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CONTRIBUTING FACTORS: IMPLEMENTATION OF POOR POPULATION DATA COLLECTION

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Abstract. The **purpose** of this study was to examine the implementation of data collection on the poor carried out by TKP2KDes (Village Poverty Reduction Coordination Team) and to identify the factors that contributed to the collection of TKP2KDes poor population in Kebumen District. Identification related to factors that contribute to the research of poor population data collection is based on the framework of public administration. **Methodology:** descriptive qualitative method is used in analyzing research phenomena. Kebumen District Regulation No. 31 of 2014 concerning Criteria and Procedures for Data collection on the Poor is used as a reference in examining the stages of the implementation of data collection on the TKP2KDes poor population in Kebumen District. The TKP2KDes poverty data in this study contributed to providing a picture of poverty conditions in Kebumen District. The Miles, Huberman, and Saldana models used in data analysis are performed by condensing data, presenting data, and drawing conclusions. The research **findings** show that the contributing factors related to leadership, budget, program implementation, commitment, and human resources have not been running optimally. TKP2KDes poverty data has not been used as poverty data in developing poverty alleviation programs in the regions and monitoring and evaluation have not been carried out continuously in Kebumen District.

Keywords: contributing factors, poor population data collection, poverty data.

JEL Classification: D73, I28.

INTRODUCTION

The opening of the 1945 Constitution of the Republic of Indonesia mandates that one of the goals of the Indonesian government is to realize social justice for all Indonesian people. This shows that the factor of social justice is the goal of the Indonesian state in the implementation of development in all fields of life including the economic sector, namely resolving the nation's

problems related to poverty, unemployment and inequality. The problem of poverty reduction is still difficult to deal with because most poverty alleviation programs are partial, which are resolved downstream only.

Data validity in poverty alleviation is an important part of determining the number of poor people. The difference in poverty data in each of the poverty reduction program targets so far has caused the program to not be on target. Accurate data is a need for public services that must be carried out by the government in the development process. Poverty data can be used as a reference for policymakers to focus attention on poor living conditions. Good poverty data can be used to evaluate government policies on poverty, compare poverty between time and between regions, and determine the target of the poor precisely to improve community conditions.

Data can be used for important interventions, both in technical matters relating to individual welfare and social determinants (Craig Konnoth, 2018). In this case, Kebumen District is one of the districts in Central Java that has implemented data collection on poor people with local wisdom. The data collection of the poor population in Kebumen District is carried out with the provisions in Kebumen District Regulation No. 31 of 2014 concerning Criteria and Procedures for Data collection on the Poor and District Regulation Number 26 of 2015 concerning Amendments to the Regulations of Kebumen District No. 31 of 2014 concerning Criteria and Procedures for Data collection on the Poor.

Mandate in Kebumen District Regulation No. 31 of 2014 needs to establish TKP2KDes (Village Poverty Reduction Coordination Team) to synergize poverty reduction programs. TKP2KDes is tasked with coordinating the planning, organizing, implementing and controlling poverty alleviation programs at the village level. The village government is responsible for the implementation of data collection on the poor at the village level based on District Regulation Number 31 of 2014. The results of the data collection are determined by the Decree of the Village Head and become the basis for compiling data on the regional poor population.

In 2016 the number of poor people was 214,317 (18.03%), in 2017 there were 196,078 (16.50%) and in 2018 there were 116,010 (9.75%). Based on the data, there was a significant decrease in the number of poor people from 2017 to 2018 around 80,068 (6.75%). (TKP2KDes Kebumen District Poverty Data, 2019). The fact that occurred Kebumen District became the Poorest regency in Central Java. Mapping the number of poor people in Kebumen District is shown in the following table:

Table 1

Poverty Data TKP2KDes Kebumen District

2016		2017		2018	
Poor population	%	Poor population	%	Poor population	%
214.317	18.03	196.078	16.50	116.010	9.75
Total population: 1.188.622		Total population: 1.188.622		Total population: 1.190.280	

Source: Poverty Data TKP2KDes Kebumen District, 2019

Open data should be information in activities carried out by the government and the community (Erna Ruijer; Stephan Grimmelihijsen; Albert Meijer, 2017). Examples of the drastic reduction in poverty experienced by Chile because of norms that have shifted in society. Communities have hopes to escape poverty by increasing satisfaction with what is achieved (Emma

Samman and Maria Emma Santos, 2013). But data in developing countries is quite alarming because of data inaccuracies and poor data quality (Bulmer and Warwick, 1993).

