

Implementation of Poor Family Assistance Policy in Sidotopo Village, Surabaya City

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Abstract. The policy regarding assistance to poor families has made the poverty rate in the city of Surabaya, which was originally one million people, drop drastically to just two thousand people. This policy is considered to eliminate the rights of residents who need assistance, so that many less fortunate residents are not recorded as poor families and the facts on the ground are that there are still many residents who can afford this assistance. The purpose of this study was to determine the successful implementation of the Assistance Policy for Poor Families in the Sidotopo Village, Surabaya City. This research uses qualitative methods, namely by observation, interviews, or document review. The type of research chosen is descriptive research. The results of research findings in the field show that the implementation of the Poor Family Assistance Policy in Sidotopo District, Surabaya City, in general, from several indicators such as policy targets and standards, social environment and economic environment and the disposition used shows that the category has not been successful. As for the resource category, the quality of relationships between organizations, and the characteristics of implementing institutions/organizations.

Keywords: Implementation; Policy; Poor Families

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INTRODUCTION

Until the end of the 20th century poverty was still a burden on the world. It seems that the issue of poverty will continue to be a problem that will never disappear in this world (Sampedro, 2021). Poverty is a lack faced by a person to live a life like a normal society. The lack faced by poor individuals can be identified based on insufficient income to buy basic needs, low level of education, acquisition of property or wealth assets that are not much and health problems to some extent interfere with the survival of individuals to live in normal conditions (Gopal et al., 2021). Indonesia is also a developing country and has a number of problems and rumors related to social, cultural and economic issues that need to be considered in more depth. These problems include poverty (Sari et al., 2022).

Poverty is a complex and multidimensional problem, therefore, efforts to overcome poverty must be carried out comprehensively (Liahati dan Dewi Citra Larasati, 2018). The government as a policy maker makes a policy in the context of overcoming poverty by creating social protection

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programs, the government has made various efforts to overcome poverty in Indonesia by carrying out various programs (Anggleni, 2018). The problem of poverty must be solved together, both from the government and the community. The government and society must work together to eradicate poverty. Poverty alleviation efforts in the Presidential Regulation of the Republic of Indonesia Number 15 of 2010 are government and local government policies and programs that are carried out in a systematic, planned and synergistic manner with the business world and society to reduce the number of poor people in order to increase the degree of people's welfare (Putra & Anzaikhan, 2022; Rahman, 2014; Sopah et al., 2020; Sulhan & Sasongko, 2017).

Efforts to eradicate poverty in Indonesia are based on several legal foundations that regulate that poverty in Indonesia does not increase, including the following: (1) Law Number 13 of 2011, (2) Presidential Regulation Number 15 of 2010, (3) Government Regulation Number 42 of 1981, (5) Regulation of the Minister of Home Affairs Number 42 of 2010. Poverty alleviation efforts are also contained in the National Long-Term Development Plan (RPJP-Nas), as well as explicitly seen in the 2015-2019 National Medium-Term Development Plan (RPJMN). Then each province and district/city also has the authority to try to deal with poverty problems in their area according to existing conditions. Poverty reduction is a shared responsibility between the central and regional governments (Fidianing et al., 2020). This matter means necessary. There is integration and synergy between central and local government. On the other hand poverty alleviation needs to be carried out in a comprehensive manner and involve various stakeholders which is related (Rakhmat & Firdaus, 2019).

In realizing a success in poverty alleviation this can be carried out by providing a service and government intervention to the community. One of the efforts implemented by the Surabaya City Government is Surabaya Mayor Regulation Number 58 of 2019 concerning Procedures for Collection, Processing, Utilization and Reporting of Data on Low-Income Communities (Tri Asyafin Putra & Widiyarta, 2022). This policy increases the poverty rate from 2020 to 2022 to reach one million people. The problem of poverty in Surabaya is still not resolved and continues to grow, then Surabaya city government made a new policy namely Surabaya Mayor Regulation Number 106 of 2022 Concerning Procedures for Collection, Management and Utilization of Poor Family Data.

