

UDC 332

SOCIAL AGENCIES COORDINATION AND SUPERVISION OF NON-CASH FOOD SOCIAL ASSISTANCE DISTRIBUTION TO REDUCE POVERTY RATE IN MALAKA REGENCY OF INDONESIA

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ABSTRACT

This research aimed to describe and explain: (1) the coordination and supervision level of social agencies on Non-Cash Food Social Assistance (*Bantuan Sosial Pangan Non-Tunai* - BPNT) distribution in Malaka Regency and (2) inhibiting and supporting factors of BPNT distribution to the poor community in Malaka Regency. We employed descriptive research and a qualitative approach. The research was conducted in the Social Agency of Malaka Regency, Nusa Tenggara Timur Province, Indonesia. We focused on the coordination and supervision level of social agencies in distributing BPNT to reduce the poverty rate in the Makala Regency. Furthermore, we described the inhibiting and supporting factors of BPNT distribution. The research result showed that Social Agency of Malaka Regency, in this case, the Social Empowerment sector, recruited and established a team, issued decree containing duty and rights, conducted program socialization, collected data on poor communities, and verified data from Integrated Social Welfare Data (*Data Terpadu Kesejahteraan Sosial* - DTKS). The inhibiting factors were unapproved agents who operated and distributed food assistance. The unapproved agents did not report to the government in an accountable manner. Furthermore, the unapproved agents provided low quality and quantity of food assistance. The supporting factor was the enthusiasm and fast responses of the village head and staff to the social assistance process. Furthermore, the village head collected accurate data on the poor community who needs assistance in the form of the Family Living Standard Improvement Program (*Program Keluarga Harapan* - PKH) or BPNT.

KEY WORDS

Coordination, supervision, poverty reduction.

Indonesian social assistance programs refer to Smart Indonesia Program (*Program Indonesia Pintar* - PIP), National Health Insurance Program (*Program Jaminan Kesehatan Nasional* - JKN KIS), PKH, and BPNT. The government improved social assistance programs to accelerate poverty reduction. The poverty rate was 11.22% in 2015 and reduced to 9.82% in 2018. The Gini ratio was 0.408 in 2015 and reduced to 0.389 in 2018. Human Development Index was 68.90 in 2014 and increased to 70.81 in 2017.

In 2017, Rice for the People (*Program Beras untuk Rakyat Sejahtera* - Rastra) subsidy changed to BPNT to assist 1.2 million Beneficiary Families (*Keluarga Penerima Manfaat* - KPM). In 2019, BPNT assisted 15.5 KPM. The government provides IDR 110.000/month/KPM through the Family Card (*Kartu Keluarga Sejahtera* - KKS). The beneficiaries may use the money to buy rice and eggs in e-warung¹. BPNT reduces KPM expenses by providing food, nutritious food to KPM, and food to the appropriate target on time. Furthermore, BPNT allows KPM to obtain food in many ways and achieve Sustainable Development Objectives.

Rastra social assistance provides 10 kilograms of medium-quality rice to each KPM every month. BPNT provides food and improves nutrition. BPNT program is a beneficial sector for KPM and related parties. However, BPNT implementation has encountered several obstacles: non-optimal KPM registration, assistance distribution, supervision, and utilization.

¹ A staple food stall program that is officially appointed by the government to serve recipients of social assistance.

The Social Assistance Team lacked preparation and therefore hindered the program. Poverty does not merely refer to a lack of money. Poverty refers to mindset issues such as lack of knowledge. The Social Assistance Team helped the community to run businesses. However, the business declined after the team stopped assisting the community. Therefore, we studied the “Social Agency Coordination and Supervision of BPNT Distribution to Reduce Poverty in Malaka Regency”. The research aimed to describe and explain: (1) the coordination and supervision level of social agencies in distributing BPNT in Malaka Regency and (2) inhibiting and supporting factors of BPNT distribution to the poor community in Malaka Regency.

LITERATURE REVIEW

Coordination

According to Pearce II and Robinson, coordination refers to the integration of individual activities and units in one organization to achieve a common goal (Silalahi, 2013). According to Stoner (in Sugandha, 2011), coordination refers to the unification of an organization's goals and activities of separate units (functional sector or field) to achieve organizational goals efficiently. Brech states that coordination is assigning appropriate work to each unit and maintaining the work atmosphere (Hasibuan, 2011).

