SMERU WORKING PAPER NO. 1/2023

PROMOTING CONTINUOUS AND SYSTEMATIC UPDATES OF INTEGRATED SOCIAL WELFARE DATA

Dyan Widyaningsih, Ruhmaniyati, Nina Toyamah

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Abstract

Promoting Continuous and Systematic Updates of Integrated Social Welfare Data

Dyan Widyaningsih, Ruhmaniyati, Nina Toyamah

Out-of-date and incorrect Integrated Social Welfare Data (DTKS) resulted in mistargeting and delays in the distribution of social welfare assistance at the beginning of the coronavirus disease 2019 (COVID-19) pandemic. This data inaccuracy was caused by many *kabupaten* (district)/*kota* (city) governments inconsistently updating their social welfare data. Several studies in Brazil show that an up-to-date and high-quality integrated poverty data system will improve the effectiveness of social welfare assistance programs and contribute to rapid poverty reduction. This study aims to analyze how the DTKS is currently updated and learn how to improve the DTKS update process in the future. The data for this research was collected qualitatively in six regions from December 2020 to May 2021. This study finds two main interrelated factors that influenced the DTKS update process; they were *kabupaten*/*kota* governments' motivation to update the DTKS and their capacity to do so. To improve the practice of DTKS updates, regional governments require (i) encouragement to utilize the DTKS more; (ii) clear regulations regarding data collection and use; and (iii) strengthened capacity, including their institutional and human resource capacity, village/*kelurahan* (urban village) deliberation meetings, budget, monitoring, coordination, and facilities/infrastructure. The important stages which determine the quality, consistency, and outcomes of the update process include technical guidance sessions, village/*kelurahan* deliberation meetings, and household visits. Even though updating DTKS is the responsibility of *kabupaten*/*kota* governments, support and involvement of governments at all levels are required to ensure that quality data is updated continuously.

Keywords: update, integrated data, DTKS, COVID-19, poverty

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List of Abbreviations

Bappeda	Badan Perencanaan Pembangunan Daerah	Regional Development Planning Agency
Bappenas	Badan Perencanaan Pembangunan Nasional	National Development Planning Agency
BDT	Basis Data Terpadu	Unified Database
BKKBN	Badan Koordinasi Keluarga Berencana Nasional	National Population and Family Planning Board
BLT	Bantuan Langsung Tunai	Unconditional Cash Transfer
BLT-DD	Bantuan Langsung Tunai-Dana Desa	Direct Cash Transfer-Village Fund
BPS	Badan Pusat Statistik	Statistics Indonesia
CAPI		computer-assisted personal interviewing
COVID-19		coronavirus disease 2019
Ditjen Dukcapil	Direkorat Jenderal Kependudukan dan Catatan Sipil	Directorate General of Population and Civil Registration
DPRD	Dewan Perwakilan Rakyat Daerah	Regional House of Representatives
DTKS	Data Terpadu Kesejahteraan Sosial	Integrated Social Welfare Data
DT-PPFM & OTM	Data Terpadu Program Penanganan Fakir Miskin dan Orang Tidak Mampu	Integrated Data on the Poor and Underprivileged
Kemendagri	Kementerian Dalam Negeri	Ministry of Home Affairs
Kemendes PDTT	Kementerian Desa, Pembangunan Daerah Tertinggal, dan Transmigrasi	Ministry of Village, Development of Disadvantaged Regions, and Transmigration
Kemensos	Kementerian Sosial	Ministry of Social Affairs
KPK	Komisi Pemberantasan Korupsi	Corruption Eradication Commission
NIK	*nomor induk kependudukan*	population identification number
OPD	*organisasi perangkat daerah*	local government organizations
OPK	Operasi Pasar Khusus	Special Market Operation
PAPI		pen-and-paper interviewing

PBDT	Pemutakhiran Basis Data Terpadu	Unified Database Update
PIC		person-in-charge
PIP	Program Indonesia Pintar	Smart Indonesia Program
PKH	Program Keluarga Harapan	Family of Hope Program
PPLS	Pendataan Program Perlindungan Sosial	Data Collection for Social Protection Programs
PSE	Pendataan Sosial Ekonomi	Socioeconomic Data Collection
Pusdatin Jamsos	Pusat Data dan Informasi Jaminan Sosial	Center for Social Security Data and Information
Pusdatin Kesos	Pusat Data dan Informasi Kesejahteraan Sosial	Center for Social Welfare Data and Information
Raskin	Beras untuk Keluarga Miskin	Rice for Poor Households
RPJMD	Rencana Pembangunan Jangka Menengah Daerah	Regional Medium-term Development Plan
RT	*rukun tetangga*	neighborhood unit
RTHM	*rumah tangga hampir miskin*	near-poor household
RTM	*rumah tangga miskin*	poor household
RTSM	*rumah tangga sangat miskin*	very poor household
RW	*rukun warga*	a unit of local administration consisting of several RT (neighborhood units) within a *kelurahan*
SIKS	Sistem Informasi Kesejahteraan Sosial	Social Welfare Information System
SIKS-NG	Sistem Informasi Kesejahteraan Sosial-Next Generation	Social Welfare Information System-Next Generation
SLRT	Sistem Layanan Rujukan Terpadu	Integrated Referral Service System
TKPKD	Tim Koordinasi Penanggulangan Kemiskinan Daerah	Regional Poverty Reduction Coordination Team
TNP2K	Tim Nasional Percepatan dan Penanggulangan Kemiskinan	National Team for the Acceleration of Poverty Reduction

I. Introduction

1.1 Background and Study Objectives

The Integrated Social Welfare Data (DTKS) is a database managed by the Ministry of Social Affairs (Kemensos). It is used to target social protection and poverty reduction programs. Social assistance programs that use the DTKS include the Sembako Program[1], Family of Hope Program (PKH), and Smart Indonesia Program (PIP). During the coronavirus disease 2019 (COVID-19) pandemic, the government also used the DTKS as one of the sources of data to determine the recipients of social assistance programs to mitigate the pandemic effects. These programs included the Direct Cash Transfer-Village Fund (BLT-DD) and the expansion[2] of benefits of the Sembako Program and PKH. However, two rapid assessments conducted by The SMERU Research Institute (SMERU), in April–May 2020, find that outdated DTKS reduced the effectiveness of social assistance programs at the beginning of the COVID-19 pandemic.

An outdated DTKS has caused mistargeting and delays in the rollout of the Sembako Program, PKH, and BLT-DD (Hastuti, Ruhmaniyati, and Widyaningsih, 2020; Kurniawan, 2020). At that time, *kabupaten* (district)/*kota* (city) governments had little time to verify the list of households in the DTKS, while the COVID-19 mitigation program needed immediate and rapid implementation. The government had to rely on data as old as 2015, which was no longer accurate. As a result, beneficiaries were mistargeted and delays occurred in the Sembako and PKH welfare programs. This resulted in delays in the distribution of social assistance to vulnerable households. Another study, conducted by SMERU in 2020, also finds that outdated DTKS contributed to the mistargeting for PIP beneficiaries (Alifia et al., forthcoming). These findings confirm the importance of quality data and systematic implementation of the DTKS for poverty mitigation programs.

In accordance with Law No. 13 of 2011 on Handling of Affairs Pertaining to the Poor and Underprivileged, *kabupaten/kota* governments are responsible for updating the integrated data by verifying and validating it on a regular basis. However, not every *kabupaten/kota* government carries out this task. Based on the evaluation by Kemensos, until January 2020 only 50 *kabupaten/kota* have updated more than 50% of their DTKS (Kemensos, 2020). As such, data inaccuracy is a recurring issue.

The Importance of Up-to-date and Reliable Integrated Poverty Data

Integrated data plays an important role in accelerating poverty reduction. This data serves as the main instrument to determine the targets of various social protection programs, especially social assistance beneficiaries. Thus, an up-to-date and accurate integrated data system is an important element of social welfare programs.

[1]also known as Noncash Food Assistance (BPNT)

[2]At the start of the COVID-19 pandemic, the government made some adjustments, called expansions, to the Sembako Program and PKH that increased the number of beneficiaries.

Several countries, such as Brazil, Chile, Kenya, Turkey, and South Africa, have used an integrated data system to reduce poverty in their regions (Barca and Chirchir, 2014). Brazil uses Cadastro Único (single data) as a database for all of the country's social protection systems, particularly for the Bolsa Familia (family-based assistance) program. This data is collected and managed by regional governments. The management and collection of population poverty data by regional governments has allowed Brazil's policymakers to better understand its target population when designing welfare programs (International Labour Office, 2014). For example, the Bolsa Family program—whose targets are obtained from the Cadastro Único database—has reduced the country's extreme poverty rate from 9.7% to 4.3% within ten years of its implementation (Guay, 2017). This achievement shows how an accurate source of data can significantly contribute to poverty reduction.

Incorporating integrated data can improve government response during emergency or disaster events when governments need data to rapidly establish assistance programs (Oxford Policy Management, 2015). For example, studies in Latin American countries find that the distribution of assistance to those affected by the COVID-19 pandemic was easier for countries that already have an integrated data system than those that did not have, or had recently implemented, an integrated data system. Furthermore, higher levels of integration resulted in more efficient targeting of social assistance beneficiaries in response to emergencies during a pandemic (Berner and van Hemelryck, 2021). This underlines further the importance of an up-to-date and valid source of data in distributing social assistance, especially when a crisis occurs.

In Indonesia, the COVID-19 pandemic was a catalyst to improve this data accuracy. The government's Strategic Plan of Kemensos 2020–2024 aims to reform the social protection system, rapidly reduce extreme poverty, and reach a 0% poverty target by 2024. Accurate and up-to-date data is vital for poverty reduction as it facilitates the correct segments of the population to be targeted by social protection programs and avoids exclusion errors.

Therefore, this study aims to analyze the current implementation of DTKS updates and outline the lessons learned and possible improvements that could be made to DTKS collection processes. These improvements will ensure high-quality data that is accurate and reliable. Quality data will also improve the effectiveness of social assistance programs in terms of (i) the budget spent, (ii) the target accuracy, and (iii) social assistance distribution speed, especially during emergencies that require swift decision-making, such as the COVID-19 pandemic. As such, an updated DTKS will contribute greatly to the reduction of extreme poverty in Indonesia.

