government's task but must be the responsibility of all parties, including regional officials, the business sector, NGOs or CSOs, professional organizations, universities, mass media, social and political organizations, and other components need to be jointly determined to reduce poverty. in an integrated and consistent system in the long term. Referring to the policy of the Central Government which has launched the Master Plan for the Acceleration and Expansion of the Indonesian Poverty Reduction Program (MP3KI) which includes the existing poverty reduction programs in Cluster I in the form of assistance and social security, to reduce the burden of life and improve the quality of life of the poor. Cluster II is community empowerment, to increase the capacity of the poor to be involved in the development process. Cluster III is in the form of Cooperatives, Micro, Small, and Medium Enterprises (KUMKM), to increase capacity and business certainty. Cluster IV is a pro-people program, to improve basic services in an integrated manner in special locations.

The determination to eradicate poverty by one of the SDGs goals requires serious efforts, based on clear planning and based on valid and reliable data. In line with this aim, it is very important to prepare a Regional Poverty Reduction Strategy Document (SPKD) so that it can be used as a reference in formulating various policies by various stakeholders in poverty reduction. The overall poverty reduction strategy has a very important meaning for the Regional Government of Bali Province in the context of synergizing various poverty reduction policies constructively and sustainably. This strategy will serve as a direction for all development actors in Bali, including the wider community, the private sector, and the local government as well as the central government to reduce poverty systematically and consistently in the long term. The Regional Poverty Reduction Strategy is a necessity by the specific conditions of the Bali region and all actors are expected to agree and comply. The synergy of programs and activities in poverty alleviation must be continued and improved through intensive coordination and communication from various related parties.

### IV. SUGGESTION

It is hoped that the Regional Poverty Alleviation Strategies (Strategi Penanggulangan Kemiskinan Daerah—SPKD) of Bali will reinforce the commitment and synergy of local governments and stakeholders in solving poverty issues and problems. The SPKD document is also expected to improve and harmonize various efforts to build a joint consensus among various stakeholders that are cross-sectoral to address poverty problems through a basic rights approach and a participatory approach.

If at this time it is felt that there are poverty alleviation programs that are not yet integrated into location and time, especially for poverty pockets, in the future, it is hoped that the SPKD document will be more integrated in terms of location and time between various interest groups in poverty alleviation. and the increasingly consolidated social assistance programs based on a unified database. There is great hope that all poverty alleviation efforts are always prioritized and directed towards empowerment to educate the poor to continuously identify the potential possessed by individuals, families, and communities. Materials, resources, and skills are always directed as basic assets for the welfare of life so that a sense of self-confidence will grow

in their ability to escape poverty. Without the growth of awareness, no individual, family or group can certainly escape the shackles of poverty.

Finally, it is hoped that this SPKD can become a reference in guarding an effective and efficient medium to long term poverty reduction system for all development actors in Bali Province.

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