

Implementation of Extreme Poverty Alleviation Policies Based on Data Credibility in Bojonegoro Regency

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ABSTRACT

This research seeks to examine the implementation of extreme poverty alleviation policies in Bojonegoro Regency through the lens of Matland's policy implementation theory. It emphasizes identifying the factors influencing the effectiveness of these policies across three key dimensions: policy substance, implementation processes, and normative legitimacy. The research method is descriptive qualitative, with data collected through policy document analysis, stakeholder interviews, and field observations. The findings reveal that the extreme poverty reduction program in Bojonegoro has improved targeting accuracy by more accurately identifying extreme poor families, which was done through the application of data pattern analysis and feature extraction from household data. However, weaknesses were found in the procedures and coordination mechanisms between stakeholders at the village and sub-district levels, which hindered optimal program implementation. The findings of this research resulted in a policy implementation model adapted from Matland's theory, where the substance aspect of the policy (targeting data on poor households) was successfully strengthened through the use of data technology, which is a novelty of this research, while the procedural aspect (coordination mechanism) requires improvement to make the policy implementation more efficient.

Keywords: policy implementation, poverty alleviation, extreme poverty.

INTRODUCTION

Poverty in Indonesia, as emphasized in the 1945 Constitution, continues to be a priority issue in national development. It is a multidimensional and multisectoral challenge with diverse characteristics that must be addressed to enhance living standards and improve the quality of

human life (Aeni, 2021; Purnomo, 2019). This issue is frequently used as a political commodity in every leadership succession, with initiatives to capture public attention not resulting in a major reduction in poverty following the election (Rosana, 2019; Hidayati, 2018). On the one hand, the overcoming of poor families and the emergence of new poor families create challenges for poverty alleviation policies, which are hampered by inaccurate data on the number of poor families (Choiriyah, 2018). Research by Hidayati (2018) and Nina and Rustariyuni (2020) shows that there is a gap in poverty data in the regions, which has an impact on the accuracy of the target beneficiaries of poverty alleviation policies, making this problem seem never-ending.

Poverty in Indonesia illustrates its intricate multidimensional nature, characterized by interconnected causal factors that influence community living conditions. Although poverty alleviation remains a priority in national development, progress has been notably limited, with significant challenges persisting both before and after leadership transitions (Rosana, 2019; Hidayati, 2018). Poor families that have received aid are frequently replaced by new poor families, creating difficult dynamics for poverty reduction programs. One of the primary barriers to effective and timely implementation of poverty alleviation initiatives is inaccurate statistics on the number of impoverished families (Choiriyah, 2018). This results in many policy beneficiaries who are not in line with their needs, which further exacerbates poverty conditions (Hidayati, 2018; Nina & Rustariyuni, 2020). This phenomenon shows that the problem of poverty is not just a statistical figure, but also reflects deep social challenges that must be addressed in a targeted and integrated manner.

The government has established clear measures for managing poverty data through the Minister of Social Affairs Decree No. 150/HUK/2022, which outlines the process for data verification and validation. This decree reinforces the Minister of Social Affairs Regulation No. 3 of 2021, which underscores the critical role of data integration in poverty alleviation efforts. Based on BPS statistics, Indonesia's poverty rate changed between 2019 and 2023. Poverty declined to 9.41 percent in 2019, but jumped back up to 10.19 percent in 2020 due to the pandemic. In 2023, the number of poor individuals reduced to 0.42 million from the previous year, but issues remain, particularly in data accuracy and proper policy implementation. Similarly, Bojonegoro Regency has experienced fluctuations in the number of poor people in recent years. In 2020, there were 161,100 poor people (12.87 percent), which then rose in 2021, but fell back in 2022 to 153,400 people (12.21 percent). Bojonegoro was once among the top 10 poorest districts in East Java, but left this list in 2017. In 2023, the number of poor people was 153,250 (12.18 percent), while in 2024, the number of poor people was 147,330 (11.69 percent). This condition shows a steady decline. Nevertheless, data accuracy and integration remain key in ensuring the effectiveness of poverty alleviation programs, including in Bojonegoro Regency which is one of the priority areas in the National Program for the Acceleration of Extreme Poverty Alleviation. The poverty line in Bojonegoro Regency based on the Official Statistics of BPS in March 2024 is IDR 471,457.

Bojonegoro Regency was identified as a priority region for extreme poverty eradication and selected as a pilot project among 212 districts/cities in 2022, as stipulated in the Coordinating Minister for Human Development and Culture Decree No. 25 of 2022. This directive highlights the significance of reliable data collection and administration for the success of poverty-alleviation measures. This means that the poverty rate must reflect the number of

impoverished families identified using relevant poverty indicators. This is in line with the Decree of the Coordinating Minister for Human Development and Culture number 30 of 2022, which underlines the need for accurate and relevant data, such as the results of family data collection by the Population and Family Planning Agency, as well as updating data sorted by information on the level of community welfare.

Despite the implementation of numerous policies and programs aimed at alleviating poverty in Indonesia, including in Bojonegoro Regency, significant challenges remain in the collection and use of poverty-related data. Previous studies indicate that poverty data is often inaccurate, which undermines the effectiveness of poverty alleviation initiatives (Choiriyah, 2018; Hidayati, 2018; Nina & Rustariyuni, 2020). Minister of Social Affairs Decree No. 150/HUK/2022, as well as regulations governing integrated social welfare data administration, underline the importance of data similarity and integration in meeting poverty reduction targets. However, there is still a gap between impoverished families' actual conditions and official data, making poverty alleviation measures untargeted and inefficient (Aeni, 2021; Purnomo, 2019). This shows the need for further research on the verification and validation mechanism of poverty data, as well as an in-depth analysis of the impact of existing policies on poverty alleviation in Bojonegoro Regency.

