

## EVALUATION OF THE POLICY FOR ACCELERATING POVERTY ALLEVIATION IN NABIRE REGENCY, CENTRAL PAPUA (2019-2024) USING THE CIPP MODEL

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### Abstract

Poverty in Nabire Regency, Central Papua, remains a major challenge despite its rich natural resources. This study evaluates the poverty alleviation policies for the 2019–2024 period using the CIPP (Context, Input, Process, Product) evaluation model. A qualitative method with a descriptive evaluative study approach was used to analyse the socio-economic context, policy inputs, implementation processes, and programme outcomes. Findings indicate that poverty alleviation policies in Nabire involve nine main programmes, such as Direct Cash Assistance (BLT), the Family Hope Programme (PKH), and infrastructure development. However, their effectiveness is hampered by weak monitoring systems, low data accuracy, insufficient community support, and programmes that are not aligned with local wisdom. For example, BLT is considered ineffective because it is misused for non-productive consumption, while food diversification programmes have failed due to a lack of understanding of local culture. The implications of this study emphasise the need for a holistic approach that integrates socio-cultural aspects, institutional strengthening, and multi-stakeholder coordination. Policy recommendations include community engagement, improving data accuracy, and developing specific regulations to ensure programme sustainability. This study contributes to the public policy literature by highlighting the importance of context-based evaluation in poverty alleviation.

*Keywords: Poverty, Policy Evaluation, CIPP Model, Nabire Regency, Public Policy.*

### A. Introduction

Poverty is a structural social problem that continues to overshadow development dynamics in various regions of Indonesia, including areas rich in natural resources ( ). Todaro and Smith (2014) state that poverty is a derivative of the loss of welfare, which is the main indicator of development success in a region. Despite various policy interventions, poverty remains a major challenge for developing countries, including Indonesia (Andrianus & Alfatih, 2023). In a broader sense, poverty does not merely reflect income deficiency but also systemic failure in providing equitable access to basic services such as education, healthcare, and decent employment opportunities.

According to Hall and Midgley (2004), poverty is understood as a condition of material and social deprivation that causes individuals to live below a decent standard of living. This condition becomes more complex when communities are unable to meet basic needs such as food, clothing, and shelter. In the Indonesian context, while the national poverty rate has decreased, regional disparities remain high, particularly in eastern Indonesia, including Nabire Regency in Central Papua Province. This disparity reflects development policies that have not yet been fully inclusive and equitable for all segments of society.

Nabire Regency is one of the regions with a high percentage of extreme poverty, reaching 23.90% in 2022, an increase from the previous year (BPS Papua, 2024). This reality highlights the irony between the region's abundant natural resources and the still-lagging quality of life for its people. The regency boasts rich forests, endemic flora and fauna, and premier tourist destinations

such as Cenderawasih Bay National Park. However, these resources have yet to significantly boost the local economy. In reality, the development of basic infrastructure and community economic empowerment remains suboptimal.

The low economic growth of the region, which even turned negative in 2020 due to the COVID-19 pandemic, has further worsened the welfare conditions of the community (Nabire in Figures, 2024). On the other hand, the significant allocation of development funds through the Regional Budget (APBD) and Special Autonomy Funds (Otsus) has not yet had an optimal impact on reducing poverty rates. Budget implementation exceeding 6 trillion rupiah over the past five years has not been commensurate with improvements in welfare indicators. Local government programs such as food diversification, cash transfers, and entrepreneurship training through the " " initiative have been implemented, but their effectiveness and accuracy remain questionable (Interview with the Secretary of Nabire, 2024).

The main issues that have emerged include weak regional policies in the form of local regulations (Perda) specifically aimed at poverty alleviation, low accuracy of data on the poor, and limited cross-sectoral coordination in supporting inclusive development strategies. Furthermore, low budget absorption has become one of the key obstacles to the implementation of poverty alleviation policies in the region (Interview with BPS Nabire, 2024). Additionally, the absence of a single valid and reliable database has contributed to targeting errors (inclusion and exclusion errors) in the distribution of social assistance.

