Policy Implementation For Community Empowerment In Southeast Maluku District

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Article Info	Abstract
   	This study aims to analyze (1) the implementation of community empowerment policies through poverty alleviation, (2) the effectiveness of community empowerment policy implementation through poverty alleviation in terms of the aspects of policy accuracy, implementation accuracy, target accuracy, environmental accuracy and process accuracy, (3) factors that influence the implementation of community empowerment policies through poverty alleviation and (4) community empowerment policy strategies through poverty alleviation. Data were analyzed using qualitative analysis. The results of the study concluded that (1) the policy of community empowerment through poverty alleviation has been translated through various work programs prepared by the Regional Poverty Management Coordination Team (TKPKD) whose members are regional work units (SKPD) which later become regional apparatus organizations (OPD); (2) The implementation of community empowerment policies through handling poverty has not been maximized in terms of policy accuracy, implementation accuracy, target accuracy, environmental accuracy and process accuracy; (3) Factors that influence the implementation of community empowerment policies through poverty alleviation are policy errors, distribution of social assistance and weak data accuracy and (4) Community empowerment policy strategies through poverty alleviation are focused on political will and institutional dimensions, both dimensions of policy content and three dimensions policy environment.

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1. BACKGROUND

The concept of community empowerment is a new paradigm in development, namely one that is "people-centered, participatory, empowering, and sustainable (Sopandi, 2022). Efforts to strengthen the potential or power possessed by the community, it is hoped that development in the field of community empowerment will be able to create stable conditions in the community environment in a sustainable manner.

The concept of empowerment itself according to (Febriandhika & Kurniawan, 2020) emerged as an effort to give the local community or marginalized people the right to voice or opinion who had been in a state of powerlessness. Community empowerment as a concept of economic development in which it relates to social values. Communities are given equal access to other institutions and organizations regarding political, economic, and socio-cultural rights. The main essence of community empowerment is as a form of facilitating local communities to plan, decide and manage local resources, with the ultimate goal of realizing independence.

In various empowerment programs carried out by the Southeast Maluku District Government, unfavorable conditions were seen, for example mistargeting, growing community dependence on

outside assistance, creating seeds of social fragmentation, and weakening existing social capital in the community (gotong royong, deliberations, independence, and others). Weak social capital in turn also encourages shifts in changes in people's behavior that are increasingly far from the spirit of independence, togetherness and concern for solving problems together.

Village community empowerment is carried out by the government, provincial regional government, district/city regional government, village government, and third parties carried out by the village government, Village Consultative Body, village forum, village community organizations, village customary institutions, BUMDes, cooperation bodies inter-village, village cooperation forums, and other community activity groups formed to support government activities and development in general (Nardin, 2019). The concept of empowerment itself according to (Febriandhika & Kurniawan, 2020) emerged as an effort to give the local community or marginalized people the right to voice or opinion who had been in a state of powerlessness.

Community empowerment as a concept of economic development in which it relates to social values. Communities are given equal access to other institutions and organizations regarding political, economic, and socio-cultural rights. The main essence of community empowerment is as a form of facilitating local communities to plan, decide and manage local resources, with the ultimate goal of realizing independence(Ticoalu, Reppie, & Telleng, 2013).

Empowerment is an effort carried out to increase the ability of the community to be more able to meet their needs and to be more involved in the decision-making process on an equal footing with others. Empowerment fosters a spirit of independence and creativity to develop on its own, not depending on assistance and orders from above as in centralized policies. With regional autonomy, it is hoped that a bottom-up approach pattern that aims to mobilize community potential. Furthermore, what will be achieved through this empowerment is an increase in the quality of life of the people in the area (Zuliyah, 2010).