This research presents a novel approach to the verification and validation mechanisms for poverty data in Bojonegoro Regency. Unlike previous research, which primarily focuses on general poverty conditions, this study delves into the detailed processes of collecting, managing, and utilizing poverty data within the framework of poverty alleviation policies. Furthermore, this study investigates the direct influence of implemented programs, such as the National Program for the Acceleration of Extreme Poverty Alleviation, on the region's poverty rate. Through this comprehensive approach, this research is expected to identify factors that affect data accuracy and policy effectiveness, so that it can provide more practical and targeted recommendations for the improvement of the poverty alleviation system in Bojonegoro Regency. This research is not only relevant for the local context, but can also serve as a model for other regions in Indonesia in their efforts to reduce poverty more effectively.

THEORITICAL FRAMEWORK

Extreme Poverty Alleviation Policy

Extreme poverty is characterized by the inability to meet fundamental needs, including food, clean water, sanitation, healthcare, housing, education, and access to information. According to the Coordinating Minister for Human Development and Culture of the Republic of Indonesia's Decree No. 32 of 2022, extreme poverty extends beyond income limitations, encompassing challenges in accessing essential social services. Andina and Wahyudi (2024) explained that the World Bank classifies the extreme poor as individuals who live on less than USD 1.9 PPP, or Rp. 10,739 per person per day. If a family of four has an income of less than IDR 1,288,680 per month, the household is considered extremely poor.

To expedite the eradication of extreme poverty, the government has introduced several regulations as a foundation for policy, including Presidential Instruction No. 4 of 2022 on the Acceleration of Extreme Poverty Elimination. This initiative is further supported by several decrees, such as the Coordinating Minister for Human Development and Culture's Decree No. 25 of 2022, which designates 212 priority districts/cities for the accelerated elimination of

extreme poverty during the 2022-2024 period (Sinurat, 2023). Furthermore, Coordinating Ministerial Decree number 30 of 2022 underlines the necessity of precise data sources and kinds in this acceleration endeavor, with data management overseen by a task force established in Coordinating Ministerial Decree number 33 of 2022.

The efforts to accelerate the elimination of extreme poverty by 2024 are built on three key pillars: government commitment, integration of programs and budgets, and effective monitoring and evaluation. At the regional level, the integration of programs and budgets is carried out through APBD (Regional Revenue and Expenditure Budget) allocations for basic services, support for national programs, innovations in complementary programs, and the enhancement of cross-sector coordination and partnerships with non-governmental sectors. Furthermore, monitoring and evaluation entails the establishment of achievement indicators and periodic evaluation mechanisms at the district/city level, as outlined in the Decree of the Coordinating Minister for Human Development and Culture of the Republic of Indonesia number 32 of 2022 (Maria et al, 2023).

The strategy to expedite the elimination of extreme poverty, as outlined in Presidential Instruction No. 4 of 2022, encompasses three key aspects: reducing expenditure burdens, increasing income, and addressing pockets of poverty. Expenditure reduction is achieved through social assistance and subsidies, while income generation is fostered through empowerment programs, vocational training, and enhanced access to financing for MSMEs (Zuhri & Sofianto, 2020). Increased access to essential services, as well as the construction of connecting infrastructure between regions, help to reduce poverty. The adoption of this plan is intended to significantly expedite the eradication of extreme poverty, taking into consideration prior experiences and problems.

Study on the Implementation of Poverty Alleviation

Poverty measurement is an effort to assess and identify the extent to which individuals are unable to meet their basic needs. According to the Central Bureau of Statistics (BPS), poverty is defined as the inability of individuals or households to meet specific basic needs standards, including both food and non-food items, known as the poverty line (Aeni, 2021). Debates about measuring the poverty line are common, particularly in terms of approach and quantity, despite the fact that the core components that establish the line have remained stable over time (Choiriyah, 2018).

The Poverty Line (HPL) is used as a benchmark to differentiate the poor from the non-poor. It consists of two main components: the Food Poverty Line (FPL), which represents the minimum expenditure required to meet food needs equivalent to 2,100 kilocalories per day, and the Non-Food Poverty Line (NFPL), which includes costs for housing, education, healthcare, and other essential needs. These calculation methods, however, may vary across countries (Alfiansyah, Nastiti, & Hayatin, 2022). The World Bank defines the global poverty level at \$1.25 per day per capita, with purchasing power adjustments to compare countries (Gunawan, 2021). Similarly, there are two types of poverty lines: absolute and relative. Absolute poverty lines focus on basic needs that cannot be met, while relative poverty lines are more related to the distribution of income in society (Aeni, 2021; Iskandar, 2020). Once the poverty line is set, there are various ways to interpret and understand its implications, such as how to treat people who are right at the poverty line or slightly above or below it (Iskandar, 2020).

BPS employs two primary methods for measuring poverty: the basic needs approach and the headcount index (HCI). The basic needs approach focuses on economic incapacity to fulfill essential requirements, whereas the HCI merely quantifies the number of individuals living below the poverty line without accounting for the depth of poverty (poverty gap) or its severity (Suyanto, 2018). The Foster-Greer-Thorbecke (FGT) approach, which is sensitive to the depth and severity of poverty, is typically used in conjunction with the HCI to gain a more comprehensive insight (Andina & Wahyudi, 2024).

In addition to the BPS approach, Iskandar (2020) highlights poverty indices developed by UNDP, such as the Human Development Index (HDI) and the Multidimensional Poverty Index (MPI). These indices offer a broader perspective on poverty by considering not only income but also factors like education, health, and overall living standards. The MPI, for example, shows the multidimensional disadvantages that individuals or families face in a variety of life situations. The Ministry of Social Affairs, through the Integrated Social Welfare Data (DTKS), also contributes significantly to the documentation and measurement of poverty in Indonesia. This data covers the social, economic, and demographic conditions of poor households with the aim of distributing social assistance appropriately. However, challenges such as inconsistencies in data updating at the district level point to the need for improvements in this system.

Poverty measurement also encompasses various definitions outlined in government regulations concerning the poor and the underprivileged. Additionally, the National Population and Family Planning Agency (BKKBN) categorizes households into several groups, from pre-welfare families to welfare III-plus families, based on their capacity to meet basic, socio-psychological, and developmental needs (Alfiansyah, Nastiti, & Hayatin, 2022).