The poverty data in Kebumen District which experienced a drastic decline becomes doubtful data. Implementation of data collection that has been running, in fact has not been effective in its implementation, so that in the data collection of poor people there are still various problems that occur. Many things have emerged in the implementation of the data collection on the poor: a) TKP2KD (District Poverty Reduction Coordination Team) has not yet emerged an awareness of the importance of poverty alleviation that must be implemented in an integrated and comprehensive manner; b) facilitative leadership has not been able to develop at the local level, but is often encouraged by NGOs; 3) the data collection and information system working group is already running but the principles of collaborative governance have not gone well (Ika Fitriani, 2017). Factors that contribute to the implementation of data collection on the poor are taken into consideration in the process of data collection on the poor in Kebumen District. The focus of this research is on factors that contribute to the implementation of data collection on the poor population in Kebumen District. These factors will contribute to the achievement of the implementation of data collection on the poor by the mandate of District Regulation Number 31 of 2014.

LITERATURE REVIEW

This research requires a literature review to be the basis for developing a theoretical framework that will be used in research. The theoretical framework used in this study is as follows: First, analyzing the implementation of data collection on poor people who refer to the results of Christopher Njuguna and Patrick McSharry's research on the use of census data and resource surveys to be an effective way to obtain a socioeconomic picture of the community (Christopher Njuguna and Patrick McSharry, 2017), Craig Konnoth about the importance of poverty data effectively and efficiently (Craig Konnoth, 2018), Irmayani and Suryadi on poverty reduction that is not based on data cohesion (Irmayani and Suryadi, 2018), David R. Mason and Victoria Bead on poverty alleviation are done by shifting a centralized approach to decentralization, community participation, utilizing local knowledge and collaboration between civil society, the state and the private sector (David R. Mason and Victoria Bead, 2008), Djonet Santoso about the absence of data explaining the poor population by name by address between survey periods as a poverty database (Djonet Santoso, 2017). Second, a study of contributing factors refers to the Gagnon, Franz, Garst and Bumpus frameworks with the following four factors: Organizational Characteristics, Community Characteristics, Program Characteristics; and Characteristics Facilitator (Gagnon, Franz, Garst and Bumpus, 2015).

The implementation of data collection on the poor refers to Kebumen District Regulation No. 31 of 2014 concerning Criteria and Procedures for Data Collection of the Poor and its amendments, namely Kebumen District Regulation No. 26/2015 concerning Amendments to the Kebumen District Regulation No. 31 of 2014 concerning Criteria and Procedures for Data collection on the Poor. The regulation explains that the Criteria for poor population in Kebumen District Regulation Number 31 of 2014, are determined by indicators of the poor based on the indicators of institutions that conduct government affairs in the field of statistics in this case BPS (Statistics Indonesia) which are adjusted to regional conditions and integrated based on wisdom coordinated by TKP2KD (District Poverty Reduction Coordination Team).

The data collection of the poor according to Kebumen District Regulation Number 31 of 2014 is carried out with the following objectives: a) compiling poverty data which is a single data in the village; b) get aggregate poor population data at the district, sub-district and village levels; c) obtain data on the poor population by regional and cluster conditions; d) encourage responsiveness of village and district governments in poverty reduction; e) increase participation and coordination of poverty reduction programs; f) encourage information transparency in villages related to poverty data and programs; and g) become the basis in the preparation of programs and activities to

accelerate poverty reduction at the district and village levels. Based on the regulation, TKP2KDes poverty data should be a single data in the village and be used as basic data in developing poverty alleviation programs in the regions and villages.