One important part of a series of public policies is the implementation or execution of public policies. Public policy objectives will be achieved primarily from implementation. The successful implementation of a policy or program according to Akib (2013), can be assessed based on the implementation process (process perspective) and the results achieved (outcome perspective). From a process perspective, a government program is said to be successful if its implementation is in accordance with the guidelines and implementation provisions made by the program maker which includes among others implementation procedures, implementing agents, target groups and program benefits. Meanwhile, from the perspective of results, the program is considered successful when the program has the desired impact. A program may be successful in terms of the process, but may fail in terms of the resulting impact, or vice versa. In other words, policy implementation can be considered successful when there is visible consistency between the process being passed and the results achieved.

To measure the effectiveness of policy implementation starts from understanding what is meant by policy implementation. As part of public policy, policy implementation is in principle a way for a policy to achieve its goals. To implement public policy, there are two choices of steps, namely directly implementing it in the form of a program or through the formulation of derivative policies or derivatives of the public policy. Whatever the choice, it all depends on the policy implementation model adopted by a state government.

Seperti di Indonesia menganut model continentalist dimana setiap kebijakan publik yang dibuat selalu memerlukan kebijakan publik penjelas yang sering disebut sebagai peraturan pelaksanaan. Rangkaian implementasi kebijakannya berjenjang mulai dari kebijakan publik, kebijakan publik penjelas, program, proyek, sampai pada kegiatan. Untuk itu ada berbagai model implementasi kebijakan yang dapat dipakai sesuai dengan kondisi masalah yang dihadapi. Berbagai model implementasi kebijakan mulai dari yang bersifat top – down, bottom – upper, sampai pada

yang kombinasi, dipilih berdasarkan kesesuaian implementasi dengan kebijakannya. Karena setiap jenis kebijakan publik memerlukan model implementasi kebijakan yang berbeda. Yang terpenting adalah bahwa implementasi kebijakan haruslah menampilkan keefektivan dari kebijakan itu sendiri.

Effectiveness is the relationship between output and goals, the greater the output contribution to achieving goals, the more effective the organization, program or activity. Measuring the effectiveness of implementing poverty alleviation uses indicators developed by Larantika (2017) amely policy accuracy, implementation accuracy, target accuracy, environmental accuracy and process accuracy. The effectiveness of policy implementation is measured by the level of satisfaction of each element with an interest in the policy (Ratna & Moedy, 2022).

Munawir, Madani, & Fatmawati (2019) mentioned 6 (six) variables according to Meter and Horn that affect policy performance, namely: (a) Policy size and objectives; (b) Resources; (c) Characteristics of implementing agencies; (d) The attitude/disposition of the executors; (e) Inter-organizational communication and implementing activities; and (f) The economic, social and political environment.

A policy implementation model that emphasizes achieving the implementation process was put forward by Mazmanian and Sabatier (Satibi & Sudrajat, 2019) who put forward the A Framework for Policy Implementation Analysis model. There are 3 (three) important variables that affect the achievement of the policy implementation process, including: whether or not the problems to be worked on are controlled, the ability of policy decisions to structure the implementation process appropriately, and variables outside the law that influence the implementation process.

2. RESEARCH METHOD

The research approach used is a qualitative approach. This approach is used because the researcher intends to obtain an in-depth picture of the implementation of community empowerment policies in Southeast Maluku Regency. In conducting research, the researcher does not only express it explicitly but also the meaning that is in that expression. Likewise what is in the thoughts or views of respondents. Thus the researcher will be able to obtain an in-depth and comprehensive explanation and understanding of social phenomena and be able to provide a holistic description. The informants of this study were Social Service officers of the Southeast Maluku Regency who understood the community empowerment policy in the Southeast Maluku Regency. In addition, the authors conducted in-depth interviews with key informants, namely assistants from Kei Besar and Kei Kecil sub-districts, Southeast Maluku Regency.

Researchers used the interactive analysis model from Miles & Huberman, in this study, starting with examining all available data from various sources, namely the results of interviews, observations that have been written in field notes, documents and so on. After reading, studying and reviewing, the next step is to carry out data reduction, data presentation and drawing conclusions.

