The Development of Communication Model for the Empowerment of Highly Poor Villages in Pangandaran Regency, West Java, Indonesia

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Abstract. Indonesia, as a developing country, still faces a never-ending problem of poverty. The effects of various development programs aimed at reducing poverty levels in Indonesia are only temporary. The number of poor in Indonesia has been fluctuating from year to year. It suggests that a new approach to overcoming poverty, especially in rural areas that estimated 67 percent of the poor in Indonesia, is required. The Government of Indonesia pays special attention to villages with high poverty levels or Highly Poor Villages. Reducing poverty in Highly Poor Villages requires different approaches because the population of each highly poor village is economically fragile and only depend on the government's assistance. This study seeks to examine how a communication model for community empowerment is more suitable for residents in Highly Poor Villages. The purpose of this study is to determine and analyze how the communication model for community empowerment is more ideal for residents in the Highly Poor Villages, particularly in Pangandaran Regency. This study employed a descriptive qualitative method. The data collection techniques of this study were in-depth interviews and literature studies. Meanwhile, Focus Group Discussions (FGD) was used to validate the findings in the field. The informants of this study were all stakeholders, village government officials, and the poor affected by the community empowerment policy. To analyze the data, this study employed three steps: data reduction, data presentation, and conclusion drawing. This study concludes that the empowerment of the highly poor people can be conducted independently by several existing community groups, such as majelis taklim, PKK cadres, Posyandu cadres, etc. in various training and skills activities such as cooking class, craft production, sewing, and micro-businesses management initiated from the training results.

1. Introduction
Intra-regional development imbalances have resulted in the consequence of centralizing development outcomes in some areas that could have implications for the formation of relatively poor areas when compared to other regions. On the other side, the emergence of developed areas results in a Highly Poor Village, a village with more than 18% of the poor population. Until 2019, of 806 Highly Poor Villages (HPV) in West Java Province, 274 or 34% of them received the provincial government's intervention through many activities. Meanwhile, 532 or 66% of the rest did not receive the local government's intervention [1].

Several factors causing villages to be highly poor and resulting in potential food insecurity are the level of economic incomes, limited access to food, and market unavailability. West Java Province has
many high categories of poor villages, and Pangandaran Regency has the highest category of poor villages in this province. Of 165 villages in Pangandaran, 38 of them are highly poor [2].

Village community development activities aim to develop a particular group in an area. Community development is commonly known as empowerment. There are several concepts of empowerment. Ife (in Martono, 2011) argued that the idea of community empowerment is a process of preparing communities with a variety of resources, opportunities, knowledge, and skills to improve people's determining capacities in their future to participate in growth economic, and to influence their life in the community [3].

Meanwhile, Kartasasmita (1995) argued that community empowerment is an effort to improve the dignity of society to escape from a trap of poverty and underdevelopment. This argument emphasizes on community empowerment that aims to create an independent company by providing possible conditions to develop their potential. Each region has potential that will improve the people's quality of life and escape them from underdevelopment and dependency if it is used properly. The community has a critical role in empowerment because it is the subject of empowerment. Thus, community empowerment is not entirely the responsibility of the government [4].

The goals of community empowerment are to primarily enable and empower communities from poverty, backwardness, gaps, and powerlessness. The indicator of poverty is insufficient or infeasible fulfillment of basic needs, including food, clothing, shelter, health, education, and transportation. Meanwhile, underdevelopment, such as low productivity, weak human resources, limited access to land over-dependence on agriculture, is still firmly rooted and weakens local markets because of those supplies the needs of international trade. In other words, the problem of backwardness concerns structural and cultural policies [3].

Pangandaran Regency is a newly founded regency separated from Ciamis Regency, West Java Province. Pangandaran was established as a regency in West Java Province based on Law no. 21, 2012. As a relatively new district, Pangandaran faces various social and economic problems. The data of the Regional Food Security Agency of West Java Province show that in 2019 Pangandaran Regency had 12 Highly Poor Villages (HPV) in terms of Food Security. More than 18% of the poor villagers are categorized as Highly Poor Village. The data of the Ministry of Underdeveloped Area Development show that up to now, Pangandaran Regency still has 12 Highly Poor Villages spreading over eight districts. Langkaplancar District has the most HPVs for three villages, Cigugur and Cimerak districts each have two HPVs, and each of the other five sections has one village [5].