According to Sugandha (2011), coordination is divided into scope and direction. The scope of coordination refers to (1) internal coordination, which is the coordination between officials in an organization, and (2) external coordination, which is the coordination between officials of various organizations or inter-organization. The direction of coordination refers to (1) horizontal coordination, which is the coordination of officials with equal hierarchy in an organization and officials from equivalent organizations; (2) vertical coordination, which is the coordination between officials of low-level organizations and high-level organizations, or parent organization and its branch offices; (3) diagonal coordination, which is the coordination between officials and units possessing different functions and hierarchy levels; and (4) functional coordination, which is the coordination between officials, units, or organizations based on the similarity of functions or coordinator functions.

Supervision

Supervision is the management function that affects the achievement of an organization's goal. Therefore, organization supervision is a necessary action. Terry (2006:15) states: “To achieve organization goal, including a country as the highest level of governing organization, need to perform management functions such as planning, organizing, actuating, and controlling”. Manullang (2005) defines supervision as: “a process to determine, evaluate, and correct a task. Supervision directs the task processes according to predetermined plan”.

Independent management supervision may perform their responsibilities effectively. According to Hanif (2007), the supervision function aims to: (1) determine whether management supervision is adequate and effective, (2) evaluate whether reports have illustrated the actual condition of activities accurately, (3) evaluate whether each unit has performed appropriate procedures and policies, (4) determine whether the activities have been performed effectively, and (5) determine whether the activities have achieved predetermined goals.

BPNT Distribution

Social assistance refers to regional government assistance in the form of money or goods to individuals, families, groups, and communities. Social assistance is a selective and temporary program. Furthermore, social assistance aims to protect the community from social risks. The aforementioned social risks refer to events that potentially cause social vulnerability on individuals, families, groups, or communities due to social, economic, political crises, and natural disasters. Without social assistance, the community will not be able to live normally.

Regulation of the Minister of Finance of the Republic of Indonesia Number 81/PMK.05/2012 concerning Social Assistance Expenditures at State Ministries/Institutions defines social assistance spending as expenditure in the form of transfers of money, goods, or services provided by the central/regional government to the community to protect the community from the possibility of social risks, increase economic capacity and/or the community welfare. The provision of social assistance is adjusted to the regional financial capacity and is carried out selectively after prioritizing mandatory expenditures as stipulated in the Legislative Regulations. Social assistance supports the achievement of program targets and regional government activities by considering the principles of fairness, propriety, rationality, and benefits for the community.

The government distributed social assistance to community members/groups under the following factors: (1) individual, family, or community under unstable conditions due to social, economic, political crisis, and natural disasters (social assistance aims to fulfill the minimum living condition), and (2) Non-government organizations in education, religion, and other sectors that protect the individual, group, and community from social risks.

Social assistance is non-binding and non-obligatory and must be used following the approved proposal. Social assistance is temporary, but it can be sustainable in certain circumstances. The provision of social assistance is not mandatory and does not have to be given every fiscal year. Social assistance under certain circumstances can be sustainable, which means that social assistance expenditures can be provided to maintain the level of social welfare and/or develop self-reliance and maintain social performance.

METHODS OF RESEARCH

We used descriptive research and a qualitative approach. The research location was Social Agency in Malaka Regency, Nusa Tenggara Timur Province, Indonesia. We focused on the coordination and supervision level of social agencies of BPNT distribution to reduce the poverty rate in the Malaka Regency. Furthermore, we determined the inhibiting and supporting factor that affects the BPNT distribution. Data were collected using documentation, observation, and interviews. We used Creswell's (2016) data analysis technique. Creswell's (2016) spiral data analysis refers to data description, clarification, and interpretation to construct a thorough study. We used the triangulation technique to validate the research result.

RESULTS AND DISCUSSION

The Level of Social Agencies Coordination and Supervision on BPNT Distribution

Social Agency of Malaka Regency, in this case, the Social Empowerment sector, directs and coordinates the BPNT distribution. The Social Agency recruits and establishes team members according to Decree Number 33/HK/2021 of January 5, 2021. The decree contained the obligation and rights of implementing team. The Social Agency socialized the program, collected data on poor communities, and verified and validated data. Based on the research result, the Social Agency has established Coordinator Team under Regional Secretary, Implementing Team under Social Agency, and Field Implementing Team under Supervision Team.