The implementation of an activity successfully or not will be influenced by the supporting and inhibiting factors in each stage of the process. Imam Santoso said (2018: 80) there were several determining factors in the implementation of activities. Supporting factors consist of: a) willingness and awareness; b) knows; c) social values and norms; d) social capital; e) institutional support; f) enthusiasm; g) availability of information and technology; h) support of village government officials; i) support of local community leaders. while the inhibiting factors consist of: a) limited resources; b) limited access to information; c) limited facilities; d) limited services; e) limited knowledge; f) lack of support; g) the program's determination is not in favor of the citizens; h) low technology utilization.

According to Gagnon, Franz, Garst, and Bumpus (2015, p. 70) several factors contribute to the implementation of activities consisting of: a) Organizational Characteristics (leadership, decision making and funding, organizational structure); b) Community Characteristics (political atmosphere); c) Program Characteristics (culture, program context, resources); and d) Facilitator Characteristics (training and experience). Conceptual factors that contribute to the implementation of activities according to Gagnon, Franz, Garst, and Bumpus in the implementation of activities can be seen in the following figure:

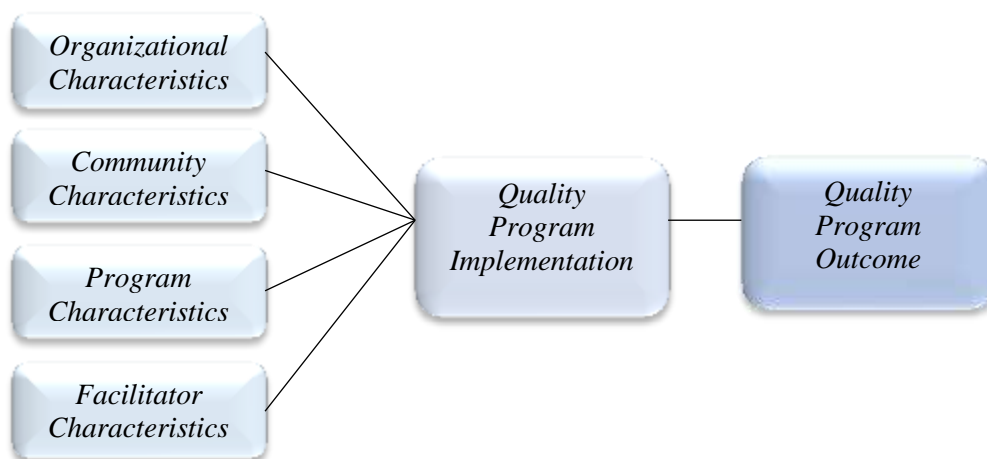


Figure 1. Conceptual Contributing Factors

Source: after Gagnon, Franz, Garst dan Bumpus (2015, p. 71)

Data collection on the poor in its implementation can be carried out and succeeded well when the contributing factors can support its implementation. Researchers used 4 factors to explore the implementation of data collection on the poor, among them: organizational characteristics, community characteristics, program characteristics and facilitator characteristics (Gagnon, Franz, Garst and Bumpus, 2015).

PAPER OBJECTIVE

The study aims to examine the implementation of data collection on the poor carried out by Village Poverty Reduction Coordination Team (TKP2KDes) and to identify the factors that contributed to the collection of TKP2KDes poor population in Kebumen District.

METHODOLOGY

This research uses descriptive qualitative approach which is a research by collecting data and interpreting it in the analysis of research results in the field. Motivating researchers to think of cases is related to the idea of generalizability, which term is not very meaningful for most qualitative researchers (Glesne and Peshkin, 1992). Qualitative research is not to disguise information, but to elaborate on specifics (Pinnegar and Daynes, 2007).

The researcher establishes the rationale for a purposive sampling strategy for gathering information (Creswell, 2014). Researchers take informants by studying the phenomena that are done, conditions that occur and the resulting consequences (Corbin and Strauss, 1990, p. 8). The informants selected based on purposive sampling will be chosen based on their ability to provide information and mastery of the information. With the limitations of the researchers, a sample of informants from the district elements was chosen, consisting of the Head of TKP2KD (Deputy District), Bappeda (Development Planning Agency at Sub-National Level), Dispermades (Department of Village Community Empowerment), Disdukcapil (Department of population and civil society), Dinas Sosial (Departement of Social Affairs), BPS (Statistics Indonesia), NGOs. While at the village level consists of the Village Head, Head of TKP2KDes, SID (village information system) Operators and Communities in 5 regional clusters (urban cluster, coastal cluster, mountainous coastal cluster, mountain cluster, and bonorawan/swamp area cluster).