3. RESEARCH RESULTS AND DISCUSSION

Implementation of Community Empowerment Policy

a. Communication

One aspect that plays a significant role in the implementation of a policy or program for community empowerment, especially handling poverty in Southeast Maluku Regency, is the socialization process of a program that will be implemented, meaning that a program for handling poverty, communication is very necessary with the target group, which plays a very important role as an effort to introduce a poverty alleviation policy program through outreach to the poor so that the program can run well and be on target. Besides that, communication is also an important

activity in the leadership process, because to move or influence subordinates will be effective if done through communication.

In the implementation of community empowerment program policy socialization through poverty alleviation in Southeast Maluku Regency, it was carried out both in the form of formal socialization in all sub-districts spread across Southeast Maluku Regency, it was also carried out by agencies or social services as well as non-governmental organizations or NGOs providing a lot of outreach to the community especially for the poor.

Based on the communication aspect in the community empowerment program policy through poverty alleviation in Southeast Maluku Regency, socialization was also carried out for the poor to be directly involved as a form of achieving the level of success of an activity program. The ability to communicate is very necessary to ensure that the message conveyed is not distorted and can be understood by the public (target group).

Besides that, there are several poverty alleviation policy programs that are carried out by involving other organizations or assistants as spearheads in the delivery of various programs. Community participation in the development process is absolutely necessary because in the end it is the people who will enjoy the results of the development. In the developments that have occurred, it shows that the conception of participation still tends to be interpreted in a wrong way. On behalf of participation or on behalf of mutual cooperation, the government often asks people to participate in development programs implemented by the government

Furthermore, in the communication aspect based on research results that really need attention by the government in implementing poverty reduction strategies in urban areas, especially in Southeast Maluku Regency, is the ability of program implementing agencies to empower the poor, because so far many programs have been issued by government allocated to the sub-district and sub-district governments so that efforts for the success of the program really need a coordination system between various agencies in providing socialization so that the community can understand well that this program comes from the social service, from the BKKBN service or agency, from the cooperative service and etc.

b. Resource

How do government work units (agencies) obtain the resources needed to carry out program administration which includes financing resources, apparatus resources, and environmental resources where the program is implemented. The mentioned resource acquisition criteria should be able to meet the achievement of program objectives and results. That is, raising resources must guarantee the achievement of program objectives and results that are effective in empowering the poor.

The aforementioned resource support is certainly difficult to use effectively and efficiently, if government work units are unable to translate policies and programs into an activity planning system that can achieve targets in an efficient manner. It is the translation of policies and programs into operational activities that will determine policy performance in empowering the poor or reducing the number of poor people. In addition to the support of adequate financial resources. implementation of poverty alleviation policies also requires clarification on matters such as the quality of implementers of a policy as well as the level of education and experience of policy makers.

In the Southeast Maluku Regency Strategic Plan (RENSTRA) for 2020-2024, the policy direction is the Realization of a Southeast Maluku Community that is Independent, Intelligent, Democratic and Just. Macro indicators to achieve the vision and mission of Southeast Maluku Regency include: increasing the rate of economic growth. One of the targets that must be achieved by regional economic development in the context of carrying out comprehensive

economic development is to achieve economic growth that increases by an average of 4 percent until 2024.

Programs to improve the welfare of the poor in Southeast Maluku Regency need special efforts through empowerment. This is the result of the elaboration of the Southeast Maluku Regency government's strategic plan, so through the relevant technical services and agencies, a strategic plan has been made in which Southeast Maluku Regency is a city that is oriented towards increasing the service sector as an effort to increase informal sector employment with the aim of increasing people's welfare.

Efforts to prevent and deal with poverty in Southeast Maluku Regency are still being carried out in a comprehensive, integrated and sustainable manner, in accordance with the priority needs of the regions which are implemented in short, medium and long term development plans. The Southeast Maluku District Government, through the 2020-2024 RPJMD and the 2023-2026 development policy direction, has set poverty alleviation as a development priority target, in program policies and budget allocations through multi-sectoral handling.