METHOD

This study employs qualitative methods to gain a comprehensive understanding of the phenomenon from the perspective of the subjects, aligning with the phenomenological approach, which refrains from imposing theoretical frameworks (Moleong, 2016). The objective is to present field findings objectively, analyze the relationships between factors, and provide a detailed depiction of conditions based on the collected data. This method was chosen to investigate successful poverty management, reflecting policy implementation results and policy aims in accordance with the social and economic situations of the extreme poor, in accordance with applicable legislation (Strauss & Corbin, 2014).

This study centers on the implementation of poverty alleviation policies in Bojonegoro Regency, as outlined in Law Number 13 of 2011 concerning the Poor. The law mandates that poverty management be carried out in a systematic, integrated, and sustainable manner by the government, regional authorities, and the community (Zuhri & Sofianto, 2020). The study's focus is on 25 villages in 5 sub-districts that have been designated as pilot projects to accelerate the elimination of severe poverty in 2021, in accordance with several regulations such as Presidential Regulation No. 96/2015, Presidential Regulation No. 166/2014, and Presidential Instruction No. 4/2022. This research also considers Ministerial Decrees related to the priority of accelerating the elimination of extreme poverty and verification of social welfare data.

This research utilizes primary data gathered directly from the research subjects, alongside secondary data derived from observations and supporting materials such as books, journals,

and articles. Data collection methods include interviews to obtain firsthand information from informants, observations of the conditions of impoverished families and the implementation of policies in Bojonegoro Regency, and documentation from official reports, institutional data, and meeting records related to poverty management. The Regent's Accountability Report, the Official Statistical Gazette, and reports on poverty alleviation and extreme poverty are all sources for documentation.

In qualitative research, data credibility is ensured through prolonged observation, consistent efforts, triangulation, and respondent validation. Triangulation involves combining multiple techniques and data sources to verify the accuracy of the information. In this research, source triangulation was applied by comparing data from various sources for further analysis (Strauss & Corbin, 2014). Data analysis was conducted using an analytic descriptive method, in which data from interviews, observations, and documents were explained and selected through a reduction process to create a clearer knowledge of the reality under investigation (Strauss and Corbin, 2014; Moleong, 2016).

RESULTS AND DISCUSSION

Description of Poverty Alleviation

The implementation of the extreme poverty alleviation policy in Bojonegoro Regency has delivered notable results, with the poverty rate declining from 12.18% in 2023 to 11.69% in March 2024, lifting approximately 5,920 individuals out of poverty. This progress has been supported by various local government programs aimed at improving community welfare, including identifying individuals with potential for economic independence and ensuring the affordability of basic necessities. However, the poverty rate of 11.69% remains relatively high, indicating the need for continued efforts to further reduce poverty. Furthermore, the economic expansion of Bojonegoro Regency plays a crucial role in supporting this policy. In 2022, the gross regional domestic product (GRDP) at current prices was Rp 100,492.89 billion, whereas at constant prices it was Rp 61,782.87 billion. This economic improvement is supported by population growth and progress in the Human Development Index (HDI) which reached 71.80 in 2023, placing Bojonegoro in the high human development category.

The Bojonegoro Regency government has reported the following data.

Table 1: Poverty Data in Bojonegoro

| | 2020 | 2021 | 2022 | 2023 | 2024 |
|--------------------|---------|---------|---------|---------|---------|
| Extreme Poverty | 59.020 | 36.140 | 22.430 | 22.010 | - |
| Poverty in General | 161.100 | 166.520 | 153.400 | 153.250 | 147.330 |

Source: Bojonegoro Regency Annual Report 2024

The number of individuals living in extreme poverty in Bojonegoro Regency has significantly decreased from 2020 to 2023. In 2020, there were 59,020 people living in extreme poverty, a figure that was dramatically reduced to 22,010 by 2023, representing a reduction of more than half over the first three years. Although the drop in 2023 slowed to 1.87%, the extreme poverty alleviation initiative yielded positive outcomes. Meanwhile, the number of individuals living in general poverty climbed by 3.37% in 2021 before progressively decreasing from 166,520 in 2021 to 147,330 in 2024, with the most substantial drop being between 2021 and 2022, at 7.88%. Although the general poverty alleviation trend has been more volatile, these results

indicate continued efforts in reducing poverty levels in Bojonegoro, although challenges remain to maintain the momentum for faster and more equitable reduction.

Furthermore, the following details outline the data used by the Bojonegoro Regency Government.

Table 2: Distribution of Poverty Counts Based on the Source of Data

| Data Source | 2022 | | 2023 | | 2024 | |
|-------------------|------------|-----------|------------|-----------|------------|-----------|
| | Individual | Household | Individual | Household | Individual | Household |
| P3KE | 547.132 | 160.138 | 715.170 | 217.166 | 706.580 | 225.197 |
| Damisda (Regular) | 166.521 | 58.979 | 153.253 | 54.574 | 54.066 | 147.331 |
| Damisda (Extreme) | | | 22.431 | 9.400 | | |

Source: Bojonegoro Regency Annual Report 2024

According to the available data, the Targeting for the Acceleration of Extreme Poverty Elimination (P3KE) in Bojonegoro Regency has exhibited a fluctuating trend from 2022 to 2024. In 2022, the program benefited 547,132 individuals and 160,138 households. This figure rose dramatically in 2023, with 715,170 persons and 217,166 households recorded. However, in 2024, the number of recipients decreased slightly to 706,580 people, with 225,197 families. For the regular DAMISDA (Regional Independent Data on Impoverished Communities) category, the number of beneficiaries decreased from 166,521 people and 58,979 households in 2022 to 153,253 people and 54,574 households in 2023. In 2024, there was a decrease of 5,922 individuals or 508 households. The Extreme DAMISDA category was only recorded in 2023, with 22,431 people and 9,400 households receiving assistance, while no data is available for 2022 and 2024.

