The Impact of Village Cash for Work Intensive Program on Poverty Reduction in Indonesia

Novita Riani[1*], Adawiya Taufani[2], Stephani Eka Putri Maru'ao[3]
[*]noviehartadi@gmail.com
ORCID: 0009-0001-0157-1783

Ministry of Villages, Development of Disadvantaged Regions, and Transmigration, Jakarta, Indonesia[1,2,3]

Abstract. High poverty rates in rural areas are one of the big contributors to poverty in Indonesia. The government has carried out various interventions to alleviate poverty, including the Village Cash for Work Intensive Program (*Padat Karya Tunai Desa* - PKTD), which originates from village funds. This study aims to find out empirically how much the PKTD program impacts reducing poverty levels. The data used in this study is secondary data for 2021-2022 in 205 districts in Indonesia. This study uses a quantitative approach with a panel data method. The results showed that PKTD had a significant effect on the poverty rate, where if PKTD increased by 1%, it would reduce the poverty rate by 0.35%. In addition, the poverty rate is also significantly influenced by the GRDP growth rate and the average length of schooling in the district. Therefore, the government can use the PKTD scheme as a way to alleviate poverty and make improvements to the program.

Keywords: developing country, poverty, rural economics, village cash work intensive

1. Introduction

Poverty is common, especially in developing countries [1]. The United Nations (UN) calls on each country to be able to alleviate poverty within any aspect and through various means. The first Sustainable Development Goals (SDGs) stated the goal to end poverty in all its forms everywhere [2]. Moreover, Indonesia brought down this goal into 18 Goals Village SDGs. Poverty alleviation is the first target in the Village SDGs. It is targeted that by 2030, the poverty rate in villages will reach 0 so that there are no poor people in rural areas [3]. However, poverty in rural areas still dominates poverty in Indonesia, even though around half of the population now lives in urban areas [4]. The percentage of poor people in rural and urban areas can be seen in Figure 1.

Based on Figure 1, in the last five years, the highest poverty rate in villages occurred in 2017, at 13.7%, and the highest in cities in 2021, at 7.74%. Although the poverty rate in villages and cities tends to fluctuate yearly, the poverty rate in villages is always higher than in cities. This is because people in villages have lower incomes and purchasing power, limited quality employment opportunities, limited assets owned by the community, low levels of rural facilities and infrastructure services, low quality and skills of human resources, and weak community-based institutions and organizations [5].

Poverty is also closely related to inequality because it causes differences in income distribution between the rich and the poor [6]. In Indonesia, inequality happens widely with unique characteristics in each province and island. Figure 2 compares the Gini coefficient in rural areas in 33 provinces in Indonesia in 2022.

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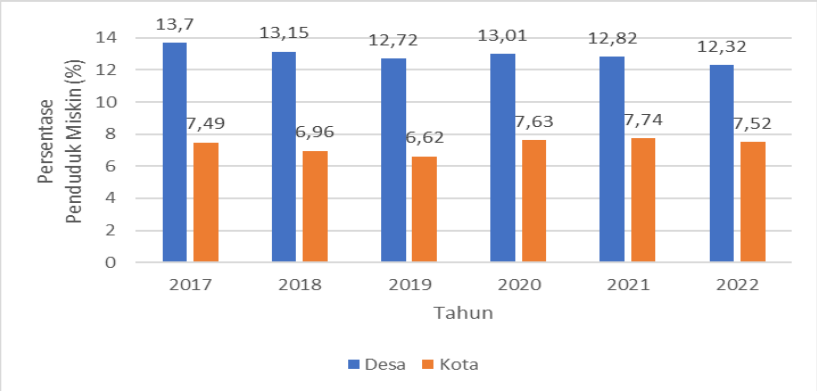

Figure 1. Percentage of poor people in villages and cities in 2017-2022
Source: Badan Pusat Statistik, 2023