"As a manifestation of the government's responsibility towards the task of coordinating the handling of poverty in the regions, it is necessary to carry out a Coordination Meeting as a means of evaluating the stages of handling poverty,".

Efforts to tackle poverty are carried out across sectors in eleven sub-districts including the Smart Indonesia program, the Family Hope Program, Non-Cash Food Assistance, Cash Social Assistance, Village Fund Direct Cash Assistance and Village Fund Allocation, as well as basic food assistance.

To achieve organizational goals and objectives, collaboration between units within an organization is needed so that effectiveness is a very important concept in organizational behavior theory, because it is able to provide an overview of the success of an organization in achieving its goals, but measuring effectiveness is not a simple matter so the authors tend to see effectiveness indicators are more directed at target approaches that focus on output by measuring the success of the organization in achieving the planned output level.

Based on the aspects studied, the category of bureaucratic structure implemented in the poverty alleviation program in Southeast Maluku Regency has not gone well because many things have resulted in it not going well, such as lack of coordination resulting in inefficiency, the level of public trust in the implementers of poverty alleviation program policies that low, and programs that are carried out are sometimes not on target.

c. Disposition

Disposition is a character or characteristic possessed by policy implementers, such dispositions as commitment, honesty, and democratic traits. If the implementer of the policy has good characteristics or character, then he will carry out the policy properly in accordance with the goals and wishes of policy makers. In this study, the trend of implementing policies for poverty alleviation in Southeast Maluku Regency can be seen from several aspects, including from the programs planned and realized and feedback from the community on the implementation of the program. These things are sufficient to reflect the behavior of implementers in the framework of implementing the policy.

Community Empowerment Policy through Poverty Management in Southeast Maluku Regency which is carried out by many agencies and agencies as providers of funds and responsible for all activities in empowering poor communities. Services or agencies as technical executors of policy activities and always refer to strategic development policies linked to the vision and mission of Southeast Maluku Regency.

Based on this aspect, even though various programs have been carried out by the government in the context of implementing poverty alleviation program policies, based on some

information obtained, based on research results, it shows that the disposition aspect has not worked as it should, because the character of policy implementers is one of the keys to success in an program.

d. Bureaucratic Structure

Bureaucratic Structure One of the variables considered important in the process of diagnosing an organization for its development is diagnosing the structural box. Inefficiencies can arise due to institutional factors such as procedural, lack of expertise and skills, because of the negative behavior of implementers. Institutional factors can be a cause of inefficiency, especially if the type and organizational structure are used inappropriately. As is understandable, the type of organization usually used in government circles is a pyramidal one where there are several layers of authority, generally resulting in a slow decision-making process. Thus there is often a waste of time. Because of these weaknesses, nowadays the pyramidal structure is being abandoned and more and more organizations are using a more "flat" functional organization.

Unclear or complicated work procedures can also be a source of inefficiency. Such procedures not only result in difficulties in coordinating, but also the possibility of duplication or overlap in the implementation of tasks such as the absence of job descriptions and job analysis in addition to procedures that are sometimes convoluted even though they can be made simple. simplification) is often used as a work program so that the efficiency dimension can be applied.

Administrative phenomena today often appear as implications from the rapid development of science and technology. These developments resulted in not being accompanied by the speed of expertise and skills of the executors of development activities, so that they became outdated. If this is the case, with a positive attitude and way of working even though service providers often make mistakes. Not because it was intentional and not because of dysfunctional behavior, but because the demands of the task were different compared to the past. Therefore, updating knowledge and skills through education and training is a demand for implementing this paradigm.

Dysfunctional behavior such as lack of care, apathy, lack of a "sense of belonging" to a commitment that is not strong, low awareness of the importance of time is one of the causes of waste or inefficiency. Dysfunctional behavior must be minimized through employee coaching, if it is deemed necessary to impose organizational sanctions if it is clearly needed as an effort to develop the organization. Furthermore, organizational structure is concerned with relatively fixed relationships among the tasks that exist within the organization. The process of creating this structure and making decisions about alternative structures is called "organizational design". The formation of the organizational structure faces two main things: first, differentiation or division of tasks among members of the organization; second, integration or coordination of what has been done in the division of tasks.

