

Inhibiting Factors in the Implementation of the Non-Cash Food Assistance Program (BPNT) / Basic Food Assistance in Jeneponto Regency

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Abstract

Poverty is a threat and always hinders the implementation of development. The government has issued policies and launched programs that intervene in poverty alleviation. However, in reality at the level of policy and program implementation, there are more policies that fail than succeed, therefore this research focuses on what are the factors that hinder the implementation of the Non-Cash Food Assistance program in Jeneponto Regency. In this study using a descriptive qualitative research. This research took place at the Social Service of Jeneponto Regency. The research data was obtained through observation and in-depth interviews with the community, and the authorities to provide information and information regarding the implementation of the Non-Cash Food Assistance Program (BPNT) at the Jeneponto District Social Service, through a review of documentation, as well as research studies in accordance with the research problem. The flow of research analysis consists of data reduction, data presentation, conclusion drawing/verification. The results of this study found that the factors that hindered the implementation of this program were In this basic food program, there was a tendency for regional leaders and elites to intervene in collecting data on beneficiary families, whether it was at the village/kelurahan, sub-district, district or Social Service levels. The suppliers or distributors have emotional relationships (in part) with policy makers, of course with commitments and underhand agreements that are outside the realm of the guidelines and provisions that have been set.

Keywords: Implementation, Poverty, Non-Cash Food Assistance Program

Introduction

Implementation is basically a long process that is part of the policy cycle, understanding the success or failure of implementation should also be done by placing the implementation in the policy cycle earlier. In the sense that the failure or success of implementation may be largely determined by the stages that preceded implementation in the policy cycle, namely agenda setting and formulation. Therefore, to overcome the aforementioned weaknesses, De Leon & De Leon (2000) advocate what they call a "democratic approach to policy implementation".

According to them, the failure of implementation can basically be understood by looking at how the policy was formulated. A policy that is formulated democratically, involving all parties who will be affected by the policy (participatory policy making process) and carried out with careful considerations (deliberative policy making process), it will have a greater chance of successful implementation than the policy formulated in a better and comprehensive way.

Makatita (2010), revealed that implementation is a complicated process, which leads to failure. This is due to, among other things, poor socialization, the community is not involved, corruption and the monitoring process is not going well.

With regard to poverty and its handling, this is a priority for policies and programs from the government which are expected to encourage Indonesia to be more productive, competitive, and flexible in facing global challenges that are dynamic and full of risks. Government programs and policies are directed at: (1) Accelerating and continuing infrastructure development; Infrastructure interconnection with small industrial areas, special economic zones, tourism, rice fields, plantations and fisheries, (2) Human Resources Development; Ensure the health of pregnant women and children of school age and productive age (3). Invite Investment and investment as wide as possible to create job opportunities; Cut investment barriers, (4). Bureaucratic Reform; The speed of serving and giving accountable permits, removing the linear, monotonous, and stuck mindset in the Comfort Zone, Adaptive, productive, innovative and competitive in quality competencies (5). The State Revenue and Expenditure Budget (APBN) is focused and on target, and is ensured to have economic and social benefits in improving people's welfare.

In realizing government programs and policies, especially in dealing with poverty, the government issues several regulations that provide guidelines and directions for policies and programs that are implemented. These regulations include Law Number 11 of 2009 concerning Social Welfare, Law Number 13 of 2011 concerning handling the poor, and Presidential Regulation of the Republic of Indonesia Number 63 of 2017 concerning the Distribution of Non-Cash Social Assistance.

Regulation of the Minister of Finance of the Republic of Indonesia Number 254/PMK.05/2015 concerning Social Assistance Expenditure at State Ministries/Institutions, which was amended by Regulation of the Minister of Finance of the Republic of Indonesia Number 228/PMK.05/2016 concerning Amendments to the Regulation of the Minister of Finance Number 254/PMK.05/2015 Regarding Social Aid Expenditures at State Ministries/Agencies.

In line with this regulation, the Minister of Social Affairs Regulation Number 5 of 2019 concerning Management of Integrated Social Welfare Data, Minister of Social Affairs Regulation Number 11 of 2019 concerning Amendments to the Minister of Social Affairs Regulation Number 5 of 2019 concerning Management of Integrated Social Welfare Data has been issued. At the local government level, the Jeneponto Regency Regional Regulation Number 16 of 2018 concerning Poverty Reduction has been issued.