This situation is exacerbated by the low infrastructure competitiveness index issued by the Ministry of Public Works and Public Housing. The quality of roads, access to sanitation, and clean water in Nabire Regency is still low, adding to the structural burden of poverty alleviation efforts. Infrastructure limitations also result in high logistics costs, mobility constraints for residents, and low effectiveness of public services. Development disparities are also evident in the gap between indigenous Papuan communities (OAP) and migrant groups in accessing development benefits.

Another significant problem is the weak capacity of local communities to manage the economic potential of local resources. Consumptive and unsustainable aid programmes are unable to bring about transformative change. Weak planning, coordination and monitoring of programmes mean that poverty alleviation is not being carried out in a synergistic and measurable manner. Therefore, strategies to strengthen institutions and empower local communities are needed.

Empirical experience from various regions shows that poverty alleviation requires a comprehensive and convergent approach, namely integration between sectoral policies, multi-stakeholder collaboration, and continuous evaluation of programme achievements. Previous studies have highlighted that the effectiveness of policies is greatly influenced by the local context, community involvement, and the clarity of each actor's role in policy implementation (Nuraida et al., 2019; Setiani, 2021).

In this context, an evaluation of poverty alleviation acceleration policies in Nabire Regency is necessary to assess the relevance, effectiveness, efficiency, and sustainability of the programmes that have been implemented. This evaluation aims to examine the context, inputs, processes, outputs, and products of the policy using the CIPP (Context, Input, Process, Product) evaluation model developed by Daniel Stufflebeam. Thus, this study will not only provide a mapping of the effectiveness of the policies that have been implemented but also offer policy recommendations that can strengthen the governance of poverty alleviation in a sustainable manner in Nabire Regency.

Specifically, the CIPP approach will enable researchers to evaluate: (1) the social, economic, and geographical context of Nabire that influences programme implementation; (2) inputs in the form of resources, regulations, and institutional structures; (3) the programme implementation process, including inter-agency coordination, distribution mechanisms, and community involvement; and (4) products that reflect the outcomes or impacts of policies on community welfare.

Through this approach, the study is expected to answer crucial questions such as: Have existing policies been formulated based on the real needs of the Nabire community? Have they been implemented in an accountable and participatory manner? Do these programmes have a long-term impact on reducing extreme poverty in the region? The answers to these questions will contribute significantly to the formulation of future regional development policies.

## **B. Method**

This study uses a qualitative approach with a descriptive evaluative study type. A qualitative approach was chosen because it allows researchers to gain an in-depth understanding of social realities, public policies, and community perceptions related to the Evaluation of the Poverty Alleviation Acceleration Policy in Nabire Regency, Central Papua Province, during the 2019-2024 period. In line with the ideas of Lincoln and Guba (1985), this approach is oriented towards understanding the meaning of phenomena based on the perspectives of actors within their social context.

The research focus is flexible and evolves in line with the dynamics of field findings, which include: (1) the socio-economic context of poverty in Nabire, (2) resources and regulations that support policy, (3) the implementation process of local government programmes, and (4) the results of policies that have been implemented. This focus is aimed at assessing the effectiveness, efficiency, responsiveness, and sustainability of poverty alleviation programmes implemented (Moleong, 2005). To provide analytical results, the author uses data from in-depth interviews conducted by several people. Then, source triangulation and theory triangulation techniques are used as a data analysis validation process. This technique is used to ensure that the data obtained from interviews, documents, and observations are mutually reinforcing and reliable. The validity of the findings is also strengthened through checks by informants (member check) and peer debriefing. According to Denzin in Rahardjo (2012), triangulation of methods, sources, and theories is important in enhancing the credibility of research results.