1.2 Methodology and Analysis

This study used a qualitative approach through three stages of data collection. The data in the first and second stages were collected using interviews. The third stage used questionnaires that were distributed using the Delphi technique.[3] In the first stage, basic

[3]The Delphi technique is a data collection technique that aims to capture expert opinions on certain issues/contexts and to gain consensus on the said issues/contexts (Hasson and Keeney, 2011; Hasson, Keeney, and McKeena, 2000). The methods of the Delphi technique adopted in this study were (i) anonymous

data was collected to get a picture of how the DTKS was updated and to identify the influencing factors. The second stage involved an in-depth analysis to draft recommendations to promote continuous DTKS updates. Finally, the third stage served to enhance the early draft of the formulated recommendations.

To disseminate the preliminary result of the study and enhance the formulated recommendations, a focus group discussion was convened with the regional governments in the study locations and an audience was held with several related ministries.

This study was conducted in six regions. The list of regions and informants and different government levels can be found in Table 1. These regions were selected for a number of reasons, including their category of DTKS updates (excellent, fair, and poor) as indicated by the Social Welfare Information System-Dataku (SIKS-Dataku)[4] owned by the Center for Social Welfare Data and Information (Pusdatin Kesos) of Kemensos as of August 2020 (Table 1).

Study informants were stakeholders at the central, provincial, *kabupaten/kota*, and village/*kelurahan*[5] levels who are involved in the management of the DTKS (Table 1). Several key informants were involved in all data collection stages. The units of analysis and key informants in this study were at the *kabupaten/kota* government level as they are responsible for updates. An exception is Kotamadya Jakarta Timur, where the units of analysis and key informants were at the provincial government level because the authority to update the DTKS is at the provincial government level.

structured communications, (ii) giving a chance for informants (participants) to refute and add proposed recommendations, and (iii) using quantifications to analyze the informants' responses related to their approval of the recommendations and possible implementation of the recommendations.

[4]SIKS-Dataku is a smartphone application available on Play Store. The application, released by Kemensos in 2019, contains data on, among other things, DTKS updates in all *kabupaten/kota* in Indonesia. Kemensos then changed its name into SIKSMobile in 2021. However, no new updates have been made on the data so far. The available data on the app was last updated in October 2020, which was the same latest update on the previous SIKS-Dataku.

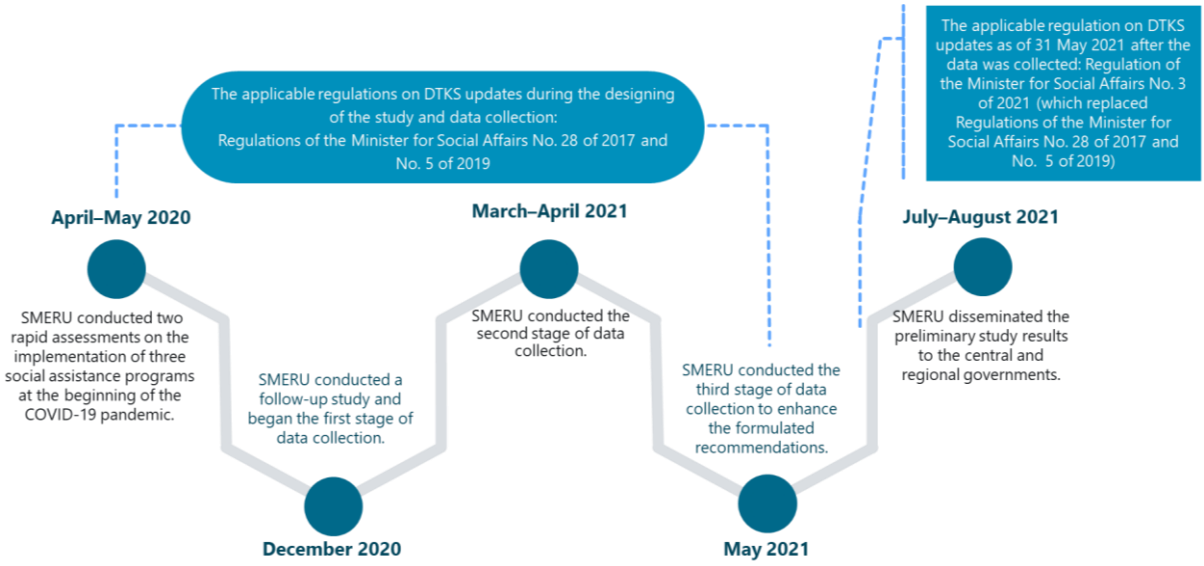
[5]A *kelurahan* is a village-level administrative area located in an urban center.

Table 1. Study Locations and List of Informants

Study Locations	
Kotamadya Jakarta Timur (DKI Jakarta)	Kabupaten Maros (South Sulawesi)
Kabupaten Bojonegoro (East Java)	Kabupaten Lombok Timur (West Nusa Tenggara)
Kota Probolinggo (East Java)	Kota Kupang (East Nusa Tenggara)
Informants at the Central Level	
Kemensos	Ministry of Home Affairs (Kemendagri)
National Development Planning Agency (Bappenas)	Ministry of Village, Development of Disadvantaged Regions, and Transmigration (Kemendes PDTT)
Coordinating Ministry of Human Development and Culture	National Team for the Acceleration of Poverty Reduction (TNP2K)
Informants at the Regional and Village/*Kelurahan* Levels	
Provincial social affairs agency	Regional secretary at the *kabupaten/kota* level
Kabupaten/kota social affairs agency	Regional Poverty Reduction Coordination Team (TKPKD) at the *kabupaten/kota* level
Coordinators of DTKS verification and validation at the *kabupaten/kota* level	Statistics Indonesia (BPS) at the *kabupaten/kota* level
Person-in-charge (PIC) of data at the *kabupaten/kota* level	Regional House of Representatives (DPRD) at the *kabupaten/kota* level
DTKS operators at the *kabupaten/kota* level	Village/*kelurahan* governments
Regional Development Planning Agency (Bappeda) at the *kabupaten/kota* level	DTKS operators at the village/*kelurahan* level

The data was collected from December 2020 to May 2021. When the study was designed and the data was collected, the applicable regulations for the DTKS update process were Regulation of the Minister for Social Affairs No. 28 of 2017 on General Guidelines for the Verification and Validation of Integrated Data for the Poor and Underprivileged and Regulation of the Minister for Social Affairs No. 5 of 2019 on Management of the DTKS. The government then issued Regulation of the Minister for Social Affairs No. 3 of 2021 on Management of the DTKS on 31 May 2021, which replaced the previous two ministerial regulations. For this reason, this study did not cover the implementation of the latest ministerial regulation (Figure 1).

Figure 1. Timeline of the Study and Applicable Regulations on DTKS Updates



Following data collection, all information from the informants was coded using an analysis matrix to address the research questions. The trend was analyzed to see the general and specific patterns based on the identified categories arranged to analyze the factors that influence how data was updated in regions. Trend analysis was also used to learn the lessons from the current DTKS update process and the support needed by regional governments to update the data in a timely and systematic way in the future.

Even though the analysis of the findings referred to the two ministerial regulations applicable when the data was collected, the proposed recommendations are still relevant to improve the quality of DTKS update processes. As such, this study will contribute to efforts to improve the targeting accuracy of social protection programs and accelerate the reduction of extreme poverty in Indonesia.

II. Dynamics of DTKS Management

2.1 Development of Integrated Poverty Data in Indonesia

Indonesia's integrated poverty data system, currently known as DTKS, has undergone extensive transformation and development (Figure 2. Development of Integrated Poverty Data in Indonesia). The collection of socioeconomic data began with the Special Market Operation (OPK) program initiated by the central government to address the 1998 economic crisis. The OPK was the first program to target low socioeconomic groups. Program beneficiaries were targeted using the only available data based on family

welfare levels[6] from the National Population and Family Planning Board (BKKBN) (Satriawan, Perdana, and Prima, 2015). The data was then updated and used to expand the coverage and improve the targeting accuracy of the OPK program, which then became the Rice for Poor Households (Raskin) program.

In 2005, the central government committed to building a specific database for poverty. This commitment was first realized through the Socioeconomic Data Collection (PSE) conducted by the BPS. This database became a benchmark for determining the beneficiaries of the Raskin and Unconditional Cash Transfer (BLT) 2005 programs, as well as the trial of PKH 2007. The PSE was then updated by the BPS in 2008 and 2011 through the Data Collection for Social Protection Programs (PPLS). The resulting PPLS 2011 data was handed over by the BPS to the TNP2K and became the Unified Database (BDT) used to determine the beneficiaries of various social protection programs from 2012 to 2014.

Although the poverty data update was scheduled once every three years at that time, it was not until 2015 that the BDT was updated. This data was once again updated by the BPS through the Unified Database Update (PBDT). However, rather than being given to the TNP2K, the resulting data was handed over to Kemensos as mandated by Law No. 13 of 2011. In 2016, the management of BDT fell under the authority of Pusdatin Kesos Kemensos. In the same year, under Law No. 23 of 2014 on Regional Governance, the central government and the BPS were no longer responsible for updating, verifying, or validating the data. This responsibility was transferred to *kabupaten/kota* governments and the data update was labelled an independent update. In 2017, the nomenclature of BDT changed into the Integrated Data on the Poor and Underprivileged (DT-PPFM & OTM)[7] and in 2019, it changed further into DTKS[8].

2.2 Dynamics of DTKS Scope and Management

The scope of poverty data collected also developed and changed over time (Figure 2. Development of Integrated Poverty Data in Indonesia). During the implementation of the OPK program, BKKBN data in October 1998 covered preprosperous family and prosperous family I categories, which amounted to 12.8 million family heads (Rahayu et al., 1998). The scope of the poverty database then increased to around 19.1 million people based on PSE 2005 data and around 17.5 million people based on PPLS 2008 data (BPS, 2011). The resulting data from both data collections included very poor households (RTSM), poor households (RTM), and near-poor households (RTHM) based on the criteria used at the time.

The scope of household data based on the PPLS 2011 increased, covering 40% of the low- and middle-class population. The percentage has remained the same and has been

[6]Families were classified based on five levels of prosperity that included preprosperous family; prosperous families I, II, III; and prosperous family plus.