The analysis of data from the Targeting for the Acceleration of the Elimination of Extreme Poverty (P3KE) and DAMISDA in Bojonegoro Regency reveals several key findings regarding the state of extreme poverty and poverty alleviation programs. First, the number of individuals classified as extremely poor under P3KE has risen significantly each year. In 2022, there were 547,132 people in the P3KE program, which climbed to 715,170 in 2023 but fell slightly to 706,580 in 2024. The P3KE figures reveal a large rise in the number of severe poor. In 2022, there were 547,132 people, which climbed to 715,170 in 2023, but decreased somewhat to 706,580 in 2024. This increase of 30.73% from 2022 to 2023 indicates that efforts to alleviate extreme poverty have not been significantly successful. This points to the need to review existing strategies and programs to make them more effective in addressing extreme poverty. Secondly, data from DAMISDA, covering both regular and extreme poverty, indicates fluctuations in the number of impoverished individuals. The regular DAMISDA recorded 166,521 people in 2022, which decreased to 153,253 in 2023, reflecting a reduction of approximately 7.63%. In contrast, the extreme DAMISDA category was only recorded in 2023, with 22,431 individuals. According to Sinurat's research report (2023), this variation can be attributed to a variety of variables, including changes in data collection methodology, changes in regional economic situations, and the efficiency of poverty alleviation programs, which varies year after year. This fluctuation can be influenced by various factors, according to Maria, et. al, (2023), including changes in data collection methodology, regional economic conditions, and the effectiveness of poverty alleviation programs implemented.

Third, a comparison between the P3KE and DAMISDA data reveals a significant disparity in the number of impoverished individuals, with P3KE reporting a much higher figure than DAMISDA. This difference may be attributed to the varying coverage and methodologies employed by the two data sources. P3KE may have a broader definition and criterion for poverty, reaching more people, whereas DAMISDA may use stricter criteria. This analysis emphasizes the need for a more in-depth evaluation of poverty alleviation activities in Bojonegoro Regency. The research report from Maria, et. al, (2023), explains that the increase in the number of extreme poor and fluctuations in DAMISDA data indicate that the challenge of poverty alleviation still needs to be addressed with a more effective and integrated approach.

The analysis of poverty data in Bojonegoro Regency indicates that addressing extreme poverty remains a significant challenge requiring continued focus from the government and policymakers. The rise in the number of individuals living in extreme poverty, along with fluctuations in DAMISDA data, suggests that current strategies need to be enhanced, considering external factors that may impact the community's economic conditions. Poverty alleviation achievement is measured not only in numbers, but also in terms of sustainability and communal quality of life.

Data Accuracy-Based Model Approach

The data-driven approach to poverty alleviation in Bojonegoro Regency is a strategy designed to understand and tackle poverty through accurate and current information. Over the past decade, the poverty rate in the regency has exhibited a fluctuating trend. Although the poverty rate in the Bojonegoro Regency is lower than the national and provincial norms, records suggest that it decreased consistently from 2021 to 2023. In 2023, Bojonegoro witnessed a 0.49% decline (equal to 5,920 individuals), accounting for 11.69% of the total impoverished population. However, the decrease from 2022 to 2023 was only recorded at 0.03% (equivalent to 250 people), indicating the need for further efforts in handling poverty. Meanwhile, extreme poverty in Bojonegoro Regency also shows striking figures. Based on the projection of the Coordinating Ministry for Human Development and Culture, in 2023 there was a decrease of 0.03% (equivalent to 420 people), from 22,430 people in 2022 to 22,010 people in 2023. When compared to the national decline of 0.92% and the provincial decline of 0.98%, the decline in Bojonegoro shows the need for improvement and enhancement in poverty alleviation programs.

Additionally, in terms of poverty alleviation governance in Bojonegoro Regency, it is managed by the Regional Poverty Alleviation Coordination Team (TKPK) through various policies and regulations. The decree issued by the TKPK demonstrates the local government's commitment to addressing poverty. According to TKPK Decree No. 188/359/KEP/412.013/2022 and its amendment to TKPK Decree No. 188/336/KEP/412.013/2023, the local government seeks to coordinate various poverty-alleviation measures in accordance with the Ministry of Home Affairs' instructions. Concrete efforts in poverty reduction that have been made include updating poverty data through DAMISDA, monitoring and evaluating data updates at the village level, and developing DAMISDA applications that are integrated with assisted and based on the Population Identification Number (NIK). In addition, the addition of program intervention assistance for the poor and the strengthening of data alignment mechanisms with the Central Statistics Agency (BPS) are strategic steps in improving data accuracy and the effectiveness of poverty alleviation programs.

The DAMISDA (Independent Data of Poor Communities in the Region) data collection has key characteristics that are crucial for poverty alleviation efforts in Bojonegoro Regency. First, this data is household-based, meaning that information is collected directly from each sampled household. This method allows for more accurate and representative data collecting and can provide a true picture of the living conditions of the area's families. This is significant, given that poverty is a multifaceted issue that must be understood in the context of people's daily lives.

The second notable characteristic is the comprehensive scope of the data collected. DAMISDA data encompasses various dimensions of household life pertinent to poverty, such as access to education, healthcare, employment, and other essential services. According to Sholeh, Muchsin, and Anadza (2021), this extensive data coverage enables more accurate and holistic analysis and planning of poverty alleviation programs. Furthermore, data gathering is done in a participatory way, with community members, particularly village or *kelurahan* (sub-district) officials, actively engaging in the data collecting and verification process. According to Rosdiana and Anggraita (2024), this strategy not only enhances data accuracy but also fosters a sense of community ownership of the implemented programs. Community involvement in this process is essential to build trust and collaboration between the government and the community in alleviating poverty equally (Sinurat, 2023).

DAMISDA data collection is also carried out regularly, enabling the monitoring of poverty conditions over time. Through this ongoing data collection, the government can assess the effectiveness of poverty alleviation programs and make necessary adjustments to enhance their outcomes (Aeni, 2021). The primary goal of DAMISDA data gathering is to reliably identify disadvantaged households. This identification process is critical for ensuring that the help offered is well-targeted and matches the actual requirements of those in need. Furthermore, the data collected is utilized to create poverty alleviation programs, and having accurate and up-to-date data allows local governments to build programs that are more successful and responsive to community needs.