To achieve organizational goals and objectives, collaboration between units within an organization is needed so that effectiveness is a very important concept in organizational behavior theory, because it is able to provide an overview of the success of an organization in achieving its goals, but measuring effectiveness is not a simple matter so the authors tend to see effectiveness indicators are more directed at target approaches that focus on output by measuring the success of the organization in achieving the planned output level.

Based on the aspects studied, the bureaucratic structure category implemented in the poverty alleviation program in Southeast Maluku Regency has not gone well because many things have resulted in it not going well, such as lack of coordination resulting in inefficiency, the level of public trust in the implementers of poverty alleviation program policies that are low, and programs that are carried out are sometimes not right on target.

Effectiveness of Community Empowerment Policy Implementation through

Handling Poverty in Southeast Maluku District

The Community Empowerment Policy through Poverty Handling in Southeast Maluku Regency is translated through various work programs prepared by the Regional Poverty Management Coordination Team (TKPKD) whose members are regional work units (SKPD) which later become regional apparatus organizations (OPD) according to Southeast Maluku Regency Government Regulations Number 4 of 2016 concerning Position, Organizational Structure, Duties and Functions, and Work Procedures of Regional Devices.

The poverty alleviation program is made based on the needs of the target households and their implementation is in accordance with the main tasks and functions of the related regional apparatus organizations. As contained in the Decree of the Southeast Maluku Regent Number 44 of 2021 concerning the Establishment of the Southeast Maluku Regency Poverty Reduction Coordinating Team, that the poverty reduction program is divided into 4 program groups, namely:

(1) Family-based integrated social assistance program.
(2) Community empowerment-based programs.
(3) Micro and small business empowerment based programs.
(4) Other programs either directly or indirectly increase economic activity and welfare of the poor.

The strategies used in implementing poverty alleviation programs are:
(1) Reducing the expenditure burden of the poor.
(2) Increasing the ability and income of the poor.
(3) Develop and guarantee the sustainability of micro and small economic enterprises.
(4) To synergize poverty alleviation policies and programs.

Based on the program and policy strategy for handling poverty implemented in Southeast Maluku Regency, it should be able to reduce the poverty rate from year to year. However, it turns out that in a period of 2 years, since the formation of the TKPKD, based on data from the BPS of Southeast Maluku Regency in 2021, the number of poor people in Southeast Maluku Regency is 30,893 people, while only 23,365 poor people. So that the total poor population is 52,258 or 14.17 percent of the total population of Southeast Maluku Regency.

To measure the effectiveness of policy implementation starts from understanding what is meant by policy implementation. As part of public policy, policy implementation is in principle a way for a policy to achieve its goals. To implement public policy, there are two choices of steps, namely directly implementing it in the form of a program or through the formulation of derivative policies or derivatives of the public policy. Whatever the choice, it all depends on the policy implementation model adopted by a state government. As in Indonesia, it adheres to a continentalist model where every public policy made always requires an explanatory public policy which is often referred to as implementing regulations. The series of policy implementation is tiered starting from public policies, explanatory public policies, programs, projects, to activities. For this reason, there are various models of policy implementation that can be used in accordance with the conditions of the problem at hand.

Various models of policy implementation ranging from top-down, bottom-upper, to the combination, are selected based on the suitability of the implementation with the policy. Because each type of public policy requires a different policy implementation model. The most important thing is that policy implementation must show the effectiveness of the policy itself.

