

Unfinished Agenda: Understanding Poverty and Determination of Targets through the Data Collection of the Poor Population

(Study Program of Jalin Matra PFK in Probolinggo District, East Java)

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Abstract

Many programs have been designed and implemented to get the population out of poverty. However, the results achieved are not always satisfactory. Probolinggo District has implemented the Jalin Matra PFK as a program specifically designed for women to be free from their poverty conditions. However, this program still produces the same output, where women poor population is not much reduced. An in-depth investigation of the understanding of the concept of poverty and the data collection system that was carried out found the cause of the failure of the PFK program. The definition of poverty described in Indonesia is not always in accordance with the local concept of poverty. Besides, the definition of poor program recipients is poor population decile 1. On the other hand, the purpose of the program is empowerment. Therefore, the initial definition of this program is not quite correct. The inaccuracy of this definition has implications for incorrect data collection. It is also exacerbated by the implementation of an integrated data collection system that is distorted by several things. Defining different productive age groups between agencies is the first distortion. The difference in authority in determining the number of program recipients is the subsequent distortion. Community and local officials' perceptions of poverty based on cultural poverty also distort the data verification process. As a result, an error occurred in the database as a basis for program implementation.

Keywords:

definition of poverty; poverty data collection; integrated database;
poverty alleviation;jalin Matra PFK

Introduction

Poverty is a condition undergone by the community involving five characters of helplessness that creates a deprivation trap, including (1) poverty, (2) powerlessness, (3) vulnerability to face state of emergency, (4) dependence, and (5) isolation, both geographically and sociologically (Chamber, 1983). Poverty with a multidimensional

character is a manifestation of the results of human interaction involving almost all aspects of humans (Suparlan, 1984; Baharoglu & Kessides, 2001).

Although poverty alleviation programs have been implemented, it still leaves many poor people to this day. In 2017, there were 26.58 million or 10.12% of Indonesia's population recorded poor (BPS, 2018). One criticism in poverty alleviation programs is an error in the setting agenda stage (Santoso, 2017). Agenda setting is a term to explain the pattern of specific government actions, especially in the early stages of the development of public policy (Jones, 1984).

Regarding the poverty alleviation policies in the agenda setting, mistakes in defining the concept of poor is one of the problems that cause ineffective poverty alleviation programs (Raharjo, 2006). The definition of poverty which is only seen from the dimension of a person's inability to meet basic material needs is another cause of failure (Rosyadi & Tobirin, 2010; Huraerah, 2013; Mawardi and Sumartono, 2003). Another explanation for this is the occurrence of bias due to ways of measuring poverty that does not involve the poor themselves (Siahaan, 2011). It means that the definition is independent of the local context where the poor lives (Nurwati, 2008; Fatony, 2011). The ineffectiveness of poverty alleviation programs is increasing with the large number of different types of poverty data from different surveys for different purposes (Retnandari et al, 2016). Another reason for the ineffectiveness of poverty alleviation programs is a cultural factor where the community always hopes for assistance (Wicaksana, 2016).

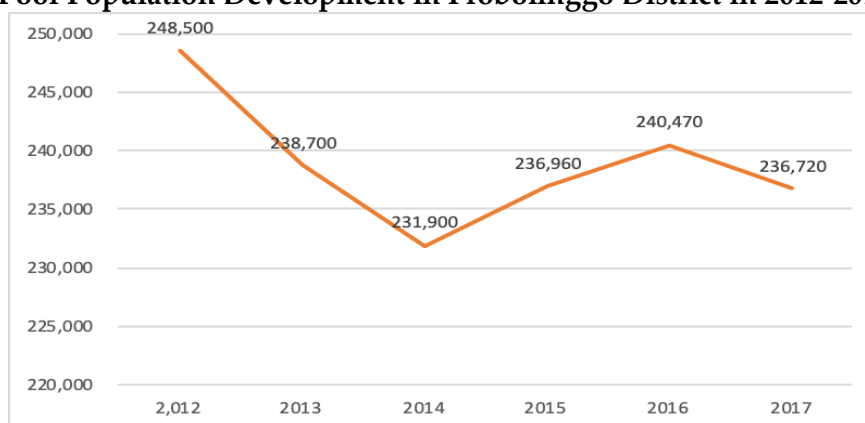
Viewed from gender perspective, there is a tendency for the increasing number of the female poor population (Partini, 2008; Gusti, 2008; Akatiga, 2003). According to Moghadam (2005), this tendency is referred to as the feminization of poverty. Discrimination and subordination of women in the household are thought to be the main cause of this situation (CIDA, 1997). Subordination has resulted in differences in access between men and women in various aspects, including access to productive resources (e.g., land, capital, ownership, as well as education and training), control over the optimization of family labor, unequal division of work due to reproductive workload of women, differences in consumption of food, medicines, health services, and education, as well as differences in responsibilities in managing household finances. In the context of gender relations, without

ignoring the progress that has been made, it must be recognized that patriarchal culture has not completely disappeared from postmodern society today (Abdullah, 2001).