There are 38% of Highly Poor Villages in West Java Province that have been intervened through many activities to increase food security, such as the Independent Food Village Program, Community Food Barn, Food-Free Environment, Community Food Access Institution, and Community Food Distribution Institution. However, the remaining 62% of HPVs have not received the community empowerment program implemented by the West Java Government [6].

In addition to that, the existence of the Highly Poor Villages is closely related to (1) income issues, (2) nutrition and food problems, (3) health problems, (4) death problems, (5) settlement environment problems, (6) skill acquisition issues, (7) land tenure issues, (8) employment problems, and (9) necessary facilities and infrastructure issues. Globally, these nine problems can be classified into three groups: (1) issues of value systems (ethos) and institutional infrastructures, (2) structural issues, particularly limited resources and agricultural production factors, and labor abundance; and (3) policy issues and a development model approach [7].

This paper seeks to examine how a communication model for community empowerment is more suitable for residents in Highly Poor Villages. The purpose of this study is to determine and analyze how the communication model for community empowerment is more ideal for residents in the Highly Poor Villages in Pangandaran Regency, West Java.

2. Methodology
This study employed a descriptive qualitative method. The data collection techniques of this study were in-depth interviews and literature studies [8]. Meanwhile, Focus Group Discussions (FGD) were
employed to validate the findings in the field [9]. The informants of this study were all stakeholders, village government officials, and the poor affected by the community empowerment policy. To analyze the data, this study employed three steps: data reduction, data presentation, and conclusion drawing [10].

3. Result and Discussion
The data of the Department of Social Affairs and Village Community Empowerment of Pangandaran Regency indicated that in 2019 the government implemented various community empowerment programs: Community Empowerment Program for Social Welfare Problems, Poor People, Elderly Groups and Remote Indigenous Groups, and Social Empowerment for Young Generation Programs.

Several factors triggering the existence of Highly Poor Village in Pangandaran Regency are geographically isolated locations, low human resources or education levels, natural disaster-prone, and community culture's custom practices. One of the most geographically isolated districts with the highest number of poor villages is Langkaplancar District. In 2015, it had seven Highly Poor Villages.

Through the Community Empowerment Program of People with Social Welfare Problems, the Government of Pangandaran District successfully reduced the number of Highly Poor Villages in Langkaplancar District in 2018, and it remained three HPVs. Infrastructure problem becomes the main obstacle of implementing community empowerment program in Langkaplancar District.

Limited road and transportation access results in the Highly Poor Villages' difficult mobility to other districts of the city center of Pangandaran Regency.

The poor road infrastructure has a direct impact on the transportation system as well as contributes to the increase of the Highly Poor Village in the region. The most severe infrastructure conditions are found in Langkaplancar District, particularly in Jadikarya Village, Jadimulya Village, Bojong Village, Cigintung Village, Karang Kamiri Village, and Bulak Village. Jadimulya village is an entrance gate of Langkaplancar District from the access of Parigi District [5].

Besides the road infrastructure, Langkaplancar's landslide-prone area requires particular concerns from the government because, in rainy seasons, many roads are buried for days due to landslides. Due to the remote location, the community built roads for pedestrians and motorcycles. In 2017 approximately 90 percent of roads in Langkaplancar District were difficultly passed by public transportation due to poor conditions and the absence of routine road maintenance from the Government of Ciamis Regency. After Pangandaran Regency was established and the infrastructure development program ran, by 2019, the damaged road infrastructure in Langkaplancar District remained only 50 percent. As a result, community empowerment programs could be implemented in previously isolated villages due to infrastructure constraints. Efforts of community empowerment in Highly Poor Village in Langkaplancar district and other districts in Pangandaran District are implemented by Pangandaran Regency Government through Social Welfare Community Empowerment Program. A social welfare issuer is a person, family, or community group who are unable to carry out their social functions due to a hindrance, difficulty, or disruption. Consequently, they cannot adequately fulfill their physical and social needs. The barriers, problems, and disturbances can be in the form of poverty, neglect, disability, social impairment, underdevelopment, alienation, and unexpected destructive-environmental changes, such as disasters. The characteristics of Highly
Poor Villager in Pangandaran Regency are structural poverty caused by socioeconomic structures in which the community becomes a part. Structural poverty occurs due to unequal resources created by existing systems and individual roles in society.