[7]based on Regulation of the Minister for Social Affairs No. 28 of 2017 on General Guidelines on the Verification and Validation of the Integrated Data for the Handling of Affairs Pertaining to the Poor and Underprivileged

[8]based on Regulation of the Minister for Social Affairs No. 5 of 2019 on Management of the DTKS

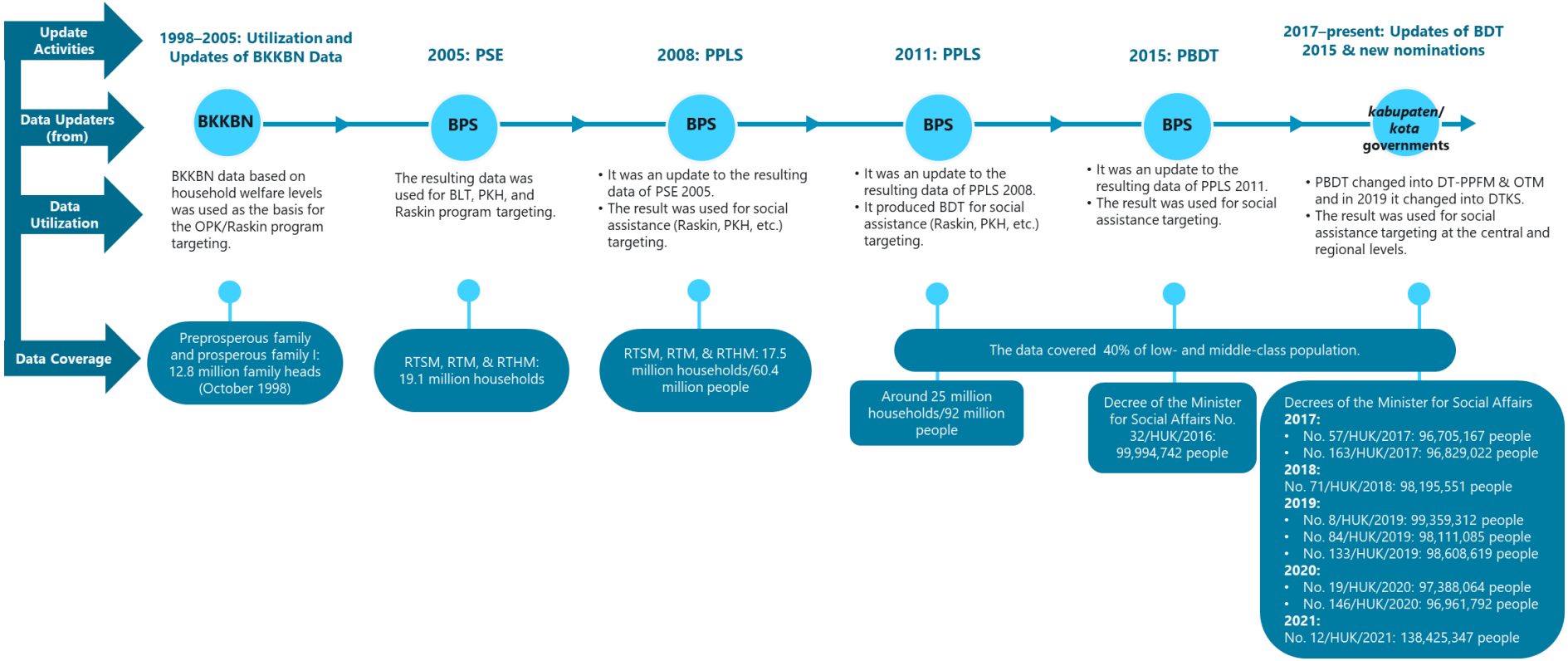
categorized into four welfare groups (deciles I–IV) to determine the eligibility of low socioeconomic groups to access welfare. Currently, based on the first stage of the approved DTKS in 2021,[9] the data contains information (by name, by address) on 138.4 million people.

In 2020, the government (in coordination with Bappenas) planned to update the DTKS to cover 60% of the low- and middle-class population. However, despite the plan being incorporated into the Social Protection Reform Strategy Plan (Bappenas, 2020), this coverage has not been achieved.[10] Wider DTKS coverage was part of an effort to optimize the effectiveness of social assistance programs during the pandemic. The DTKS available was the same as PBDT 2015 data (Asmanto, Hidayat, and Suryanto, 2020) and its coverage was limited. It is expected that the DTKS can transform into a social registration system that covers 100% of the population by 2024.

[9]Decree of the Minister for Social Affairs No. 146/HUK/2020 on Second Stage of the DTKS 2020

[10]Reform of the Social Protection System has been a priority of the 2021 Government Work Plan (Presidential Regulation No. 86 of 2020 on the 2021 Government Work Plan).

Figure 2. Development of Integrated Poverty Data in Indonesia



Source: processed from Pusdatin Kesos Kemensos, 2020a, 2020b; Rahayu et al., 1998; and BPS, 2011

The DTKS management system also went through a number of technological changes. Since 2017, the DTKS management has used an integrated information system in the form of the Social Welfare Information System-Next Generation (SIKS-NG) application. This application was developed by Pusdatin Kesos to simplify the process for updating data in the DTKS and identifying new household nominations, both offline (desktop-based) and online (web-based) (Kemensos, 2019a). Since 2019, an Android operating system-based SIKS-NG called SIKS-Droid has also been available. Using SIKS-Droid, data updaters no longer have to print the prelist of households to be visited. They can directly input data through SIKS-NG on their device when visiting households. In addition, it is expected that all national and regional poverty data can be integrated systematically and updated dynamically through the use of SIKS-NG (Pusdatin Kesos Kemensos, 2020a). These systematic improvements will aid the update process in terms of its time, cost, and accuracy.

2.3 DTKS Management Policy

Managing the DTKS is the authority of various levels of the government depending on their responsibility: the central government for national coverage, provincial governments for provincial coverage, and *kabupaten/kota* governments for *kabupaten/kota* coverage. This is mandated in Law No. 23 of 2014 regarding the management of data of the poor and underprivileged.[11] Under this law, *kabupaten/kota* governments are responsible for collecting, verifying, and validating the data. Law No. 13 of 2011 emphasizes the authority by stating that *bupati* (head of the *kabupaten*)/*walikota* (head of the *kota*) is the actor at the *kabupaten/kota* level that should conduct DTKS verification and validation, both for the initial prelist data and new nominations (Article 9).

Law No. 23 of 2014 implies that each level of government is responsible for budgeting for DTKS. Article 282 of the law emphasizes this, stating that "the operation of governmental affairs under the authority of regional governments shall be funded from and at the expense of regional budget". Therefore, provincial and *kabupaten/kota* governments must allocate some portion from their regional budget to manage data collection in their region. This can create challenges as the fiscal capability of each region varies and the ability to fund the DTKS may be limited.

During the COVID-19 pandemic, the central government reemphasized the *kabupaten/kota* governments' obligation to fund DTKS updates. This provision emerged as regional governments were encouraged to improve the DTKS amid the COVID-19 pandemic. The provision was stipulated in the Joint Decree of Three Ministers on Support for the Acceleration of DTKS Updates by *Kabupaten/Kota* Governments issued in July

[11]This authority is divided as per Law No. 23 of 2014, Appendix on Division of Concurrent Government Affairs between the Central and Provincial and *Kabupaten/Kota* Governments in Part F Division of Government Affairs in Social Affairs Field for Social Protection and Security Subfields.

2020.[12] This policy imposes sanctions on the *kabupaten/kota* governments that fail to update their DTKS.[13]

In addition, *kabupaten/kota* governments are required to include updating the DTKS in their 2021 budget plan, as stipulated in Regulation of the Minister for Home Affairs No. 40 of 2020 on Guidelines for Drafting Regional Government Work Plan 2021 and Regulation of the Minister for Home Affairs No. 64 of 2020 on Guidelines for Drafting Regional Budget 2021. Despite improvements to the DTKS, regional governments found these provisions challenging due to the pressure that COVID-19 economic mitigation programs put on their budgets.[14]

The laws that regulate the frequency of DTKS data collection are also contradictory. Law No. 13 of 2011, for example, states that poor households shall be verified and validated at least once in two years (Article 8 Paragraph 5). Meanwhile, the technical regulation, Regulation of the Minister for Social Affairs No. 5 of 2019, states that verification must be conducted more frequently, at least once a year (Article 8), and requires ministerial approval of DTKS updates once every six months (Article 9).

Regulation of the Minister for Social Affairs No. 3 of 2021[15] does not specify the frequency of data verification, but does increase the frequency of ministerial approval to once a month.[16] The more intensive DTKS update approval requirement based on the ministerial regulation provides regional governments with impetus to update the DTKS continuously and improve DTKS accuracy. However, *kabupaten/kota* governments may face challenges due to limited resources.

The mechanism that *kabupaten/kota* governments use to verify and validate the data in the study areas remains based on Regulations of the Minister for Social Affairs No. 28 of 2017 and No. 5 of 2019. This is because the latest ministerial regulation lacks guidelines on how to verify and validate the DTKS. When this preliminary study was disseminated to stakeholders at the regional level in July 2021, almost no regional governments (including their social affairs agency) were aware of the Regulation of the Minister for Social Affairs No. 3 of 2021, which had replaced the previous two ministerial regulations. Figure 3 shows the applicable verification and validation mechanisms when the data was collected. However, in practice, the implementation of these mechanisms varied.

[12]Joint Decree of the Minister for Finance, Minister for Social Affairs, and Minister for Home Affairs No. 360.1/KMK.07/2020, No. 1 of 2020, and No. 460-1750/2020

[13]Imposition of sanctions on general transfer funds refers to the laws and regulations.

[14]This is based on several regulations, including Presidential Instruction No. 4 of 2020 on Activity Refocusing, Budget Reallocation, and Procurement of Goods and Services to Accelerate the Mitigation of COVID-19; Regulation of the Minister for Home Affairs No. 20 of 2020 on Acceleration of the COVID-19 Mitigation in Regional Governments; and Joint Decree of the Minister for Home Affairs and Minister for Finance No. 119/2813/SJ and No. 177/KMK.07/2020 on Acceleration of the 2020 Regional Budget Adjustment to Mitigate COVID-19 and Safeguard People's Purchasing Power and National Economy.

[15]which has replaced Regulation of the Minister for Social Affairs No. 5 of 2019

[16]Regulation of the Minister for Social Affairs No. 3 of 2021, Article 12 Paragraph 3

Figure 3. DTKS Update Mechanism Based on Law No. 13 of 2011 and Regulations of the Minister for Social Affairs No. 28 of 2017 and No. 5 of 2019

Source: processed from Pusdatin Kesos Kemensos, 2020a; n.d.

