

Original Research Article

Implementation of Regional Non-Cash Food Aid Policy, Indonesia

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Abstract: After the declaration of COVID-19 as a national pandemic, government policy, as stated in the Presidential Regulation of the Republic of Indonesia Number 63 of 2017 concerning the Distribution of Non-Cash Social Assistance, states that the government is obliged to tackle poverty in any way by policy measures, one of which is through fulfilling basic needs through social assistance. Bandungrejosari Village, Sukun District, Malang City, is one of the villages that has received social assistance. However, distribution to beneficiary families (KPM) still needed to be evenly distributed based on field findings during the research, including several obstacles in data verification and recipients who were not on target. This research aims to describe and analyze policy implementation, supporting factors and obstacles to implementing the Regional Non-Cash Food Assistance (BPNTD) policy in Bandungrejosari Village, Sukun District, Malang City. The type of research used is a qualitative descriptive approach. According to Miles and Huberman, the data analysis technique uses an interactive analysis technique model with stages of data collection, data condensation, data presentation and conclusions. This research was conducted in the Bandungrejosari Village, Sukun District, Malang City. The results of this research regarding the implementation of the BPNTD policy in Bandungrejosari subdistrict, Sukun sub-district, Malang city are still uneven because there are still many poor and underprivileged people who have not received BPNTD social assistance from the total number of poor people based on data on the number of poor people in Bandungrejosari subdistrict.

Keywords: Cash Food Assistance, resources, communication.

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1. INTRODUCTION

Poverty in Indonesia is a problem felt by all communities in Indonesia, including Malang City, where most people experience an inability to fulfil basic needs such as food, clothing, shelter, education and health. So, full attention is needed from the government in general, including the Malang City Government, to formulate a policy in the form of social assistance as an alternative step to fulfil basic needs for underprivileged people so that they can have enough in their daily lives. Malang City is one of the cities in East Java, which consists of 5 sub-districts and 57 sub-districts, and there are 843,810 people spread out based on the Central Statistics Agency (2022). The figure above is a large number where social inequality is a potential limitation for people getting work, meaning that middle to lower-class people will experience poverty because competition is so tight. Therefore, the city government needs attention in making policies that focus on social security to help

economically disadvantaged people meet their daily living needs.

The poverty level in Malang City tends to fluctuate from time to time. It can be seen from 2016 that it was at 4.33 per cent, then it rose again quite significantly in 2017 with a total of 4.17 per cent and fell again in 2019 with a total of 4.07 per cent and rose again in 2021 at 4.62 per cent. Per cent until 2022 will still be at almost the exact figure. This is further strengthened by BPNT distribution data from 2017 to 2021, which indicates that the percentage in the distribution stage experienced increases and decreases. This condition certainly creates a question mark in itself. It would be interesting if we explored it more deeply regarding the percentage of BPNT recipients in Malang City. Bandungrejosari Village is a sub-district located in the Sukun District, Malang City, where this sub-district consists of 13 Neighborhood Units and 125 Neighborhood Units. Poverty is a fundamental social

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problem experienced by people in various regions, including the Bandungregosari sub-district. This cannot be denied, so it needs attention from the local government to find a solution by carrying out various policy efforts in the form of distributing social assistance as a measure to overcome poverty. The poverty rate in Bandungregosari Village from 2018 to 2022 has decreased quite a bit.

This shows that the poverty rate can be reduced with the government's steps to ensure the community's welfare by providing social assistance and wide open employment opportunities. The BPNTD program, as stated above, aims to provide opportunities for underprivileged community groups to be assisted in economic terms, such as basic needs in the form of necessities as one of the government's efforts to provide guaranteed social assistance or social assistance as an effort to reduce poverty as stated in the Mayor's Regulations. Malang Number 14 of 2022 concerning Technical Instructions for Regional Non-Cash Food Assistance, including in Bandungregosari sub-district, Sukun sub-district, Malang city.

This research aims to describe and analyze Policy Implementation and to describe and analyze supporting and inhibiting factors related to the implementation of the Regional Non-Cash Food Assistance policy based on Malang Mayor Regulation Number 14 of 2022 concerning Technical Instructions for Regional Non-Cash Food Assistance in Bandungregosari Village, Sukun Kota District Poor. It is hoped that the benefits of this research will be as reading material and as a reference in adding to the body of knowledge in the preparation of scientific work related to the management of Regional Non-Cash Food Assistance as an effort to fulfil the community's food needs, and as input for community empowerment practitioners, especially in the sub-district environment.

