

Research Article

Poverty Alleviation Pattern: Top Down or Bottom Up Approach? (Indonesia and Malaysia Benchmarking)

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Based on the previous research by Aspiranti et al. (2021), it was found that Indonesia and Malaysia still have impoverished communities that urgently need to improve their welfare. In the poorest areas of Malaysia, the majority of households from each ethnic group (on average, 55%) are vulnerable to poverty, while the core poor group comprises the lowest share (on average, 4%). Among household heads at different education levels, the core poor group represents the lowest share (average 4.5%), while the largest share (average 48%) is vulnerable to poverty.

In Indonesia, the percentage of poor people in the poorest areas reached 9.27% in 2018, which is already below the national poverty rate of 9.82%. However, during the period of 2014-2018, the poverty line in Indonesia's poorest areas continued to increase each year, with a 20.46% increase compared to 2014. The Indonesia Poverty Depth Index (P1) decreased from 1.72 to 1.49, indicating that the average expenditure of the poor is getting closer to the poverty line. Empirical findings from a study conducted in 2021 demonstrate that Indonesia's poverty rate has shown improvement compared to 20 years ago. However, extreme poverty levels still persist, with income levels below \$1.9 per day.

In Malaysia, there are no longer people categorized as extremely poor. Based on secondary data published by the ASEAN Secretary Data, Malaysia's high economic growth is accompanied by high per capita income, reaching \$9,000 per year. As a result, Malaysians have a longer life expectancy of 78 years compared to Indonesians (68 years). However, despite Malaysia's success in bringing prosperity to the population on an aggregate basis, there are still pockets of ethnic Malays experiencing poverty. The Malaysian government has made various efforts to alleviate poverty in these regions, but the poverty rate remains.

Both Indonesia and Malaysia continue to implement poverty alleviation measures through top-down and bottom-up approaches. The study aims to benchmark the poverty alleviation models of both countries by conducting surveys in poverty-stricken areas of Indonesia (focused on Garut Regency) and Malaysia (focused on Kelantan). The research findings indicate that Malaysia's poverty alleviation efforts are more top-down, initiated by the government through macroeconomic instruments. In West Java, the Provincial Government adopts a top-down approach by coordinating with various stakeholders to ensure program and activity synergy. Efforts to accelerate poverty reduction in West Java include the establishment of social protection, public health services, and direct financial support for families, encompassing both non-agricultural and agricultural sectors, to enhance community welfare.

Keywords: benchmarking, poverty alleviationCorresponding Author: Tasya Aspiranti; email: tasya@unisba.ac.id**Published** 30 October 2023

Publishing services provided by Knowledge E

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Selection and Peer-review under the responsibility of the 5th Sores Conference Committee.

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1. Introduction

Poverty is closely related to rural areas. Therefore, according to Ojonemi (2013), it is very important to understand the meaning of rural or rural areas for efficient rural development and policy making. The enormous contextual diversity that exists in rural settings (Chigbu, 2013). Previous research had been done about the programs for poverty alleviation in the rural areas like Financial Management Unit building, developing a creative economy, vulnerability, included the awareness of exposure to risk, and social exclusion [1], [2].

In Malaysia, Poverty Line Income (PLI) is different for peninsular Malaysia, Sabah and Sarawak. PLI rates are RM930, RM1170 and RM990 for Peninsular Malaysia, Sabah and Sarawak. As a result, households with income below the poverty line are classified as living in poverty. Statistical data shows that the poverty rate has decreased from year to year. However, gaps remain coloring between local, state and rural-urban areas. In 2009, Melaka had the lowest poverty rate of 0.5%; on the other hand, the highest poverty rate is Sabah with a value of 19.7%. In another study, Majid et al. found that the Klang valley had a low incidence of poverty while the highest concentration of poverty was in northeastern Kelantan and Hulu Terengganu [3].