The feminization of poverty has prompted the East Java provincial government to launch a poverty alleviation program that specifically addresses the female poor population through the Jalin Matra PFK (*Jalan Lain Menuju Mandiri dan Sejahtera Penanggulangan Feminisasi Kemiskinan*) Program. The Jalin Matra PFK Program is designed as a sustainable program in anticipation of poverty traps in the Head of the Women's Household (*Kepala Rumah Tangga Perempuan/KRTP*). KRTP is provided with business capital to encourage socio-economic resilience, meet basic living needs, motivate to try and manage the ability to improve welfare. Beneficiaries were determined based on the 2015 Integrated Database (*Basis Data Terpadu/BDT*) update, which was verified with the real conditions (Regulation of East Java Governor Number 14 of 2017).

Based on BDT updating data conducted in East Java, Probolinggo is the district with the highest number of KRTP. Macro data shows the poor population of Probolinggo district in 2012 to 2017 had been fluctuating (see diagram 1). This data is an early indication of the ineffectiveness of poverty alleviation programs implemented in Probolinggo. As the launch of the Jalin Matra PFK program, it is appealing to study the effectiveness of the program in reducing the number of poor women. This study focuses on the agenda setting stage on defining poverty and the data collection process undertaken.

Diagram 1.
Poor Population Development in Probolinggo District in 2012-2017



Source: Jawa Timur dalam Angka, 2018

Literature Review

Public policy is the choice of any action taken or not by the government (Dye, 2005). The choice of action is carried out by a group of political actors relating to the chosen public purpose (Jenkins, 1978). The policymaking process is a series of interrelated stages arranged according to time sequence, including the preparation of the agenda, policy formulation, policy adoption, policy implementation, and policy evaluation (Dunn, 1994).

In the decision-making process, the stage of agenda setting is essential for determining the success of the policy (Cobb & Elder, 1972; Ripley, 1985; Dye (1992). Agenda setting is a term describing the pattern of government action that is specific, especially at the beginning stage of the development of public policy (Jones, 1984). Analyzes of the process of organizing agenda concerns in the development of problems, defining problems, presenting options for problem-solving, legitimacy of selected actions, and the establishment of a policy system for addressing the issues.

The steps in the agenda setting stage are crucial in policy-making (Green-Pedersen & Wilkerson, 2006). The agenda setting is considered as the entrance to be able to understand and explain the effectiveness of poverty alleviation policies (Santoso, 2017). Defining public problems and then proposing alternative solutions is the first, most important, and most critical stage in public policy because it will give a substantial impact on the overall process and outcome of the public policy (Dye, 1992; Dunn 1994). Further, Dunn (1994) added that the last stage, the policy assessment, is connected to the first stage of the agenda setting.

The policy is considered effective when it can achieve the expected success following the objectives set at the beginning of policy-making (Suharto, 2005; Dunn, 2003). Effectiveness is thus, a way of assessing the use of available resources to achieve the expected goals (Dwidjowijoto, 2007; Mahmudi, 2005; Widodo, 2007). There are several ways to measure the effectiveness of policies, including efficiency, adequacy, leveling, responsiveness, accuracy (Dunn, 2014). Other ways to measure effectiveness are done through adaptation, integration, motivation, products, quality, efficiency, satisfaction, excellence, flexibility, development, and productivity (Kumorotomo, 2015).

Regarding the elaboration of agenda setting on poverty alleviation policies, defining or determining the right measurement and data of poverty is a crucial aspect to consider (Lipton & Ravallion, 1995). Poverty is a condition of complete shortage (Sen & Foster, 1997;

Levitan, 1980 in Ridlo, 2016). These conditions create the inability of the poor to meet the standard of living of their group (Soekanto, 1982), or the minimum standard of physical needs (World Bank, 2005) or humane standard of living (Bappenas, 2002).

Poverty can be absolute in the sense of being truly poor or relative in the sense of being poorer than others, but still being able to fulfill a decent life (Arsyad, 2010). Viewed from the perspective of the surveyor who conducts the assessment, poverty exists because objectively, someone is poor by a certain measure. However, poverty can also appear subjectively because the poor feel poor (Pattinama, 2009).

Viewed from the cause, poverty can arise culturally and structurally. Structural poverty arises because the poor do not have access to sources of income (Sumodiningrat, 1999; Selo Sumarjan, 1980). Cultural poverty is more caused by traditional and cultural factors in the region that bind people so that they remain attached to the poverty indicator (Alfian, Tan, & Soemardjan, 1980). Basically, structural and cultural aspects are very likely to be joint causes, as stated by Chambers (1983) that poverty arises because of the occurrence of deprivation traps. The trap has five interrelated elements, including (1) poverty, (2) physical weakness, (3) isolation or levels of isolation, (4) vulnerability, and (5) powerlessness. Chambers added that of the five elements, vulnerability and powerlessness are very important to note because it will lead to poverty rackets or the cogs of poverty (Suyanto, 1996). These traps can arise from a more macro perspective, namely limited access in the form of political freedom, economic opportunities, social opportunities (in terms of education, health, et cetera.), transparency, and social safety network (Sen, 1999).