2. LITERATURE REVIEW

2.1 Poverty Concept

According to Nugroho and Dahuri (2012: 184), poverty is an absolute or relative condition where a person or community group cannot fulfil their basic needs by applicable values or norms. According to Kartasmita and Ginandjar (1996:240), the factors that cause poverty include low level of education, low level of health, limited employment opportunities and conditions of isolation. Soetrino (1999:2) explains that the emergence of poverty is related to the culture that lives in society, injustice in ownership of production factors and the use of the development approach model adopted by a country. Adisasmita (2015:2) put forward several indicators of poverty that are generally used, namely wage levels, income, consumption, the morality of children under five, immunization, child malnutrition, fertility levels, maternal mortality rates, average life expectancy, the level of absorption of elementary school-age children, the proportion of government spending on

services for basic community needs, fulfilment of food (calories/protein), clean water, population development, urbanization, per capita income, and income distribution. The benchmark for poverty is not just living with food shortages and low-income levels but looking at the level of health, education and fair treatment before the law and so on Adisasmita, (2015:2).

Muttaqien (2006:3) Reveals that poverty causes almost the same effects in all countries. The impacts of poverty are loss of welfare for the poor (clothing, food, shelter), loss of the right to education, loss of the right to health, exclusion from humanly worthy work, etc. According to AN Wahyuli (2016:2), in an article, it was revealed that the impact of poverty includes large numbers of unemployed, the creation of violent behaviour, many children who do not receive education, and difficulty in getting health services. Rondinelli (1990:91) suggests three basic program strategies aim to help the poor; namely, aid is distributed to places where the majority of poor people live through integrated village development programs or service production projects oriented towards village residents, aid is focused on overcoming handicaps the living standards of poor people through basic human needs programs, and assistance is focused on groups that share the same socio-economic characteristics that encourage or sustain them to continue to thrive in the cycle of poverty through projects designed for specific communities. Poverty is a condition seen as an economic inability to fulfil basic human needs, namely food, from the income aspect to buy food, and not from the expenditure aspect. In other words, poverty is related to income level if a person loses income and accessibility to resources to meet life's needs in food, clothing, shelter and other living services.

2.1 Regional Non-Cash Food Assistance

In the general guidelines for Regional Non-Cash Food Assistance (BPNTD), it is explained that BPNT is social food assistance that is distributed in non-cash form from the government to beneficiary families (KPM) every month through an electronic money mechanism that is used only to buy food at traders. Foodstuffs, also called E-warong collaborate with distributing banks. The BPNTD program aims to reduce the burden of expenditure on KPMs by fulfilling part of their food needs, providing more balanced nutrition to KPMs, increasing the accuracy of targeting and timing of receipt of food aid for KPMs, providing choice and control to KPMs in meeting their food needs, and encouraging the achievement of sustainable development goals. (Sustainable Development Goals/SDGs).

In general guidelines, the benefits of BPNTD include several parts, including increasing food security at the KPM level as well as a mechanism for social protection and poverty alleviation, increasing efficiency in the distribution of social assistance, increasing non-cash transactions in the agenda of the National Non-Cash

Movement (GNNT), and increasing growth. Regional economy, especially micro and small businesses in the trade sector. The target of the regional non-cash food assistance program in general guidelines is that it is intended for poor communities, from now on referred to as beneficiary families (KPM). The amount of BPNTD, as stated in the general guidelines, is IDR 110,000/KPM/month. This assistance cannot be taken in cash and can only be exchanged for rice and eggs as needed at E-warong. Aid can be left over and accumulated in a food aid account. The selection of rice and egg commodities in the BPNT program is based on the aim of maintaining KPM's nutritional adequacy. Additional types of commodities to achieve these goals can be determined based on the evaluation results.

3. RESEARCH METHODS

3.1 Type and Focus of Research

The research approach used by researchers is a type of qualitative descriptive research where the data collection and action research model explains the implementation of BPNTD in Bandungrejosari Village, Sukun District, Malang City. According to Hidayat Syah (2010: 34), "Qualitative descriptive research is a method used to find the broadest possible knowledge of the research object at a certain time." This research focuses on communication, resources, disposition, and bureaucratic structure.

3.2 Research Locations

The research location that will be used as the research object is in Bandungrejosari Village, Sukun District, Malang City because Bandungrejosari Village, Sukun District, Malang City is an institution that has the authority to control and ensure that the implementation of BPNTD can be adequately channelled to people who need it. However, during the implementation and management in sub-districts, many poor people complained about not receiving social assistance from the BPNTD program, and the assistance was not well targeted, where the recipients of the program were not only received from people experiencing poverty but also from relatively well-off families based on the findings of the author. Conducting research, therefore, there are certainly indications that errors have occurred, whether intentional or due to data collection or verification errors.

3.3 Data Sources

The types of data in this research consist of primary or original data collected by the researcher and secondary data sourced from existing company records and other sources. Researchers use data sources from informants and documents, which include data, archives, notes and other documents.