According to the Malaysian Statistics Department, Kelantan is known as the country with the second highest poverty rate after Sabah in 2016. [3] in their research shows that the incidence of poverty in Kelantan is higher in urban areas with a value of 39.11% compared to rural areas with a value of 30.18%. Despite showing a slight improvement compared to four years ago, Sabah continues to have the highest poverty rate in the country. The latest government figures show that the state's poverty rate was 19.5 percent in 2019, down from 23.9 percent in 2016. A modest estimate means more than 760,000 people out of its 3.9 million population live in poverty [3].

In Indonesia context, then will compare to the poverty rate of West Java, as the province which has the largest number population in Indonesia. West Java is a province with a relatively low percentage of poor people compared to 5 (five) other provinces in Java Island. The percentage of poor people in West Java in September 2019 was lower than East Java, Central Java, and DI Yogyakarta, they are the same province which is a part of Java Island. On a regional scale in Java, DKI Jakarta is the province with the lowest percentage of poor people, followed by Banten at 3.42 percent and 4.94 percent, respectively. The percentage of poor people in West Java in September 2019 reached 6.82 percent. Compared to September 2018, the percentage of poor people has decreased with a change rate of -5.93 percent. The rate of decline in the percentage

of poor people in West Java is higher than that of other provinces in Java and nationally, where the average regional decline rate is -4.83 percent and the national level is -

4.55 percent. The rate of change in the percentage of the poor, the ratio of the change in the

percentage of the poor to the average regional achievement, and the comparison of the change in the percentage of the poor to the national average are presented in the Figure 2.1 below.

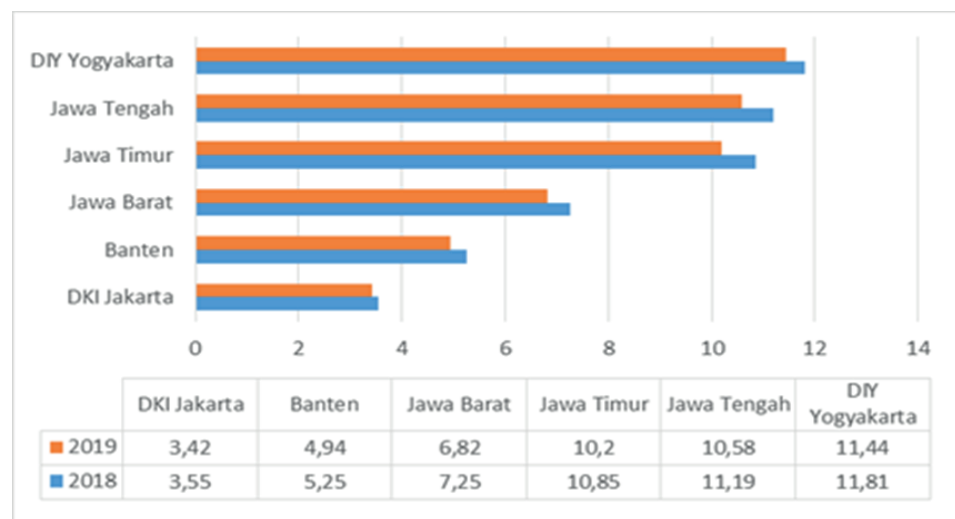


Figure 1: Comparison of Poverty Levels Between Provinces in Java Island in 2018-2019 (Percent).

Furthermore, 2019 data shows that all districts/cities in West Java Province experienced a decrease in the percentage of poor people from the previous year.