Additionally, this data is used to evaluate the effectiveness of the poverty alleviation programs that have been implemented. According to Andina & Wahyudi (2024), such evaluations are crucial for determining whether the interventions have had a positive impact and assessing the extent of change in the community's poverty conditions. Furthermore, continuous monitoring of poverty levels enables the government to assess poverty trends and respond with relevant measures. Thus, DAMISDA data gathering plays an important strategic role in poverty alleviation initiatives in Bojonegoro Regency. Through a data-driven approach, programs that are designed and implemented are expected to be more effective in achieving poverty alleviation goals.

Richard E. Matland (Sholeh, Muchsin, & Anadza, 2021) developed a policy implementation theory that can serve as a framework for analyzing poverty alleviation efforts in Bojonegoro Regency. In this regard, several key concepts from Matland (Rosdiana & Anggraita, 2024) can be referenced to better understand the dynamics of the current poverty alleviation policies.

- a) Policy Ambiguity and Complexity. Matland suggests that policy ambiguity can influence the effectiveness of its implementation. In the case of poverty alleviation in Bojonegoro Regency, there is ambiguity in the definition and understanding of poverty. For instance,

the discrepancies between the data generated by P3KE and DAMISDA highlight differences in methodology, scope, and the definition of poverty. This causes confusion when establishing targets and allocating resources, which might impede the success of implemented programs.

- b) **Role of Stakeholders.** Matland (Rosdiana & Anggraita, 2024) also highlights the significance of engaging multiple stakeholders in the policy implementation process. In Bojonegoro Regency, the participation of the community and village officials in the DAMISDA data collection process demonstrates an effort to involve local stakeholders in poverty alleviation initiatives. Although there is involvement, it is still required to develop stakeholders' competence and awareness of poverty alleviation so that the program can function more successfully.
- c) **Resources and Organizational Capacity.** According to Matland, the availability of resources and the organizational capacity are crucial factors in policy implementation. In this case, the Regional Poverty Alleviation Coordination Team (TKPK) in Bojonegoro Regency has been consistently updating data and enhancing the data alignment mechanism with the Central Bureau of Statistics (BPS). Nonetheless, obstacles remain, particularly in terms of funding and appropriate human resources to carry out the program efficiently. These constraints can have an impact on poverty reduction outcomes.
- d) **Evaluation and Monitoring.** Matland's concept of evaluation is highly relevant in this context. The periodic collection of DAMISDA data serves not only as a monitoring tool but also as an evaluation mechanism to assess the effectiveness of the poverty alleviation programs that have been implemented. The evaluation must be based on accurate data to determine whether or not the implemented programs met their objectives (Syahidah, Sugianor, & Arsyad, 2024).
- e) **Flexibility in Policy.** Matland highlights that effective policy implementation requires flexibility in adapting to changing circumstances. In the case of Bojonegoro Regency, the fluctuations in poverty rates observed in the DAMISDA and P3KE data underscore the necessity for ongoing adjustments and adaptations to the policies in response to these changes. Changes in economic conditions, natural disasters, and other external events must be addressed immediately to ensure the program's relevance and effectiveness.

By utilizing Richard E. Matland's concepts, the implementation of poverty alleviation in Bojonegoro Regency demonstrates that successful policy execution relies not only on effective planning and resources but also on a clear understanding of poverty, active stakeholder engagement, and the capacity to evaluate and adjust policies (Syahidah, Sugianor & Arsyad, 2024; Rosdiana & Anggraita, 2024). Therefore, more coordinated and data-driven efforts are needed to improve the effectiveness of poverty alleviation programs in this region.

Richard E. Matland (Rosdiana & Anggraita, 2024; Sholeh, Muchsin, & Anadza, 2021) developed the ambiguity-conflict model to analyze policy implementation, providing insights into the dynamics between different actors and variables involved in the process. This model highlights two key factors that influence policy implementation: ambiguity and conflict. Ambiguity is defined as a lack of understanding about the policy's aims, methods, or consequences, which can lead to uncertainty among implementers (Rosdiana & Anggraita, 2024). Meanwhile, conflict shows stakeholders' competing interests, which can impede cooperation and successful policy execution. Thus, the synthesis between Matland's concept and policy implementation shows

that reducing ambiguity and conflict is crucial to achieving success in policy implementation (Maria, et., al, 2023). It can be argued that regular monitoring and evaluation is also necessary to identify emerging challenges and improve existing policies, ensuring that policy objectives can be optimally achieved.

Matland's Theory as an Alternative Model for Improving Data Accuracy

Richard E. Matland's ambiguity and conflict model offers a useful framework for understanding the complexities involved in implementing poverty alleviation policies, such as those in Bojonegoro Regency. The implementation of these policies, particularly those managed by the Regional Poverty Alleviation Coordination Team (TKPK), is governed by regulations, including SK TKPK Number 188/359/KEP/412.013/2022 and its amendment, SK TKPK Number 188/336/KEP/412.013/2023, which adhere to the guidelines set by the Ministry of Home Affairs. In the context of poverty alleviation, ambiguities arise from unclear definitions of poverty, different methodologies for data collection, and the diverse needs of the target population. For example, the discrepancy between P3KE and DAMISDA data highlights the challenge of building a shared understanding of what constitutes poverty. Maria, et. al (2023) explain that this ambiguity can lead to inconsistent application of resources and efforts, making it difficult to achieve desired outcomes in poverty alleviation.