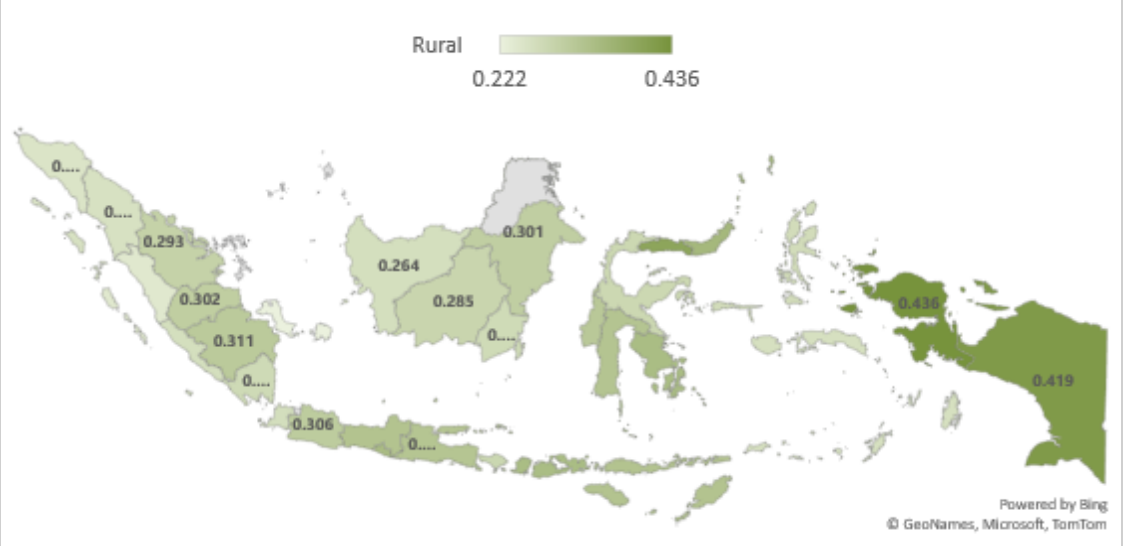

Figure 2. Comparison of the Gini ratio of rural areas in 33 provinces of Indonesia, September 2022
Source: Badan Pusat Statistik, 2023

Figure 2 shows that income inequality in villages is widespread. The top five regions with the highest gaps are West Papua (0.436), Papua (0.419), Gorontalo (0.395), North Sulawesi (0.352), and Yogyakarta Special Region (0.342). Many factors contribute to inequality, including education level [7]. Unequal access to education between urban and rural areas causes some people not to have equal opportunities to access information [4]. This can exacerbate income inequality and increase poverty [4].

The role of education as a gateway to poverty alleviation is inseparable since it has become a critical problem that must be addressed [1]. Education plays an important role in explaining inter-generation income inequality that can be formed through how long people have been educated [8]. The average years of school can be seen in the following figure.

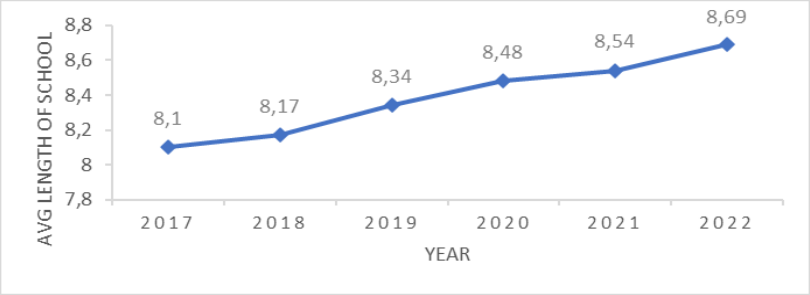

Figure 3. Average years of school of the population ≥ 15 years of age in Indonesia 2016-2022
Source: Badan Pusat Statistik, 2023

Figure 3 shows the average years of school taken by people in Indonesia. The increase from year to year is only able to reach 8.69 years, based on 2022 data. This shows that the average length of school taken by the community is still not in line with the 12-year Compulsory Education program promoted by the government [9].

In addition, understanding the relationship between the economic growth rate and poverty alleviation is becoming more important than ever for Indonesia. Because in the past decade, the financial sector has become the locomotive for the economy. The financial sector's contribution to economic growth is shown by an increase of 1.61% from 3.7% in 2021 to 5.31% in 2022 (BPS). The importance of poverty alleviation is not only carried out by the central government but also by local governments. An important part of the goal of decentralization is to accelerate poverty reduction [10].

The government passed Law No. 6/2014 on Villages to encourage equitable economic growth and address rural-urban disparities. The policy is expected to achieve equitable development, increase villagers' access to public services, and reduce regional disparities, poverty, and other social problems. The law mandates villages to be independent in village development and governance, including the management of village finances and assets. This is in line with the president's vision in the 3rd *Nawacita*, i.e., building Indonesia from the periphery and strengthening rural areas.