According to Kelantan with a poverty rate of 12.4 percent, it is shown that more than 230,000 people in the state live in poverty. This figure also shows that poverty in Selangor and Malacca is getting worse than four years ago. Meanwhile, in other states, poverty has improved. This is most significant in Labuan, Pahang, Johor and Perlis. Kuala Lumpur recorded the lowest poverty rate nationally at 0.2 percent. Minister in Prime Minister Mustapa Mohamed's Department of Economy shared these statistics in a written parliamentary reply on December 2 to PKR MP Alor Setar Chan Ming Kai. Based on the classification of ethnic groups, the minister said poverty rates had increased among the Bumiputera, Chinese and Indian communities. Putrajaya revise methods of measuring poverty for the first time in 15 years. They use a more multidimensional approach, it sets the poverty line index (PLI) at RM2.208 per month per household while the average poverty rate in 2019 was 5.6 percent. Under the previous method, the PLI was RM 980 per month per household while the 2016 average poverty rate was 0.4 percent.

It is interesting to research Malaysia's success in alleviating poverty in aggregate with a macro approach. Can Malaysia's success in alleviating poverty collectively be used as a reference for Indonesia in improving the quality of poverty? In Malaysia's case, poverty alleviation is more top-down, initiated by the government by relying on the strength of macroeconomic instruments. The problem of poverty is urgent to be resolved; it is necessary macroeconomic instrument policy simulation to make the model of poverty alleviation in poverty area [3].

2. Theory

This study uses the concept of benchmarking poverty alleviation models in Indonesia and Malaysia because, in the first stage, Indonesia has succeeded in alleviating poverty, as indicated by an absolute reduction in the number of poor people. On the other hand, Malaysia has successfully brought its people as an aggregate into a prosperous life phase. However, there are still some areas, especially ethnic Malay, that is in poverty. The advantages achieved by Indonesia can be used as a reference for Malaysia in alleviating poverty. On the other hand, Indonesia can learn from Malaysia, which has brought Malaysia out of extreme poverty shackles. Therefore, the concept used in this study is benchmarking.

Benchmarking is the practice of learning from other companies. Still, some people think that it is only copying the best practices of other companies so that the impression of benchmarking is bad [4]. Benchmark is a measure of performance that is fixed based on the formulation of clear criteria from a leading company regarding a particular activity. According [5] Benchmarking is the continuous process of measuring products, services, and activities against the best performance levels, which can be found either inside or outside the organization.

Many studies discuss benchmarking in the context of sustainable development. Outcome indicators include such indicators as changes in establishments, employment, and income. They are designed to assess how an area is performing at attaining the desired goals of economic development. [6] discusses the benchmarking of sustainable development performance in OECD countries. They are designed to assess how an area is performing at attaining the desired goals of economic development. [7] conducted an economic benchmarking on the efficiency of infrastructure in the Latin American region with the Caribbean. The results show that 1). Developing a single economic infrastructure index to compare countries; 2). proposing a novel peer-identification conceptual framework to identify which countries are the region's relevant benchmarks,

and 3). providing evidence on how sound governance, regulation, the rule of law, and the lack of corruption are related to infrastructure efficiency at the country level. Furthermore [8] benchmarked road safety development across OECD Countries, further emphasizes benchmarking performance, monitoring progress, and then recalibrating the interventions. Furthermore, [9] conducted a cultural benchmarking in Europe using the Data Envelopment Analysis approach.

Benchmarking activities aim to assess and review the economy, efficiency, effectiveness as well as the weaknesses and deficiencies concerning the conditions that occur. The benchmarking process usually consists of several steps to determine what to benchmark, to measure, to whom the benchmark will be carried out, data collection, data analysis and formulation goals included action plans.

Poverty is closely related to rural areas. According to [10], it is very important to understand the meaning of rural or rural areas for efficient rural development and policy making. The enormous contextual diversity that exists in rural settings [11]. Previous research had been done about the programs for poverty alleviation in the rural areas

like Financial Management Unit building, developing a creative economy, vulnerability, included the awareness of exposure to risk, and social exclusion [1], [2].