Structural ecosystem poverty is a very complex problem in which the root causes of poverty, such as the intricate threads, are interconnected with each other. Structural poverty is a lack of income that makes low-income families unable to fulfill essential wholeness, and it concerns with vulnerability and inability of low-income families to conduct economic activities.

Vulnerability shows the plight of vulnerable people to poverty when they encounter crises, such as crop failures, rising prices of basic needs, and health problems. The situations frequently urge them to get into high-interest debt and repeatedly to sell their production assets as a consequence. Therefore, the crisis conditions that affect the poor result in more helplessness.

The poor's helplessness is depicted in various situations that frequently make them a victim of economic rulers' interests. Furthermore, the poor are less able to enjoy the development program and can only become victims of the government. It is not deniable that current various development programs prioritizing the construction of various infrastructures can only be responded by middle and upper society. Meanwhile, the poor who are already caught in poverty does not receive any benefit. Letting the poor to independently utilize facilities and infrastructure to solve the poverty gap is complicated.

Similarly, the government of Pangandaran Regency still has difficulty to empower the poor in this area. Furthermore, various poverty alleviation programs that have been implemented see less effective to overcome poverty. The programs, such as Direct Cash Assistance and Rice for the Poor are mostly not well-targeted. The assistance provided for poor families is frequently received by non-poor families. For example, the recipients of cash are not well targeted due to the absence of updated poverty data at a village level. Meanwhile, the "rice for poor" program frequently categorizes its recipients into several classes. Thus, the "rice for poor" program is distributed to low-income families as well as to all villagers. This policy is undoubtedly a mistake and creates injustice for the poor. Furthermore, it shows low empowerment. The poor are frequently mistreated by unscrupulous and improper government officials who administer the aid.

A large number of the poor in Pangandaran District is still considered one of the biggest challenges for the empowerment of the poor because a large number of the poor require substantial funds to overcome poverty. High-income gaps in Pangandaran Regency become another obstacle to empower the community of Highly Poor Village. Although it is difficult to have an evenly good income, income distribution becomes one of the indicators of community welfare. Until now, the effort of equalizing income in Indonesia remains a big problem and increases the income gap each year. A high-income gap illustrates how the entire community cannot optimize economic resources because it deals with highly inaccessible capital resources for the poor. Assistance is provided only to meet basic needs over a minimal period. However, the rural poor do not have access to capital resources and are frequently constrained to find business capital loans: complicated and unfulfilled requirements and guarantees for the poor result in their inability to access capital resources. As a result, the poor borrowed non-formal loans with high-interest rates from loan sharks or online banks.

Another factor that makes the community empowerment program failed is the existence of various frauds in the implementation. It becomes a dilemma because corrupt practices are conducted in community empowerment programs. The aids to help and empower the poor are corrupted and not distributed. The development of a communication model for community empowerment of Highly Poor Village is conducted by generating innovative initiatives and the initiation of new local economic development in rural and surrounding areas. These activities will strengthen entry point and leverage effects that give multiplier effects in the rural-micro economy. Another strategic approach is to improve long-term competitiveness (sustainable development). Developing a community's economy with this approach emphasizes the optimization of all existing potentials in local communities through joint planning. The primary prerequisite is a participatory aspect of all stakeholders, and thus the possibility of local resources can be inventoried and mobilized following the context of regional
economic development. The micro-business communication development program encourages the formation of institutions/organizations in a village-level that will serve as a micro enterprise-based group developed in villages.

The community empowerment program is conducted for business groups' organizations, and the program intervenes in their products and services to increase their business capacity. Meanwhile, an intervention on new entrepreneurs aims to increase significant labor absorption. Thus, group organizations, business groups, and new entrepreneurs are strategic targets in the context of microenterprise development in Pangandaran Regency.

