

Evaluation of Policies to Accelerate Reduction of Extreme Poverty in Meranti District

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Abstract: Optimism to end poverty in 2030 is entering a pessimistic phase. The unfinished pandemic and geopolitical conflict has an impact on the most basic problem, namely the food crisis and has caused poverty rates to increase. In responding to global challenges regarding many poverty issues, more than 160 countries have agreed to create an action plan in Sustainable Development Goals (SDGs). The Poverty and Shared Prosperity report at the end of 2022, it turns out that 10.7 percent of the global population is in poverty. It is recorded that 767 million people live below the international poverty line. The current phenomenon that is occurring is that the poverty rate in Indonesia has reached 27.77 million people or 10.64 percent with the total population of Indonesia amounting to 275.77 million people in 2022. In the Extreme Poverty Reduction Policy Program in Indonesia, Meranti Islands Regency is a priority area with The number of poor people is 45 thousand out of 213,532 people or around 25.28 percent of the total population with the number of extreme poor people being 11.22 percent. The Policy Evaluation Theory put forward by William N Dunn is an indicator for analysis. This research will be carried out in Meranti Regency. The aim of this research is to resolve the chaotic problem of extreme poverty. The method and type of this research is

Qualitative Descriptive. The technique for withdrawing informants uses a proportional sampling technique and data collection techniques in this research are interviews, observation, literature study and documentation. Indonesia has a forest area of around 94.1 million hectares which consists of various spatial functions including those used as Production Forests. Production forests which are currently used are around 63 million ha of Indonesia's forest area which is divided into permanent production forest areas, limited production forests, and convertible production forests (HPK). In accordance with the policies contained in the Agrarian Reform Object Land (TORA) program issued by the central government, HPK is one of the targets used for area release. The current phenomenon that is occurring is that TORA does not accommodate land issues that previously had property rights issued by the National Land Agency which then turned into Convertible Production Forests. So far, what has arisen regarding land issues is the land mafia, but in this phenomenon the community is harmed again by changes in areas where the land with property rights status cannot be cultivated and bought and sold. This research will be carried out in Riau province with the National Land Agency and the Riau Provincial Forest Service as objects. The aim of this research is to resolve disputes over land issues, not only TORA, but also people who previously had land rights issued by BPN, changing their status to HPK. The method and type of this research is Qualitative Descriptive. The technique for attracting informants uses a proportional sampling technique and data collection techniques in this research are interviews, observation, literature study and documentation.

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INTRODUCTION

Poverty alleviation often focuses on the symptoms of poverty rather than its main causes, thus reflecting certain theoretical assumptions (Treillet, 2016). The complexity of analyzing pathways out of poverty is an issue that frequently arises in poverty alleviation studies, ranging from specific policies to broader systemic considerations, including

microeconomic, macroeconomic and institutional perspectives (DÍAZ-BONILLA & CONSTENLA-VILLOSLADA, 2021; Hicks, 2019; Shaffer, 2015). There is a discussion regarding the impact of policies aimed at meeting basic human needs and reducing absolute poverty on economic growth. Several findings show that meeting these needs contributes to growth, reinforcing the focus on reducing absolute poverty (Hicks, 2019).

Studies related to poverty alleviation have been carried out for quite a long time from various perspectives such as economic, environmental, educational, medical and even psychological. Studies related to poverty alleviation highlight traditional policies that are still implemented today, such as providing aid and subsidies. Poverty in Indonesia is defined by the Central Statistics Agency by creating criteria for the amount of expenditure per person per day as a reference material. In that context, unemployment and low income are considerations for determining these criteria. The BPS statistical criteria are as follows; (1) The floor area of the residential building is less than 8m² per person, (2) The type of residential floor is made of dirt/bamboo/cheap wood, (3) The type of residential wall is made of bamboo/thatch/low quality wood/walls without plaster, (4) Does not have defecation facilities/shared with other households, (5) The source of household lighting does not use electricity, (6) The source of drinking water comes from wells/unprotected springs/rivers/rainwater, (7) The fuel for daily cooking is firewood/charcoal/kerosene, (8) Only consumes meat/milk/chicken once a week, (9) Only buys one set of new clothes a year, (10) Can only afford eating once/twice a day, (11) Unable to pay for medical expenses at the health center/polyclinic, (12) The source of income for the head of the household is: farmer with a land area of 500m², farm worker, fisherman, construction worker, plantation worker and/or other jobs with income below Rp. 600,000,- per month, (13) Highest level of education of head of household: no school/not finished elementary school/finished elementary school (14) Doesn't have savings/goods that are easy to sell for a minimum of IDR. 500,000,- such as credit/non-credit motorbikes, gold, livestock, motor boats, or other capital goods.