3.4 Data Collection Techniques

In researching to obtain data, this research uses interview techniques, which involve asking questions or discussing matters with people concerned with the research. Apart from that, researchers also use

observation and documentation techniques. In the sampling technique in qualitative research, purposive sampling is in line with, According to Sugiyono (2012:54), defining Purposive Sampling as a technique for sampling data sources with specific considerations.

3.5 Data Analysis Techniques

The data analysis technique used in this research is interactive analysis. This model has four analysis components, namely data collection, by collecting data at the research location by conducting observations, interviews and documentation by determining the data collection strategy that is deemed appropriate and determining the focus and in-depth data in the following data collection process. Apart from that, there is also data condensation or the process of selecting, focusing, simplifying, summarizing and transforming the data obtained so that the final results can be retrieved and verified. After that, it continues with data presentation, namely a series of information organizations that enable research to be carried out. Moreover, the last one is concluding.

4. RESEARCH RESULTS

4.1 Implementation of BPNTD policies based on Malang Mayor Regulation Number 14 of 2022 concerning Technical Instructions for Regional Non-Cash Food Assistance, Bandungrejosari Village, Sukun District, Malang City

Communication indicators are the most critical factor in which policy implementation can run well because there is a cooperative relationship between each person and their respective capacities. Through maintained communication, this research can formulate several influences, including clarity of policy orders for BPNTD implementers. Based on the results of interviews conducted by the author regarding the clarity of policy orders to implementers regarding the distribution of BPNTD in Bandungrejosari sub-district, Sukun sub-district, of course, it is based on Malang Mayor Regulation Number 14 of 2022 concerning Technical Instructions for Regional Non-Cash Food Assistance which regulates various main points as stated in article 9 which consists of planning, implementation, monitoring, evaluation and reporting. Therefore, as a policy implementer, it is sufficient to implement these steps as technical guidelines. The subsequent influence is the urgency of socialization, from the results of interviews conducted by researchers regarding the socialization of the distribution of regional non-cash food assistance based on Malang Mayor Regulation 14 of 2022 concerning Technical Instructions for Regional Non-Cash Food Assistance. Policy implementers can carry out socialization because, in Article 12, paragraph 1, it is clear that there are essential things, including coordination with relevant agencies, socialization, focus group discussions, seminars and technical guidance at the sub-district level. Socialization is carried out, which requires the involvement of various parties. Namely, the

Puskesmas sub-district and e-warong are the determinants in providing understanding to KPM.

Resource indicators are an essential factor in policy implementation. The resources referred to in it are staff, facilities, and infrastructure. From the results of interviews with the implementers, several parties were involved, namely the Social Center and the e-warung management. However, the role related to BPNT distribution is more dominant to the e-warung administrators, totalling eight people with their respective duties. Furthermore, as in the results of the interview above and regarding the infrastructure in the distribution of BPNTD in the Bandungrejosari sub-district, it is in the form of supporting facilities, including meeting building facilities with all the necessities in them, then the e-warong location as a place to provide various basic needs and other necessities if necessary. When distribution activities are held.

The third indicator, disposition, is related to the attitude of policy implementers, including compliance with the duties and authority they carry out, and the author of the two most important things that will be formulated include compliance with policy implementers regarding their duties and authority. From the interviews obtained regarding implementation compliance with policies, both the sub-district of social health centres and e-warong indeed must comply and be responsible for their duties in their respective fields. Then, regarding implementing BPNTD distribution, it still adheres to Malang Mayor's Regulation Number 14 of 2022. Apart from that, the attitude of policy implementers regarding violations that occur needs to be anticipated with full awareness, according to the sub-district, social health centre and e-warong administrators. However, if a violation occurs outside the policy implementer, we will immediately respond, follow up on the problem, and process it based on the applicable regulations. However, if a violation is committed by the policy implementer, at the same time the perpetrator is ready to accept all risks and consequences, including consequences in the form of light and heavy sanctions.

The fourth indicator is bureaucratic structure. Two essential influencing factors are organizational structure and cooperation in implementing policies. The organizational structure, as known by researchers based on interviews, exists in sub-districts, social health centres, and e-wrong administrators. However, what is more, apparent is the need for synchronization and understanding between related institutions so that there are no question marks in carrying out BPNT activities because, as researchers found, miscommunication and coordination sometimes often occur, as admitted by one of the e-warong administrators. This is undoubtedly a critical evaluation to maintain good relations between people. In the research conducted by the author based on interviews obtained, cooperation is the essential key to the success of implementing BPNTD activities in which

various parties from sub-districts, social health centres and e-warong administrators are involved. There is also the need for good coordination between institutions in the sub-district and at the sub-district level and social services because matters relating to BPNTD are systematic by the scope of the work area.