The issuance of regulations as a form of accountability of the government and local governments to intervene in the handling and reduction of poverty both nationally and at the district/city level. Poverty is an indicator of welfare, poverty is an obstacle to development, poverty is a trigger for

crime, as well as several expressions that embed that poverty is the main factor that must be overcome and resolved.

The government also organizes community empowerment programs and activities as well as providing access to microcredit, financial inclusion and the creation of new jobs. The policies and programs that have been provided by the government are expected to have a positive influence on the handling and alleviation of poverty both nationally and in Jeneponto Regency. Coverage of the Assistance Program provided by the government and local governments to the total poverty rate in Jeneponto Regency. The data that forms the basis for the distribution of poverty alleviation assistance services is the Integrated Social Welfare Data (DTKS). Integrated Data on Social Welfare (DTKS) or commonly known as the Integrated Database (BDT) is a database containing social welfare data with various criteria for each individual and household.

The Non-Cash Food Assistance (BPNT) program or the basic food program (since October 2020 has changed) has received several contradictory actions about how this program works. In the electronic page <https://inikata.com> entitled "Buwas: there is a mafia behind the distribution of BPNT rice, a similar thing also happened in Jeneponto Regency. Various demonstrations were carried out by elements of the community (student organizations, youth organizations or non-governmental organizations). The demands are various, demanding transparency, the activists ask for transparency for each stage of the distribution and management of the Non-Cash Food Assistance (BPNT) program but tend to be unethical and have anarchic nuances. and procedures for changing program implementers. Demand that stakeholders in the implementation of the basic food program have strong and responsible integrity and accountability. The main urgency that the demonstrators ask for is inherent supervision and accountability at the verification and validation stages of data on the Beneficiary Families (KPM).

Judging from the phenomena above, it can be concluded that there are still several factors that hinder the implementation of the Non-Cash Food Assistance (BPNT) program implemented in Jeneponto Regency. Therefore, this study was conducted to find and analyze the factors that hinder the implementation of this Non-Cash Food Assistance (BPNT) program

Literature Review

In general leaders, managers or other designations complain and say that the target group or target object of a program often does not follow the requirements set by the program of a policy, the target group often fails to act according to the plan. The occurrence of a disconnect between operational techniques and the behavior of the target group is a challenge which, if it can be resolved, will realize the achievement of program implementation goals.

According to Abidin in Mulyadi (2016) views that the implementation process is related to two main internal factors and external main factors. The main internal factors include the policies to be implemented and the supporting factors. Meanwhile, the main external factors include environmental conditions and related parties. The condition of the policy is the most dominant internal factor in the implementation process because what is implemented is the policy itself, without a policy nothing is implemented. At the first level, the success or failure of the implementation of a policy is determined by two things, namely the quality of the policy and the implementation strategy.

Policies that are not qualified, are not useful to implement. Improper implementation strategies are often unable to gain support from the community. Therefore, many failures that occur are not only caused by the weak substance of the policy, but also because of the implementation strategy (Winarno, 2007). The second main internal factor in the implementation process is the resources which are the supporting factors for the policy. These supporting factors are referred to as inputs.

However, in some ways there are differences between the inputs in the business sense and the supporting factors in the management or public policy sense. Inputs in the microeconomic sense include what is called 6M (Men, Money, Materials, Methods, Machines, and Markets). Meanwhile, supporting factors in public policy include human resources, finance, logistics, information, legitimacy and participation.

Erwan et al. (2015) said that there are several factors that determine the success or failure of an implementation process, namely: the quality of the policy itself (clarity of objectives, clarity of the implementor or person in charge of implementation and others); Adequate budget allocation, Wildavsky (1979) the amount of the budget allocated to a program shows how much political will the government has for these problems; The accuracy of the instruments used to achieve the objectives (services, subsidies, assistance, goods/services, grants and others); Implementor capacity (organizational structure, human resource support, coordination, supervision and so on); Target group characteristics and support; and Conditions of the geographical, social, economic and political environment in which the implementation is carried out

Methods

This study the author uses a descriptive qualitative research. Qualitative research produces analysis that is more descriptive than predictive (Aminah, 2019). Site selection or site selection according to Sukmadinata (2006) relates to the determination of units, sections, groups, and places where people are involved in the activities to be studied. This research took place at the Social Service of Jeneponto Regency. The Office of Social Affairs is a regional apparatus that is responsible for implementing poverty alleviation and management programs, both programs originating from the central government and from local governments. The research data was obtained through observation and in-depth interviews with the community, and the authorities to provide information and information regarding the implementation of the Non-Cash Food Assistance Program (BPNT) at the Jeneponto District Social Service, through a review of documentation, as well as research studies in accordance with the research problem. Flow analysis According to Miles & Huberman (1992) the analysis consists of three streams of activities that occur simultaneously, namely: data reduction (selection and concentration of attention), data presentation (information gathering), conclusion drawing/verification.