Furthermore, the implications of fiscal decentralization policies in village development can be seen in the direct transfer of funds allocated from the State Budget (APBN), known as village funds, and revenue sharing funds from Regency Original Revenue (PAD). Government Regulation No. 8/2016 on Village Funds is one of the breakthroughs in fiscal decentralization expected to help overcome poverty problems in villages [11]. Village funds are distributed to each village to improve the welfare of village communities through programs designed to be village-based equitably so that village governments can manage funds according to their needs. Based on the Regulation of the Minister of Finance of the Republic of Indonesia Number 201/PMK.07/2022 on the Management of Village Funds, the allocation of village fund formulas is calculated based on several indicators, including the population in the village, poverty rate, area, geographical difficulty, and the Village Development Index.

PKTD is implemented to empower village communities by providing wages and employment to reduce poverty and improve the welfare of village communities. The workers involved are prioritized for members of low-income families, unemployed or underemployed, and marginalized communities [12]. This is also supported by data on unemployment rates in urban and rural areas as follows.

Table 1. Total employment, unemployment, and open unemployment rate in Indonesia by 2022

Residential Area	Workforces (People)	Searchers Work (People)	Unemployment Rate
Urban	74,884,110	6,279,139	7.74%
Rural	60,412,603	2,146,792	3.43%
Total	135,296,713	8,425,931	5.86%

Source: Badan Pusat Statistik, 2023

BPS (2023) shows data on the unemployment rate in 2022, which reached 5.86%. The unemployment rate in urban areas is higher at 7.74%, while in rural areas, it is lower at only 3.43%. The low unemployment rate in rural areas is due to a large number of workers from the informal sector, while the unemployment rate is only calculated from the number of workers in the formal sector. This seems to be a safety valve for the workforce in each region [13].

In the end, lower unemployment rates in rural areas do not necessarily reduce poverty rates in these areas. One of the objectives of the village funds provided by the central government is to reduce poverty and disparities between rural and urban areas. Therefore, further empirical and quantitative evidence is required to see how much village funds, especially the PKTD program, influenced poverty reduction in Indonesia.

2. Methods

This study uses secondary data combined with data from time series and cross-section or panel data. The cross-section data consists of 205 districts from 416 districts throughout Indonesia. The determination of these districts uses a clustering technique, choosing samples from provinces with high poverty rates are selected by looking at the percentage of poor people in Indonesia on the five largest islands in Indonesia; for each selected province, several districts with the highest percentage of poor people are selected. Thus, a minimum sample of 204 districts in Indonesia is obtained. Time series data used from the period 2021-2022. The data used and its sources can be seen in Table 2.

Table 2. Research variables

No.	Variables	Unit	Source
1	Poverty (POV)	%	BPS
2	Village Cash for Work Intensive (PKTD)	Rupiah	Ministry of Villages, Development of Disadvantaged Regions, and Transmigration
3	The growth rate of GRDP based on constant price (Y)	%	BPS
4	Gini ratio (Giniratio)		BPS
5	Unemployment Rate (tpt)	%	BPS
6	Average years of school (rls)		BPS

The data was analyzed using the static panel data method and the Granger causality test. The Granger causality test was conducted to see the causal relationship between variables in the model. This test determines whether the independent variable improves the forecasting performance of the dependent variable [14]. The panel data analysis method analyzes the factors that affect poverty in Indonesia. Panel data regression model, according to [15], in three ways,

such as Pooled Least Square (PLS), Fixed Effect Model (FEM), and Random Effect Model (REM). Furthermore, the best model approach in static panel data was determined using the Chow test, Hausman test, and LM (Breusch Pagan) test [16].