As the definitions and causes of poverty are complex, poverty can be seen from the economic, social and political sides (Harriss & White, 2005). Economically, the poor are having nothing; socially, they are being nothing; and politically, they are having no rights and being wrong. Poverty is multidimensional, as it is analogized to beauty where everyone who sees it has a different definition. Therefore, there is no correct definition of poverty (Alcock, 1997).

Based on complex causes, ideally, poverty must be measured through an index that can identify people who live in poverty and measure the level of individual poverty (Sen, 1976). It is complicated to ensure a person's level of welfare or utility needed for basic life

because there are no limitations on non-consumption goods such as recreation, social involvement, and the state of human capital to consider (Hagenaars, 1991).

The difficulty of involving all dimensions of poverty makes poverty measurement to date still inclined to the measurement of economic welfare (Wagle, 2002). The World Bank uses the international poverty line as a standard, which means that poor people are those whose daily expenditure is the US \$ 2 per capita. The weakness of this international standard is the lack of accommodation to local calculations so that it can be too low or even too high (Perdana, 2009 in Khomsan, 2015). UNDP, as an institution that focuses on world development, has more comprehensive and multidimensional. It is also better than traditional poverty or monetary measurements, which have the disadvantage of not including other dimensions besides income and consumption (Alkire, 2007).

In poverty alleviation programs, Indonesia adheres to the principle of this poverty line. BPS, as the main data agency, uses the poverty line based on the minimum physical needs for food and non-food as a guide to calculate the number of poor people (BPS, 2017). In Indonesia, poverty measurement is not only done by BPS. Various government departments also have different definitions for their programs. The BKKBN sees more in terms of family welfare than individual poverty, with relatively more complete indicators ranging from the physical aspects of food, clothing, housing facilities to social and the ability to access health services (BPS, 2008).

The measurement of BPS poverty line has several weaknesses, including (1) Emergency Food Budget or minimum food needs measured by BPS as equivalent to 2,100 kcal food consumption—which is only feasible when applied under emergency conditions, as a limit to distinguish poor people from non-poor people. It is set too low and deemed invalid for minimum food consumption expenditure because it is only sufficient to reproduce one-day labor (Nasikun, 1993). (2) Poverty is multidimensional, so measurements that are only based on minimum physical needs are not appropriate (Rodgers, 2000). Inaccuracy in defining poverty is implicated in the impact of inappropriate and ineffective policies (Belhadj & Limam, 2012). Another weakness addressed to the definition of poverty which is only based on minimum physical needs is the inability of that measurement to accommodate diverse regional conditions (Nurwati, 2008; and Aswandi, 2008; Ubur, 2011; Retnandari et al., 2016).

Poverty is a very complex and multi-parameter thing that can be measured quantitatively or qualitatively. In understanding poverty, it is necessary to look at it from the perspectives of relevant actors, apart from practitioners and policy-makers, including the government (top-down perspectives). It also needs to be understood subjectively by those who experience poverty (bottom-up perspectives) because it is a social reality where only those who experience poverty know what poverty really is. If it is measured from the perception of outsiders who do not experience poverty, methodologically, the measurement objectively opens up great opportunities for biased data, facts, and or field information (Siahaan, 2011).

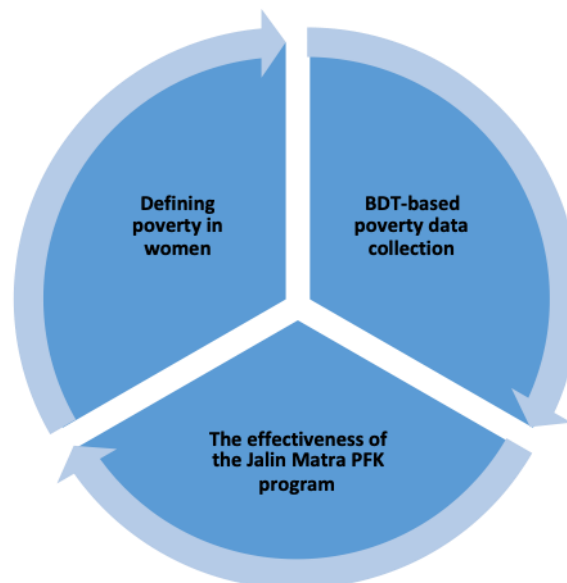
Before the policy is implemented, there is one phase in poverty alleviation policies that must be carried out, which is finding or listing the poor. From a poverty alleviation perspective, data is an important starting point that tells the number of people to live below the poverty line, the social, economic, and environmental conditions differ across regions, the lack of infrastructure, health, and education services throughout the world (Badiee, 2005). Data represents the objectives achieved using planned strategies, modification of development programs, and planning of resources. Data collection and publication need to involve local sensitivity, at least to ensure local communities to understand the intention and purpose of data collection so that they are willing to give accurate answers to the data collectors. The real challenge for statisticians is how to achieve measurement while respecting (and incorporating) the cultural integrity of the subjects (Taylor, 2006).