At the same time, potential conflicts may arise due to differing interests among the stakeholders involved in poverty alleviation efforts, including government agencies, local communities, and non-governmental organizations. Each stakeholder may have distinct priorities or approaches to addressing poverty, which could result in competition for limited resources and a possible misalignment of strategies (Wen-Hsuan & Xingmiu, 2020). Strategic management is critical in ensuring that policies and programs aimed to reduce severe poverty achieve their desired goals effectively and efficiently. Strategic management in extreme poverty alleviation should prioritize long-term planning, optimal resource management, and adaptability to changing social and economic conditions (Timbuan, 2021). This process has begun in Bojonegoro Regency by conducting an in-depth analysis of poverty data to identify the most vulnerable households, followed by the formulation of strategies involving cross-sector collaboration, including government, private sector, academia, and communities.

To effectively implement poverty alleviation policies, it is essential to address the elements of ambiguity and conflict. This can be accomplished through comprehensive data collection efforts, such as those conducted by DAMISDA, which involve community participation and regular updates to ensure the accurate identification of impoverished households. Furthermore, fostering stakeholder collaboration and alignment of objectives can help defuse disputes, resulting in a more coordinated and effective poverty alleviation plan.

A synthesis of the analysis, adapting Matland's concept as a model for poverty alleviation policy implementation in Bojonegoro Regency, highlights the importance of clear definitions, collaborative efforts, and ongoing evaluation to address the challenges of ambiguity and conflict in policy implementation. By addressing these issues, the government can improve the efficiency of its poverty alleviation measures, resulting in a more significant drop in poverty levels in the region. In relation to this description, an analysis of the restrictions in the data gathering process may be made using Matland's idea, as follows.

Table 3: Analysis of Data Collection Constraints of the Matland Model

| Elements | Description | Conditions in Bojonegoro | Implications |
|---------------------|--|---|---|
| Ambiguity | Lack of clarity in definitions, methods, or objectives | Different definitions of poverty between P3KE and DAMISDA, and potential discrepancies in data collection | Inefficient application of resources, difficulty in measuring program success |
| Conflict | Differences in interests between stakeholders | Differences in priorities between the government, community, and NGOs in addressing poverty | Competition for resources, lack of coordination in program implementation |
| Influencing Factors | Elements that strengthen or weaken ambiguities and conflicts | Unclear regulations, lack of community participation, limited resources | Hinder the effectiveness of policy implementation |
| Handling Strategy | Efforts to reduce ambiguity and conflict | Comprehensive data collection, collaboration between stakeholders, continuous evaluation | Improving the effectiveness of policy implementation, achieving poverty alleviation goals |

An analysis of the tables presented reveals the complexities encountered in the implementation of poverty alleviation policies in Bojonegoro Regency. The primary challenges in poverty alleviation include ambiguity in defining poverty and the data collection methodology, as well as conflicts of interest among different stakeholders. This condition has several significant ramifications, including low efficiency, in which existing resources are not fully employed due to a lack of agreement on appropriate aims and procedures. Furthermore, the lack of coordination among numerous stakeholders prevents efficient cooperation and collaboration. Furthermore, the difficulty in measuring the success of poverty alleviation programs is a major challenge, especially in the absence of a clear definition of poverty and consistent data. Furthermore, the existing implementation of poverty reduction policies in Bojonegoro Regency through Matland's model approach can be presented in the following table.

Table 4: Implementation of Poverty Alleviation in the Matland Model

| Dimensions | Approach | Implementation |
|-----------------------|---|---|
| Substantive Dimension | Bojonegoro Regent Decree on Determination and Ranking of Independent Data on the Poor | <ul style="list-style-type: none"> a. Establish poverty data as the basis for formulating programs and policies. b. Ensure that the establishment of this data contributes to poverty alleviation and the treatment of the extreme poor. |
| | DAMISDA | <ul style="list-style-type: none"> a. Variables such as building status, water source, and asset ownership are important indicators in determining the conditions and needs of poor households. b. Creating a focus on reducing expenditure burden and increasing income through specific programs. |
| | Poverty Alleviation Program | The various programs established to reduce expenses and increase income aim to reduce poverty and improve community welfare. |

| | | |
|----------------------|-----------------------------|--|
| Procedural Dimension | Poverty Self-Collection | <p>a. The process of data collection and questionnaire completion by the Village Enumerator demonstrates the mechanism for obtaining accurate data.</p> <p>b. The verification and validation process by village and <i>kecamatan</i> (district) government elements strengthens the reliability of the data used in the policy.</p> |
| | Pentahelix Support | Involving various elements (village government, sub-district, regional apparatus, NGOs, and academics) in the implementation of poverty alleviation programs demonstrates an effective collaborative framework for policy implementation. |
| Normative Dimensions | Policy Legitimacy | The decision taken by the <i>Bupati</i> (Regent) of Bojonegoro to establish and legalize the independent data shows the government's commitment to addressing poverty, giving the policy legitimacy in the eyes of the community. |
| | Role of Pentahelix Elements | Involving various stakeholders in the planning and implementation process shows that this policy is not only based on government decisions, but also involves the participation of the community and various relevant sectors. |

The analysis of regional poverty self-reporting efforts in Bojonegoro Regency can be examined through the three dimensions of Matland's Policy Implementation Model: substantive, procedural, and normative. The substantive dimension pertains to the resulting policy, specifically the Bojonegoro Regent's decree on the determination and ranking of independent data on the poor. This decision seeks to provide correct data as the foundation for developing poverty alleviation programs, in keeping with the notion that valid data is critical in public policy (Matland, 1995). Furthermore, DAMISDA variables such as building quality, water sources, and asset ownership are crucial indicators of impoverished households' needs, allowing programs to be more targeted and effective in boosting community welfare.

From a procedural perspective, the data collection mechanism, carried out independently by Village Enumerators, demonstrates the application of systematic steps in policy implementation. The processes of data verification and validation by the village and district (*kecamatan*) authorities play a crucial role in ensuring the accuracy and reliability of the information used for program development. This is consistent with the assumption that clear and structured procedures for policy implementation will improve its efficacy (Van Meter & Van Horn, in Timbuan, 2021). Furthermore, in the normative dimension, the Regent's decision about poverty data gathering demonstrates the government's legitimacy in poverty alleviation initiatives. Pentahelix, which involves government, NGOs, academics, and the private sector in the process of planning and implementing programs, also reflects collaborative and participatory values. The participation of these various stakeholders is important to ensure that policies are not only top-down, but also consider input from the community, thus creating stronger legitimacy for the implemented policies (Ansell, in Timbuan, 2021).