Based on the update flowchart in Figure 3, 12 steps need to be taken to verify and validate the data. Some of these steps are highlighted in the next sections to describe the varied implementation or other issues.

a) Step 1: downloading the initial prelist. The prelist, downloaded by the *kabupaten/kota* supervisor/operator from SIKS-NG, is specified by location of residence, i.e., *kecamatan* (subdistricts), village/*kelurahan*/equivalent level, RW[17], and RT[18]. If conducted manually, the prelist is printed by the *kabupaten/kota* operator under the supervision of the *kabupaten/kota* supervisor and submitted to the data collector. If the SIKS-Droid app is used, the prelist is sent to the assigned data collector's device which has been registered in SIKS-NG.

b) Step 3: village/*kelurahan* deliberation meetings. The data collector facilitates the village/*kelurahan* deliberation meetings. The meetings are held by involving the village/*kelurahan* head and officials, public figures, religious leaders, the community, and the *kabupaten/kota* social affairs agency. The result of these meetings is

[17]RW is a unit of local administration consisting of several RT (neighborhood units) within a *kelurahan*.

[18]RT, or neighborhood unit, is the smallest unit of local administration consisting of a number of households.

documented in the minutes of the village/*kelurahan* deliberation meeting forum and signed by the village/*kelurahan* government and the public figures.

c) Step 6: household visits. While visiting households, the data may be inputted using the computer-assisted personal interviewing (CAPI) method through the SIKS-Droid app or the pen-and-paper interviewing (PAPI) method through printed questionnaires. When the PAPI method is used, the data obtained from the household visits must be inputted first by the village/*kelurahan* operator before being sent to the *kabupaten*/*kota* social affairs agency via SIKS-NG offline. When the CAPI method is employed, the data can be sent directly to the social affairs agency via the system.

d) Step 10: sending data to Pusdatin Kesos. When the data from the verification and validation is sent online, the system will automatically perform NIK[19]-based data matching between the DTKS and the data from the Directorate General of Population and Civil Registration (Ditjen Dukcapil) of Kemendagri. If inconsistencies are found, Pusdatin Kesos will request that the *kabupaten*/*kota* government correct the data.

e) A monitoring team is established to monitor data update activities. This is particularly important during three steps: technical guidance sessions (second step), village/*kelurahan* deliberation meetings (third step), and household visits (sixth step).

Since 2019, NIK-based data matching between the DTKS and the data from Ditjen Dukcapil Kemendagri has been implemented.[20] This is to improve data transparency and accountability as well as to make sure that the data on social assistance beneficiaries, which is managed by several parties, can be integrated smoothly and accurately (Pusdatin Kesos Kemensos, 2020a). The COVID-19 pandemic has pushed the central and *kabupaten*/*kota* governments to perform NIK-based data matching more intensively. This was reinforced with the announcement of the Corruption Eradication Commission (KPK) Circular No. 11 of 2020[21], which was issued to minimize invalid social assistance beneficiaries (resulting from duplicate or fictional data). As a result, approximately 86% of the population in the DTKS matched the data from Ditjen Dukcapil Kemendagri as of October 2020 (Kemensos, 2020).

DTKS utilization is regulated by Law No. 13 of 2011, which mandates that the DTKS shall be used as a basis for determining the target beneficiaries of social protection programs from both the central and regional governments (Article 11 Paragraph 2). Furthermore, based on Kemensos' Strategic Plan 2020–2024, the government has a target of 80% of the ministries/institutions/regional governments utilizing the DTKS when implementing poverty reduction programs. Using the DTKS allows the government to plan, budget for, and implement their programs more effectively (TNP2K, 2019). Additionally, DTKS utilization allows the central and regional governments as well as their ministries and institutions to use complementary programs to improve outcomes for the target population.

[19]population identification number

[20]In 2019, KPK's National Corruption Prevention Strategy regarding the validity of household members' NIK was initiated.

[21]KPK Circular No. 11 of 2020 on Utilization of DTKS and Non-DTKS Data in Providing Social Assistance to the Community

III. Description of Poverty Data Updates in the Study Locations

3.1 *Kabupaten/Kota* Government's Knowledge of DTKS Updates

Availability of poverty data is a critical element for facilitating poverty reduction. The regular update of data using better methods and systems to ensure that the data is timely and accurate is equally important (Alkire, 2014). The governments of the study locations, especially their social affairs agencies and Bappeda, already have a good knowledge of this concept. They are also aware of the dynamic nature of socioeconomic conditions and the importance of an up-to-date DTKS and data accuracy.

However, the implementation of timely and accurate data collection is limited. The DTKS has not been updated regularly in the study *kabupaten/kota*. Only *kabupaten/kota* in DKI Jakarta Province have regularly updated their DTKS since 2017. Pusdatin Kesos Kemensos (2020a) classified DKI Jakarta *kabupaten/kota* into the ten most active *kabupaten/kota* in updating the DTKS from 2017 to 2020. Meanwhile, the other five study *kabupaten/kota* have not consistently updated their DTKS; in fact, a few have only begun implementing it as recently as 2019. The various factors influencing this will be elaborated in Chapter 4.

Data quality was impacted by variations in DTKS update mechanisms in the study locations. This indicates that the data updaters did not share the same level of knowledge of the technical aspects of the data update process. Thus, it is highly possible that the quality of the resulting data varies. These mechanism variations will be elaborated in subchapter 3.2.

The reasons mentioned by the informants about the importance of regularly updating the DTKS were closely related to the utilization of the DTKS for regional development. They were generally aware that the DTKS could be used as a reference for determining social protection program beneficiaries. They were also well aware that an up-to-date DTKS could improve both the program targeting accuracy and the effectiveness of government spending. In addition, village/*kelurahan* governments, which have more direct contact with the community, can minimize community disapproval in relation to social assistance allocation when the data used for allocation is accurate and up-to-date.

However, a fraction of *kabupaten/kota* in the study locations had used the DTKS as a reference for determining the beneficiaries of regional social protection programs. Only DKI Jakarta Province and Kabupaten Bojonegoro governments have used the DTKS for most of their social protection programs. Another three *kabupaten/kota* only use the DTKS for a limited number of programs, particularly those managed by the social affairs agency. Governments in all study locations have started to utilize the DTKS for distributing social assistance to mitigate the impact of the COVID-19 pandemic. This was to ensure that the beneficiaries of social assistance during the pandemic (from the central, regional, and

village governments) did not overlap with regular social assistance beneficiaries from the DTKS (PKH and/or Sembako Program).

Three main reasons were reported by informants about the extent of DTKS utilization in social protection programs in their regions. The first reason was related to the political will of regional leaders which is influenced by their compliance with the laws on the utilization of the DTKS and/or their level of awareness and understanding of the importance of the central and regional governments using the same data for the development, implementation, and evaluation of all programs that aim to reduce poverty in the regions. This commitment is realized not only by issuing written regulations but also by ensuring that they are consistently implemented.

The second reason is related to the quality of the DTKS. Most informants in the study locations reported that they have not fully utilized the DTKS and expressed their doubt about its accuracy. This was because many inclusion errors[22] continue to be found in the list of social assistance beneficiaries from the central government. Meanwhile, in the locations with higher utilization of the DTKS, the governments made the decision to tolerate the poorer quality of the existing DTKS while improving it gradually. They reported that the DKTS was the only large-scale, relatively integrated data available and using it for distributing social assistance seemed to be the best choice.

Lastly, low cases of DTKS usage were due to sectoral ego. The local government organizations (OPD) have preferred to use their own internal data rather than the DTKS when implementing poverty reduction programs. In addition, some informants thought that the DTKS was invalid or the procedure to access the DTKS from the social affairs agency was too complicated. The social affairs agency had not disseminated the procedure to some OPD resulting in informants thinking that the DTKS was exclusively for social affairs agency/Kemensos' use. Similarly, some informants from the social affairs agency were unaware that the DTKS could be used by other OPD. This indicates that not every DTKS administrator in the study locations knew about the regulation that mandated the use of the DTKS as a reference to determine the beneficiaries of all social protection programs.

In addition to being the basis for determining beneficiaries of regional social protection programs, the informants revealed that the DTKS could be used to provide an overview on regional poverty at the micro level to complement the macro-level poverty data from the BPS. Nonetheless, some *kabupaten/kota* governments were reluctant to rely on socioeconomic information from the DTKS prior to 2019 or 2020, considering that they last updated the DTKS in 2017, or in some cases, 2015.

3.2 Variation in DTKS Updates by the *Kabupaten/Kota* Government

As discussed earlier, *kabupaten/kota* governments increased the intensity of the implementation as well as household, area, and data coverages for their DTKS verification

[22]nonpoor/vulnerable households included in the DTKS and/or receiving social assistance

and validation following the beginning of the COVID-19 pandemic. This was the case in all study locations, including those that had not previously updated the DTKS regularly. The COVID-19 pandemic was a catalyst for regional governments to begin verifying and validating the DTKS thoroughly. The *kabupaten*/*kota* governments sought to improve the DTKS after many cases of inaccuracies and delays in the disbursement of assistance during the early implementation of the COVID-19 social assistance program. The COVID-19 response highlighted the importance of a high-quality and up-to-date DTKS.

Most of the study locations already have regional regulations on poverty reduction or social welfare which mandates appropriate data management as well as periodic and consistent data collection. In Kabupaten Probolinggo and Kabupaten Maros, for example, these regulations were issued in 2019. Meanwhile, DKI Jakarta Province and Kabupaten Bojonegoro issued the regulation several years earlier, in 2013 and 2015 respectively. DKI Jakarta Province also passed a derivative regulation in the form of a gubernatorial regulation on poverty data management in 2019. In 2019, Kota Probolinggo announced a regulation of the head of the *kota* including guidelines on data updates. On one hand, being at the regional level, these regulations do not guarantee the quality of the implementation of data updates in the regions. On the other hand, these regulations are important because they serve as the basis for implementing data updates and ensuring that data updates will be implemented continuously. The regulations also indicate the governments' commitment to poverty reduction in their regions by improving the targeting of beneficiaries through DTKS updates. Nonetheless, further commitment is needed from the *kabupaten*/*kota* governments to implement the regulations consistently.

In addition, a few of the regions have regulations/policies relating to the utilization of integrated poverty data. DKI Jakarta and Kabupaten Bojonegoro already have their own regulations (gubernatorial regulation and regulation of the head of the *kabupaten*) which require the use of the DTKS as a reference data in determining the beneficiaries of social protection programs. Furthermore, DKI Jakarta Provincial Government has explicitly mentioned the utilization of the DTKS in their Regional Medium-term Development Plan (RPJMD) 2017–2022. This research finds that the reported use of the DTKS by regional governments was linked to improved implementation of data updates. The opposite occurred in regions with relatively low utilization of the DTKS.