Redman (2001) added that the data is called high quality if it matches the intended use in operations, decision-making, and planning. Data is feasible to use if it is free from defects and has the desired features (Redman, 2001). Research by Kerr, et al. (2007) proved that data quality is often identified only when data is used in reports (to provide information). Often at the beginning of problem identification, data analysts for information state that the data are 'unfit for use' in their analysis. Hence, there is no trust in the data. Reports are rejected, or even unused, when the data are considered inaccurate. Late data is recorded problematic. When data collection staff do not fully understand and supply data on time, it affects the reporting requirements and service management. Therefore, the absence or incomplete data or the availability of incomplete data also affects decision making (Taylor, 2006).

Information about data quality can also influence decision-making (Chengalur-Smith, Ballou, & Pazer, 1999). Good data enables decision-makers to use data more efficiently and effectively (Even, Shankaranarayanan, & Watts, 2006). Chengalur-Smith et al. (1999) found that the participants in their study were prepared to use complex quality data information to help with choices. When faced with complex decisions, they use simple metadata. Therefore, it is concluded that complex metadata adds complexity and complicates decision-making. Presentation of data quality information can give impacts (Chengalur-Smith, Ballou, & Pazer, 1999; Ballou & Tayi, 1999).

This research was conducted to analyze the effectiveness of the Jalin Matra PFK Program at the stage of agenda setting, which examines the definition and data collection of the poor population. The use of the 2015 Integrated Database (BDT), which has been *by name by address* as the database of the program, is suspected to be invalid in targeting the beneficiaries of the program so that it is not effective in resolving poverty in Probolinggo District. Ineffectiveness occurs with the root of the problem in determining the measurement that produces the definition of poverty, and data on poverty data collection (Lipton & Ravalion, 1995). Based on the conceptual foundation that has been explained previously to achieve research objectives and become a reference for the research mindset, the research framework is described as follows.

Diagram 2
Research Thinking Framework



Research Method

This study discusses the effectiveness of poverty alleviation programs which were reviewed through the definition and data collection process at the stage of agenda setting for the Jalin Matra PFK Program carried out in Probolinggo District. This research is an explorative or in-depth analysis of the definition and data collection of the poor population in Probolinggo District related to the Jalin Matra PFK Program to reveal the root causes of policy ineffectiveness.

This research was conducted in Probolinggo District, the district with the highest number of KRTP in East Java. The analysis is focused on the implementation of the 2017 Jalin Matra PFK program.

This study uses two data sources, primary data and secondary data. Primary data were obtained from the parties involved in the Jalin Matra PFK Program, while secondary data were obtained from documents related to the Jalin Matra PFK Program. To get the data, in-depth interviews, FGDs, and literature studies were conducted. A summary of the data collection process is presented in table 1 below.

Table 1.
Research Data Sources

No.	Operational Variables	Data Types	Data Sources	Data Collection Techniques
1	The effectiveness of Jalin Matra PFK Program	Primer Secondary	PMD Office (East Java Province and Probolinggo District), Bappeda of Probolinggo District, BPS of Probolinggo District, TKPKD, Office of Education, Department of Health, Department of Public Works, Department of Communication and Information, Social Service, KRTP, Districts, Religious Leaders, Public Figures, Customary Figures	<ul style="list-style-type: none"> • In-depth interview • Literature review • FGD
2	The definition of poverty	Primer Secondary	<ul style="list-style-type: none"> • PMD Department (East Java Province and Probolinggo District), Bappeda of Probolinggo District, BPS of Probolinggo District, TKPKD, Department of Education, Department of Health, Department of Public Works, Department of Communication and Information, Social Service, KRTP, Districts, Religious Leaders, Public Figures, Customary Figures 	<ul style="list-style-type: none"> • In-depth interview • Literature review • FGD

3	Poverty Data	Primer Secondary	<ul style="list-style-type: none"> • BDT Data from the TNP2K website • PMD Department of East Java Province and Probolinggo District, Bappeda, TKPKD of Probolinggo District • <i>Kabupaten Probolinggo Dalam Angka – BPS</i> • General Guidelines of Jalin Matra PFK • Regulations related to poverty data 	<ul style="list-style-type: none"> • Literature review • Interview • FGD
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The collected data were analyzed descriptively and given a meaning (interpretative) by reducing the data (selection, concentration, simplification and abstraction of rough data) according to the purpose of the study, then described, and interpreted. This process is carried out when gathering information and data related to the agenda setting of the Jalin Matra PFK Program from the initial stage to drawing conclusions.

Findings

This study examines the effectiveness of the Jalin Matra PFK program in Probolinggo District. This section discusses the effectiveness of the Jalin Matra PFK program as well as an analysis of defining poverty and data collection on program targets to explain the conditions of program effectiveness.

The Effectiveness of Jalin Matra PFK Program

Regarding the Regulation of East Java Governor number 14 of 2017, there are three measures of the effectiveness of the Jalin Matra program, including accurate target, accurate amount, and accurate utilization. The accurate target means that the KRTP recipients of the program are included in decile 1, has a productive age, and does not live alone. Based on the implementation in 2017, the program recipient data was obtained as follows.