3. Methods

This type of research is quantitative descriptive with a literature survey method. Descriptive research attempts to describe a symptom, event, and incident that occurs when the researcher tries to photograph the events and incidents that are the center of attention and then describe them as they are. Descriptive research methods are used to solve and answer problems that occur in the present. Whereas what is meant by a quantitative approach is the approach used in research by measuring the indicators of the research variables to obtain an overview between these variables. The data used is secondary data on poverty alleviation in Indonesia and Malaysia in the form of Indonesian and Malaysian policy regulations.

4. Method of Analysis

To perform the benchmarking models of poverty alleviation in Indonesia and Malaysia the data set obtained will be presented concisely and neatly with descriptive quantitative analysis and can provide core information from existing data sets.

5. Discussion and Result

Malaysia's regional income disparity has been a major concern of the country for the past few decades. The study of Habibullah et al. reported that the state of Kelantan was ranked 14th as the poorest state in 1970 and for 40 years Kelantan continued to maintain its performance as the poorest state in Malaysia in 2000.

5.1. Rural Poverty Reduction Model in Malaysia

5.1.1. Alleviation Poverty Development in Kelantan

The distribution of household poverty by region in Kelantan is presented in Table 4.1. The data show significant fluctuations in the incidence of poverty by household's place of residence. The findings reveal that the majority of households are poor and vulnerable to poverty in both urban and rural areas of the country.

Geography map of Kelantan is shown by Figure 2.1 below.



Figure 2: Kelantan geography map.

It was found that the proportion of core poor households was almost the same in both rural (4.62%) and urban (4.35%) areas. However, the proportion of poor households in urban areas is higher (39.11%) compared to rural poor households (30.18%). On the other hand, most rural households (52.74%) are significantly vulnerable to poverty compared to state urban households (35.98%) [12].

The analysis shows that almost 21% of urban households are out of poverty, while the proportion of households free from poverty in rural areas is relatively low (12.46%).

TABLE 1: Poverty Status of the Households Based on Locality in Klantan.

Locality	Poverty Status				
	Hard-core poor (%)	Poor (%)	Vulnerables (%)	Out of Poor (%)	Total
Rural	1,637 (4.62%)	10,694 (30.18%)	18,691 (52.74%)	4,415 (12.46%)	34,437
urban	530 (4.35%)	4,767 (39.11%)	4,386 (35.98%)	2,506 (20.56%)	12,189
Total	2,167	15,461	23,077	6,921	47,626

Source : [13]

The findings show that the incidence of poverty is higher in rural areas compared to urban areas of the country. Having a good transportation and communication network is the most important supporting factor for urban growth in Kelantan. The cities of Gua Musang, Kuala Krai and Gucil are increasing in population probably due to the new highway, which connects Kota Bharu and Kuala Lumpur through these cities. However, a recent study revealed that poverty is more serious in the urban areas of Kelantan. The study found that Kota Bharu has the highest incidence of poverty and poverty severity while Pasir Mas has the highest average income gap and poverty gap ratio and Bachok district has the highest average income gap.

The poverty status of households by ethnicity is shown in Table 5.2 concludes that the majority (47.95%) of Malays in the state are vulnerable to poverty, while only 4.56% of households from this ethnic group are classified as poor. Nearly a third (32.81%) of Malays are poor.

However, the proportion of poverty-free households from this ethnic group is relatively low (14.68%) [14].

The incidence of poverty was highest (nearly 88%) among rice farmers, followed by fishermen (73%) and rubber farmers (65%) in Malaysia in 1970. However, poverty rates decreased for all categories of workers with a reduction in poverty. for rice farmers (57.7%), fishermen (26.1%) and plantation workers (19.6%) in 1984 [12].

It can be said that the majority of household heads at every level of education are vulnerable to poverty. The study by [12] considers education as the most important explanatory variable in determining poverty in Malaysia. The study also found that poor households consist of farm laborers, self-employed and family helpers, rice farmers, fishermen and laborers involved in traditional manufacturing activities.