Supriatna (1997:90) states that poverty is a limited situation that occurs not at the will of the person concerned. A population is said to be poor if it is characterized by low levels of education, work productivity, income, health and nutrition and welfare, which shows a cycle of helplessness. Poverty can be caused by limited human resources, both through formal and non-formal education, which ultimately has consequences for low levels of informal education. Furthermore, Emil Salim (in Supriatna, 1997: 82) stated five characteristics of poor people. The five characteristics of the poor are: (1) Do not have their own production factors, (2) Do not have the possibility to obtain production assets on their

own, (3) The level of education is generally low, 4) Many of them do not have facilities, and (5) Among them are relatively young and do not have adequate skills or education.

The main component of poverty alleviation policy in Indonesia is explained by (Amirulkamar & Hidayati, 2023) that the model for alleviating extreme poverty in Indonesia focuses on budgeting and collaboration, which is at the forefront of reducing the poverty rate to 0 percent in the following years. Basically, local governments in Indonesia play an important role in alleviating poverty and providing social services. The Indonesian government has taken the initiative in poverty alleviation, which aims to increase access to health services, education and purchasing power for low-income families, which is consistent with the philosophy of human development, with programs such as "contribution aid recipients", "family hope", "smart Indonesia". , " and "sembako" are expected to have a long-term impact on human development (Djulius et al., 2022).

The problem of community poverty in various countries is not just a form of lack of income, but has expanded to include social and political powerlessness (Suryawati, 2004). Poverty is also considered a form of development problem caused by the negative impact of unbalanced economic growth, thereby widening the income gap between communities and the inter-regional income gap (Harahap, 2006). Poverty alleviation is a moral, social, legal and political obligation for the Indonesian people. The fifth principle of Pancasila states social justice for all Indonesian people. In accordance with the ideals of the nation's founding fathers and the mandate of the 1945 Constitution. Through the instrument of regulations for poverty alleviation, the central and regional governments issued various policies, including; Law Number 13 of 2011 concerning Handling of the Poor, Presidential Regulation Number 13 of 2009 concerning Coordination of Poverty Alleviation, Presidential Regulation Number 15 of 2010 concerning the Acceleration of Poverty Reduction, Presidential Regulation Number 166 of 2014 concerning Poverty Alleviation Programs and Regional Regulation Number 12 of 2015 concerning Poverty Alleviation in Meranti Regency.

Presidential Regulation Number 15 of 2010 concerning the acceleration of poverty alleviation article 10 point 2 national membership for poverty alleviation, chairman of the vice president and members of all relevant ministries. At the regional level, the membership accelerates poverty reduction led by the deputy governor, deputy regent, deputy mayor and all related agencies. Presidential Regulation of the Republic of Indonesia Number 166 of 2014 concerning the Acceleration of Poverty Reduction Program article 2 point 2 The social protection program as referred to in paragraph (1) includes: a. Prosperous Family Savings Program; b. Smart Indonesia Program; c. Healthy Indonesia Program.

In the context of poverty alleviation, the government through the National Team for the Acceleration of Poverty Reduction (TNP2K) created a policy for alleviating extreme poverty for 2021-2024 with a target of 0 percent extreme poverty by 2024.

Figure I- 1 Work Plan for the Acceleration of Elimination of Extreme Poverty (RKAPPKE)



Source: TNP2K and Coordinating Ministry for the Economy, 2021

The selection of priority areas for reducing extreme poverty rates is carried out using an area-based intervention priority setting approach or better known as geographic targeting. Meranti Regency is a priority area for overcoming extreme poverty. With the huge potential possessed by Meranti Regency, both natural resources and a large Revenue and Expenditure Budget in empirical conditions of extreme poverty still exist in Meranti Regency. This is a big and unfinished job for the government to overcome. Data from the Ministry of State Apparatus Empowerment shows that poverty alleviation funds are worth 500 billion.