Based on the Hausman Test, the best model for this research is the Fixed Effect Model (FEM). In addition, several assumption tests were also carried out, specifically the normality test to identify the error term of data, the multicollinearity test, the heteroscedasticity test, and the autocorrelation test. The model used in this study is as follows:

$$Pov_{it} = \beta_0 + \beta_1 lnPKTD_{it} + \beta_2 Y_{it} + \beta_3 lnGiniratio_{it} + \beta_4 tpt_{it} + \beta_4 lnrls_{it} + \varepsilon_{it}$$

Description:

Pov_{it} = percentage of poor population in district i in year t
$lnPKTD_{it}$ = village cash for work-intensive in district I in year t
Y_{it} = growth rate of GRDP based on the constant price of district i at year t
$lnGiniratio_{it}$ = Gini ratio of district i in year t
tpt_{it} = unemployment rate of district i in year t
$lnrls_{it}$ = average years of school in district i in year t
β_0 = intersep
$\beta_{1.....}\beta_4$ = parameter
ε_{it} = error term

3. Results and Discussion

The Granger causality test was conducted to determine whether the PKTD variable, the growth rate of Gross Regional Domestic Product (GRDP) based on constant prices, the Gini ratio, the unemployment rate, and the average years of school affect poverty and vice versa (two-way direction). The results of the Granger causality test can be seen in Table 3.

Table 3. Granger causality test results

Null Hypothesis	Obs	F-Statistic	Prob
PKTD does not Granger Cause POV	205	8.11683	0.0147**
POV does not Granger Cause PKTD		0.71444	0.4045
Y does not Granger Cause POV	205	47.1696	0.0001***
POV does not Granger Cause Y		5.71002	0.0455**
GINIRATIO does not Granger Cause POV	205	5.70757	0.0401**
POV does not Granger Cause GINIRATIO		0.52747	0.6685
TPT does not Granger Cause POV	205	5.69766	0.0404**
POV does not Granger Cause TPT		5.47009	0.0493**
RLS does not Granger Cause POV	205	7.10663	0.0174**
POV does not Granger Cause RLS		212.808	0.0000***

***), **), *), significant at 1%, 5%, 10% level.

Based on the causality test results, two variables have a one-way relationship, specifically the PKTD variable and the Gini ratio variable, and three other variables have a two-way

relationship or influence each other, namely the GRDP variable, the unemployment rate variable, and the average years of school variable.

The causality relationship of PKTD affects poverty and has a one-way causality relationship because poverty does not affect PKTD, and the probability value is more than the actual level of 0.05. This means an increase or decrease in PKTD will affect poverty in Indonesia. The indicator is the Gini ratio variable, which influences the percentage of poverty and has a one-way relationship because the percentage of poverty does not influence the Gini ratio. This means that income inequality affects the percentage of poverty, and conversely, poverty does not affect income inequality. Poverty will increase with high-income inequality.

A two-way causality relationship exists between the growth rate and poverty. This shows that an increase or decrease in the growth rate of GRDP will affect the percentage of poverty, and conversely, a decrease and increase in poverty will affect the growth rate of GRDP. Second, the relationship between the unemployment rate and poverty. This means that an increase or decrease in unemployment will affect the increase or decrease in poverty, and vice versa. The average school years and poverty influence each other because the probability value is <0.05. This shows that an increase or decrease in the average school years will affect poverty and vice versa.

The selection of the best model to estimate the effect of PKTD and other variables on poverty in Indonesia through Chow, Hausman, and LM tests. Based on the test results, the best model for this study is the Fixed Effect Model (FEM). The following are the results of the best estimation test in Table 4.

Table 4. Testing results of the best estimation model

Test	Prob>F	Interpret
Chow	0.0000	FEM
Hausman	0.0000	FEM
Langrage Multiplier	0.2047	FEM

The results of the panel data test of PKTD and other variables on poverty in Indonesia can be seen in Table 5. The estimation results show that PKTD, GRDP growth rate and average years of school have a significant effect on poverty in Indonesia at the real level of 5% or = 0.05.

Table 5. Panel data estimation results

Independent Variable	Dependent Variable: Percentage of poor population (POV)		
	Coef	t-statistic	Probability
C	107.9344	1.710422	0.0889
lnPKTD	-0.355349	2.377101	0.0275**
Y	-0.496552	2.185434	0.0302**
lnGiniratio	0.129752	1.901207	0.0589*
TPT	-0.023784	0.192005	0.8480
Lnrls	-0.713265	7.599504	0.0000***
R^2	0,737531		
Prob > chi^2	0,001848		

***), **), *), significant at 1%, 5%, 10% level.

Based on Table 5, poverty (POV) can be explained by PKTD (lnPKTD), GRDP growth rate (Y), Gini ratio (lnGiniratio), unemployment rate (TPT), and average years of school (lnrls) by 73.75% by this model. PKTD has a negative relationship and significant effect on poverty in

Indonesia at the real level of 5% or = 0.05. This shows that if the PKTD allocation increases by 1%, it can reduce poverty in Indonesia by 0.35%, especially in rural areas.