Table 2.
KRTP Recipients of PFK Matra Interlace Program in Probolinggo in 2017

Districts	Total KRTP	Right on Target		Not on Target	
		Total KRTP	Percentage	Total KRTP	Percentage
Tongas	727	494	67,95	233	32,05
Lumbung	71	58	81,69	13	18,31
Paiton	229	151	65,93	78	34,07
Pakuniran	283	176	62,19	107	37,81
Krucil	496	312	62,90	184	37,10
Kuripan	147	101	68,70	46	31,30
Total	1.953	1.292	68,23	661	33,84

Note: not on target: KRTP that does not meet 1 or 2 or 3 specified criteria.

Based on the data obtained, less than 70% of the program recipients was right on target. The rest was not on target, which can be caused by one or several inaccuracies in criteria. They include not from decile 1 and/or not of productive age and/or living alone. Regarding the productive ages, it found that there are many unproductive ages of KRTPs that are recorded as a productive age. Even for targeting accuracy, there are program recipients who are not recorded in the BDT data.

Accurate Amount means that assistance is given in accordance with a predetermined budget amount of Rp 2,500,000 per KRTP. As an area suitable for animal husbandry, many program recipients receive livestock as assistance. In the implementation, the recipients informed that the animals are small and may only cost Rp. 1,500,000. However, the number of KRTPs who received incorrect amounts cannot be found.

Accurate Utilization. As stipulated by the Regulation of the Governor, this program is an economic assistance which is expected to have economic sustainability. The field data shows that more than 90% of livestock recipients no longer receive livestock. Based on the explanation of some KRTP beneficiaries and residents around the recipients, the recipients were eager to raise livestock after receiving the goat's assistance. However, due to the weather difference in Probolinggo and the goat purchase location, many of them were sick and die. When seeing neighboring livestock die, the other cattle owners quickly sold their livestock because they were afraid that their livestock would die too. Some KRTPs also sold their livestock because they were unable to find food and take care of the livestock. In the field, the KRTP who received the livestock also sold theirs to meet their daily food needs.

One of the reasons for the unsustainability of livestock-based economic activities originates from improper monitoring and evaluation methods as well as the lack of synergy between institutions in managing the Jalin Matra PFK Program. The monitoring and evaluation were only based on the absorption of the budget. When the budget has been used to buy goats with a sufficient number of receipts, the performance of the program is sufficiently measurable. There were no attempts to track the extent to which the program has achieved its targets for increasing sustainable economic activity. Ideally, when monitoring is carried out sustainably, the problem of dead animals can be communicated to the department that knows about animal husbandry to find the solution for the problem. Likewise, it applies when there are program recipients who are unable to find food. This finding proves that there is still a very high sectoral ego at the level of implementation. Other departments and the program implementers feel no need to participate. On the community side, the method of monitoring and evaluation based solely on budget absorption causes the target of KRTPs to assume that the assistance is their own and they are free to do anything, even selling because they are not worried about being evaluated.

Using analysis and triangulation of the success indicators in Appendix II of the Regulation of East Java Governor on the General Guidelines for Jalin Matra PFK Program, it turns out that all the success indicators cannot be fulfilled. It indicates the “disability and weakness” of poverty alleviation policies for poor women. Therefore, the implementation of the Jalin Matra PFK in Probolinggo District was unsuccessful and ineffective.

Defining Poverty

As described above, the women classified as poor in the Jalin Matra PFK program are unmarried, in decile 1, in productive age, and not living alone. This concept has met the qualifications of the poor who are worthy of assistance. This section discusses how fully the definition of poverty is seen in terms of program design, program recipients, bureaucrats, and the community, as well as how precise the definition of poverty is with the KRTP definition of program recipients.

The design of the program. The definition of poverty is not appropriate seen the program’s objectives. The objective of the Jalin Matra PFK program is to improve economic welfare sustainably. Meanwhile, women who receive the assistance of the program are poor

women who are in decile 1. However, the poor population in decile 1 is the population with a very severe poverty level who cannot afford the needs of food alone. Therefore, the productive assistance will not be effective to get them out of poverty. Based on the results of interviews in the field, many of the recipients sold the cattle because they were urged and needed money to buy their daily needs. They would sell whatever they have, including the assistance provided by the government through the Jalin Matra PFK Program.

Program recipients. The program recipients classified poor women as those who have the following criteria:

- a. Work on odd jobs, relying on the energy they have.
- b. Income from the odd jobs does not meet daily needs.
- c. A modest residence that does not have much space.
- d. Eat twice a day using the rice from government assistance.
- e. Have child dependents along with their education, and the exceeding needs of other family members that must be met, live in need, lack of money, lack of food, less able to shop for life needs
- f. Do not have anything (land/fields, livestock, jewelry, vehicles)
- g. If there is an urgent need, they tend to owe their social relations (neighbors), and are rather difficult to repay.
- h. It is fate

Regarding the criteria of recipients of the Jalin Matra PFK program, this definition of the community is in accordance with the definition of decile 1. It means that the community only sees that the poor need help, whether they are productive or not is not the main focus. It is interesting to see the last criterion of fate. It means that the poor consider themselves to be very helpless and will be free from poverty. This attitude can arise from many aspects, including the poverty alleviation program, which is only free assistance even for people of productive age. It results in cultural poverty (Nasikun, 2011; Khomasn, 2008).