In the Extreme Poverty Reduction Policy Program in Indonesia, Meranti Islands Regency is a priority area with a poor population of 45 thousand out of 213,532 people or around 25.28 percent of the total population with an extreme poor population of 11.22 percent. The problem of extreme poverty that occurs in Meranti Regency is inversely related to the potential of the region. Meranti Regency is a coastal area of Riau which has a lot of potential such as; A strategic area as a crossing route for international trade in the Malacca Strait, producing oil and natural gas capable of producing 8,500 barrels/day. Apart from petroleum, there is also natural gas amounting to 12 MMSCFD (million cubic feet per day), plantations such as sago with production of 440,309 tons/year (2006), coconut: 50,594.4 tons/year, rubber: 17,470 tons/year, areca nut: 1,720.4 tons/year, coffee: 1,685.25 tons/year, marine and fisheries with catches: 2,206.8 tons/year. Apart from that, there is still potential in the forestry

sector, tourism industry, mining and energy potential. Apart from its regional potential, Meranti Regency has an APBD of 1.4 trillion. The extreme poverty that occurs in Meranti Regency in particular is the impact of the policies that have been prepared not working optimally and on target. Abuse of authority in the form of corrupt practices worsens the government's performance in implementing policies.

LITERATURE REVIEW

In this literature review, this paper will try to explore in depth what phenomena or research problems related to poverty. This research will evaluate a poverty reduction policy. Several studies on poverty that are references by the author focus on overcoming extreme poverty in Meranti Regency. The next research focuses on evaluating poverty reduction policies. With different concepts and problems, the author uses an analytical knife from the policy evaluation theory put forward by William N Dunn. Theories, concepts and indicators will be used as analytical tools in this research. The theories and concepts used in this research are:

A. Policy Evaluation

Policy evaluation is an activity that involves estimating or assessing policies that include substance, implementation and impact. Policy evaluation is seen as a functional activity. This means that policy evaluation is not only carried out at the final stage but throughout the policy process.

According to William N. Dunn (2003:608-610) the term evaluation has related meanings, each referring to the application of several value scales to the results of policies and programs. The term evaluation can be equated with appraisal, rating and assessment. Evaluation is concerned with the production of information regarding the value or benefits of policy outcomes. Evaluation provides valid and reliable information about policy performance, namely how far needs, values and opportunities have been achieved through public action. Evaluation contributes to the application of other policy analysis methods including problem formulation and recommendations. Although it is concerned with the entire policy process, policy evaluation is more concerned with the entire policy process, policy evaluation is more concerned with the performance of the policy, especially the implementation of public policy.

According to Dunn (2003), policy evaluation criteria include 6 (six) types as follows:

1. Effectiveness is concerned with whether an alternative achieves the expected results (consequences) or achieves the objectives of the action. Effectiveness is closely related to technical rationality, always measured in terms of product or service units or their monetary value;

2. Efficiency refers to the amount of effort required to increase a certain level of effectiveness. Efficiency, which is synonymous with economic rationality, is a relationship between effectiveness and effort, the latter of which is generally measured in terms of monetary costs;
3. Adequacy relates to how far a level of effectiveness satisfies the needs, values or opportunities that give rise to problems. Adequacy criteria emphasize the strength of the relationship between policy alternatives and the expected results;
4. Equity is closely related to legal and social rationality and refers to the distribution of consequences and efforts between different groups in society;
5. Responsiveness concerns the extent to which a policy can satisfy the needs, preferences or values of certain groups of society. The responsiveness criterion is important because an analysis that can satisfy all other criteria such as effectiveness, efficiency, adequacy, equality still fails if it does not respond to the actual needs of the groups that should benefit from the policy;

Appropriateness is a criterion of accuracy that is closely related to substantive rationality, because statements about the appropriateness of policies do not relate to one individual criterion but to two or more criteria together. Appropriateness refers to the value or value of the program objectives and to the strength of the assumptions underlying those objectives.