The need for a model in the context of extreme poverty alleviation is essential due to the complexity and dynamics of the issue. Firstly, a well-developed model can be a valuable tool for identifying impoverished households. By leveraging available data, the model can target groups at risk of extreme poverty, ensuring that social assistance programs are directed to those most in need. This will improve efficiency and efficacy in the utilization of existing resources, lowering the likelihood of untargeted support. Furthermore, according to Wen-Hsuan and Xingmiu (2020), the implementation model plays a role in evaluating poverty alleviation programs that have been implemented. By comparing data before and after program implementation, we can determine whether the policies implemented were successful in lowering poverty levels. Furthermore, Mutaqien (2006) explains that a poverty alleviation model (strategic management) can identify the factors that are most influential in reducing poverty, thus allowing adjustments and improvements to existing programs.

Similarly, in the realm of program planning, the model can offer a deeper understanding of the poverty patterns within the community. This insight enables the design of interventions that are more targeted and aligned with the community's actual needs. The model serves as a management strategy that not only supports the creation of more effective policies but also ensures that every action taken in the reduction of extreme poverty is grounded in reliable data and thorough analysis (Syahidah, Sugianor & Arsyad, 2024). Therefore, the existence of a poverty alleviation policy implementation model based on data accuracy will greatly support systematic and strategic efforts in overcoming extreme poverty.

Matland's approach to policy implementation, which highlights the role of conflict and ambiguity, can be closely associated with the concept of strategic management (Rosdiana & Anggraita, 2024). Within the framework of strategic management, organizations must take into account both internal and external factors that influence the success of the policy, including conflicts between competing objectives and uncertainties in the interpretation and execution of the policy. According to Matland (Sholeh, Muchsin, & Anadza, 2021), variances in the level of conflict and ambiguity of policies will decide the implementation model employed, such as administrative implementation with little conflict and ambiguity versus complex political implementation.

Strategic management, in contrast, focuses on aligning resources, processes, and capabilities to achieve strategic objectives. In the context of extreme poverty alleviation policies, Matland's approach aids in understanding the dynamics that arise during implementation, particularly when there is uncertainty in the policy's goals or objectives. Strategic management then contributes to reducing ambiguity by defining a clear plan, identifying priorities, and developing operational processes that can reduce on-site disagreement. An successful strategy will map the major actors (stakeholders) involved (Andina & Wahyudi, 2024), analyze the external environment, and review policies continuously to respond to changing social and economic dynamics (Sudipa & Nurjani, 2021).

Thus, the model for implementing poverty alleviation policies based on data accuracy can be described as follows.

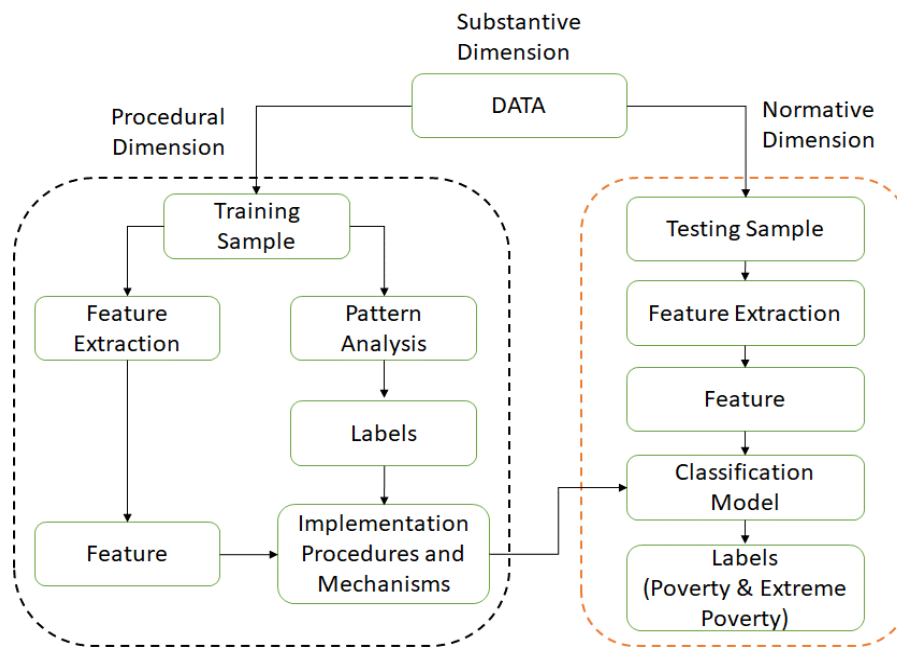


Figure 1: Poverty Alleviation Model Based on Data Accuracy

Source: Developed from Matland Model Implementation Concept

The extreme poverty alleviation policy implementation model, derived from Matland's framework, centers on three dimensions: substantive, procedural, and normative. In this regard, the model employs advanced data analysis techniques, such as pattern analysis and feature extraction, to enhance the effectiveness and efficiency of poverty reduction programs, as outlined below.

- a) *Pattern Analysis*. Pattern analysis is an essential initial step in identifying poverty patterns, offering valuable insights into the characteristics and relationships within the data. By examining data collected through surveys or monitoring, we can uncover patterns that may not be immediately apparent. Poverty patterns, for example, can be recognized based on geographic location, education level, or access to public services, assisting in the identification of groups that are more vulnerable to extreme poverty.
- b) *Feature Extraction*. After identifying the patterns, the next step is feature extraction, which involves selecting and isolating relevant features from the raw data. In this context, the features encompass information derived from housing condition data, such as the type and condition of buildings, access to clean water, and sources of energy. These characteristics provide essential inputs for additional study and machine learning models, which will be used to forecast the risk of extreme poverty in the future.
- c) *Implementation Procedures and Mechanisms*. Implementation procedures and mechanisms refer to the specific steps taken to ensure the effective execution of poverty alleviation policies. This involves systematic data collection, validation of the information, and the establishment of criteria and indicators to identify households living in poverty. Furthermore, coordination among multiple stakeholders, such as the local government, NGOs, and the community, is required to enable thorough and integrated program implementation.
- d) *Sample Testing*. Sample testing plays a crucial role in this model. By selecting a sample from the population, such as 100 families identified as living in extreme poverty, a more

detailed analysis can be conducted to understand the factors contributing to their condition. The data gathered includes information on income, assets, education, health, and access to public services. The findings of this analysis can help to create a clearer picture of the variables that contribute to extreme poverty, as well as the effectiveness of existing interventions.