The results of research in the field confirm that many poverty alleviations programs in Probolinggo create this nature of dependency. A community leader argued that there were residents who knew that the poor measurement was based on the floor of the house that was not plastered (in ceramics). Therefore, he deliberately left the floor of his house not tiled. Therefore, he was considered still poor and continued to receive assistance (interview

on 11 November 2018). It can be seen that structural poverty raises a mental condition *to ask for/cultural poverty* (Khomsan, 2015). A program implementing bureaucrat revealed the difficulty of making the poverty alleviation program right on target when the residents assumed that the program was valid for everyone. When they did not accept the assistance, they threatened officers with machetes (interview on 13 November 2018).

According to Freire (1974) in Supriatna (1997), the assistance and help in the form of various services and the provision of social facilities increase the community's dependence on government assistance. The poor assume that they are objects to be worked on, not as subjects that need to be given opportunities to develop (Ellis, 1984). Programs that give 'fish' not 'hook' actually make people want to remain poor so that they can get help, not try to be free from poverty (Muslim, 2017). It essentially lowers human dignity (Moeljarto, 1987).

Bureaucrats. In general, bureaucrats want a wider or more comprehensive view or concept of poverty in formulating policies according to regional conditions. Table 3 resumes the perception of bureaucrats about the concept of poverty.

Table 3.
Bureaucrat's Perception of Jalin Matra PFK on the FGD Results in 2018

Program Name	JALIN MATRA PFK PROGRAM		
<i>Core</i>	Empowerment	KRTP	Decile 1 of PBDT 2015
1 st Analysis	Suitable	Cocok	<i>(not discussed)</i>
2 nd Analysis	<i>(not discussed)</i>	Not Suitable	Not Suitable
3 rd Analysis	Not Suitable	<i>(not discussed)</i>	Not Suitable

Source: FGD Results in 2018, processed

Analysis 1, Empowerment of KRTP of productive age will become a solution to the problem of the feminization of poverty in Probolinggo District. It is because the purpose of this program is to alleviate KRTP from poverty by providing infrastructure assistance worth @2,500,000 per person. It is expected that the provision of capital as additional capital, or first capital to develop business, can help KRTP in sustainable, productive businesses to meet their daily needs.

Analysis 2, Productive KRTP in Decile 1 of PBDT 2015. The FGD agreed not to approve this because Decile 1 consists of the poor and very poor people, who require intake of assistance from the government only because they are a group that are helpless and cannot be empowered. The main orientation of the people in this group is to meet their basic needs. The assistance provided is only consumptive, helping to meet basic daily needs

without the need to process it first. Therefore, when the targets are Productive KRTP, it is difficult to find in Decile 1 of BDT data. According to Probolinggo District Regulation Number 67 of 2017, productive KRTP includes empowerment-based cluster 2 poverty alleviation groups with the target of the Decile 2 community, who are empowered and can be empowered.

Analysis 3. The empowerment of Decile 1. Almost the same as the results of analysis 2, the empowerment of the Decile 1 community group is impossible. Assistance for decile 1 community is to fulfill basic needs which are consumptive, directly used without being processed first such as money, rice, and foodstuffs.

Analysis of the perspective of bureaucrats stated that poverty in Probolinggo District is cultural poverty as a result of the length of structural poverty that occurs and is always served with the provision of assistance. This cultural poverty cannot be included in the definition of poverty, and it cannot be accommodated in poverty alleviation programs.

Customary figures and religious leaders. For customary figures and religious leaders, there is no reason for someone to be poor. Therefore, there is no definition of poor because, with idea and mind, humans should be agents of change since poverty is a common problem. Thus, poverty does not exist. What exists is a poor human mentality. As long as they are still able to meet and fulfill nine basic commodities, they are not considered poor.

Public figures. Unlike customary figures and traditional leaders, the public figures support structural poverty. The third community figure (HS, interview on 31 January 2019), stated that he was a public figure who often interceded with the community and the government and should also get assistance as a concern from the government. It shows that HS is also affected by cultural poverty that occurs because he also expects to be given assistance by the government.