Results and Discussion

In the research stage, several things and/or factors were found that had a negative (inhibiting) and positive (supportive) influence on the implementation of the Non-Cash Food Assistance (BPNT) or basic food program, including:

Cultural Factors and People's Habits

The Jeneponto community is a society that has values, norms and customs that are somewhat different from other regions. Customs and the dominance of patrilinealistic understanding that grow and develop in the Jeneponto community have taken root and formed the order of social life that seems traditional. The fatherly factor leads people's thinking to respect the Father, which is defined as leader, leader, head, chairman and other designations, even though it is realized that it has been eroded by the times, ethics education, information dissemination and mastery of technology.

In this basic food program, there is a tendency for local leaders, leaders or elites to intervene in collecting data on beneficiary families, whether it is at the village, sub-district, district or social service levels. This runs as a routine that is considered not something wrong, something that has the potential for nepotism (to record only those with family relationships) and others.

On the other hand, with these customs, norms and culture, it creates a pattern of order that can support the basic food program if it is developed in a positive direction. The Patrilineal system gives birth to the attitude and culture of "sipakala'biri and sipakala". This culture will support the basic food program to conduct comprehensive data collection, accurate verification and proper data validity. A good leader or leader will direct things that are in accordance with the provisions that have been set.

Political Factor

The basic food program or formerly known as Non-Cash Food Assistance (BPNT) is a government program that provides stimulants to the poor, very poor and vulnerable to poverty in order to be able to meet the food needs of these communities. During the current covid-19 pandemic, the government is trying to reduce the burden of household expenditures through expanding participation in the basic food program, meeting food needs and improving community nutrition. This is what makes the basic food program very needed and sensitive for people with low welfare, even the political elite.

This sensitivity and level of community need for the basic food program is often used by irresponsible parties. Government "unscrupulous" use their authority and position to ride the basic food program with their political interests and plans. There is a tendency in the field, the basic food program is used as a "threat" issue if political interests are not achieved, they will be expelled from DTKS as beneficiary families in the area.

On the other hand, even the basic food program can be a blessing in itself, if this is carried out in accordance with general guidelines and applicable regulations, it will give birth to a positive image of the implementation of the government being held. A successful basic food program will improve the welfare of the community.

At the level of suppliers and distributors of food ingredients to e-warongs, symptoms of unfair business competition are found. Factors of political interest also enter this area. Suppliers or distributors who gain access to distribute and supply food ingredients to e-warong are suppliers/distributors who have an emotional relationship (in part) with policy makers, of course with commitments and underhand agreements that are outside the realm of the guidelines and provisions that have been set.

Financial Ability Factor

The provincial government and district/city governments can make social assistance spending policies in the Regional Revenue and Expenditure Budget (APBD) to increase the ceiling for the beneficiaries of the basic food program for families who are not registered as beneficiary families, but are included in the Integrated Social Welfare Data (DTKS). This is to expand people with low welfare to be able to take advantage of the basic food program, but in reality there is no budget allocation at the Social Service for it, even though it has been proposed within the last 2 (two) years to the Regional Government Budget Team (TAPD).

It is known together that the head of TAPD is the Regional Secretary and also the Head of the Coordinator Team at the Regency level for the staple food program. This companion budget can be used in addition to covering the KPM quota that is not accommodated from the Ministry of Social Affairs through the SIKS-NG (Social Welfare Information System-Next Generation) application. basic needs, rules, regulations, requirements and general guidelines for the basic food program itself.

Human Resource Factor

The target of the basic food program is people with low welfare levels (very poor, poor and vulnerable to poverty). The tendency of the poor to have a low level of education, thus affecting the mindset and patterns of action as well as customs and traditions that tend to be out of control. The condition of the community like this if exposed to information that is not given a detailed explanation will obscure the meaning of the program, and not fully understand it. Educational background, mindset and culture have an impact on misunderstanding and distorting the meaning of a program.