B. Poverty

Poverty Poverty is a condition of economic inability to meet the average living standards of people in an area. This condition of incapacity is characterized by the low ability of income to meet basic needs in the form of food, clothing and shelter. This low income capability will also have the impact of reducing the ability to meet average living standards such as public health standards and education standards. The condition of a society that is called poor can be determined based on the ability of income to meet living standards (Nugroho, 1995).

In principle, the standard of living in a society is not just about meeting the need for food, but also about meeting the need for health and education. A decent place to live or settlement is one of the living standards or welfare standards of the community in an area. Based on this condition, a society is called poor if its income is much lower than the average income so that it does not have many opportunities to prosper itself (Suryawati, 2004). The definition of poverty that is currently popular in development studies is poverty that is often found in developing countries and third world countries. The problem of community poverty in these countries is not just

a form of lack of income, but has expanded to include social and political helplessness (Suryawati, 2004).

RESEARCH METHOD

This research uses qualitative analysis methods, qualitative analysis is defined as research that can understand phenomena about what is experienced by research subjects such as behavior, perceptions, motivations, actions, etc. holistically by means of descriptions in the form of words and discussion in a special natural context and by utilizing various natural methods. The qualitative research method aims to solve problems by conducting interviews, namely collecting data to obtain information from informants, observation and documentation. This research uses a type of qualitative research that describes the actual situation by collecting data and analyzing it. This method attempts to provide an overview of the situation in the field.

Identification of problems and exploring information and data that can be used as a reference to determine the urgency of this research to be researched. The sources of data obtained are through reputable journals and government policy documents on official government pages. Observe directly the phenomenon of poverty problems. Observation activities are the most important part of the research series. The research location is Meranti Regency. Data obtained from observations include photographs, documentation and interviews with stakeholders involved in poverty alleviation.

RESULTS AND DISCUSSION

The increase in poverty is relatively higher in urban areas compared to rural areas. The higher number of poor people in urban areas can be caused by the heavier burden of life for urban communities compared to people living in rural areas. Urbanization can cause high levels of competition to gain access to employment opportunities, land, fulfillment of basic needs, education, health and so on. Competition in gaining access to employment opportunities will in turn have an impact on the unemployment rate. People who have quality educational background, knowledge and skills will have more opportunities to gain access to work. On the other hand, people who are unable to compete will increase unemployment. An increase in unemployment will have an impact on decreasing income levels which will ultimately reduce the level of social welfare.

The Poverty and Shared Prosperity report at the end of 2022 (world bank 2022), it turns out that 10.7 percent of the global population is in poverty. It is recorded that 767 million people live below the international poverty line. Research (Wąsowska, 2017) has highlighted increasing concerns about the efficiency and adequacy of traditional poverty alleviation measures, such as direct public investment, subsidies and charity. Empirical research covering 129 developing countries has also been conducted and

shows a link between faster poverty alleviation and faster growth, indicating the need for pro-growth poverty alleviation strategies to achieve poverty alleviation and economic growth (Thorbecke & Ouyang, 2022).

The poverty rate in Indonesia has reached 27.77 million people or 10.64 percent with the population of Indonesia amounting to 275.77 million people in 2022. The number of poor people in urban areas has increased by 188.19 thousand, while in rural areas has decreased by 181 thousand. 29 thousand people. Based on the World Bank report in the Poverty Assessment in early May 2023, the extreme poverty rate in 2022 has fallen to 1.5 percent. Meanwhile, according to the National Socio-Economic Survey (Susenas) of the Central Statistics Agency (BPS) which was released in January 2023, Indonesia's extreme poverty is still 2.04 percent.

Policy, the government has implemented several efforts to deal with poverty directly, such as management of APBN/APBD fund allocations, economic development, social security programs, equalization programs and Islamic philanthropy management policies, while indirect efforts are through tourism industry management, agricultural and forestry development programs, strengthening health-based programs and improving public services (Saribulan 2023). Indonesia's state income in 2023 from various sectors will reach IDR 2,553.2 trillion. State revenue and expenditure budget allocations and regional revenue and expenditure budget allocations must prioritize poverty reduction. Achieving poverty alleviation is the government's duty and responsibility. Fiscal policy is the main tool that can be used by the government to influence distribution and poverty, but in reality the relationship between fiscal policy and poverty is not well understood.