## **C. Results and Discussion**

### **Evaluation of Input in the Policy for Accelerating Poverty Alleviation in Nabire District**

The poverty alleviation acceleration policy in Nabire Regency involves nine programmes implemented by seven regional agencies, covering the economic, health, agriculture, tourism, and infrastructure sectors. Input evaluation, as explained by Stufflebeam and Zhang (2017:22), focuses on the question "*How should it be done?*" to assess the strategies, resources, and implementation plans of the programmes. In the context of Nabire District, this evaluation identifies the strengths and weaknesses of each programme and provides recommendations to enhance their effectiveness.

One of the main programmes is Direct Cash Assistance (BLT), which aims to help poor communities meet their basic needs. This programme is implemented on a community basis in collaboration with village governments and relevant agencies, such as the Population and Civil Registration Agency, to ensure the accuracy of beneficiary data (Sawo, 2025). However,

challenges have emerged regarding transparency and programme outreach. Tenouye (2025) emphasises the need for intensive outreach to improve public understanding of the BLT mechanism, while KM (2025) highlights the lack of public complaint mechanisms, which could potentially lead to maladministration. This aligns with Law No. 25 of 2009 on Public Services, which mandates the provision of complaint mechanisms to minimise deviations.

The Food Diversification and Family Food Security Improvement Programme aims to reduce dependence on rice by introducing alternative foods. However, according to Sawo (2025), low public awareness of nutrition and food diversification is a major obstacle. Supriyatno (2009:45) emphasises that policy strategies must be based on science and technology, so that the involvement of experts and intensive education is necessary to overcome this problem.

In the health sector, the Health Facilities and Infrastructure Provision programme faces challenges in terms of equitable distribution of health workers. Although health facilities such as community health centres and district hospitals are available, the distribution of health workers is still concentrated in urban areas (Numobogre, 2025). Apriyanti (2011) suggests optimising human resources in health through training and incentives for workers in remote areas.

The Agricultural Infrastructure Provision and Development Programme aims to support food security through agricultural modernisation. However, Todaro (2006) cautions that supporting infrastructure such as irrigation and farm roads must be adequate for the programme to be effective. Sumardi Abdullah (2025) explains that the integration of technology and agricultural institutions is key to the success of this programme.

In the tourism sector, the development of tourism destinations based on indigenous Papuans (OAP) faces the challenge of a lack of skilled human resources. Yoeti (1996) emphasises the importance of involving local communities and stakeholders in tourism management to create sustainable attractions. Deba (2025) states that marketing strategies and additional supporting facilities are needed to increase tourist visits.

The Nabire District Population Administration Office has successfully created efficient services thanks to the competence of its officers and the use of technology (Pasang, 2025). Sinambela (2005:5) states that satisfactory public services can increase accountability and public trust.

The Road and Bridge Infrastructure Development Programme is implemented using a holistic and integrative approach (Makai, 2025). Faradis and Afifah (2019) emphasise that infrastructure has a dual effect in creating jobs and improving economic connectivity. However, Erari (2025) highlights the need for a socio-cultural approach, as seen in Kampung Sanoba, where the community is reluctant to occupy government-provided housing due to cultural preferences.

### **Evaluation of the Implementation Process of Poverty Alleviation Policies in Nabire District**

Poverty is a multidimensional problem that requires a holistic approach to address it. Nabire Regency, as one of the districts in Papua Province, has implemented various programmes to accelerate poverty alleviation. *A process evaluation* ( ) of the implementation of these policies is important to assess the extent to which the programmes have been carried out according to plan, as well as to identify challenges and opportunities for improvement. Based on Stufflebeam & Zhang (2017:23), process evaluation aims to answer the question "*Is it being done?*" or whether the programme has been implemented in accordance with established procedures and schedules. This evaluation also helps in monitoring, documenting, and reporting the implementation of plans, as well as providing feedback for improvement (Stufflebeam & Zhang, 2017).