According to the study it can be concluded that the majority of households in each district of the state of Klantan are poor and vulnerable to poverty. However, the incidence of poverty (whether core poor, poor or vulnerable to poverty) in rural areas is significantly higher than in urban areas of the state. The majority (on average, 55%) of

households from each ethnic group in the state are vulnerable to poverty, while the lowest share (4% on average) of these are the core poor. The incidence of poverty is higher among household heads who are permanent employees compared to household heads who are self-employed or not economically active. The lowest share (average 4.5%) of household heads at each level of education is the core poor group, while the largest share (average 48%) of them is vulnerable to poverty. The findings of this study provide insight into poverty statistics in smaller areas and the socio-demographic distribution of poor households that may assist policy and decision makers in identifying priority areas and targeting anti-poverty programs to minimize the incidence of poverty in districts, states and communities. National level [12].

5.1.2. Rural Poverty Reduction Model in Indonesia

The measurement of poverty at the macro level is carried out by BPS by estimating the number of people living below the poverty line. In this case, poverty is seen as the inability of the population in terms of consumption expenditure to meet basic food and non-food needs. Basic food needs (GKM) are equivalent to a minimum amount of rupiah per month to meet the calorie needs of 2100 kcal per capita per day for 52 types of commodity packages for basic food needs. Basic non-food needs (GKNM) are equivalent to the amount of rupiah per month to meet the minimum needs for housing, clothing, education and health, which are represented by 51 types of commodities in urban areas and 47 types in rural areas. Technically, the poor are people who have an average monthly expenditure below the poverty line.

The West Java Provincial Government in implementing poverty reduction seeks to coordinate with various parties (multi stakeholders) so that all programs and activities can complement each other. One of the efforts to accelerate the process of implementing poverty reduction programs in West Java is the establishment of the Regional Poverty Reduction Coordination.

Team (TKPKD) both at the provincial and district/city levels. Through this TKPKD, it is hoped that all poverty programs can be implemented in synergy in all aspects of community welfare

which include non-agricultural economics, agricultural economics, education, health, and family planning programs, as well as supporting infrastructure.

The poverty depth index is a measure of the average expenditure gap of each poor person against the poverty line. The poverty depth index in West Java shows a positive development. During the period 2018-2019, the poverty depth index in both urban and

rural areas showed a significant decrease. This indicates that the average expenditure of the poor is getting closer to the poverty line and the income inequality of the poor is also narrowing.

West Java's poverty depth index is lower than the national figure by a significant difference. During the last 3 (three) years, the decline in the percentage of the poor in West Java was followed by an increase in the expenditure of the poor, which is getting closer to the poverty line, although it has increased by 12.70 percent compared to the poverty line in September 2017 of Rp. 354.679.00 per capita per month.

Another dimension to consider is the depth and severity of poverty. In addition to being able to reduce the population, poverty policies must at the same time be able to reduce the depth and severity of poverty. The Poverty Depth Index (P1) as a measure of the average expenditure gap of each poor person to the poverty line, and also the Poverty Severity Index (P2) as an index that provides information on the distribution of expenditure among the poor, both of which show a downward trend. This indicates an improvement in the welfare conditions of the poor. The Poverty Depth Index (P1) decreased from 1.72 to 1.49 or decreased by 0.23 points, meaning that the decline in the value of this index indicates that the average expenditure of the poor is getting closer to the poverty line. Meanwhile, the Poverty Severity Index (P2) fell from

0.43 to 0.37 or decreased by 0.06 points, meaning that the expenditure gap between the poor is also narrowing.