Between August and October 2020, almost every government increased their updates of the DTKS (Kemensos, 2019b). However, this quantitative increase does not necessarily reflect improved data quality. This study identifies a number of variations in the implementation of DTKS updates among the study locations, which resulted in varied data quality. Variations of the data update implementation were reported in (i) update frequency, (ii) verified and validated households, (iii) verification and validation coverage, (iv) how data is updated, (v) data updaters, (vi) village/*kelurahan* deliberaton meetings, (vii) data collection facilities, (viii) data input, (ix) data matching, (x) submission of verification and validation results, and (xi) monitoring. These variations are elaborated as follows.

a) Update Frequency

During 2019–2020, all studied *kabupaten*/*kota* governments had fulfilled their obligation to verify and validate the DTKS at least once every two years, based on Law No. 13 of 2011. Some governments did it once or twice a year. It is feasible that the DTKS can capture data changes in socioeconomic status. However, since 2021, many updates have only focused on NIK-based data matching. Also, the increased frequency of data updates conducted by governments during 2019–2020 did not immediately guarantee improved quantity and quality of data. This is because both the quantity and quality of data is greatly influenced by the source that identifies households where data is to be verified and validated, the verification and validation coverage, and data collection methods. The three aspects are explained separately below.

b) Verified and Validated Households

The source of household data to be verified and validated should be the previously approved household prelist from Pusdatin Kesos and a list of new nominations (Figure 3). However, prelist processes vary greatly. In one study location, only households on the previously approved prelist are verified and validated. In another study location, only households on the list of new nominations are verified and validated. Meanwhile, the list of verified and validated households in DKI Jakarta Province is also matched with NIK data from the population and civil registration agency, the Regional Revenue Agency (Bapenda), and poverty criteria guidelines based on the annually issued instruction from the regional secretary.

The new nomination data is usually collected by the head of the RT and program facilitators at the village/*kelurahan* level, as well as active registration or self-registration from the poor/vulnerable people previously not included in the data due to exclusion errors. They usually come to the head of the RT or village/*kelurahan* government to have themselves registered. In Kota Probolinggo, the new nomination data was also received from the social welfare center (*puskesos*) through the Integrated Referral Service System (SLRT) that receives reports from excluded households. During the pandemic, new data nominations in all study locations were usually dominated by the beneficiaries of COVID-19 social assistance that had not been included in the DTKS previously. No change was observed in the self-registration scheme before and after the pandemic, except in DKI Jakarta Province where the online self-registration scheme was introduced to minimize the spread of the COVID-19 virus.

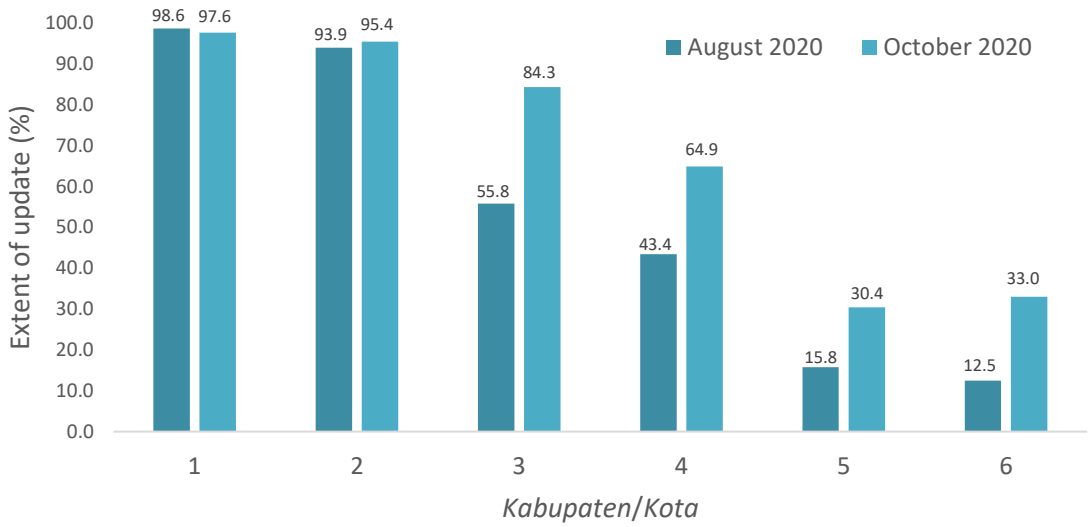
c) Verification and Validation Coverage

Since 2019, regional governments have begun to seriously update (verify and validate) the DTKS by improving verification and validation coverage. Verification and validation coverage is the extent to which the update covers the areas, households, and updated data at the *kabupaten*/*kota* level. It is likely that Regulation of the Minister for Social Affairs No. 5 of 2019 encouraged regional governments to improve their DTKS update processes, in addition to the contribution from the supporting policies issued by the regional heads. However, the existing regulations do not specifically stipulate the extent to which areas, households, or the components of data should be covered during updates.

As a result, the extent of DTKS verification and validation coverage is interpreted and implemented differently by different governments.

At the *kabupaten/kota* level, the extent to which the DTKS is updated varied among the study locations. Based on the data from SIKS-Dataku (Kemensos, 2019b), the extent of DTKS updates from August to October 2020 increased. Kotamadya Jakarta Timur and Kabupaten Bojonegoro updated over 95% of their data during the period that data was updated, while for the other four study locations, the extent of update varied from 30% to 84% (Figure 4). Nevertheless, the extent of update coverage does not ensure the quality of update processes and the resulting data. Data quality is influenced significantly by data coverage and verification and validation mechanisms. For example, one study location had 84% extent of update coverage, but the data was verified and validated without visiting households or holding any village/*kelurahan* deliberation meetings. Also, only the demographic data was updated. These findings affirm the need for the *kabupaten/kota* governments to commit to updating the data not merely for meeting targets, but also for improving data update processes to ensure that quality data is collected.

Figure 4. Extent of DTKS Updates in the Study Locations in 2020



Source: SIKS-Dataku app (Kemensos, 2019b)

In terms of area coverage, the data update in most study locations was conducted in all villages/*kelurahan*. In one of the study locations, the data was updated on a rotational basis, i.e., in eight *kecamatan* in 2019 and six other *kecamatan* in 2020. The dynamics of local politics and budget issues restricted the *kabupaten/kota* governments' ability to update their data simultaneously across all *kecamatan*.

In terms of household coverage, the majority of *kabupaten/kota* governments did not comprehensively update their data. Some *kabupaten/kota* governments only updated households that were registered on the prelist. Other governments only updated households registered on the list of new nominations or those who were beneficiaries of certain programs. Meanwhile, only a few *kabupaten/kota* governments, such as the Government of Kabupaten Bojonogoro, updated all households registered in both the

prelist and the list of new nominations in every data update activity. Household coverage was impacted by the governments' time limitations, budget issues, and insufficient human resources. In one of the study locations, for example, the data was updated in 2017, 2018, and 2020 but only included new nominations and beneficiaries of a regional social assistance program. However, the data they updated in 2019 covered all households in the DTKS, including new nominations and social assistance beneficiaries that had not been covered in the DTKS.

In terms of data content, updates in some regions only partially cover the components of the DTKS, which consists of 44 poverty indicators. For example, some data updaters only match the NIK data and update other administrative data, while the data on household welfare level is only partially updated or not updated at all. Other locations update all components in the DTKS whenever the update activity is conducted. This often occurs in regions that use the SIKS-Droid app, including DKI Jakarta Province and Kabupaten Maros. Informants reported that DKI Jakarta and Kabupaten Maros referred to the 44 indicators, despite experiencing issues with fitting the components to the regional poverty context. Only DKI Jakarta Province has a negative list to complement the central government's poverty criteria and makes indicators fit the regional context. This negative list serves as a preliminary filter of data on household nominees to be included in the DTKS.

Kabupaten/kota governments perceived that the proposed plan to simultaneously update the data in 2021 needed to be realized as soon as possible. They believed that a fully updated and accurate DTKS would be hard to obtain if the old data was still used as a reference and exclusion errors were not corrected. Simultaneously updating the data will allow both the central and regional governments to have a new basic data set whose coverage is to be updated in regions.

d) How the Data Is Verified and Validated

Data verification and validation processes vary. Data is not always verified and validated by visiting households and interviewing the household heads or their spouses. This study finds four variations in how data is collected in the field. First, instead of directly interviewing the households, the data collectors/operators ask for information about households from other parties, such as the head of the RT or cadres[23]. Second, data collectors fill out DTKS questionnaires based on their own knowledge/observation without visiting and/or interviewing the households. Third, the data is updated by gathering all household heads in a certain location and then their data is collected, thus negating the need to visit households and observe conditions. Fourth, the data collectors distribute DTKS questionnaires to every household to answer the document themselves and the data collectors collect the questionnaires later. The practice of not complying with the data update guidelines is seen as an effort to deal with budget and human resource issues. Weak

[23]The term 'cadre' in this working paper refers to people at the village/*kelurahan* level who are actively engaged in various community activities. In this context, cadre includes integrated health service post (*posyandu*) cadres, health cadres, family planning cadres, and other activists at the village/*kelurahan* level who are affiliated with certain programs.

monitoring also allows this to persist, either with or without the knowledge of data updaters at the *kabupaten/kota* level.

e) Data Verifiers and Validators

At the *kabupaten/kota* level, the DTKS is generally managed by a section at the social affairs agency. Roles within the organizational structure of the DTKS verification and validation are coordinator, data PIC, data operator/processor, and data collector. The coordinator and data PIC roles at the *kabupaten/kota* level are often assumed by a person who also holds another structural position at the social affairs agency. This makes the person's workload excessive and data updates were viewed as extra workload. Among the six study locations, only DKI Jakarta has the Center for Social Security Data and Information (Pusdatin Jamsos) as a separate technical unit under the social affairs agency tasked to process poverty and social assistance data, including the DTKS.

At the village/*kelurahan* level, the data collector role in most study locations is usually assumed by certain positions or roles, such as village/*kelurahan* officers, operators, heads of the RT/RW, or cadres. One study location assigns the Poverty Reduction Integrated Service Unit (ULTPK) facilitator to be the data collector at the village/*kelurahan* level. Only DKI Jakarta and Kabupaten Bojonegoro have had specifically appointed data collectors at the village/*kelurahan* level since 2019.[24] Holding multiple positions may help save resources but at the same time may affect the data collector's decision to (i) visit or not visit households, (ii) interview or not interview households in person, and (iii) ask all or some components of the DTKS, focusing on components relating to demographic data. However, since 2021, the data verifiers and validators at the village/*kelurahan* level are usually village/*kelurahan* officers or heads of the RT/RW. This is because, since 2021, the data has been updated once every month as instructed by the minister for social affairs and has been focused on NIK-based data matching. This focus on NIK-based data matching was found in all study locations, except in DKI Jakarta, where data collectors are still specifically assigned.