The focus of empowerment on small micro-enterprises indicates that the intervention conducts direct or indirect programs. Direct Program is an activity designed and planned according to the needs of business groups, implemented by touching/involving business groups directly, and estimated to have immediate results. Community empowerment activities in this micro-enterprise are implemented through 1) technical training for business groups to theoretically and practically improve their technical capability of production material that need on the field; 2) management training for business groups to theoretically and practically improve their managerial capability, including financial management, production, and organizational and marketing training starting from the most straightforward package and tailor to the business group conditions; and 3) consultancies or assistance for business groups mainly to overcome problems in the field that arise when there are no pieces of training or special accompanying business groups who implement the packages that have been given in technical training and management training. This activity must not be ruled out by using appropriate facilitators to be in the field for a certain period to visit and or collect business groups for consultation or assistance. In some instances, business groups are facilitated to meet external facilitators of the business group areas.

Meanwhile, indirect micro-business development is a designed and planned activity to support efforts of business group development to reach activity targets. However, its implementation does not directly involve business groups. In this case, the project aims to strengthen the groups of joint ventures, especially in terms of organizational management. Other generic indirect activities are promoted through the exhibition, data update, and SME (Small Medium Enterprise) forums with stakeholders and others.

To achieve these objectives, there are three approaches to community empowerment, they are product approach, regional approach, and regional synergy. The approaches ultimately require branding strategies primarily through the implementation of the micro-business communication model. Furthermore, these approaches are implemented because different target sectors and locations cannot equalize forms of intervention. However, the community empowerment program will try to connect business cooperation. The platforms used are by Community-Based Business Groups or several existing community-based, such as majelis taklim are regular gatherings for religious learning and performance that have become widespread among Muslims in contemporary Indonesia, gaining prominence also in public discourse about national religiosity, PKK (Pembinaan Kesejahteraan Keluarga) is community organizations that empower women to participate in Indonesia's development. PKK itself is famous for its "10 main programs", Posyandu is a community-based vehicle to improve child survival and development. Community Learning Activities Center. This approach is aimed at ensuring the engagement and involvement of all communities in the program areas because the approach program requires the existence of pioneer groups that can set an example for other groups as proof of success.

The new micro business is proposed to be implemented in Jadimulya Village, Langkaplanca District, for food products and in Cigugur Village, Cigugur District, for handicraft products. The results of the survey and mapping indicated that the economic activities of Jadimulya and Cigugur community are not much different from those of other villages. Furthermore, they have similarly few business actors producing crackers, rice vessels, and handicrafts from woven bamboo. Bamboo wicker crafts, for example, do not have additional-high values for the craftsmen.
As one of the main villages in Langkaplancar district, Jadimulya Village has a geographical advantage. It is located on the side of the road connecting to Parigi District, the capital of Pangandaran Regency. This strategic position provides benefits of trade or marketing convenience. Therefore, the economic development in this village encourages the emergence of new economic activities, such as food production, etc. for the local community. The program must consider the local wisdom of Langkaplancar and possible business collaboration with other villages.

Meanwhile, Cigugur Village is a center of rice plants or rice fields because of many of the lands in the form of a stretch. Home industries in this village are cracker industries and woven bamboo crafts. The development of the food production industry in Cigugur Village was initiated by joint venture based-groups. Therefore, their activities were initially performed to establish a women's business group driven by a female activist named Nina Krisnawati. The group was initially participated by 10 members, and recently 30 members are participating. The first product developed is an outstanding packaging product of rice vessels. Besides, to optimize production techniques for new products, trials are conducted on raw materials to obtain appropriate formulations for general market prices. Through different processing techniques combined with general-raw materials, the result can compete with other products. One year after implementing a community empowerment program, the group began to develop new products because they had a possible target to market the product.

4. Conclusion

In 2019 the Government of Pangandaran Regency implemented various community empowerment programs, such as Community Empowerment Program for Social Welfare Problems, Poor and Elderly Groups, and Remote Indigenous Groups, Social Empowerment Program for Generation Young, and other Community Empowerment Programs. Several factors triggering the existence of Highly Poor Villages in the Pangandaran Regency are geographically isolated location, low human resources or education level, natural disaster-prone, and community culture's custom practices.

The empowerment of highly poor people can be conducted independently through existing community groups, such as majelis taklim, PKK cadres, Posyandu cadres, etc. The empowerment of these groups is conducted in various training and skills activities, such as production skills of food, craft, and sewing, and micro-businesses management skills initiated from the training results.

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