When compared with the percentage of poor people in West Java and Nationally, the position of achieving the percentage of poor people in Garut Regency is 9.27 percent in 2018, still above the average poor population of districts / cities in West Java of 7.45%, but already below the national level of 9.82%. When viewed from the order of the smallest percentage of poor people, it is ranked 18th out of 27 districts and cities in West Java [15]

Judging from the level of decline in the percentage of the poor during the 2014-2018 period, the results were quite good, namely 3.2% from 2014 which was 12.47% in 2014 to 9.27% in 2017. the percentage of poor people in districts and cities in West Java in the same period, then the poverty reduction rate during that period is in the 3rd rank after Cirebon district at 3.52% and Tasikmalaya City at 3.24%. And the condition of the decline in that period was faster than the decline in the aggregate of West Java Province by 1.73% and National by 1.14%. In terms of the ranking of districts and cities in West Java, the condition of the percentage of poor people during the period 2014-2018 increased by 3 levels, from the 21st rank in 2014 to the 18th rank in 2018 [15].

Comparison of the condition of achieving poverty indicators against the targets set in the 2014- 2019 RPJMD, in general until 2018 has exceeded the final target of the RPJMD that has been

set. In terms of the final target of the RPJMD for the indicator of the number of poor people it has reached 108.11% of the target of 265,769 people, while for the indicator of the percentage of poor people it has reached 103.06% of the final target of the RPJMD of 9.63%. This achievement is of course a challenge for the Garut Regency Government to be able to maintain it, especially for people who are in the poor vulnerable group.

6. Table 4.3 Comparison of Targets and Realization of Poverty Indicators, 2014-2019

The condition of people's purchasing power is quite influenced by the price of goods, especially basic goods needed by the community which in the end. Efforts to reduce poverty are one of the priorities of the central government's policy related to expanding job opportunities, increasing and expanding pro-people programs, as well as increasing the effectiveness of poverty reduction. through three clusters of poverty alleviation programs. On a micro basis, the mapping of the distribution of the poor by sub-district can be described through the Integrated Database for the Social Protection Program of target households resulting from the data collection of the social protection program (PPLS) conducted by BPS which is used as a data base for the purposes of government interventions related to programs. poverty reduction, such as Raskin, Jamkesmas, PKH and so on.

6.0.1. Alleviation Poverty Development in Garut Kabupaten Regency

When compared with the percentage of poor people in West Java and Nationally, the position of achieving the percentage of poor people in Garut Regency is 9.27 percent in 2018, still above the average poor population of districts / cities in West Java of 7.45%, but already below the national level of 9.82%. When viewed from the order of the smallest percentage of poor people, it is ranked 18th out of 27 districts and cities in West Java [16]

There were 1,544,181 inhabitants or 422.457 home stairs poorand vulnerable poor in the regency of Garut are spread in 42 sub-districts. Some of the villages that have a population of poor and vulnerable poor most many, in whom the District Garut City which is in the Village Kota Kulon with 14498 inhabitants [15].



Figure 3: Garut Geography Map.

While the least is in Wanaraja District in Sndangpratu Village, with 872 people, the proportion of recipients and the complementarity of social assistance programs at the Garut Regency level is 67 percent as Recipients of Health Insurance Contribution Assistance (PBI) based on data from BPS (Central Bureau of Statistics), poverty in the district of Garut in year 2020 experienced a rise compared to the year before, reaching 262.78 inhabitants or 9.98% up 1% or (26.3 thousand inhabitants) of the year 2019 as much as 235.19 inhabitants or 8.98 percent.

While the percentage of the population is poor they were in on average West Java 8.43 percent and in under the national 10.16 percent. In 2020 Regency Garut is located in quadrant I, with the number of residents of the poor above the average provincial (145.2 thousand inhabitants) and have an increase in the numbers of poverty in a bag on average (19.3 thousand inhabitants). Program assistance which rolled out by the government is the Help Protection of Social, Indonesia Program Smart, Program Rastra/ BPNT, Family Program in 2020, the Empowerment

Enterprises Micro and Small Business, Program Offers for People and Good Public House (Rutilahu). Planned activities alleviation of poverty in the district of Garut in 2022 entirely own use using Data Integrated Welfare Social (DTKS), the locus of stunting, Figures death mother figure of Death Infant (AKI-AKB), coverage access to the clean water, Good House and the unemployment rate.