Data collection can use three ways to obtain data in research by the needs of researchers, namely: a) Transcribed Interview; b) Chaining; c) Capturing the phenomenon (Michael Firmin at Given, 2008). Research interviews are conducted responsively that is not rigid so that it allows researchers to change the questions asked and the situation to be studied (Rubin and Rubin, 2012). The process of collecting data by presenting the interview steps as follows: a) determine the research questions that will be answered in the interview; b) identify who will be interviewed based on purposive sampling by selecting informants who can answer well (Miles and Huberman, 1994); c) determine the type of interview that is practical and produces useful information; d) use adequate recording procedures; e) design and use interview guides (Kvale and Brinkmann, 2009).

Observation consists of direct references to participants, patterns of interaction, routines, rituals, temporary elements, interpretation and social organization (Denzin and Lincoln, 2009). Observations were made to obtain information and materials from various sources of research information in the form of records, regulations, and the results of data collection, etc. Documentation, secondary data sources in the form of documents that are directly related to the data collection of the poor populations such as poverty data TKP2KDes, RPJMDesa (Village Medium-Term Development Plan), poor household data and other data that support research. The Miles, Huberman, and Saldana models used in data analysis are conducted by condensing data, presenting data and drawing conclusions (Miles, Huberman and Saldana, 2014). The technique used to test the validity of the data is used with credibility, transferability and confirmability (Moleong, 2007).

RESULTS AND DISCUSSION

The data collection of the poor referred to in Kebumen District Regulation Number 31 of 2014 is the data collection of the poor based on the criteria of the poor population carried out by census and participatory methods. The data collection of the poor is a series of data collection conducted by the regional government to the village government. The data collection process is divided into three stages, namely: 1) Stages of preparation related to the socialization of regulations and data collection guidelines to villages and sub-districts and the provision of training on procedures for collecting data on the poor conducted by local governments; 2) Implementation stages carried out the process of socialization and the formation of teams to the data processing of the poor population; 3) At the reporting stage, each village government reports the results of the data collection of the poor population to the District, which is then determined to be the regional

poverty data with a District Decree. Based on the results of the data collection of the poor population, this will be used as data on the regional poor population to formulate poverty reduction policies and programs in Kebumen District.

The data collection of the poor population in Kebumen District is carried out through the following stages:

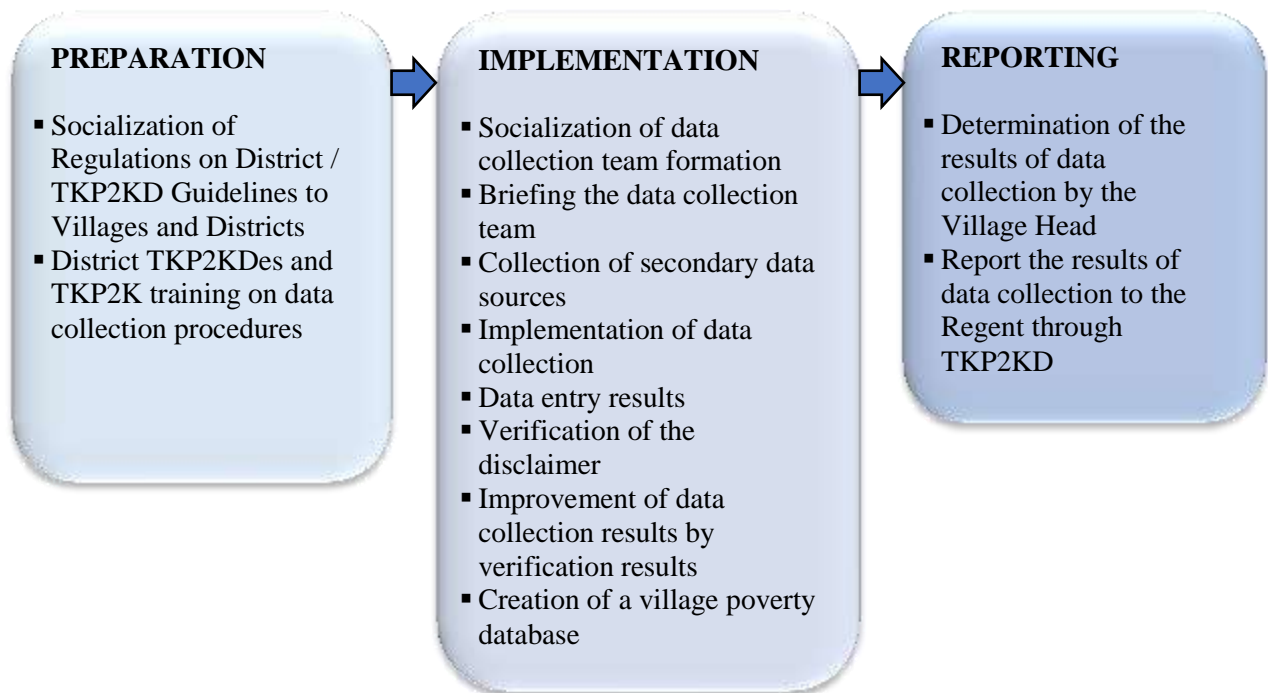


Figure 2. Stages of Poor Population Data Collection

Source: after Kebumen District's Poor Population Data Collection Process

The data collected above is continued with factors that contribute to the implementation of data collection on the poor population. Research findings focused on contributing factors including: a) organizational characteristics; b) community characteristics; c) program characteristics; and d) the characteristics of the facilitator (Gagnon, Franz, Garst, and Bumpus, 2015).

1. Organizational Characteristics

Organizations are closely related to leadership, decision making, funding, and organizational structure. Related to leadership, Bappeda Kebumen District as the TKP2KD secretariat from 2014 to 2017 has leaders who do not carry out their duties properly so that it is difficult to carry out activities, not focused and not committed in implementing activities. Leadership is the process of influencing the activities of others in achieving goals (Hersey and Blanchard at Robbins, 2001). Efforts to influence not by force but motivate in achieving goals (Gibson et.al, 1999). Transformative leadership not only influences others but can engage in the same activities (Certo and Certo, 2016; Robbins and Coulter, 2018). Leaders can influence morale and job satisfaction, work loyalty, security, quality of work-life at the level of organizational achievement (Handoko, 2003). In addition to leadership, a critical factor that can affect the performance of subordinates is the organizational culture that is used as the foundation of management systems and activities in the organization (Harber et al., 1997). Besides, the application for collecting data on the poor was not

updated, and there were no regular coordination meetings to discuss data collection and poverty reduction.

The use of the annual budget from the APBD (District Revenue and Expenditures Budget) has been used for socialization activities, Sub-District TKP2K (Sub-District Poverty Reduction Coordination Team), education and training, maintenance and monitoring and evaluation. While the budget for poverty alleviation programs is found in the regional apparatus organization. At the village level, it is budgeted to collect data on poor citizens, but the budget goes to the village apparatus and the data collection team does not get the budget, and no regulations are governing the salary for the data collection team in the village. Arguments should be made in the forum followed by community fulfillment activities (Gibson and Woolcock, 2008).

2. Community Characteristics

The political atmosphere influences the policy-making of the data collection of the poor population, this happens when it coincides with the simultaneous village head election and becomes a tool (success team). The phenomenon in the community is that there are still villagers who want to be poor because they are assumed to get assistance from the government. The community should place the community as the main actor in development, while the government as the facilitator encourages participation, independence and innovation in the community. This process is carried out to encourage communities to have sustainable independent capacity (David Korten, 1980).