Based on the explanation above and the existing decree and General Guidelines for the Basic Food Program 2020, there are incompatibilities between General Guidelines and Regional Policies. Regency/city government, through Social Assistance Coordination Team, coordinates with districts and villages to implement the program. The coordination team prepared state budget and/or village budget, verified and validated KPM in Next-Generation Social Welfare System (*Sistem Kesejahteraan Sosial*-Next Generation - SIKS-NG) in Food Social Assistance (*Bantuan Sosial Pangan* - BSP) menu, registered/distributed KKS, checked existing KPM, educated and socialized the program to the community, supervise the program, and handle complaints. Regency/city governments coordinate with Distributor

Banks to establish KPM registration/KKS distribution in urban villages and villages and verify the role of the officials.

Regency/city government provides facility and infrastructure, education and socialization, and easy licensing. According to prevailing laws, it also reduces licensing fees and provides taxation facilities in e-warung. Regency/city government coordinate with Distributor Banks to map distribution area and select basic food merchants as e-warung. The Regency/City Coordination Team of BSP coordinated the regency/city level program. The District Coordination Team coordinated the program at the district level. The Supervision Team and urban village/village officials coordinate the program implementation at the urban village/village level.

We determined the data collection mechanism. The Social Agency collected data on poor families as potential BPNT beneficiaries in Malaka Regency. The Social Agency notified the village government in regards to BPNT. The village government encouraged poor families to register as BPNT beneficiaries using the predetermined format. The Social Agency verified and validated the potential beneficiaries. The Social Agency of Malaka Regency provided opportunities to 127 villages based on the research result. The village government selected poor families as BPNT beneficiaries. The Social Agency verified and validated the beneficiaries. Based on General Guidelines for the 2020 Basic Food Program, urban village/village officials need to identify appropriate beneficiaries. However, the urban village/village officials have not used Integrated Data on Community Welfare (*Data Terpadu Kesejahteraan Sosial* – DTKS) allows potential beneficiaries to actively register their data for the DTKS verification and validation process.

Based on General Guidelines for the 2020 Basic Food Program, the 2020 Basic Food Program and BPNT Program target families with the lowest socioeconomic conditions at the regency/city level. The Ministry of Social Affairs established KPM and registered target families. DTKS established the KPM of the 2020 Basic Food Program. In addition, the regional government verified and validated DTKS data.

Based on the Malaka Regency community and social welfare data, there are 31,652 poor families. The Social Agency provided BPNT to 16,075 families. Based on the research result, only 50.79% of these poor families benefited from the BPNT program. The remaining 15,577 families (49.21%) have not received BPNT.

Based on the research result, the central government funding did not fully accommodate these poor families in Malaka Regency. Based on General Guidelines for the 2020 Basic Food Program, the program targets KPM in particular regions with limited access to BPNT infrastructure. After the registration process, KPM undergoes evaluation from Supervision Team. The beneficiaries of the Basic Food Program are KPM registered in DTKS and fulfilled program requirements.

The central government assigned particular regions for the 2020 Basic Food Program. The related regency/city government needs to verify potential KPM, modify data according to the latest condition, and fulfill seven variables of account registration (Know Your Customer - KYC) in the SIKS - NG BSP menu. Like other program data, KPM in a particular region requires a National Identification Number (*Nomor Induk Kependudukan* - NIK). When possible, KPM in a particular region requires the ownership of an electronic National Identification Card (*Kartu Tanda Penduduk Elektronik* - KTP-el). Department of Population and Civil Registration may complement the existing KPM data.

The Ministry of Social Affairs needs to update data and actively coordinate with the regional government. The Ministry of Social Affairs needs to verify the completeness of KPM data. Regional government and Distributor Banks may coordinate after the registration period to complete necessary data and document in respective regions.

Based on the research, 15,577 poor families have not benefited from BPNT. Therefore, the phenomenon will create a social gap and discontent due to unequal social assistance. Furthermore, there were administrative mistakes during KPM registration, such as data overlap and incorrect input of name and NIK. The administrative mistakes have caused problems during and after the BPNT provision.

Based on the research result, three social assistance programs were run by the Social Agency of Malaka Regency. However, the community may not receive multiple types of social assistance. For example, 16,075 PKH beneficiaries may not receive BPNT. PKH and BPNT beneficiaries may not receive BST. Therefore, Social Agencies may reduce the waiting list, allowing the KPM to receive social assistance on time.