Nabire Regency is implementing nine main programmes in its efforts to alleviate poverty, including: (1) Direct Cash Assistance (BLT), (2) Enhancing food diversification and household food security, (3) Family Hope Programme (PKH), (4) Distribution of pig and duck livestock seedlings, (5) Provision of health facilities and infrastructure, (6) Provision and development of agricultural infrastructure, (7) Development of tourism destinations based on the Indigenous People of Papua (OAP), (8) Improvement of population administration, and (9) Construction of roads and bridges. However, evaluation results indicate that not all programmes are running optimally.

The BLT programme, for example, is considered ineffective because it is often misused by the community to buy cigarettes and alcoholic beverages, and is seen as a political tool to attract sympathy ahead of general elections (Interview with Zep Nagapa, 2025). Additionally, the consumerist nature of the Nabire community reduces the positive impact of this programme (Interview with Sem Wanimbo, 2025). This aligns with Mardiasmo's criticism (2002), who stated that BLT has greater potential as savings or business capital if accompanied by adequate mentoring.

Food diversification programmes have also failed to achieve the desired results. The community still relies on rice and instant noodles, while local foods such as corn and cassava are neglected. Cultural factors, such as the perception that rice has a higher social status, are the main obstacles (Rachman, 2001). In addition, low food quality and lack of diversity exacerbate food security problems in this region.

On the other hand, the Family Hope Programme (PKH) has shown more positive results. This programme not only provides cash assistance but also equips participants with child care skills, family economic management, and nutrition through Family Capacity Building Meetings (P2K2) (Interview with Yus Baminggen, 2025). This approach aligns with the principles of community empowerment advocated by Mayer and Greenwood (1986), where public policies should encourage sustainable behavioural change.

The pig and duck breeding programme is also considered effective because it is productive and sustainable. Livestock are not only initial capital, but also a source of long-term income through meat and eggs (Interview with Yus Baminggen, 2025). The programme also educates the community in animal husbandry, thereby increasing economic independence.

However, the programme to provide health facilities and infrastructure still faces geographical and social constraints. Remote areas such as Menou, Dipa, and Yaur districts are difficult to access, resulting in low levels of community access to healthcare (Interview with Silas Numobogre, 2025). The lack of healthcare workers willing to work in isolated areas exacerbates this situation. Meanwhile, Article 14 of Law No. 36 of 2009 on Health emphasises the government's responsibility to provide equitable healthcare services.

The agricultural sector has been one of the successes of Nabire Regency. With the support of agricultural infrastructure such as irrigation and agricultural machinery, this region has become the largest producer of agricultural products in Papua (BPS Nabire, 2024). However, supervision of the use of agricultural assistance still needs to be improved to prevent misuse (Interview with Zep Nagapa, 2025).

The OAP-based tourism development programme has not been optimal due to budget constraints and minimal community participation. According to Pitana (1999), active community participation in planning and evaluation is essential for the sustainability of tourism. Meanwhile, the administrative reform programme for population management is progressing well with

transparent services in accordance with Government Regulation No. 15 of 2014 (Interview with Yulianus Pasang, 2025). Accurate population data assists the government in targeting poverty alleviation programmes more effectively.

The development of road and bridge infrastructure is still hampered by a lack of synergy with experts and academics. Unstable soil conditions and a shortage of technical experts exacerbate road damage (Interview with Martinus Makai, 2025). The concept of synergy proposed by Wiratno (2004) emphasises the importance of coordination between parties to achieve optimal results.

Overall, the evaluation of the implementation of poverty alleviation policies in Nabire Regency shows that several programmes have been effective, such as PKH and livestock seed distribution. However, other programmes such as BLT and food diversification still require improvements in their implementation. Recommendations for improvement include: (1) community assistance in the BLT programme, (2) education on food diversification, (3) increased synergy with experts in infrastructure development, and (4) expansion of health access in remote areas. Thus, poverty alleviation policies in Nabire Regency can be more effective and sustainable.