The researcher explores in the field that when approaching the political year and related to the final decision-making process, poverty data becomes a tool to obtain assistance. Political and policy changes from the center greatly affect the region, which causes changes in policymaking. Therefore, a joint commitment is needed by all regional authorities in using TKP2KDes poverty data. Mapping to build commitment in the implementation of data collection on the poor is described as follows:

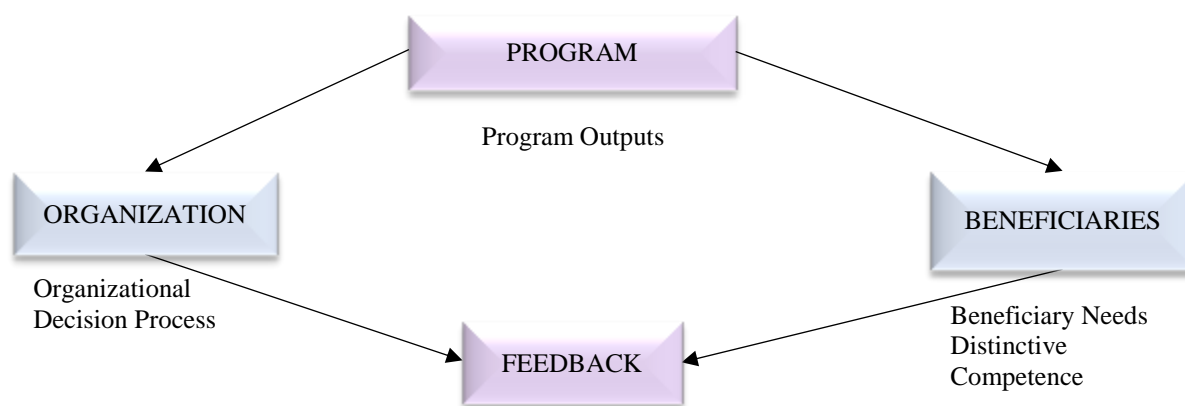


Figure 3. Building Commitment to Data on Poor Population

Source: built by the authors

3. Program Characteristics

Institutionally several efforts have been made by establishing several institutions that deal with poverty reduction, namely: 1) TKP2KD (District Poverty Reduction Coordination Team); 2) TKP2KDesa (Village Poverty Eradication Coordination Team). Village TKP2K is a cross-sectoral and cross-stakeholder coordination forum for accelerating poverty reduction in villages; 3)

Establishment of the District Poverty Reduction Acceleration Forum; 4) UPT-P2K (Integrated Service Unit for the Acceleration of Poverty Reduction) Kebumen District.

Data submitted by the Kebumen Regency Bappeda in 2019 shows that there are several strategies of the Kebumen Regency government to share the APBN (State Budget Revenue and Expenditure Budget), APBD (District Revenue and Expenditure Budget) and APBDesa (Village Revenue and Expenditure Budget) for poverty reduction in several programs as following:

Table 2

Poverty Reduction Program

Program	Activity	Source of Budget
Health Services Improvement Partnership Program	Jamkesda (regional health insurance) and Jampersal (childbirth assurance)	sharing APB Desa (Buy One Get One)
	Providing additional food and vitamins for toddlers and pregnant women	APBD
	Provision of operational waiting home births	APBD
	Free ambulance for the poor	APBD
Education Program	Village transportation subsidies for students and poor people	APBD
	Underprivileged scholarship assistance for elementary schools and junior high schools	sharing APB Desa
Micro, Small and Medium Enterprises Program	Free certificate for Micro, Small and Medium Enterprises	sharing APB Desa
P2MKM	Social assistance in the construction of housing for the poor	APBD/ APBN
RLTH Program	Renovation of the house is not livable	sharing APB Desa
Tree seed social assistance	Help tree seedlings for poor families	sharing APB Desa

Source: after Kebumen District Bappeda Report, 2019

Poverty Data is needed to prepare RPJMD (District Medium-Term Development Plan) 2021-2025, but in 2019 there is no recent poverty data. The central government issued a regulation that must use integrated social welfare data implemented by the Social Service, and if it does not use the data it will not be used. But Kebumen district in 2020 TKP2KDes poverty data is still used for the Poverty Reduction Program funded by the District APBD. Affirmative policies can be demonstrated by the level of welfare of poor households (Parsons, 2015).