The beneficiaries showed a very high satisfaction level. BPNT increases nutrition levels and reduces the economic burden. There are 31,562 poor families in Malaka Regency. However, the government assistance program only reached 16,075 families. The remaining 15,577 families have not received the assistance program. Therefore, the Social Agency needs to collect more data on poor communities, allowing them to provide assistance programs to the entire communities and reduce the poverty rate in Malaka Regency. During the Covid-19 pandemic, the government established an additional assistance program named BST for communities suffering from the Covid-19 Pandemic. Furthermore, the government registered BST beneficiaries in PKH and BPNT programs.

Furthermore, the central government distributed additional assistance programs other than PKH and BPNT. The central government distributes a temporary BST program due to the Covid-19 pandemic. The central government states that the BST beneficiaries do not simply lose their right to receive assistance programs after the pandemic. Therefore, the central government considers registering BST beneficiaries in PKH and BPNT programs. The central, provincial, and regency governments aim to reduce the poverty rate through BPNT and PKH.

BPNT reduces the economic burden and improves the nutrition of poor families. Furthermore, BPNT may influence the community's lifestyle. After the end of the assistance program, the community may be able to adapt to new living conditions. However, some communities relied upon assistance and could not adapt to new living conditions.

The Social Agency of Malaka Regency need to consider "six accuracies", which are: (1) target, (2) time, (3) quantity, (4) price, (5) quality, and (6) administration:

1. Accurate target refers to target KPM adhere to the data from the Ministry of Social Affairs;
2. Accurate time refers to the time frame between budget approval and assistance distribution, with a maximum of 25-day delay;
3. Accurate quantity means that the individual assistance budget refers to the quantity set by the Ministry of Social Affairs;
4. Accurate price means that the assistance refers to the prevailing market price and does not markup the budget;
5. Accurate quality means that the assistance quality adheres to the program's requirements and needs;
6. Accurate administration means a transparent and accountable report. Each spending needs clear and registered proof.

Social assistance aims to reduce the poor community in Malaka Regency. Based on the initial data taken in the field, poor families are reduced. However, based on Malaka Regency data, the number of the poor community remained the same and gradually increased due to newly registered families tagged as poor families. KPM may purchase food in e-warung using KKS. KPM may choose e-warung freely and without pressure. KPM may decide the type and quantity of food according to the B2020 Basic Food Program requirements.

Inhibiting and Supporting Factor Affecting BPNT Distribution to Poor Community in Malaka Regency

Based on the research result, the inhibiting factors were unapproved agents who operate and distribute food assistance. The unapproved agents do not report administration in an accountable manner. Furthermore, the unapproved agents provided low quality and quantity of food assistance.

The supporting factor was the enthusiasm and fast responses of the village head and staff to the social assistance process. Furthermore, the village head collected accurate data on the poor community who needed the government's assistance in PKH or BPNT.

CONCLUSION

Based on research results on the coordination and supervision of Social Agency in Distributing BPNT to reduce the poverty rate in Malaka Regency, we have drawn the following conclusion:

1. BPNT is social assistance allocated by the Ministry of Social Affairs of the Republic of Indonesia to all underprivileged communities. BPNT targets families with the lowest socioeconomic conditions in the program implementation area. BPNT adheres to government funds and the Ministry of Social Affairs' KPM list;
2. The Social Agency of Malaka Regency improved the social empowerment sector. The Social Agency recruited and established a team, issued a decree containing duty and rights, conducted program socialization, collected data on poor communities, and verified data from DTKS;
3. The inhibiting factors were unapproved agents who operated and distributed food assistance. The unapproved agents did not report the administration in an accountable manner. Furthermore, the unapproved agents provided low quality and quantity of food assistance;
4. The supporting factor was the enthusiasm and fast responses of the village head and staff to the social assistance process. Furthermore, the village head collected accurate data on the poor community that needed the government's assistance in PKH or BPNT.

SUGGESTIONS

Based on the conclusions and research results, the following suggestions are given:

1. For the government: Malaka Regency has 33,751 poor families, of which 16,075 (47.63%) have benefited from the BPNT program. The remaining 17,676 (52.36%) have not received social assistance. Therefore, it is necessary to increase social assistance funds and quotas to accommodate all poor families in 12 districts and 127 villages of the Malaka Regency;
2. For Social Assistance Beneficiaries: the government assistance, in the form of BPNT, is one of assistance distributed to KPM each month. The government distributes rice, fish, and egg. Therefore, the beneficiaries need to fully utilize social assistance to improve the family economy and nutrition.

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