Effectiveness is always related to the relationship between the expected results and the actual results achieved. According to Dunn (2003: 429), effectiveness (effectiveness) with regard to whether an alternative achieves the expected result (effect), or achieves the goal of taking action. Closely related to technical rationality, it is always measured in units of product or service

or in monetary value. If after the implementation of public policy activities it turns out that the impact is not able to solve the problems being faced by the community, then it can be said that a policy activity has failed, but sometimes a public policy result is not immediately effective in the short term, but only achieved after going through a certain process.

Mahmudi (2005:92) states that effectiveness is the relationship between output and goals, the greater the contribution of output to achieving goals, the more effective the organization, program or activity is. Basically there are 5 accuracy that must be met in the effectiveness of policy implementation (Nugroho, 2014), namely:

1) Policy Accuracy It is assessed from the extent to which the policies made contain things that can solve problems, have policies been formulated according to the character of the problem, and have policies been made by institutions that have authority according to the character of the policy?

2) Execution Accuracy Actors implementing policies are not only the government, but there are other actors, namely the public and the private sector. The policy will be effective if the implementing actors are in accordance with the character of the policy.

3) Target Accuracy Target accuracy is seen from 3 things, namely a) are the targets being intervened in accordance with what was planned, are there no overlaps or conflicts with other policies?, b) are the targets in a condition ready for intervention?, c) are the interventions Is the policy implementation new or updating the previous policy implementation?

4) Environmental Accuracy There are two most decisive environments, namely the policy environment (the interaction of policy formulating and implementing institutions with other related institutions) and the external policy environment (public opinion, interpretation of strategic institutions in society, and influential individuals in policy implementation).

5) Process Accuracy In general, public policy implementation consists of 3 processes, namely a) Policy acceptance, b) Policy adoption, c) Strategic readiness. To be precise, policy implementation must receive support politically, strategically and technically.

Measuring the effectiveness of the implementation of policies for handling poverty in Southeast Maluku Regency, if it is guided by the output and achievement of goals or if it is seen from the results of policy implementation whether it is in accordance with the objectives set, as according to Mahmudi, it can be stated that the results of implementing policies for handling poverty in Southeast Maluku Regency are sufficient effective. This can be seen from the activity planning in the form of the TKPKD work program and the achievements of its activities as measured by the amount of the budget prepared for each activity. The budget allocated by the Southeast Maluku Regency government through activity programs in the education, health, infrastructure and productive economic business sectors from 2021 to 2022 is intended for social protection activities. The entire budget is channeled into activities and fulfills the achievements of the activity plan. So it is said to be quite effective.

However, when referring to the measurement of the effectiveness of policy implementation, according to Nugroho, the effectiveness of implementing poverty alleviation policies cannot be said to be effective. Because social protection is a basic needs fulfillment program as the main pillar in alleviating poverty, the intended social protection budget is broad in scope and not only targeting poor households. With an adequate budget, the Southeast Maluku Regency government implements programs/activities with various variants in social protection. So that not all programs specifically target poor households. Programs/activities for education, health, infrastructure and productive economic enterprises are comprehensive for residents of Southeast Maluku Regency. So that the target accuracy is not achieved. In more detail, it can be seen from the results of observing the implementation of poverty management policies in

Southeast Maluku Regency based on 5 accuracy according to Nugroho (2014) which can be described as follows:

a. Policy precision

Demonstrated by the formulation of programs that are in accordance with problems in the community, namely poverty alleviation, made by the institution authorized to compile the program, namely the regional work unit (SKPD) and coordinated in the coordination team for handling regional poverty (TKPKD) in Southeast Maluku Regency.

b. Execution accuracy

The programs that have been prepared are carried out by each regional work unit (SKPD) in accordance with their main duties and functions, supported by several private parties and participation from the community.

c. Target accuracy

In this case there are differences in targeting, the government's target coverage is the population in a broad sense, while what is intended in the poverty alleviation activity plan is targeting poor households. So that the accuracy of targeting becomes less focused on handling the poor. While the target is very ready to intervene. The targets are always new so they don't monitor the sustainability of the targets.

d. Environmental precision

Judging from the internal environment, namely coordination between regional work units is quite adequate because of the role of Bappeda, when problems arise due to lack of preparedness of SKPD / executors due to mutations of implementing officials or problems of leading sector domination. Meanwhile, the internal environment has not maximally involved the private sector in program formulation, so that external interpretations have not been accommodated in poverty alleviation programs.

e. process precision

It is still a routine task for the regional apparatus. So that in terms of the accuracy of the process, poverty alleviation programs still need to be improved both in terms of policy, strategy and technical implementation. How is the program created and accepted by the community, then what are the systematic strategies and techniques in implementing the program.