Generally, provincial governments play a minimal role in the DTKS update activity in all study locations. Their role includes receiving the prelist from the central government or submitting the verification and validation results to the central government. Governments at the *kabupaten/kota* level agree that support from the provincial government for data verification and validation is needed. This support could include (i) forming policies consistent with legal requirements, (ii) adequate budget provision, (iii) technical support through procurement of facilities, (iv) infrastructure and technical guidance, and (v) facilitating interagency coordination for updating data at the *kabupaten/kota* level.

[24]In 2021, the Government of Kabupaten Bojonegoro did not allocate any budget for data collectors at the village/*kelurahan* level. This is because in late 2020 the central government disseminated that the DTKS would be simultaneously updated using the state budget in 2021.

f) Village/*Kelurahan* Deliberation Meetings

The village/*kelurahan* deliberation meeting is an important step in producing sources of household data to be verified and validated. However, its execution has not been optimal due to process and participation limitations.

In terms of mechanism, the village/*kelurahan* deliberation meeting process tends to merely serve as a formality for checking demographic status and signing the meeting minutes, where the meeting may only be a mere 20 minutes.

In terms of participation, community participation in village/*kelurahan* deliberation meetings is limited as they are generally attended only by the elite and the poor/vulnerable are not involved. Deliberation meetings in Kabupaten Maros are one of the few that involve the poor/vulnerable, including program beneficiaries, as participants of the meetings.

In terms of discussion, village/*kelurahan* deliberation meetings generally focus more on demographic status matches and discussing new nominations. In one of the study villages/*kelurahan*, no deliberation meetings are held because of the absence of new nominations. The village/*kelurahan* government tends to prioritize discussing new nominations in village/*kelurahan* deliberation meetings to reduce exclusion errors. On the other hand, household data inclusion errors are rarely discussed and such errors continue to occur.

In terms of time, the policy states that village/*kelurahan* deliberation meetings should be held before household visits (Figure 3). However, in practice, several village/*kelurahan* governments organize their village/*kelurahan* deliberation meetings after household visits. Some informants reported that they were not aware of the provisions that should have been followed and only follow the usual practice. Others stated that they did not hold meetings on purpose because all households in the prelist would be visited, regardless of whether the meeting was held or not. A second reason is that the meeting is deemed as the final medium to validate the result of field verification and it is deemed better to hold the meeting after household visits.

g) Data Collection Facilities

Only DKI Jakarta and Kabupaten Maros update their DTKS using the SIKS-Droid app. Meanwhile, in most study locations, the DTKS is still updated using printed questionnaires. The device used to verify and validate the data in DKI Jakarta and Kabupaten Maros comes from the SLRT program facility funded by the state budget, was procured by regional governments through their regional budget, or was the data collector's own device. The limited storage capacity of the device is a significant issue. Furthermore, according to the data verifiers and validators in DKI Jakarta, the SIKS-Droid app should be connected to the population and civil registration agency's system so that they are able to perform NIK-based data matching.

Data verifiers and validators at the *kabupaten/kota* and village/*kelurahan* levels reported that using printed questionnaires was not time efficient and increased the likelihood of data input errors. They expressed interest in using the SIKS-Droid as the app was

equipped with a feature to take a picture of the house and collect geodata and interview duration information, which will improve data validity. They believe that using the app will also decrease the data collectors' reluctance to remove households registered in the DTKS due to inclusion errors, making the data more objective. Network issues and the cost are the main reasons for not using the SIKS-Droid app. This indicates that some data updaters at the *kabupaten/kota* level do not understand the app's functionality, which has an offline mode that enables the app to be used in blank spot areas.

h) Input of Verification and Validation Results

At the village/*kelurahan* level, the data that was gathered using printed questionnaires is inputted by village/*kelurahan* operators. This role is usually assumed by a staff member who also serves as a data collector. The field data collectors, who use paper questionnaires, submitted the verification and validation results to the village/*kelurahan* operator to be inputted into the SIKS-NG app offline. The inputted data from the verification and validation is then submitted to *kabupaten/kota* operators. Before the pandemic, village/*kelurahan* operators submitted the data in person to the social affairs agency. Since the pandemic, the data is more frequently sent via email or WhatsApp Messenger app. Data collection using the SIKS-Droid app is inputted directly by data collectors and does not require the village/*kelurahan* operator role.

At the *kabupaten/kota* level, the offline data from village/*kelurahan* operators (when SIKS-Droid is not used) and the data from field data collectors (if SIKS-Droid is used) are imported by *kabupaten/kota* operators to the SIKS-NG app online. The study locations typically have one operator, except Kabupaten Bojonegoro, which has four. In one of the study locations, the operator also acts as the verification and validation coordinator, the data PIC, and a staff member of the social affairs agency. The large workload from assuming multiple roles potentially increases the chance of data input errors because of human error. The loss of the data that is being/has been inputted into SIKS-NG online is another issue.

i) Matching Verification and Validation Results with Demographic Data

The DTKS data is matched with NIK at the central and regional levels. At the regional level, the NIK-based data matching is carried out by the *kabupaten/kota* operator. The social affairs agencies in most of the study locations have entered into a cooperation agreement with the local population and civil registration agency (by approval from Kemendagri) in order to make the access easier for matching DTKS data with NIK data. Meanwhile, the data matching at the central level is carried out by Pusdatin Kesos after receiving the input from the *kabupaten/kota* government. If a mismatch is found, the data will be returned to the *kabupaten/kota* government to be corrected. However, the issue is that the data that has been declared 'matched' at the *kabupaten/kota* level is frequently declared 'mismatched' at the central level. Neither the social affairs agency nor the population and civil registration agency understands why this occurs.

j) Submission of Verification and Validation Results

The *kabupaten/kota* operator submits the verified and validated data result to Pusdatin Kesos by uploading it onto the SIKS-NG app online. The data updaters often report that

the verification and validation results may be rejected by the central government for a number of reasons. The first reason is incomplete documents. The data submission requires minutes and approval letters signed by the head of the *kabupaten/kota*. Some required documents may have not been sent by the *kabupaten/kota*. The second reason is technical difficulties. Uploading data from the verification and validation results onto SIKS-NG online heavily depends on the internet connection and poor network connections may disrupt uploads. The third reason is that the verification and validation result at the regional level failed to match the central government's data. The online SIKS-NG app has not been equipped with a system or mechanism that can confirm whether the uploaded data has been received and accommodated or not.

k) Monitoring

Monitoring and oversight adherence is an important part of the verification and validation process in the regions. Stages, such as technical guidance, village/*kelurahan* deliberation meetings, and household visits, should be monitored. Most study locations are yet to establish monitoring roles or implement monitoring. Only DKI Jakarta has monitoring officers. This is possible because DKI Jakarta has Pusdatin Jamsos, which allows roles to be divided in a more structured fashion and include monitoring roles. In other locations, the role of monitoring is implicitly attached to the verification and validation coordinator or data PIC at the *kabupaten/kota* level if they also assume a structural position at the social affairs agency. The absence of monitoring may result in the data collection process failing to meet guidelines.

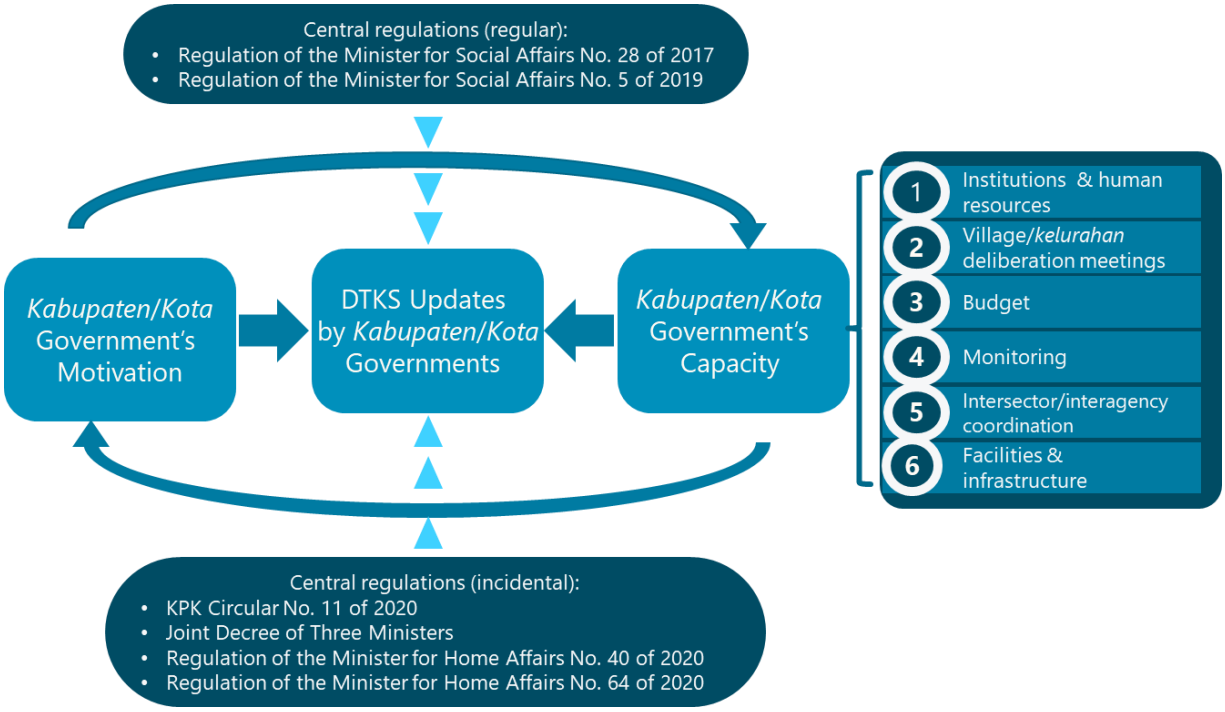
IV. Factors Influencing DTKS Updates in the Study Locations

This study identifies several factors that influence the DTKS update process, including (i) motivation of *kabupaten/kota* governments, (ii) regulations, (iii) institution and human resources, (iv) village/*kelurahan* deliberation meetings, (v) budget, (vi) monitoring, (vii) coordination, and (viii) access to facilities and infrastructure for data updates. These factors can be classified by two themes, namely *kabupaten/kota* governments' motivation to update the DTKS and their capacity to update the DTKS (Figure 5). Motivation and capacity interact with each other. *Kabupaten/kota* governments' motivation is crucial in determining the governments' consistency in updating the DTKS in a systematic, effective, and timely manner. Strong motivation and perceived utility encourage *kabupaten/kota* governments to make a policy commitment that prioritizes DTKS updates through, for example, their budget allocations. Meanwhile, *kabupaten/kota* governments' capacity—namely institutional and human resources, village/*kelurahan* deliberation meeting, budget, monitoring, coordination, and facility/infrastructure—affects update implementation and the quality of the resulting data.