Poor families are families that have an average expenditure per capita per month below the poverty line (Pengumpulan et al., 2022). The existence of a new policy regarding assistance to poor families has reduced the poverty rate in the city of Surabaya, because there are new strict standards so that residents can be recorded as poor families. This new policy has reduced the

poverty rate in the city of Surabaya to only two thousand people. The following is a comparison of data on low-income communities with data on poor families :

Table 1
Comparison of Data on Low-Income Communities with Data on Poor Families

Program	Year 2022
Low Income Society	1,085,588 souls
Poor family	219,427 souls

Source : Dinas Sosial Kota Surabaya, 2023

The table 1 is the difference in the amount of data that received assistance from the central government and from local governments. This research was taken in the Sidotopo Village, Surabaya City, when the new policy was used, namely poor families. An explanation from the Surabaya City Social Service they did not delete the data for Low-Income Communities (MBR) and would synchronize the database for poor families. Based on data archives from the Surabaya City Social Service, the number of poor people in Sidotopo Village in the MBR program totaled 16,738 people in 2021, then with the new policy regarding poor families it dropped to 3,423 people in 2022. However, in reality those who are included in the list of poor families not up to his shoes

The poverty rate in Sidotopo Village has dropped drastically, making residents furious because many of them need assistance but are not included in the data on poor families. According to residents, the existence of this new policy has actually created a chaotic atmosphere in the lower class society because many citizens' data has been deleted suddenly. Based on the explanation above, in the Sidotopo Village, Surabaya City, the Head of the neighborhood association (RT) already knew that injustice had occurred in the data collection for poor families.

Several previous studies related to the implementation of poverty assistance program policies have been written by several previous researchers, such as that written by (Aneta, 2012), with the title Implementation of Urban Poverty Alleviation Program (P2KP) Policies in Gorontalo City. The results of this research show that the forms of implementation of poverty alleviation program policies in Gorontalo City have been implemented according to the P2KP policy stages, the responsiveness of the Gorontalo City government is high in implementing poverty alleviation program policies, the community accepts and supports poverty alleviation programs, and communication factors, resources, the attitude of the implementer and the bureaucratic structure

are factors that influence the successful implementation of the P2KP policy in Gorontalo City. Another research was conducted by (Sopah et al., 2020), with the title Implementation of Poverty Alleviation Policy through Empowering MSMEs in Sidoarjo Regency. The results of this research indicate that there are deficiencies in the implementation of Regional Regulation Number 2 of 2016 Article 14 point C, which is a poverty alleviation policy through the "1000 New Entrepreneurs" MSME empowerment program, which is less successful in implementation, measured based on Marilee S. Grindle's theory, namely policy content and environment. implementation. In contrast to the research conducted by the author, this research looks more at how poverty is handled through assistance to families which has been carried out so far by the Surabaya City Village Government.

Policies for poor families must be implemented with a number of standards contained in these policies to be successful. Therefore this study uses the Van Meter Van Horn theory in studying Implementation of Assistance Policy for Poor Families in Sidotopo Village, Surabaya City. According to Van Meter Van Horn, there are six variables that must be considered because they can influence the success of implementation, namely clear policy objectives and standards, resources, quality of interorganizational relations, characteristics of implementing agencies or organizations, political, social and economic environment, disposition or response or attitude of executors (Suaib, 2016). The purpose of this study was to determine the successful implementation of the Assistance Policy for Poor Families in the Sidotopo Village, Surabaya City

METHODS

This research uses a descriptive research type with a qualitative approach analysis method regarding research focus that can influence the success of an implementation, namely clear policy goals and standards, resources, quality of interorganizational relations, characteristics of implementing institutions or organizations, political, social and economic environment, disposition or response or attitude of the executors. Sources of data that researchers use in this study are through words and actions, written sources, photographs and statistical data. According to (Soegiyono, 2013) in qualitative research, data collection is carried out in natural settings (natural conditions), primary data sources, and data collection techniques involve more participant observation, in-depth interviews and documentation. The data analysis technique used in this study is analysis using an interactive model of analysis developed by (Miles, Huberman, Saldana, 2014.). This qualitative data analysis was carried out from several stages, namely data collection, data condensation, data presentation and drawing conclusions.

RESULTS AND DISCUSSION

In the research results obtained by the author from the variable success of an implementation of the Assistance Policy for Poor Families in the Sidotopo Village, Surabaya City, an analysis was carried out using the implementation theory that had been chosen to become the basis for implementing a policy. In this study the theory used is the implementation theory of Van Meter Van Horn. The theory contains six research variables that can influence the successful implementation of a policy. These variables include clear policy objectives and standards, resources, quality of interorganizational relations, characteristics of implementing agencies/organizations, political, social and economic environment, dispositions/responses or attitudes of implementers. The following is a description of the research discussion in the form of analysis using a theoretical basis with the focus and objectives of the study as follows:

Clear Policy Objectives and Standards

Clear policy objectives and standards according to Van Meter Van Horn in (Suaib, 2016), namely details regarding the objectives to be achieved through the policy along with the standards for measuring achievement. The aim of the poor family assistance policy must certainly be understood by all implementers. The existence of policy standards also helps to achieve the objectives of the poor family assistance policy to be successful. In order to know that the policy has achieved the goals desired by the Surabaya City government, the implementer certainly knows the measure of the success of the poor family policy, but in this case the implementor has a different understanding of the measure of the success of the policy.