TABLE 2: Poverty Development in Garut Regency.

	2014	2015	2016	2017	2018	2019
Poverty Line (Rp/ Capita / Month)	234,661	241,068	256,770	267.252	282,683	301,202
Number of Poor Population (thousand people)	315.6	325.67	298.52	291.24	241.31	235.19
Percentage of poor people (%)	12.47	12.81	11.64	11.27	9.27	8.98
Poverty Depth Index (P1)	1.77	2.07	1.79	1.72	1.49	0.87
Poverty Severity Index (P2)	0.38	0.54	0.39	0.43	0.37	0.16

Garut Regency has the lowest poverty line during the 2014-2019 period. In general, the 2018 poverty line in West Java shows the role of food commodities is much larger than non-food commodities (housing, clothing, education and health). This shows that the consumption pattern of people at low economic levels is more dominated by spending on food needs than non-food needs. The position of achieving the percentage of poor people in Garut Regency is

9.27 percent in 2018, still above the average poor population of districts/cities in West Java of 7.45%, but already below the National at 9.82%. When viewed from the order of the smallest ntage of poor people, it is ranked 18th out of 27 districts and cities in West Java. In terms of the final target of the RPJMD for the indicator of the number of poor people it has reached 108.11% of the target of 265,769 people, while for the indicator of the percentage of poor people it has reached 103.06% of the final target of the RPJMD of 9.63%. This achievement is a challenge for the Garut Regency Government to be able to maintain it, especially for people who are in the poor vulnerable group. On a micro basis, the mapping of the distribution of the poor by sub-district can be described through the Integrated Database for the Social Protection Program of target households resulting from the data collection of the social protection program (PPLS) conducted by BPS which is used as a data base for the purposes of government interventions related to programs. poverty reduction, as Raskin, Jamkesmas, Family Hope Program (PKH), Empowerment Enterprises Micro and Small Business Program Offers for People, and Home Not Worth Huni (Rutilahu).

7. Conclusion

The condition of Indonesia people's purchasing power is quite influenced by the price of goods, especially basic goods needed by the community which in the end. Efforts to reduce poverty are one of the priorities of the central government's policy related

to expanding job opportunities, increasing and expanding pro-people programs, as well as increasing the effectiveness of poverty reduction. through three clusters of poverty alleviation programs. On a micro basis, the mapping of the distribution of the poor by sub-district can be described through the Integrated Database for the Social Protection Program of target households resulting from the data collection of the social protection program (PPLS) conducted by BPS which is used as a data base for the purposes of government interventions related to programs. poverty reduction, such as Raskin, Jamkesmas, PKH and so on. As an effort to accelerate poverty reduction, the Government of Indonesia has implemented PKH. The Social Protection Program, which is also known internationally as Conditional Cash Transfers (CCT), has proven to be quite successful in tackling poverty faced in these countries, especially the problem of chronic poverty. As a conditional social assistance program, PKH opens access to poor families, especially pregnant women and children, to take advantage of various health service facilities (faskes) and educational service facilities (fasdik) available around them. The benefits of PKH are also starting to be encouraged to cover persons with disabilities and the elderly by maintaining their level of social welfare in accordance with the mandate of the constitution and the Nawacita of the President of the Republic of Indonesia. Through PKH, KM is encouraged to have access to and utilize basic social services for health, education, food and nutrition, care, and assistance, including access to various other social protection programs that are complementary programs in a sustainable manner. PKH is directed to become the epicenter and center of excellence for poverty reduction that synergizes various national social protection and empowerment programs. PKH is directed to become the epicenter and center of excellence for poverty reduction that synergizes various national social protection and empowerment programs. social assistance spending on health services for the poor and underprivileged. This program is carried out nationally so that cross-subsidies occur in order to realize comprehensive health services for the poor. Trust and non-profit funds with utilization for solely improving the health status of the poor based on cost effective and rational medical service standard.

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