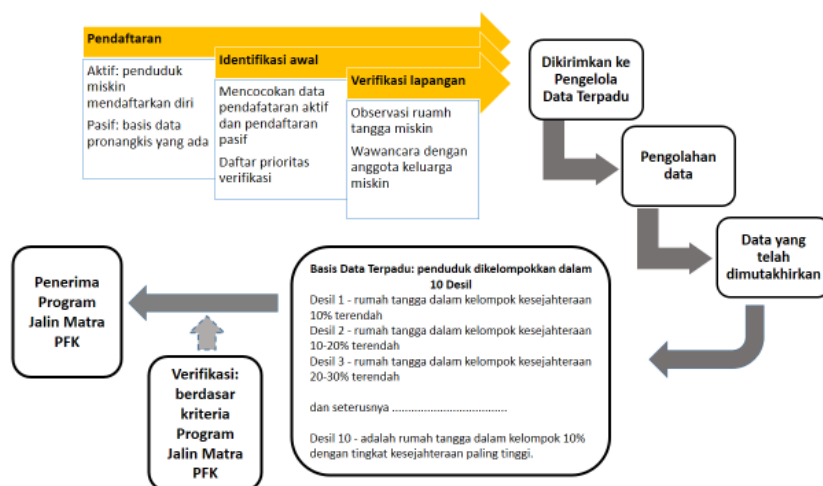
Data Collection of Poor Population

The basic data target of the Jalin Matra PFK Program is the Integrated Database (BDT) that appears on the mandate of Presidential Regulation number 166 of 2014. BDT is the data of 40% of the population with the lowest income. This data is a comprehensive database that has accommodated at least two aspects, including: (1) The previous *pronangkis* data. BDT basic data comes from existing poverty alleviation programs that include 2011

Social Protection Program (*Program Perlindungan Sosial/PPS*) data, Raskin Program, Beneficiary Benefit (*Penerima Iuran Bantuan/PBI*) from JKN Program, Social Protection Card and Family Hope Program (*Program Keluarga Harapan/PKH*). (2) BDT data has been updated with comprehensive criteria regarding various socioeconomic conditions of households by area/region. To get the integrated data, BDT is obtained through a long process, as presented in diagram 3.

The registration process, initial identification, field verification, to data transmission were carried out by the local government (Social Department and BPS). The data processing was carried out by the central government. The final processed product is BDT data. Furthermore, the BDT data will become the database for the Jalin Matra PFK Program. In order to be used as a basis for determining the recipients of the Jalin Matra PFK Program, a process being carried out. First, the Jalin Matra Program submitted data requests for poor residents with female household heads to the Integrated Data Manager. The manager would achieve the data as requested and submitted it to the Jalin Matra PFK Program. The data was then verified again in the field based on the specific provisions of the Jalin Matra PFK Program. The verification was carried out through the village consultation forum as well as verifying the state of the program's objectives through observation and interviews with both the program targets and their neighbors.

Diagram 3
The Process of Updating the Integrated Database and the Targeting of the Jalin Matra PFK Program



Source: Analysis of secondary data

Normatively, the process and procedure of updating data and determining the targets of the Jalin Matra PFK Program have been done quite well. It involves active community participation from registration to verification. Based on the field data obtained, the implementation of this process faced some problems at several points. The following describes the problem for the BDT data collection process related to the Jalin Matra PFK Program.

a. Productive age population

Productive age means the age at which a person is able to work and fulfill his needs, able to be empowering and empowered. There are different definitions between agencies related to productive age. BPS (2019) clarifies that the productive age population is the age range between 15-64 years old. BDT classifies KRTP into 3 age groups, consisting of under 45 years old, 45-60 years old, and more than 60 years old. In General Guidelines of Jalin Matra PFK, productive age is between 15-65 years old. This difference confuses when the officer verifies the data in the bars. As a result, in analyzing BDT data, they cannot determine specifically the number of productive individuals who are in the age group of 60-65 years. To obtain the data, it needs to do formal procedures related to data security protected by Law Number 16 of 1997 concerning Statistics.

The second problem related to productive age is the provision regarding the presence of productive household members in households other than the head of the household. Based on the observations made, no data is known or found to support or indicate the number of productive household members. Interviews conducted with the Community Empowerment Agency of Probolinggo District did not succeed in finding data showing the number of productive household members. The existing data in the Region is data from the Government of the East Java Province, which is the final data of program beneficiaries that only lists households with productive-age KRTP. The absence of data that states productive ART is evidence that policy-makers are not so concerned with productive ART even though normatively mentioned in the general guidelines.

b. Authority Difference

In the data collection process, there is space outside the control of the local government as the party conducting verification. When the data is processed by the central government, there is no information on how to do the analysis. When the central

government fulfills data requests from local governments, there is no information on how to collect and retrieve the data needed. Thus, there are many opportunities for inaccurate data collection. It is possible that verification by the local government is not included in the improvement of the data.

Another aspect of authority is the determination of the number of KRTP program recipients. The Government of East Java Province holds control in determining the number of targets for the Jalin Matra PFK Program. Determination of the number of KRTP program recipients is based on the amount of budget that is owned or planned to be distributed. Thus, it is seen that the performance is still in a manner of *function follow money*, and not *money follow function*. When the amount of the budget is not able to meet the number of KRTP that should have received the program, then it becomes a problem when deleting program recipients.

c. Determination of female household heads (KRTP) program recipients

KRTP recipients of the Jalin Matra PFK program were taken from verified BDT data. Data in the field found that the verification process carried out was not in accordance with the plan. The community consultation meeting involved the village head, RT/RW head, PKK cadre, community leaders, and community representatives to discuss the prospective recipients of the Jalin Matra PFK Program. However, only representatives of the people invited were named in the BDT data. Thus, the KRTPs who were eligible to receive the program but have not yet been registered were no longer have the opportunity to be included in the list of recipients.