4.2 Supporting and inhibiting factors for implementing BPNTD policies based on Malang Mayor Regulation Number 14 of 2022 concerning Technical Instructions for Regional Non-Cash Food Assistance, Bandungrejosari Village, Sukun District, Malang City

From the research results, internal and external factors support and inhibit the implementation of this policy. Regarding internal supporting factors, implementing the BPNT policy is part of the representation of Law Number 13 of 2011 concerning handling people with low incomes. Then, the Malang city regional government, through Malang mayor regulation number 14 of 2022 concerning technical instructions for regional non-cash food assistance, is also part of its efforts to help and guarantee the basic needs of the less fortunate designated as KPM. It must be connected to good cooperation when implementing distribution in the field. Meanwhile, regarding external supporting factors, implementing BPNTD policies on external factors cannot be separated from the involvement of certain parties from social services, sub-districts, sub-districts and even elements of other institutions. As stated above, cooperation and coordination are the keys to the success of policy implementation in achieving the expected goals. That is what the e-warong administrators and social health centres do. Then, if there are technical problems in the field regarding distribution to the recipient community, it can occur. However, the most important thing is the immediate response and action for improvement that should be expected.

On the other hand, internal factors inhibiting policy implementation, namely what is an obstacle in the distribution of BPNTD, as is known in the field, usually regarding delays in communication during distribution if there are essential things that need to be implemented for the implementer. It also includes synchronizing recipient data, namely KPM, because aid recipients often complain about lost cards and so on. Meanwhile, the external factors were related to replacing lost cards, complaints from KPMs who were suddenly not included in the aid recipient category, and the synchronization of recipient data from both the Ministry of Social Affairs and Social Services. Even though data verification is usually carried out as stated in the statements from the social health centre and e-wrong administrators, if this happens, it could be because of a system error or an error in entering the data.

5. CONCLUSIONS AND SUGGESTIONS

5.1 CONCLUSION

Based on the results of the data presentation and discussion of the research results above regarding the Implementation of the Non-Cash Food Assistance (BPNTD) Policy in Bandungregosari Village, Sukun District, Malang City. Conclusions can be drawn, including communication indicators and clarity of policy orders from the mayor of Malang to sub-districts regarding the distribution of BPNTD through community health centres and e-warongs to aid recipients. These, namely underprivileged communities, have been carried out, and socialization activities related to implementing BPNTD distribution are routinely carried out in which parties are involved. Social health centres and e-warong sub-districts play roles according to their respective fields. In terms of resource indicators, the number of policy implementers at the time of BPNTD distribution has been consistent until now in carrying out their duties and authority, and the existing infrastructure is quite adequate with the existence of e-warongs and other facilities in the sub-districts, so that they can support BPNTD distribution activities. In terms of disposition indicators, policy implementers will continue to comply with Malang Mayor Regulation Number 14 of 2022 concerning Technical Instructions for Regional Non-Cash Food Assistance and Malang Mayor Decree Number 14 of 2022 concerning e-warongs in the Context of Providing Non-Cash Food Assistance and the actions of policy implementers when this occurs Violators are willing to respond and follow up by applicable regulations with consequences in the form of sanctions or dismissal. In terms of bureaucratic structure indicators, the implementer of the BPNTD policy is formed by the mayor of Malang with sections within it as well as duties and authority and cooperation between institutions within the sub-district level and outside is still carried out, including certain parties when the distribution of BPNTD is implemented.

Supporting Factors for the Implementation of the BPNTD Policy based on Malang Mayor Regulation Number 14 of 2022 concerning Regional Non-Cash Food Assistance, Bandungregosari Village, Sukun District, Malang City, including internal factors, namely regarding the Regional Non-Cash Food Assistance policy which is part of one of the regional government programs, in this case the Malang City Government through. Then, in line with central government policy, it was brought under the auspices of the Ministry of Social Affairs with Law Number 13 of 2011 concerning handling people with low incomes. Meanwhile, external factors, namely the implementation of BPNTD policies, cannot be separated from the involvement of certain parties from social services, sub-districts, sub-districts and even elements of other institutions where cooperation and coordination are the keys to the success of policy implementation in achieving the expected goals.

5.2 SUGGESTIONS

Based on the description of the conclusions above, the author will provide several suggestions which will later become a hope for improving the implementation of the policy, including the need for massive coordination with the RW so that the RW directly confirms the KPM data through coordination with the RT so that they can confirm whether the data is complete or not. Still waiting. Regarding KPM data, it needs to be updated again every month to see how far the data has progressed regarding whether errors have occurred or whether it is still being appropriately covered. There needs to be a joint performance evaluation of e-warong and agents to ensure the distribution process in monthly BPNT disbursement to KPMs, such so that total KPM data can be accumulated, as well as the need to recruit prospective administrators who already have a knowledge base and skills so that when carrying out their duties they do not experience confusion and know what steps must be taken by the existing rules of the game.

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