In the Extreme Poverty Reduction Policy Program in Indonesia, Meranti Islands Regency is a priority area with a poor population of 47 thousand or around 25.28 percent of the total population with an extreme poor population of 11.22 percent. Strengthening the central government's extreme poverty reduction policy, the Meranti district government, through the Meranti Islands Regency Government's Regional Poverty Management Coordination Team, held a socialization activity for the Pen Data Management Application for the Acceleration of the Elimination of Extreme Poverty (e-P3KE). Apart from that, the government provides direct cash assistance, micro business capital, free health services, educational assistance for the poor, assistance for building livable houses, family hope programs and assistance for farmers and fishermen.

The extreme poverty that occurs in Meranti district in particular is the impact of the policies that have been prepared not working optimally and on target. Abuse of authority in the form of corrupt practices worsens the government's performance in implementing policies. With the huge potential possessed by Meranti Regency, both natural resources and a large Revenue and Expenditure Budget in empirical conditions of extreme poverty

still exist in Meranti Regency. Poverty alleviation implemented by the Government can be divided into two major parts, firstly protecting families and community groups experiencing temporary poverty, and secondly helping communities experiencing chronic poverty by empowering and preventing new poverty from occurring. This strategy is then outlined in three programs directly aimed at the poor, namely: (1) provision of basic needs; 2) development of a social security system; and 3) development of business culture.

Priority areas are prepared and determined using two main indicators, namely the percentage of extreme poor people and the number of extreme poor people by district/city. the highest level of extreme poverty, the determination of five districts/cities in each priority province in 2021 is designed to get around 20 percent of the extreme poor population nationally so that immediate intervention can be carried out in phase I. In 2022, intervention will be expanded to priority areas representing at least 75 percent of the poor population extreme nationally. The selection of priority areas for phase I which was carried out in 2021 resulted in 35 districts/cities in seven priority provinces. In this region, there are extreme poor people who represent around 20 percent of the extreme poor population or 2.1 million people out of a total of 10.4 million extreme poor people nationally. The distribution of the 35 regencies/cities in priority areas in 2021. Characteristics of the extreme poor population in 35 regencies/cities in priority areas and non-priority areas in 2021. After selecting the 35 priority regencies/cities, it was discovered that the coverage of the extreme poor population in these areas was slightly greater than the target of 20 percent, namely 20.16 percent or around 2.1 million people out of a total of 10.4 million extreme poor people nationally. Outside of these 35 districts/cities, there are around 8.3 million extreme poor people who need to be eradicated. In the 35 selected districts/cities, the average per capita expenditure per month for extreme poor families is around IDR 1.12 million, smaller than in non-priority areas, namely IDR 1.39 million. The average extreme poverty rate in 35 priority areas reached 6.23 percent, much higher compared to non-priority areas, namely 3.53 percent.

Implementation of phase II which will be carried out in 2022, the selection of priority areas takes into account the coverage of the extreme poor population that will be targeted in that area. The targeted poor population coverage target represents at least around 75 percent of the poor population. Based on extreme poverty data, the priority areas for implementation in phase II were 212 districts/cities in 25 provinces. Of that number, 35 districts/cities were priority areas in the previous year. The rest are new areas, namely 177 districts/cities in 18 provinces. The distribution of the 212 regencies/cities in priority areas in 2022. In general, the number of extreme poor people in 212 priority areas has reached the coverage target set by the government, namely 75 percent of the total number of extreme poor people nationally. Coverage reached 75.1 percent or 7.8 million people out of a total of 10.4 million extreme poor people nationally.

This means that there are still 2.6 million extreme poor people outside the 212 priority districts/cities that need to be eradicated. Characteristics of extreme poor people in priority areas and non-priority areas in 2022. The monthly average for extreme poor families in 212 districts/cities is around IDR 1.15 million, which is greater than in non-priority areas, namely IDR 1.28 million. In the Extreme Poverty Reduction Policy Program in Indonesia, Meranti Islands Regency is a priority area with a poor population of 47 thousand or around 25.28 percent of the total population with an extreme poor population of 11.22 percent (TNP2K, 2021).