Based on observations, the accuracy of implementation has not been maximized. So when referring to the five accuracy criteria that must be met to see the effectiveness of implementing a policy according to Nugroho (2014), it can be stated that the implementation of poverty management policies in Southeast Maluku Regency has not been effective.

Factors Influencing the Implementation of Community Empowerment Policies Through Poverty Handling in Southeast Maluku District

1. Policy Error Factors

The problem of poverty is a complex problem and is heavily influenced by factors in every aspect of life. Therefore, even though various efforts have been made by the government to eradicate poverty, until now the fact is that there are still many Indonesian people who still live below the poverty line. The government must be more observant in understanding the problem of poverty. Because so far, many policies that have been enacted by the government actually burden the people and do not directly fight poverty, but instead make the people even poorer. Such as the government's policy to set various taxes on the people which are now felt to be increasingly burdening the people. Because we know, a lot of tax proceeds are collected from the people but their use deviates from what is expected. Taxes no longer play a role in increasing people's welfare. However, many tax collections are often used as a venue for corruption by our officials in the government.

Another mistake of government policy is to hand over the management of Indonesia's Natural Resources (SDA) to private (foreign) parties for reasons of efficiency, smoothness and competitive competition in the market mechanism.

If every policy that has been set by the government does not also think about the negative impact on the level of people's welfare and only prioritizes the interests of entrepreneurs with the aim of making profits (benefits of certain parties), it seems that poverty will be difficult to eradicate. Because of the impact of the wrong policies that have been set by the government, the impact has actually turned the economic life of the grassroots down, which has always been the object of sufferers who have to accept all failures. So that the government's efforts to eradicate poverty are now like a bet between life and death. Thus development that is oriented to the interests of the people will prioritize four important factors, namely: community empowerment (people empowerment), community participation (people participation), community organizations (community organization), and wise leaders (leadership)."

The factors mentioned above are intended to integrate and determine the direction of poverty alleviation policies, including among other things: (a) Indirect policies directed at creating conditions that ensure the continuity of every poverty alleviation effort. Direct policies aimed at low-income groups of people, and (b) special policies intended to prepare the poor themselves and officials who are directly responsible for the smooth running of the program, and at the same time spur and expand efforts to overcome poverty. The process of forming coalition networks and communication between the bureaucracy and local NGOs, traditional independent organizational units.

According to public policy studies, in carrying out its functions the government takes policy actions in the fields determined by the constitution. Law is one of the policy instruments used by the government to carry out these actions. So legal politics as a translation of legal policy has a narrower meaning than legal politics as a translation of the politics of law or the politics of the legal system.

Our Constitution mandates that we protect all Indonesian people and create people's welfare by creating social justice, so the policy pattern should be in collecting data more carefully, and not just in collecting data on the poor, because mistakes in making data will lead to mistakes in making policy directions. and of course the state budget that comes from the community, will be wasted, because of mistargeting due to data confusion. It can be seen that every agency or SKPD that is included in the poverty alleviation team has its own data. For example, the Social Service has poverty data referring to the PKH program, the Bapermades Service has poverty data from the population census, then the Cooperative and MSME Office also has poverty data from the economic census. Problems will arise when these data are not properly elaborated, then there is overlapping policies.