In addition, central government regulations serve as a reference for data update mechanisms at the regional level. *Kabupaten/kota* governments' motivation and capacity

will determine the extent to which the data update activity matches the mechanism stipulated in Regulations of the Minister for Social Affairs No. 28 of 2017 and No. 5 of 2019 and additional regulations issued in 2020 as a response to the COVID-19 pandemic. These incidental regulations also affected the implementation of DTKS updates at the regional level in the last year.

Figure 5. Factors Influencing DTKS Updates in the Study Locations



The eight factors that influence independent DTKS updates in the study locations are elaborated further below.

a) *Kabupaten/Kota* Governments' Motivation

Kabupaten/kota governments' motivation in updating the DTKS is influenced by external and internal factors. The main external factor is regulations from the central and provincial governments that must be implemented by the *kabupaten/kota* governments. These regulations include those that regulate the authority of the *kabupaten/kota* governments in updating the DTKS and the technical implementation. Regulations from the provincial government normally instruct or encourage the *kabupaten/kota* governments to readily implement the central government's regulations. This can strengthen the *kabupaten/kota* governments' confidence to consistently implement the central government's regulations.

The COVID-19 pandemic is another external factor that greatly influenced the implementation of the DTKS update. The pandemic created motivation for improving the DTKS update process. The central government required the DTKS to distribute various social assistance programs and mitigate the impacts of the COVID-19 pandemic. The central government encouraged *kabupaten/kota* governments to improve and update DTKS data, using regulations and imposed sanctions as stipulated in the Joint Decree of Three Ministries and the KPK Circular. The pandemic has also served as a catalyst for the

kabupaten/kota governments to better update the DTKS for the purpose of distributing social assistance programs that they had implemented at the regional level to mitigate the impact of the COVID-19 pandemic.

In addition to external factors, *kabupaten/kota* governments' motivation is also influenced by internal factors and encouragement from within the governments themselves, including political support and leadership of the head of *kabupaten/kota*. Their commitment is usually reflected through the vision and mission to reduce poverty in the RPJMD, knowledge on how to utilize data that is integrated between the central and *kabupaten/kota* governments, as well as the existence of regional regulations that regulate poverty reduction policies by incorporating regular data updates.

In the context of poverty reduction programs, *kabupaten/kota* governments design and implement social assistance programs that target low socioeconomic groups. According to regional informants, it is important to have regional regulations that facilitate the implementation of a policy/program as they ensure that a portion of the regional budget is allocated to fund the activity.

This research finds a positive relationship between the strength of internal factors and the level of *kabupaten/kota* governments' capacity for improving DTKS updates. Regional capacity is driven by the need to use the DTKS to accurately determine the target beneficiaries of planned social protection programs. The need for accurate data may motivate *kabupaten/kota* governments to allocate resources and budget to update the DTKS systematically and regularly.

Thus, this research finds a positive relationship between *kabupaten/kota* governments' motivation levels regarding poverty reduction and better implementation of independent and regular DTKS updates. Meanwhile, *kabupaten/kota* governments' capacity for appropriate implementation greatly determines the success of DTKS updates and the quality of resulting data. This research identifies several factors related to *kabupaten/kota* governments' capacity that affect the quality of DTKS, which will be explained next.

b) Several Regulations Are Unclear or Incomplete

This research finds that all *kabupaten/kota* governments are aware of the importance of regular DTKS updates and using the data as a reference to determine the beneficiaries of poverty reduction programs, especially COVID-19 pandemic-related programs. However, the frequency, coverage, and even the processes of data updates vary and this impacts the consistency and quality of data. Implementation variation occurs because government guidelines are unclear or incomplete. Processes vary in a number of fields, including how to collect data, what the data should cover, and what components of the data should be updated, as well as how village/*kelurahan* deliberation meetings should be held. This variation indicates that the dissemination of guidelines and regulations was inadequate and the topics discussed in technical guidance sessions were incomplete. Informants reported the unavailability of technical and practical guidelines on the DTKS update mechanism and monitoring. This impacted the update process at every stage (e.g., tutorials and simulations of village/*kelurahan* deliberation meetings, how to collect data or conduct interviews, and how to use SIKS-Droid). Additionally, the data updaters generally

commented on the limited time span available to update the DTKS even though the update frequency is already regulated.

Another reported barrier was that data variables do not accurately capture local socioeconomic conditions and contexts. Data updaters stated that several variables or indicators in the DTKS were not suitable to distinguish poor/vulnerable households from their nonpoor/nonvulnerable counterparts in their region. Informants suggested that it is important to have a mechanism that allows *kabupaten*/*kota* governments to add poverty variables to improve the utility of the data for the local context.

c) Institutions and Human Resources Are Inadequate

Generally, DTKS updater roles are not specialized which can cause human resourcing and morale problems. The DTKS updater position is generally assumed by an official from the social affairs agency who is also holding another structural position at the same time. This makes the staff's workload excessive. The task of updating the DTKS tends to be deemed as an extra job. Furthermore, most *kabupaten*/*kota* had not appointed officers to monitor the whole process of the DTKS update.

Likewise, in some villages/*kelurahan* updating the DTKS is also treated as an extra job by the officials. The data collector position, for example, is usually held by heads of the RT/RW. In other locations, personnel (usually locals) were specifically appointed for the job. In addition, the role of the village in the DTKS update was questioned by stakeholders, especially the village government and Kemendes PDTT, as villages have their own authority based on Law No. 6 of 2014 on Villages.

Human resourcing challenges were demonstrated by the fact that multiple positions and functions are held by an individual. These issues are exacerbated by staff movement. Knowledge about the DTKS decreases when staff transfer out of the position. Transfers of officials assuming the DTKS updater position occurred in almost all study locations. Few mechanisms are in place to transfer knowledge between the old and new officials related to the regulations and mechanisms of DTKS updates. This further weakens the understanding, policy implementation, and continuity of DTKS updates in *kabupaten*/*kota*.

There is minimal involvement of institutions, other than the social affairs agency, in the DTKS updates. The BPS has expertise in the technical aspects of data collection and could facilitate technical guidance sessions, however many agencies fail to utilize the BPS as a resource for technical guidance sessions. Technical guidance sessions are an important part of building capacity in the DTKS workforce and should be held to build a complete understanding of a development activity, including implementing DTKS updates in accordance with regulations. In practice, only two regions involved the BPS as a partner in their technical guidance sessions before data collection. Technical guidance sessions in the remaining four regions were facilitated by the *kabupaten*/*kota* social affairs agency. These technical guidance sessions put more emphasis on the technical aspects, like the use of SIKS-NG/SIKS-Droid and data entry. Discussions about the mechanisms and steps for updating data comprehensively were reported to be limited. As a result, the basic principles and concepts of DTKS update goals were not fully understood by the data

updaters and updating the data was treated merely as an activity to fulfill their regular duty.

The TKPKD assists regional governments to formulate plans to reduce poverty in regional areas. No direct involvement of the TKPKD in the DTKS was visible to this study. Also, the role of the provincial government in DTKS updates was not apparent in receiving the prelist from the central government or submitting collected data to the central government. Ideally, provincial governments would play a more active role in facilitating and supporting the *kabupaten*/*kota* governments in their region during the DTKS update process.

d) Ineffective Village/*Kelurahan* Deliberation Meetings

Village/*kelurahan* deliberation meetings have only been a mere formality and have not followed best practice to fulfill their verification and validation purpose. As such, inclusion errors may be left uncorrected. There were indications that the village/*kelurahan* governments were not committed to holding meetings because the verification and validation results of the previous period were not accommodated in the DTKS approved by the minister for social affairs. Also, few village/*kelurahan* governments hold the meetings after household visits. This practice leads to an unreliable list of households to be verified and validated during household visits.

e) Budget for Data Updates Is Limited

Regional budgets allocated to the DTKS update process are varied and limited. The available budget is generally allocated to pay honorarium fees for DTKS operators at the *kabupaten*/*kota* and village/*kelurahan* levels. Therefore, few data collectors are specifically appointed to visit households. Even if the region has data collectors, their position is usually assumed by village/*kelurahan* officials, heads of the RT, and cadres. Consequently, not every stage of data update is performed in accordance with government guidelines.

In addition, governments can inconsistently implement budget allocations. The regional government in one study location allocated for a village/*kelurahan*-level data collector in the regional budget in 2019 and 2020. However, in 2021, no budget was allocated for the same component. Central government funding to conduct simultaneous data updates in 2021 was the reason this regional government did not allocate the budget to pay data collectors at the village/*kelurahan* level.

Other implications of limited budget include (i) data being not verified and validated regularly, (ii) not all data at the household level being updated, and (iii) village/*kelurahan* deliberation meetings being not organized properly. These steps are important in determining the accuracy of household data inputted into the DTKS. Budget availability is considered one of the determining factors of proper implementation of the DTKS update. Based on the evaluation by Kemensos, most regions fail to update their data due to limited budget (Kemensos, 2020). *Kabupaten*/*kota* governments require assistance for funding the DTKS update process from either the state or provincial budget.

Kabupaten/*kota* governments, with high utilization of the DTKS, allocated their DTKS update budget in a systematic and planned manner. A special institution for managing the

DTKS was formed. Incentives were provided for data managers/updaters at the *kabupaten*/*kota* and village/*kelurahan* levels (including DTKS operators and data collectors at the village/*kelurahan* level). Also, tablet computers were procured to update the data.

In contrast, no villages allocated any portion of their village budget to specifically fund the DTKS update activity. However, the governments in the study villages in Kabupaten Maros allocated their village budget to organize many village deliberation meetings for various purposes, including to discuss the list of households to be visited during the DTKS verification and validation process. Some informants noted the possibility of involving villages in funding DTKS update activities through the Village Fund, for example, to recruit data verifiers and validators. Use of the Village Fund has also been explicitly identified by Kemensos in their Strategic Plan 2020–2024. However, this is contentious because the DTKS update process is deemed beyond the authority of villages.

f) No Update Monitoring Has Been Conducted

Monitoring plays a crucial role in ensuring that the DTKS is updated efficiently to produce high-quality data that minimizes inclusion and exclusion errors. However, monitoring has been weak with limited monitoring activities occurring in most study locations. Lack of monitoring has been caused by the absence of officers specifically tasked to monitor the compliance of technical guidance sessions, village/*kelurahan* deliberation meetings, and household visits with guidelines.

g) Poor Interagency Coordination

The DTKS update process is centered at the social affairs agency. In some *kabupaten*/*kota*, coordination between relevant institutions/agencies has been limited, especially in regions with low DTKS utilization. Sectoral competition has occurred between agencies that implement poverty reduction programs. These agencies prefer relying on internal data of their own programs to using DTKS data. While doubting the validity of the DTKS, some agencies note that the procedure to obtain access from the social affairs agency is too complicated. The social affairs agency is yet to disseminate guidelines regarding the procedure for other agencies to obtain access to the DTKS. Some informants believed that the DTKS can only be used by the social affairs agency/Kemensos.