Poverty alleviation programs implemented by the government can be seen based on the development model that underlies these programs to see the emphasis of the strategy implemented by the program. The development models adopted by developing countries are broadly divided into four development models. Development model I focuses on the growth of national income. Development model II focuses on equality and fulfillment of basic/basic needs. Development model III seeks to improve the quality of human resources through the participation of the community and target groups in determining needs and participation in the development process. Meanwhile, development model IV focuses on increasing competitiveness to face the era of globalization and the era of regional autonomy. In the context of poverty alleviation, the government through the National Team for the Acceleration of Poverty Reduction (TNP2K) created a policy for alleviating extreme poverty for 2021-2024 with a target of 0 percent extreme poverty by 2024. The government decided that in the short term it would focus the program in areas with high extreme poverty problems— areas that have the highest number and percentage of extreme poor people. Therefore, the government decided to immediately implement phase I of the program and design a convergence model for reducing extreme poverty as an initial stage. For the implementation of the phase I program which will be implemented until the end of 2021, the government has determined seven priority provinces, namely West Java, Central Java, East Java, East Nusa Tenggara, Maluku, Papua and West Papua. Furthermore, five districts/cities were selected from the priority provinces, bringing the total priority areas for phase I to 35 districts/cities. The determination of the 35 districts/cities is based on the extreme poverty index which is designed to represent around 20 percent of the extreme poor population or 2.1 million people out of a total of 10.4 million extreme poor people nationally. To expand the program in 2022 or implement phase II, the government designed a scenario for determining priority areas at the plenary meeting of the National Team for the Acceleration of Poverty Reduction (TNP2K) regarding coordination for the acceleration of eradication of extreme poverty on 25 August 2021.

In this scenario, the coverage of the extreme poor population in priority areas is decided to represent around 75 percent of the extreme poor population nationally. As for the implementation of phase III in 2023-2004, the convergence model will be implemented nationally and comprehensively

in 514 districts/cities in Indonesia. In the document on the three pillars of accelerating extreme poverty reduction, it is stated that the Coordinating Ministry for Human Development and Culture together with the Presidential Staff Office and TNP2K have received the task from the government to establish regulations regarding priorities for eliminating extreme poverty and determining the location of priority areas. The development of the percentage of poor people in 10 years in Meranti Islands Regency is in a downward trend from poverty of 34.08 percent to 23.15 percent. The percentage of poor people in Meranti Islands Regency, data as of September 2024 was recorded at 23.15 percent (BPS, 2024). Compared to the previous year, the percentage of poor people increased by 0.17 percent. The poverty reduction policies that have been prepared and implemented by the central, provincial and Meranti district governments have not been implemented optimally. The National Team for the Acceleration of Poverty Reduction, which has a target of zero percent poverty eradication by 2024, has not met its target. So government policies in poverty alleviation need to be evaluated.

CONCLUSIONS AND RECOMMENDATIONS

Poverty reduction has been carried out for a long time from various perspectives such as economic, environmental, educational, medical and even psychological. Studies related to poverty alleviation highlight traditional policies that are still implemented today, such as providing aid and subsidies. Poverty alleviation often focuses on the symptoms of poverty rather than its main causes, thus reflecting certain theoretical assumptions. The complexity of analyzing pathways out of poverty is an issue that frequently arises in poverty alleviation studies, ranging from specific policies to broader systemic considerations, including microeconomic, macroeconomic and institutional perspectives.

In the Extreme Poverty Reduction Policy Program in Indonesia, Meranti Islands Regency is a priority area with a poor population of 47 thousand or around 25.28 percent of the total population with an extreme poor population of 11.22 percent. The poverty reduction policies that have been prepared and implemented by the central, provincial and Meranti district governments have not been implemented optimally. The National Team for the Acceleration of Poverty Reduction, which has a target of zero percent poverty eradication by 2024, has not met its target. So government policies in poverty alleviation need to be evaluated.

Poverty alleviation implemented by the Government can be divided into two major parts, firstly protecting families and community groups experiencing temporary poverty, and secondly helping communities experiencing chronic poverty by empowering and preventing new poverty from occurring. This strategy is then outlined in three programs directly aimed at the poor, namely: (1) provision of basic needs; 2) development of a social security system; and 3) development of business culture.

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