The implementation of PKTD is a real form of village community empowerment and village development activity that prioritizes utilizing local resources, labor, and technology to provide wages to rural communities. This applies especially to the poor and marginalized people who are productive people such as unemployed, underemployed who work under regular working hours (<35 hours a week) or farmers who experience drought and wait for the planting/harvesting period, poor people with average monthly per capita expenditure below the poverty line, and residents who have stunting toddlers PTKD can reduce poverty in those parties. This is in line with research conducted by [17], which states that the PKTD policy has an impact on reducing unemployment and poverty in Pekarungan Village, even temporarily. [18] also found that PKTD programs increase income in the village, where people can buy basic needs and save from the wages received.

Another variable that has a significant effect at = 0.05 is the GRDP growth rate. This shows that if the GRDP growth rate increases by 1%, it can reduce poverty by 0.49%. According to [19], the estimation results state that increased economic growth can reduce poverty in Indonesia. This also aligns with [20], suggesting that the GRDP growth rate can reduce poverty in Indonesia. Subsequently, the Gini ratio variable has a positive relationship with poverty in Indonesia but has no significant effect at the real level of 5% or = 0.05. Meanwhile, the unemployment rate variable has no significant effect on poverty in Indonesia.

The average years of school variable has a negative relationship and a significant effect on poverty in Indonesia. This states that if the average number of years of school increases by 1%, it can reduce poverty in Indonesia by 0.71%. This result is in line with [21], which states that formal education can improve the quality and productivity of individuals. Qualified and productive individuals could have the opportunity to earn higher incomes, which will affect the increase in purchasing power. This increase in purchasing power or consumption will increase the output of goods and services. This will impact increasing employment, economic growth, and reducing poverty. An additional year of education indicates an increase in the education level, which will impact workability and skills.

4. Conclusions and Recommendations

Based on the estimation results, it can be concluded that Cash for Work Intensive in Villages (PKTD) can reduce poverty in Indonesia. An increase in the allocation of PKTD by 1% can reduce poverty by 0.35% in Indonesia. Other variables that significantly affect poverty at = 0.05 are the GRDP growth rate and average years of school. Increasing the GDRP growth rate and average years of school by 1% each will reduce poverty by 0.49% and 0.71% in Indonesia.

We recommend the following based on the findings of the study. *First, t*he Cash Work Intensive Scheme in implementing Village Funds continues, and the allocation of village funds for PKTD is increased. *Second*, the government and related stakeholders must encourage an increase in the rate of GRDP growth and access to public education in districts up to universities. *Third,* it is hoped that further research can cover a smaller area, namely directly at the village level, to make the results more specific.

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Attachment

The district's data used in the research are as follows:

Name of Districts					
1)	Aceh Singkil	44)	Tapanuli Utara	87)	Bandung Barat
2)	Gayo Lues	45)	Tanjung Jabung Timur	88)	Tasikmalaya
3)	Pidie	46)	Tanjung Jabung Barat	89)	Cianjur
4)	Simeulue	47)	Batang Hari	90)	Sumedang
5)	Aceh Barat	48)	Merangin	91)	Subang
6)	Aceh Utara	49)	Sarolangun	92)	Pangandaran
7)	Aceh Barat Daya	50)	Kerinci	93)	Pandeglang
8)	Aceh Tengah	51)	Tebo	94)	Lebak
9)	Aceh Timur	52)	Bungo	95)	Tangerang
10)	Aceh Besar	53)	Kepulauan Meranti	96)	Serang
11)	Seluma	54)	Rokan Hulu	97)	Sumba Tengah
12)	Kaur	55)	Pelalawan	98)	Sabu Raijua
13)	Bengkulu Selatan	56)	Kuantan Singingi	99)	Sumba Barat
14)	Kepahiang	57)	Kampar	100)	Sumba Timur
15)	Lebong	58)	Rokan Hilir	101)	Rote Ndao
16)	Bengkulu Utara	59)	Bengkalis	102)	Sumba Barat Daya
17)	Mukomuko	60)	Indragiri Hulu	103)	Timor Tengah Selatan
18)	Bengkulu Tengah	61)	Kulon Progo	104)	Maggarai Timur
19)	Musi Rawas Utara	62)	Gunung Kidul	105)	Lombok Utara
20)	Lahat	63)	Bantul	106)	Lombok Timur
21)	Musi Banyuasin	64)	Sleman	107)	Bima
22)	Musi Rawas	65)	Kebumen	108)	Sumbawa
23)	Muara Enim	66)	Wonosobo	109)	Lombok Barat
24)	Ogan Ilir	67)	Brebes	110)	Sumbawa Barat
25)	Empat Lawang	68)	Purbalingga	111)	Lombok Tengah
26)	Penukal Abab Lemata	69)	Banjarnegara	112)	Dompu
27)	Lampung Utara	70)	Pekalongan	113)	Bulungan
28)	Lampung Timur	71)	Rembang	114)	Malinau
29)	Pesawaran	72)	Sragen	115)	Nunukan
30)	Pesisir Barat	73)	Sampang	116)	Tana Tidung
31)	Lampung Selatan	74)	Bangkalan	117)	Melawi
32)	Way Kanan	75)	Sumenep	118)	Landak
33)	Lampung Barat	76)	Probolinggo	119)	Ketapang
34)	Tanggamus	77)	Tuban	120)	Kayong Utara
35)	Nias Barat	78)	Ngawi	121)	Kapuas Hulu
36)	Nias Utara	79)	Pamekasan	122)	Sintang
37)	Nias Selatan	80)	Pacitan	123)	Sambas
38)	Nias	81)	Bondowoso	124)	Bengkayang
39)	Samosir	82)	Lamongan	125)	Mahakam Hulu
40)	Tapanuli Tengah	83)	Indramayu	126)	Kutai Barat
41)	Batu Bara	84)	Kuningan	127)	Paser
42)	Langkat	85)	Cirebon	128)	Kutai Timur
43)	Labuhan Batu Utara	86)	Majalengka	129)	Kutai Kartanegara

Name of Districts			
130)	Penajam Paser Utara	175)	Mamberamo Tengah
131)	Berau	176)	Pegunungan Arfak
132)	Boalemo	177)	Tambrauw
133)	Pohuwato	178)	Maybarat
134)	Gorontalo	179)	Teluk Wondama
135)	Gorontalo Utara	180)	Teluk Bintuni
136)	Bone Bolango	181)	Manokwari Selatan
137)	Konawe Kepulauan	182)	Sorong
138)	Buton Tengah	183)	Fakfak
139)	Wakatobi	184)	Maluku Barat Daya
140)	Buton Selatan	185)	Kepulauan Tanimbar
141)	Buton Utara	186)	Kepulauan Aru
142)	Muna Barat	187)	Seram Bagian Barat
143)	Konawe Utara	188)	Maluku Tenggara
144)	Kolaka Timur	189)	Seram Bagian Timur
145)	Polewali Mandar	190)	Maluku Tengah
146)	Majene	191)	Buru
147)	Mamasa	192)	Halmahera Timur
148)	Mamuju	193)	Halmahera Tengah
149)	Mamuju Tengah	194)	Halmahera Barat
150)	Donggala	195)	Kepulauan Sula
151)	Tojo Una-Una	196)	Pulau Taliabu
152)	Poso	197)	Pulau Morotai
153)	Parigi Moutong	198)	Halmahera Selatan
154)	Banggai Kepulauan	199)	Halmahera Utara
155)	Banggai Laut	200)	Bolaang Mongondow Selatan
156)	Morowali Utara	201)	Minahasa Tenggara
157)	Buol	202)	Kepulauan Sangihe
158)	Pengjakene Dan Kepulauan	203)	Minahasa Selatan
159)	Jenepoto	204)	Kepulauan Talaud
160)	Luwu Utara	205)	Siau Tagulandang Biaro
161)	Luwu		
162)	Enrekang		
163)	Kepulauan Selayar		
164)	Toraja Utara		
165)	Bone		
166)	Intan Jaya		
167)	Deiyai		
168)	Lanny Jaya		
171)	Supiori		
172)	Paniai		
173)	Puncak Jaya		
174)	Yahukimo		