Weak coordination between agencies in charge of demography and the social affairs agency has hampered the process of matching NIK with DTKS data. This is especially found in regions where cooperation had not been established between the social affairs agency and the population and civil registration agency.

The coordination between the social affairs agency and village/*kelurahan* governments generally involves the village/*kelurahan* operator and not the village/*kelurahan* head. As a result, the head of village/*kelurahan* is not necessarily fully aware of the DTKS update activity in their area.

Lack of coordination also occurs between the central and regional governments. This issue occurs because data update results are not always accepted by the central government. Data updaters in regions reported that they often found that the DTKS, approved in the decree of the Minister for Social Affairs, continued to use out-of-date data despite

updated data being available. For this reason, *kabupaten/kota* governments believed that the submitted up-to-date data had been rejected. Informants reported that this has caused morale and motivation problems among regional governments, including village/*kelurahan* governments, and reduced the chance for regular updates of the DTKS.

h) The Available Facilities and Infrastructure for Data Updates Are Inadequate

Access to facilities and infrastructure for the data update process greatly determines the data accuracy and the timeliness of data submissions. Collecting data using SIKS-Droid is also recognized to have the potential to increase the data validity. Nevertheless, in most of the study locations the data has not been updated using the app because of limited access to hardware. In addition, most study locations lack facilities for online self-registration for potential program beneficiaries. Self-registration would be useful to accommodate households unregistered in the DTKS due to exclusion errors. Online self-registration became even more important during the pandemic and in urban areas not only because there was an increase in the number of poor and vulnerable households, but also because it reduces mobility and direct interaction. However, technical difficulties regarding the scheduling and uploading the verification and validation results were reported to often occur and hindered regional governments' ability to access SIKS-NG on the scheduled time.

V. Conclusion And Recommmendations

5.1 Conclusion

Updating poverty data that must start from the village/*kelurahan* level is an important element in the reform of social protection in Indonesia. The target to reduce extreme poverty down to 0% by 2024 increases the need for quality data to facilitate and accurately evaluate outcomes. Regular data updates and utilization of accurate socioeconomic data for targeting poverty reduction programs has contributed to the reduction of extreme poverty in several countries. This study has identified the importance of regular and systematic processes to successfully update data. Regulation of the Minister for Social Affairs No. 3 of 2021 has replaced Regulations of the Minister for Social Affairs No. 28 of 2017 and No. 5 of 2019 during the study period. Despite this change, the findings of this study identify important factors that are lessons learned for the effort to improve the update process and quality of the DTKS in the future.

5.2 Recommendations

Based on the discussion in the previous chapters, we propose several recommendations to encourage regular and systematic updates of the DTKS to accelerate the reduction of extreme poverty in Indonesia.

1. Encourage regional governments to utilize the DTKS to increase motivation to update the data regularly.
    a) The central government should disseminate the DTKS utilization policy more intensively to regional governments, village/*kelurahan* governments, and nongovernment parties. This can be done by improving coordination and cooperation of related ministries, especially Kemendagri, Kemensos, and Kemendes PDTT.
    b) The central government can develop a mechanism to ensure that provincial and *kabupaten/kota* governments use the DTKS as a reference to determine beneficiaries of regional poverty reduction programs, including programs that substitute or are complementary to those from the central government. For example, the central government may issue a regulation of the minister for home affairs or regulation of the minister for finance on social assistance spending that requires the use of the DTKS as a source of data.
    c) Provincial and *kabupaten/kota* governments can explicitly include a DTKS utilization agenda in their regional planning document, which is accommodated in the technical planning of every agency as a part of poverty reduction effort.
    d) Provincial and *kabupaten/kota* governments can issue regulations (gubernatorial regulations/regulations of the head of the *kabupaten/kota*) that require the utilization of the DTKS as a reference for poverty reduction programs in all agencies. In addition, technical agencies, village/*kelurahan* governments, and nongovernmental parties that implement poverty reduction programs require authorization to access the latest DTKS data with mechanisms that ensure data confidentiality.

2. Ensure that regulations/policies on DTKS update implementation can be properly understood and adhered to by personnel responsible for updating the DTKS at the regional level.
    a) The central government can issue a government regulation as a derivative of Law No. 13 of 2011 and Law No. 23 of 2014 to clarify the following:
        (1) Roles and responsibilities of *kabupaten/kota* governments related to regular and high-quality updates of the DTKS, including the implementation of a performance-based reward/punishment scheme.
        (2) Roles of provincial governments in facilitating *kabupaten/kota* governments to update the DTKS by, for example, providing budget or facilities/infrastructure, organizing technical guidance sessions, and coordinating agencies in charge of implementing the update at the *kabupaten/kota* level.

b) The central government needs to create technical and practical guidelines on the mechanism to update the DTKS and on how to monitor it at every stage, as well as disseminate it to DTKS updaters at the regional level. The guidelines must:
   (1) affirm that the update in one year covers all households which includes the prelist from the previous data update period and new nomination data;
   (2) set the time for updating the DTKS on a scheduled basis with adequate time allocation;
   (3) affirm the authorization/assignment of village/*kelurahan* governments to update the DTKS;
   (4) provide capacity for regional governments to include regional context and criteria of poverty as additional indicators to complement the 44 core indicators (these indicators may be used to assess poor households ranking at the central level); and
   (5) create a registration scheme for the public to be included in the DTKS by *kabupaten*/*kota* governments which uses a proactive system to minimize exclusion errors.

c) The central government can rapidly disseminate the latest regulations on DTKS management and updates to data updaters at the regional level. This should include the technical guidelines and derivative regulations, as well as those regulations affected and/or replaced by the new regulations.

3. Encourage the availability of effective institutions and sufficient human resources for DTKS management.

   a) *Kabupaten*/*kota* governments can provide a special team under the social affairs agency that focuses on updating and managing the DTKS with adequate human resources in terms of their number and capacity at the *kabupaten*/*kota* and village/*kelurahan* levels by:
      (1) utilizing relevant existing agencies at the regional level, like SLRT;
      (2) formulating a structure of DTKS administrators and ensuring that the human resources at every level is available with every role being filled and no one assuming multiple positions/functions at the same time; and
      (3) establishing a structured mechanism for transfer of knowledge to address employee loss.

   b) *Kabupaten*/*kota* governments should involve institutions competent in large-scale data collection as a resource entity for providing technical guidance sessions for all managers and administrators of the DTKS update before the update commences.

   c) The topics discussed at technical guidance sessions need to cover not only SIKS-NG/SIKS-Droid, but also the stages and mechanisms of the DTKS update process.

4. Ensure that village/*kelurahan* deliberation meetings are consistently organized in accordance with regulations.

   a) If the central government provides space to incorporate poverty criteria according to the regional context, then *kabupaten*/*kota* and village/*kelurahan* governments

can consider regional poverty criteria when deciding the final prelist (list of households to be visited) during village/*kelurahan* deliberation meetings.

b) *Kabupaten*/*kota* governments should ensure that village/*kelurahan* deliberation meetings verifying the prelist and new nomination data are held in accordance with the guidelines (including its mechanism, participant representation, and the prelist to be discussed).

c) *Kabupaten*/*kota* governments ensure that village/*kelurahan* governments facilitate community participation in village/*kelurahan* deliberation meetings to improve data accuracy by:

(1) holding premeetings on a smaller scale (RT/RW/*dusun*[25]) by utilizing the existing regular meeting forums; and

(2) ensuring the representation of various community groups, including the poor/vulnerable, from all RT/RW/*dusun* at all meetings.

5. Ensure that sufficient budget is available.

a) The central and provincial governments need to allocate their budgets to sufficiently support the DTKS update by *kabupaten*/*kota* governments.

b) Bappeda needs to strengthen interagency coordination at the *kabupaten*/*kota* level (i.e., social affairs agency, Bappeda, regional secretary, and DPRD) to ensure that the DTKS update is included in their planning and budgeting processes every year. Bappeda can utilize the SEPAKAT (i.e., integrated planning, budgeting, monitoring, analysis, and evaluation system for poverty reduction) app to ensure that budget is available for and used in DTKS update implementation.

6. Ensure that the process and result of DTKS updates are closely monitored.

a) *Kabupaten*/*kota* governments should monitor the DTKS update process, especially technical guidance sessions, village/*kelurahan* deliberation meetings, and household visits.

b) To minimize inclusion and exclusion errors:

(1) Monitoring needs to include active public participation through various available platforms, such as the complaint report unit in villages/*kelurahan*, community groups (on WhatsApp Messenger/Telegram apps), village/*kelurahan* deliberation meetings, or RT/RW/*dusun* forums.

(2) *Kabupaten*/*kota* and village/*kelurahan* governments need to apply a social sanction system for those households registered in the DTKS due to inclusion errors through, for example, a mechanism for flagging beneficiaries.

7. Strengthen interagency coordination for implementing DTKS updates in regions.

a) Bappeda should facilitate coordination between the social affairs agency, as the agency responsible for the DTKS, and the population and civil registration agency to accelerate the NIK-based matching process.

[25]A *dusun* is an administrative area within a village, consisting of a number of RT.

b) Bappeda should facilitate coordination between the social affairs agency and the village community empowerment agency to support the DTKS update at the village level. Coordination between the village community empowerment agency and villages can be done through village/*kelurahan* heads deliberation meetings. The village community empowerment agency can also increase the capacity of village facilitators to communicate with the village government and monitor the use of the Village Fund in supporting data collection.

8. Ensure that adequate facilities and infrastructure for the DTKS update process are available.
   a) The central government needs to upgrade SIKS-NG to minimize errors and other technical problems during the uploading of updated data by *kabupaten/kota* governments. This will ensure that the uploaded results which have complied with regulations will be accommodated.
   b) The central government needs to accelerate the use of SIKS-Droid (with adequate data storage capacity) in all regions to improve data validity.

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