Lack of understanding Beneficiary families tend to be used as opportunities to exploit ideas and be directed away from general provisions and guidelines, because KPMs who do not fully understand and tend to be ignorant to find out the whole thing about the basic food program. The irresponsible manners of "unscrupulous persons" from the program implementers will open up opportunities for misappropriation of the basic food program from the target and the essence of this basic food program is given to the poor.

Good intentions are needed with values that are in accordance with the rules, norms and religion in order to remain in the corridor of applicable rules and regulations. With sincere intentions with good manners and mastery of information and technology even with sincerity will create motivation and positive suggestions to work, innovate with a breakthrough that gives birth to solutions for every obstacle and problem faced in the implementation of this basic food program. Innovations from the staple food program stakeholders, providing alternative actions and solutions for improving and revamping the basic food program implementation system.

Leadership

Influential leaders can communicate the reasons and mechanisms of a program, championing the program to ensure program implementation goes according to plan. Leaders who have the ability to explore every dynamic that occurs in the implementation of the basic food program, read situations and circumstances and even facilitate activities and actions to support program

implementation. Created a policy in the basic food program as a guide for technical and operational guidelines for the implementation of the basic food program.

By exploring and understanding the course of a program, it will grow its own soul and spirit to solve any problems that arise in this basic food program, provide alternative problem solving and the most appropriate solutions. No less important is a positive network from a leader. The breadth of the network will make it easier to obtain up to date information and can be developed as a current policy. An extensive network without the ability to communicate, coordinate and cooperate in a work team will hinder the achievement of the goals of the basic food program. Intensive and effective communication and coordination is required to all stakeholders of the staple food program

Regulatory Clarity

Regulations are not only limited to regulations at the national level in the form of laws, ministerial regulations, and general guidelines issued by political elites at the national level, but must be able to produce detailed and detailed technical instructions that can be understood by the implementers of the basic food program at the lowest level. Unification of understanding from one source with the right legal force and in accordance with the applicable laws and regulations.

Normatively, the regulation regulates and directs by using an approach that is easy to understand in digesting the rules, not otherwise giving birth to a legal basis that has multiple interpretations, diverse understandings according to educational background, social and cultural status so that it has an impact on program confusion at the level of implementation which is has the potential to result in legal consequences (having legal consequences) there is no conformity between the implementation of the program and the rules that have been set.

Communication and Coordination

A program is executed by involving various stakeholders. Differences in authority, educational background, social and cultural status require a separate formulation so that diversity can be unified into a systematic system so that it can be directed to a single target for achieving the objectives of the program being implemented. All of this can be achieved if carried out with active and effective communication, simultaneous and directed coordination. Do not let there be sectoral egos by defending each other's principles and concepts internally and in narrow thinking, without prioritizing the common interests of the nation and state.

Thoughts and understanding of selfishness (egoism) that arise, implementer A is greater than implementer B or person X is more powerful than person Y and the assumption that person A is more experienced and more appropriate than person B and so on is not appropriate to be shown if related to the public interest, especially the poor, the very poor and the vulnerable. Two-way communication and humanist dialogue, discarding each other's interests for the common good.

Conclusion

The factors that influence the implementation of this program are; (1) In this basic food program, there is a tendency for regional leaders, leaders or elites to intervene in collecting data on beneficiary families, whether it is at the village/kelurahan, sub-district, district or Social Service levels. (2) Suppliers or distributors who gain access to distribute and supply food ingredients to

e-warong are suppliers/distributors who have emotional relationships (in part) with policy makers, of course with commitments and underhand agreements that are outside the realm of guidelines and the conditions that have been set. (3) The Social Service does not have a budget allocation for the beneficiaries of the basic food program for families who are not registered as beneficiary families. (4) Lack of understanding Beneficiary families tend to be used as opportunities to exploit ideas and are directed away from general provisions and guidelines. (5) Leaders who have the ability to explore every dynamic that occurs in the implementation of the basic food program, read situations and circumstances and even facilitate activities and actions to support program implementation. (6) the regulation regulates and directs by using an approach that is easy to understand in digesting the rule, not otherwise giving birth to a legal basis that has multiple interpretations. (7) Two-way communication and humanist dialogue, discarding each other's interests for the common good.

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