- e) *Labels as a Categorization Tool*. Labels serve as a means of classifying individuals or groups based on their economic status. In the context of poverty alleviation, these labels are essential for differentiating between households experiencing extreme poverty and those that are not. This enables social assistance programs and other interventions to be more precisely targeted, ensuring that aid reaches those in greatest need.
- f) *Training Sample*. The application of Decile analysis to a training sample, which includes data from 100 extreme poor households, will be used to train the machine learning model. This data will serve as a foundation for more precise predictions and a deeper analysis of the conditions and needs of impoverished households. Poverty alleviation initiatives can be designed more successfully by optimizing the model using this data, allowing for evidence-based decision making and enhancing intervention success.

Through this systematic and data-driven approach, the implementation model for extreme poverty alleviation policies will not only assist in identifying and categorizing households, but also in designing programs that are more effective and better aligned with the needs of the communities affected (Sudipa & Nurjani, 2021). The implementation of extreme poverty alleviation strategies can be investigated using a policy implementation theory approach, one example being Richard E. Matland's theory. Matland's theory categorizes policy implementation into four types: administrative, political, experimental, and symbolic (Sholeh, Muchsin, & Anadza, 2021; Sudipa & Nurjani, 2021; Andina & Wahyudi, 2024). In the context of extreme poverty alleviation, the adaptation of Matland's model approach can be used to analyze how policies are effectively implemented.

In *administrative implementation*, policies are executed with an emphasis on clear regulations and a stable bureaucracy (Timbuan, 2021). This is evident in the independent data collection of impoverished households, as outlined in the Bojonegoro Regent Decree. The process of data collection, which involves verification and validation by village governments and local officials, highlights the importance of a rigorous administrative approach to ensure that social assistance reaches the intended beneficiaries. This method demonstrates the policy's clear regulations and integrated bureaucratic mechanisms.

In the *political implementation* dimension, policies frequently encounter conflicts of interest among stakeholders. In the context of extreme poverty alleviation, key elements of the pentahelix—such as the government, NGOs, and academia—each play distinct roles. Collaboration among these diverse groups is essential for the successful implementation of the policy. However, potential conflicts or differences in vision might develop, such as when determining resource allocation or intervention priorities (Sinurat, 2023; Andina & Wahyudi, 2024). Local political dynamics and the participation of non-governmental actors must be considered while implementing policies. Matland also introduced the concept of *experimental implementation*, which emphasizes flexibility and adaptation of policies based on the results of implementation in the field (Husnul, 2023). Social assistance programs, such as entrepreneurship skills training for female heads of households, can be seen as a form of

experimental implementation. The success or failure of these programs can be the basis for further evaluation and policy development. Flexibility is needed to adapt the program to dynamic social and economic conditions in the community.

Matland's theoretical approach highlights that the implementation of extreme poverty alleviation policies requires a balance between the strictness of administrative regulations, flexibility in experimental implementation, and an understanding of political dynamics and the symbolic aspects of policy (Husnul, 2023; Andina & Wahyudi, 2024). Each of these characteristics is critical to ensuring that the policies established can be implemented efficiently and achieve the targeted goals, which are to reduce severe poverty.

CONCLUSION

The implementation of extreme poverty alleviation policies in Bojonegoro Regency necessitates a holistic approach, with Richard E. Matland's policy implementation theory providing a robust analytical framework. The identification of impoverished households through self-reported data collection, the management of data via clear administrative processes, and the collaboration among pentahelix stakeholders all underscore the importance of cross-sector coordination in executing this policy. This strategy also faces political constraints and field dynamics, necessitating flexibility and ongoing examination. The usage of the term "extreme poor" as a categorization tool helps to clarify the aim, but it must be complemented by real actions based on data and in-depth investigation.

Matland's policy implementation framework offers valuable insights into managing the challenges of conflict and ambiguity commonly encountered in the execution of extreme poverty alleviation policies. The degree of ambiguity and conflict within the policy dictates the most suitable implementation strategy, whether relying on administrative processes, political mechanisms, or a blend of both approaches. In this setting, strategic management is critical to ensuring that policy objectives are met successfully. Extreme poverty alleviation programs can be executed more effectively using strategic management principles, which include mapping important actors, allocating resources, and developing clear operating processes to eliminate conflict and uncertainty. The use of data, such as identification of poor households through relevant features, program evaluation, and evidence-based planning, will maximize policy outcomes and accelerate the eradication of extreme poverty.

Effective extreme poverty alleviation requires the implementation of a sustainable strategy grounded in integrated strategic management at every stage of the policy process, from planning to evaluation. This approach should prioritize identifying key actors and enhancing coordination among stakeholders to minimize ambiguities and resolve conflicts that may emerge during policy implementation. The use of data and technology, such as pattern analysis and feature extraction, can be optimized in the identification of low-income households, allowing social assistance programs to be more precisely targeted. Furthermore, controlling conflict and ambiguity in implementation, as stated in Matland's theory, can be accomplished by developing flexible and adaptable procedures that take into account changing social, economic, and political dynamics. Regular program evaluations are also needed to assess the effectiveness of the policy, allowing for strategy adjustments if the results are inadequate. Finally, a collaborative approach through the pentahelix model-involving the government,

private sector, academia, community and media-should be strengthened so that solutions are not only efficient, but also inclusive and sustainable in the long run.

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