The phenomenon that occurred from 2014 to 2018 regional apparatus has not used TKP2KDes poverty data. The Regional Apparatus in compiling poverty reduction programs, uses data from each that is not linear and integrated. So far the TKP2KDes poverty data has only been used by villages for village poverty alleviation programs. Requirements for policy objectives are achieved if a) the policy objectives are clear and consistent; b) policy has causality theory; c) structured and coherent implementation; d) executors and leaders are committed; and d) supporting socioeconomic and political conditions (Sabatier and Mazmanian, 1979; Sabatier and Mazmanian, 1983). Community trust in the government as an indication of community satisfaction and economic perceptions affects community satisfaction (Chanley, Rudolph and Rahn, 2000).

4. Facilitator Characteristics

Training and experience in implementing data collection on the poor is an important part that must be implemented. Management expects measurable evidence that human resources contribute positively to achieving goals (Gary Dessler, 2015). The phenomenon in the field, every year Bappeda has carried out routine assessments of the Data Collection Team, but there is often a change of people who are trained, causing difficulties in understanding and diminishing enthusiasm and capacity. Besides it is necessary to upgrade human resources at the sub-district and village levels, as well as limited human resources at the village and district levels who understand the data collection of the poor population. Although every year there is training and evaluation, human resource competency is low and salaries are minimal so that few people are interested in becoming a data collection team because it depends on each village in budgeting.

The human resource competencies needed must have the knowledge, skills, and competencies as shown below:

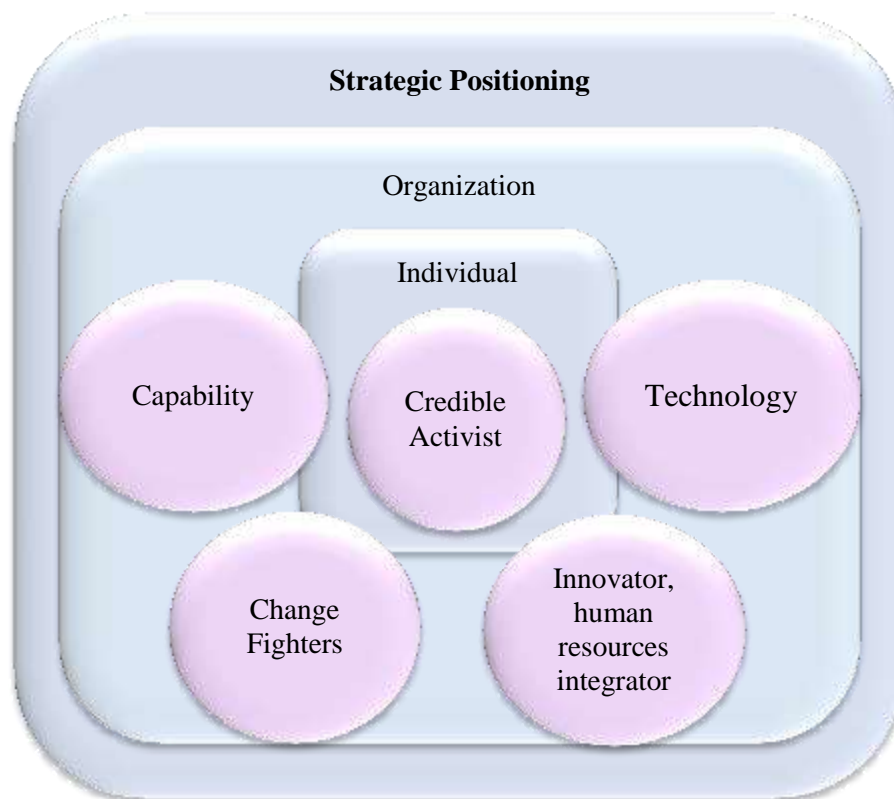


Figure 4. Human Resources Competency

Source: after Dave Ulrich in Gary Dessler, 2015

Competency of human resources according to Dave Ulrich is related to the following matters: a) strategic positioning is related to efforts to create a strategy; b) credible activists, displaying leadership that is respected, admired and listened to and is active (The RBL White Paper Series, 2011); c) capabilities, by creating a meaningful work environment and aligning strategies, culture, practices, and behavior; d) change fighters, by sparking and supporting change; e) human resources innovators and integrators, developing talent and optimizing people with work planning and analysis; f) technology, connecting people with technology (Dave Ulrich in Gary Dessler, 2015).