Field visits for verification are also often distorted by perceptions of the community and community leaders regarding poor criteria. As described above, the community and community leaders claim to be poor in order to receive assistance. This perception distorted verifiers when they were in the field. This problem becomes complicated and difficult when dealing with the character of some "furious" people, threatening to be excluded from the list. The results of the verification are determined by the Decree of the Village/*Lurah* to be proposed to the Regent through the *Camat*. The decision was subsequently verified by the TSKK in the village/sub-district offices through application or website input. The final results of this verification will be determined by the Ministry of Social Affairs. The

verification process is quite lengthy and complicated, but the distortion that occurs makes data validity cannot be fully guaranteed.

Conclusions, Policy Recommendations and Challenges

Conclusion

- a. The effectiveness of the Jalin Matra PFK Program can be seen from three aspects, including accurate target, accurate amount, and accurate utilization. The results of the analysis conducted show that the accuracy target is less than 70%. Based on the aspect of the amount, the recipients of the program confirm that the amount given is relatively smaller than the amount that should have been received. However, the exact percentage of this amount is not known. Based on the aspect of sustainability, there is almost no sustainability that can be recorded. It was found that 90% of assistance was no longer owned by the recipient. The method of monitoring and evaluation, which are only based on budget absorption is the main cause of the program's non-continuation.
- b. The first source of ineffective programs is the definition of poverty which is not appropriate even starting from the design of the program. Decile 1 as the target recipients of the program is not appropriate for the empowerment program. This definition of poor in decile 1 is in accordance with the perception of local people and community leaders, but not the customary figures and bureaucrats at a higher level. Religious leaders/public figures/customary figures want poverty to be handled together by communities because it is a common problem, and not an individual fate. Meanwhile, the community considers that all assistance given by the government in any framework should be equalized because they see that the assistance is equitable distribution of development results, and does not look at its designation.
- c. Another source of ineffectiveness in the Jalin Matra PFK Program is the data collection process that is distorted. The first distortion arises from the definition of the productive age population that is different between the Jalin Matra PFK Program with BPS and the BDT data as a baseline. The next distortion arises from the process carried out by the province. It is outside the authority of the district as the executor. The last distribution arises from the community who have the perception that everyone has the right to receive assistance. This distribution becomes complicated when the officers were less

assertive and professional. The appointment of the data verification officers was carried out by the Government of East Java Province. Even though the officers appointed were local people of Probolinggo District, sometimes they are not familiar with the local conditions where they worked because they come from different village or sub-district. The absence of interference from local leaders in the selection of officers allows bias data because the people registered can report conditions that are not true. The less strict and less professional data collection will open up invalid data opportunities and result in program ineffectiveness, far from the expectations that have been planned or aspired.

Policy Recommendations

- a. The primary source of the ineffective program is the monitoring and evaluation method which is based on budget absorption only. This method must be improved by tracking the implementation of the program so that it can be appropriately evaluated the impact of empowerment of this program. Thus, problems will be found that can be used to improve the program performance continuously.
- b. As an empowerment program, the target recipient of the program must be adjusted. Decile 1 as a database must be revised (replaced) to Decile 2 because the character of Jalin Matra PFK is empowering. It is in accordance with the opinion of community leaders and traditional community leaders that they must empower themselves to be free from poverty.
- c. Officers who verify the data should be familiar with local conditions. It needs the involvement of local leaders (religious leaders or community leaders or local traditional leaders) who are familiar with the surrounding local conditions to find out the actual condition of the community. In addition, the data collection must be done professionally and decisively in dealing with cultural poverty in Probolinggo District because the community tends to impoverish themselves to receive assistance. Having an official who comes from or knows the local area will minimize the occurrence of data bias.
- d. To make the poverty alleviation policy can run optimally and to minimize the inaccuracy of targets, it must not be *one for all policy*. Poverty alleviation must be analysed for the causes and root of the problem, and look for solutions based on the

root of the problem. Determination of targets must be done systematically and segmented, and carried out in accordance with what has been agreed and regulated in article 18 of the Regulation of Probolinggo Regent Number 67 of 2017 concerning the Acceleration of Poverty Alleviation in Probolinggo District as a derivative of Presidential Regulation Number 15 of 2010 concerning the Acceleration of Poverty Alleviation.

Challenges

In conducting sensitive and crucial research, for example, about poverty and concerning data collection, it is common to experience a data collection process that is not always easy. Until this study is completed, the researchers did not get a response along with the reasons from the PMD Department of East Java Province. The researchers could not achieve more in-depth information from the policymakers at the level of East Java Province because of the very high activity of the policymakers. Thus, the researchers could only collect the information and conduct research on field implementers at Probolinggo District level.

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