The purpose of the poor family assistance regulations is to help alleviate poverty, this has been explained by the local Social Service and RT in the Sidotopo Village area. The existence of different views regarding the objectives of the policy was explained by the Head of Section (kasi) for People's Welfare and the Economy (Kesra) making this regulation a reference for collecting data and utilizing data on poor families in the Sidotopo Village area. According to Head of Section (kasi) for People's Welfare and the Economy (Kesra) the success of the policy can be seen from the data collection at the kelurahan level when data on poor families in the Sidotopo Village can be updated and can publish official reports, while the Surabaya City Social Service said the policy would be successful if there was less data on poor families. The implementors already know the standards for implementing the policy as evidenced by the opinion of the implementors that they have something in common, namely understanding the contents of Mayor Regulation No. 106 of 2022 concerning Procedures for Collection, Management and Utilization of Data on Poor

Families, in which there are already criteria or standards regarding programs for poor families. From this statement it can be seen that the policy objectives regarding poor families are not in accordance with the implementation theory according to Van Meter Van Horn in (Suaib, 2016) because there is a lack of understanding by the Sidotopo Village regarding the goals and measures of success of the Poor Families assistance policy.

Resource

Van Meter Van Horn's resources in (Suaib, 2016) namely funds or various incentives that can facilitate implementation effectiveness. Funds which can be said to be resources that must be held at every level of implementation are obtained from central funds or from the Surabaya APBD. Facilities that can help the effectiveness of implementation are the existence of human resources who understand the poor family assistance policy, namely RT/RW, Sidotopo Village, Surabaya City Social Service.

Financial resources are proven by the existence of special funds for assistance to poor families, such as PKH assistance, BLT, and the existence of other productive age programs such as job training and the provision of business capital. Meanwhile, the special fund itself has been detailed by the Social Service. Kelurahan and RT/RW only receive these funds to be distributed among residents and implement policies as usual. Facilitate the effectiveness of the implementation that is sought by the kelurahan and RT/RW so that the aid for poor families is right on target, namely always coordinating through whatsapp group when informing if there is assistance or disapproval of data on poor families. The facilities provided by the Social Service are trying to hold new programs to improve the standard of living of people who are recorded in poor families so that these people can graduate from poor families. From this statement it can be seen that the resources are in accordance with the theory of implementation according to Van Meter Van Horn in (Suaib, 2016) because the implementor has made efforts so that the funds and facilities for the purposes of the poor family assistance policy can be implemented properly and on target.

The quality of interorganizational relations

The quality of interorganizational relations in the theory of policy implementation according to Van Meter Van Horn in (Suaib, 2016) is that successful implementation often demands institutional procedures and mechanisms that allow a higher structure to control so that implementation goes according to the goals and standards that have been set. In this study, the higher structure is the Surabaya City Social Service in controlling the Sidotopo Village so that the implementation goes according to the goals and standards that have been set.

The higher structure is the Surabaya City Social Service which controls all sub-districts, including Sidotopo Village so that the implementation goes according to the goals and standards set by the implementers to control through the application whatsapp by creating a group or you can also hold a meeting when there is important information that must be conveyed. There are also direct control activities from the Surabaya Social Service to the homes of residents in the Sidotopo Village who are recorded as poor families. From this statement it can be seen that the quality of interorganizational relations is in accordance with the theory of implementation according to Van Meter Van Horn in (Suaib, 2016) because the Social Service as the highest structure of the implementor has carried out the control so that it goes down directly to the houses of Sidotopo Village residents who are recorded in poor families.

Characteristics of implementing agencies/organizations

The characteristics of implementing agencies/organizations according to Van Meter Van Horn in (Suaib, 2016) include the competence and size of implementing agents, the level of hierarchical control at the lowest implementing unit at the time of implementation, political support from the executive and legislature, as well as formal and informal linkages with policy-making institutions . In this study, of course, the authors have examined and made observations in the field that the implementing agents intended were RT/RW, Kelurahan, and the Social Service, so that the lowest implementing unit at the time of implementation was RT. Political support from the executive, namely the Surabaya city government and the legislature, namely political parties in the city of Surabaya.

The characteristics of implementing agencies/organizations, namely Sidotopo Village, RT and RW, already know about the contents of the policy for poor families. The Social Service in implementing this policy only processes data on poor families using proxy mean test because those carrying out the data collection and distribution of assistance to poor families are the Sidotopo Village and the local RT/RW. The existence of political support is shown by the many questions raised by several parties which of course must be answered by the Social Service and check the data again. From this statement it can be seen that the characteristics of implementing institutions/organizations are in accordance with the theory of implementation according to Van Meter Van Horn in (Suaib, 2016) because at each level the implementor already knows about the contents of the poor family policy and there is political support from the executive, namely the Surabaya city government who is assisted by the Social Service and the legislature, namely political parties.