### **Evaluation of Poverty Alleviation Policy Products**

Poverty alleviation programmes in Nabire District show mixed results with various implementation challenges. Based on Stufflebeam and Zhang's (2017) product evaluation framework, an analysis of nine key programmes reveals that, although there have been some successes, overall the programmes have not achieved their expected outcomes optimally. These findings are supported by field data and in-depth interviews with various stakeholders.

In the context of Direct Cash Assistance (BLT), although theoretically designed to help meet the basic needs of poor households (Sawo, 2025), its implementation in Nabire faces several serious obstacles. The assistance amount of only Rp600,000 per month is considered inadequate to meet the cost of living in Papua, which has high living expenses. Furthermore, Nagapa (2025) revealed that "BLT is often misused to purchase cigarettes and alcoholic beverages, which contradicts the program's objectives." This phenomenon aligns with previous research findings by Banerjee and Duflo (2011), which demonstrated that cash assistance without adequate accompaniment tends to be less effective in fostering sustainable behavioural change.

The food diversification programme faces challenges that are no less complex. Although conceptually this programme aims to improve food security (Food Law No. 18/2012), its implementation in Nabire has actually caused a shift in consumption patterns from local foodstuffs to rice and instant noodles. Erari (2025) acknowledges that "poor program planning that fails to consider local wisdom is the primary cause of this failure." This finding aligns with the research by Widyaningsih et al. (2018), which emphasizes the importance of a culture-based approach in food security programs.

In the health sector, despite an increase in the number of health facilities, the distribution and quality of services remain uneven. Numobogre (2025) reported the construction of 32 community health centres, but residents in remote areas such as Siriwo District complained about limited access (BN, 2025). This situation reflects a failure to meet the standards for basic health services set out in Ministry of Health Regulation No. 75/2014. Similar research by Ensor and Weinzierl (2007) also found that the construction of health facilities without accompanying improvements in human resource quality tends to be ineffective.

The main challenges in implementing poverty alleviation programmes in Nabire can be grouped into three categories. First, weak monitoring systems, as stated by Tenouye (2025) that "the Regional People's Representative Council (DPRD) does not optimally perform its supervisory function." Second, comprehensive programme evaluation, in line with Achmad's (2012) opinion on the importance of indicator-based evaluation. Third, the absence of specific legal frameworks, as highlighted by Worabay (2025) regarding the lack of a local regulation on poverty alleviation.

These findings have important implications for future policy improvements. First, a more holistic approach is needed in designing social assistance programmes, taking into account local cultural aspects and accompanied by adequate support. Second, strengthening data-based monitoring and evaluation systems is important to ensure programme accountability. Third, the formulation of specific regulations governing coordination among stakeholders is an urgent need, as emphasised in Rhodes' (1996) theory of governance.

#### **D. Conclusion**

This study evaluates poverty alleviation acceleration policies in Nabire Regency using the CIPP (Context, Input, Process, Product) model. The findings indicate that although various programmes such as Direct Cash Assistance (BLT), the Family Hope Programme (PKH), and infrastructure development have been implemented, their effectiveness remains limited. The main constraints include weak monitoring systems, low data accuracy, lack of community assistance, and program inconsistency with local wisdom. In terms of policy theory, this study reinforces the argument of Stufflebeam and Zhang (2017) that policy evaluation must be holistic, covering context, input, process, and product. Furthermore, the findings align with the criticism of Banerjee and Duflo (2011) that cash assistance without accompaniment tends to be unsustainable, as well as Rhodes' (1996) view on the importance of multi-stakeholder coordination in policy governance.

This study has several limitations. First, the scope of the study is limited to the period 2019–2024 and only covers Nabire Regency, so the findings may not be fully applicable to other regions with different characteristics. Second, although the qualitative method used is in-depth, it is not complemented by quantitative analysis that could provide broader generalisations. Third, the data is mostly sourced from interviews and official documents, which may contain subjective biases from informants or limitations in data access. Fourth, this study does not discuss in detail the impact of external factors such as the COVID-19 pandemic on programme performance. These limitations are important considerations for further research to expand the scope and methodology.

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