CONCLUSION

Contributing factors related to leadership, budget, program implementation, commitment and human resources are taken into consideration in the implementation of data collection on the poor population in Kebumen District. Monitoring and evaluation have not been carried out on an ongoing basis and TKP2KDes poverty data have not been used as poverty data in developing poverty reduction programs.

The program achievement strategies that need to be carried out are as follows: a) commitment from the leadership; b) commitment of the middle bureaucracy; c) communication; d) integrated data usage; e) care for policies at the middle level; f) regulations on single data; g) collaboration of government and NGOs; h) human resource capacity; i) budget; j) monitoring and evaluation.

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ФАКТОРИ РЕАЛІЗАЦІЇ ЗБОРУ ДАНИХ ПРО НЕЗАМОЖНЕ НАСЕЛЕННЯ

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Мета даного дослідження – вивчити реалізацію збору даних про незаможне населення, проведену ТКР2KDes (Координаційна група зі скорочення бідності в сільській місцевості), і виявити фактори, які сприяли збору даних про незаможне населення в Кебуменському районі Індонезії. Ідентифікація, пов'язана з факторами, які сприяють дослідженню збору даних про незаможне населення, заснована на принципах державного управління. Методологія: при аналізі досліджуваних явищ використаний описовий якісний метод. Регламент Кебуменського району № 31 від 2014 року, що стосується критеріїв і процедур збору даних про бідних, використовується в якості довідкового матеріалу при розгляді етапів здійснення збору даних про незаможне населення ТКР2К в Кебуменському районі. Дані про бідність ТКР2KDes в цьому дослідженні дозволили отримати уявлення про умови бідності в Кебуменському районі. Моделі Майлза, Хубермана і Салдана, використовувані при аналізі даних, виконуються шляхом стиснення даних, подання даних і складання висновків.

Ключові слова: фактори, збір даних про незаможне населення, дані про бідність.

ФАКТОРЫ РЕАЛИЗАЦИИ СБОРА ДАННЫХ О НЕИМУЩЕМ НАСЕЛЕНИИ

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Цель данного исследования – изучить реализацию сбора данных о неимущем населении, проведенную ТКР2KDes (Координационная группа по сокращению бедности в сельской местности), и выявить факторы, которые способствовали сбору данных о неимущем населении в Кебуменском районе Индонезии. Идентификация, связанная с факторами, которые способствуют исследованию сбора данных о неимущем населении, основана на принципах государственного управления. Методология: при анализе исследовательских явлений использован описательный качественный метод. Регламент Кебуменского района № 31 от 2014 года, касающийся критериев и процедур сбора данных о бедных, используется в качестве справочного материала при рассмотрении этапов осуществления сбора данных о бедном населении ТКР2К в Кебуменском районе. Данные о бедности ТКР2KDes в этом исследовании позволили получить представление об условиях бедности в Кебуменском районе. Модели Майлза, Хубермана и Салдана, используемые при анализе данных, выполняются путем сжатия данных, представления данных и составления выводов. Результаты исследования показывают, что факторы, связанные с лидерством, бюджетом, реализацией программы, приверженностью и человеческими ресурсами,

роботають неоптимально. Данні про бідність, їх моніторинг та оцінка не використовувалися ТКР2KD в якості джерела даних при розробці програм по зниженню рівня бідності в Кебуменському районі Індонезії. Результати дослідження показують, що фактори, пов'язані з лідерством, бюджетом, реалізацією програми, прихильністю і людськими ресурсами, працюють неоптимально. Дані про бідність, їх моніторинг та оцінка не використовувалися ТКР2KD як джерело даних при розробці програм зі зниження рівня бідності в Кебуменському районі Індонезії.

Ключевые слова: факторы, сбор данных о неимущем населении, данные о бедности.