Political, Social and Economic Environment

The political, social and economic environment according to Van Meter Van Horn in (Suaib, 2016) is seen from whether economic resources are sufficient; how much and how the policy can affect the existing socio-economic conditions; what is the public response to the policy; does the elite support implementation. Economic resources when carrying out the implementation of the poor family assistance policy in the Sidotopo Village. poor family assistance policies can affect the socio-economic conditions that exist in the residents of the Sidotopo Village. The public response in question is Sidotopo residents who are recorded in poor families. The elite meant here is the political elite.

The political environment that occurred when there was a poor family assistance policy, the existence of a legislative body certainly helped carry out the formulation of Mayor Regulation No. 106 of 2022 concerning Procedures for Collection, Management and Utilization of Data on Poor Families with the city government. However, for assistance to people who are registered as poor families in Sidotopo, the political elite has not provided assistance because currently it is still in the data collection stage. Assistance received by residents who are recorded as poor families is assistance from the center and from the regions.

The social environment in the Sidotopo Village, if the community has the status of a poor family, is of course economically weak so that they can enter the category of poor families and need to be given assistance and need to be given intervention and there is social jealousy in Sidotopo Village for people who are not included in the data on poor families. The economic environment, including funds for assistance with implementing poor family assistance, is sufficient at every level of implementers in the Sidotopo Village and with the assistance provided by the local government and the central government, it is enough to help residents who are registered as poor families, but according to the local RT in Sidotopo Village it is still not there is a significant change. From this statement it can be seen that the political environment is in accordance with the theory of implementation according to Van Meter Van Horn in (Suaib, 2016) because the political elite supports and participates in formulating policies on assistance to poor families, on the other hand the social and economic environment is not in accordance with the implementation theory according to Van Meter Van Horn in (Suaib, 2016) because there is social jealousy for residents who do not fall into the category of poor families and even though the funds provided by the central government or local government are sufficient to implement policies for poor families in Sidotopo Village, the assistance received by residents has not been seen. significant changes to the economy of residents who are recorded as poor families.

Disposition

The dispositions/responses or attitudes of implementers according to Van Meter Van Horn in (Suaib, 2016) include knowledge and understanding of the content and objectives of the policy, attitudes toward the policy, and attitude intensity. The attitude of the executors here is meant to be RT/RW, Sidotopo Village and the Surabaya City Social Service. The disposition/response or attitude of the RT implementers felt that the data collection was uneven so that the assistance provided was also uneven, but with this policy the Sidotopo Village was helped to collect data on poor families. The intensity of the attitude of all implementers supports the existence of this policy and residents are also quite satisfied with the assistance provided by the government through the poor family program. From this statement it can be seen that it is not in accordance with the theory of implementation according to Van Meter Van Horn in (Suaib, 2016) because according to one implementer of the policy there is an uneven distribution of assistance and data collection even though the attitude of the implementers supports the existence of this policy and is committed to implementing it properly.

CONCLUSION

Study results show that Based on the results and discussion regarding the Implementation of the Assistance Policy for Poor Families in the Sidotopo Village, Surabaya City using the implementation theory of the Van Meter Van Horn, the following conclusions are drawn: Policy goals and standards that are clearly not successful because there are different views regarding the policy objectives by the Head of the Community Welfare Section (Kasi) of the Sidotopo Village with the RT and Social Service so that it has an impact on different measures of policy success; The resources owned at each level of the implementer have been successful because the implementor has made efforts so that the funds and facilities for the purposes of the poor family assistance policy can be implemented properly and on target; The quality of interorganizational relations that exist in the highest implementing organization has been successful because the Social Service as the highest implementer has carried out control to the homes of poor families; The characteristics of implementing agencies/organizations at each implementor level have succeeded in knowing about the contents of the poor family policy and the existence of political support from the executive, namely the Surabaya city government assisted by the Social Service and the legislature, namely political parties, of course, can help Sidotopo Village to re-check data on poor families; The social environment and the economic environment are less successful because in the social environment there is social jealousy for residents who do not fall into the category of poor families because there are still many poor

people who are not included in the Poor Family data; The disposition/response or attitude of the implementers was less successful because according to the RT in Sidotopo Sub-district, the policy assistance for poor families was still uneven, even though all implementers supported this policy and were committed to implementing it properly.

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