2. Distribution of Social Assistance Factors

So far, poverty alleviation programs have tended to focus on efforts to distribute social assistance to the poor, including rice for the poor and social safety net programs (JPS) for the poor. Efforts like this will find it difficult to solve existing poverty problems because the nature of assistance is not for empowerment, it can even lead to dependence. These aid programs that are oriented towards the government's generosity can actually worsen the morale and behavior of the poor. Assistance programs for the poor should be more focused on cultivating a productive economic culture and being able to free the population from permanent dependency. On the other hand, these social assistance programs can also lead to corruption in their distribution. It would be better if the aid funds were directly used to improve the quality of human resources (HR), such as exemption from school fees, such as

elementary school (SD) and junior high school (SMP), as well as free medical expenses at community health centers (Public health center).

What is even quite risky is that there are many recipients of social assistance programs, many of whom are relatives of village administrators, while those who do not have sibling or village heads, many have not received social assistance. Of course this has an extraordinary impact, when there is an inaccuracy in the recipient group, which causes the regional budget to swell, but the poverty rate remains stagnant and even tends to increase. Stakeholder configuration in different villages as well dominated by elements of nepotism, where the community is far from the village office, it will be difficult to get access to social assistance. Even though its nature is not empowerment, it creates injustice, in which the needs for clothing, food and shelter are not properly met, due to errors in distributing aid programs.

3. Factors Weak Data Accuracy

Factors that can lead to the failure of poverty alleviation programs are the lack of understanding by various parties about the causes of poverty itself so that existing development programs are not based on poverty issues, the causes of which vary locally. As is known, the data and information used for poverty alleviation programs so far are macro data from the results of the National Social and Economic Survey (Susenas) by BPS and micro data from the registration of poor and prosperous families I by BKKBN.

Both of these data are basically intended for the benefit of centralized national planning, with assumptions that emphasize uniformity and focus on impact indicators. In reality, data and information like this will not be able to reflect the level of diversity and complexity that exists in Indonesia as a large country that includes many very different regions, both in terms of ecology, social organization, cultural traits, and locally prevailing economic forms. It may happen that these poverty figures are unrealistic for local interests, and can even confuse local leaders (district or city government).

The difference in poverty rates between BPS and BKKBN at that time made it difficult to target beneficiaries. This difference made it quite difficult for the government to distribute aid because the data used for target households was BKKBN data, while aid allocations were based on BPS figures. This macro has limitations because it is only an impact indicator that can be used for geographic targets, but cannot be used for individual households or poor families. To target poor households, micro data is needed that can explain the causes of poverty locally, not in the aggregate as through econometric models.

Even so, the resulting indicators are still limited to household identification. In addition, these indicators apart from not being able to explain the causes of poverty, are also still centralistic and uniform, not developed from grassroots conditions and do not necessarily represent the integrity of a social system that is locally specific.

4. CONCLUSION

Based on the results of the analysis and discussion regarding community empowerment through poverty alleviation in Southeast Maluku Regency, several conclusions were drawn, namely:

1. The policy of community empowerment through poverty alleviation in Southeast Maluku Regency has been elaborated through various work programs prepared by the Regional Poverty Management Coordination Team (TKPKD) whose members are regional work units (SKPD) which later became regional apparatus organizations (OPD) according to the Regent's Regulation Southeast Maluku Number 4 of 2016 concerning Position, Organizational Structure, Duties and Functions, and Work Procedures of Regional Apparatuses. The poverty alleviation

program is made based on the needs of the target households and their implementation is in accordance with the main tasks and functions of the related regional apparatus organizations. As contained in the Decree of the Southeast Maluku Regent Number 44 of 2021 concerning the Formation of a Southeast Maluku Poverty Handling Coordinating Team.

2. The implementation of community empowerment through poverty alleviation in Southeast Maluku Regency has not maximized the aspects of policy accuracy, implementation accuracy, target accuracy, environmental accuracy and process accuracy.

3. Factors that influence the implementation of community empowerment policies through handling poverty in Southeast Maluku Regency are policy errors, distribution of social assistance and weak data accuracy.

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