Implementation of the Non-Cash Food Assistance Program (PBPNT) George R. Terry's Management Function Perspective during the Pandemic Period in Tambakrejo Village Jombang

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ABSTRACT
This research is motivated by the phenomenon of the Distribution of the Non-Cash Food Assistance Program (BPNT), which seeks to alleviate poverty, assist and strengthen food security, and facilitate control, monitoring and reduction of social deviance. The cooperation program between the Regional Social Service and the Village Government is carried out through non-cash procedures or through banking. The purpose of this research is to find out: 1). Implementation of PBPNT Implementation, 2). Constraints or obstacles faced, and 3). Alternative solutions to overcome obstacles. This type of research is descriptive qualitative research. Data collection techniques through observation, interviews and documentation. Data analysis techniques with data reduction, data presentation and drawing conclusions. The research location is Tambakrejo Village, Jombang. The implementation of PBPNT was analyzed from the perspective of management functions according to George R. Terry, namely; Planning, Organizing, Actuating, and Controlling. Research results: 1). The implementation of PBPNT Tambakrejo in terms of distribution is in accordance with procedures, the distribution is carried out on target, in the right quantity, at the right price and quality and in proper administration, it just needs to be improved on the delivery time. Implementation is in accordance with George R. Terry's perspective management functions in terms of Planning, Organizing, and Actuating, only at the Controlling stage it needs to be optimized because there is no special agency from the village apparatus assigned to handle this program. 2). Regarding program constraints, there were no serious problems that resulted in the failure of distribution. The technical problems encountered were missing cards, error cards, cards that had not been updated and food rations that had not been taken according to the stipulated time. 3). The solution to these problems is by calling the recipient or coordinating the recipient with the officer, updating the card, repairing the error card, and giving double quota for people who are late in taking it.

Keywords: Implementation, PBPNT, Management Function

INTRODUCTION
Poverty is always associated or identified with underdevelopment and underdevelopment. Poverty is one of the economic problems of every country in the world, including this country, poverty is a multidimensional problem (IKM) measuring the deprivation of each individual into three dimensions, namely health, education and living standards. Poverty and food vulnerability in Indonesia are challenges that the Government faces from time to time. Poverty is a complex problem that requires integrated and sustainable handling and programs (Bappenas 2017). (Rachman et al., 2018). There are many factors behind poverty, and it is necessary to find a new perspective or new glasses to see, interpret, and interpret what is meant by poverty.

In general, according to Muttaqien (2006), the effects of poverty are the loss of welfare for the poor, namely the non-fulfillment of basic needs, namely the need for clothing, food and housing, the loss of the right to education, the right to health, and the exclusion of humanely decent work, marginalized from the right to legal protection, the right to a sense of security, the right to participate in life (Vitasari, 2021). The problem of poverty, which can be said to be quite complex, requires serious handling so that it must involve all parties to work together.
In Indonesia, this multidimensional poverty covers all sectors starting from the economic, social, political, and cultural sectors, even poverty at all levels, including education, poverty at the historical level, socio-political (discourse), poverty at the education level, religion, character, and poverty at the level of world peace (bilateral relations or diplomacy).

According to the Central Statistics Agency (BPS) as of September 2021, the number of poor people in Indonesia reached 26.5 million people, or 9.71% of the total population of Indonesia, from all provinces in Indonesia. To overcome poverty requires the right strategic policies. Policy is a vital decision of officials who have the authority aimed at the public benefit, the public interest is regulated and implemented and accountable academically and politically as a logical consequence of government policies. In general, public policies are regulated in laws or government regulations (Hidayat, 2021)

In the context of accelerating poverty reduction as described in the table above and formulating policies in the field of social protection, the Government of Indonesia began implementing the Non-Cash Food Assistance Program (PBPNT) in 2017. PBPNT itself is not a continuation of the Direct Cash Subsidy Program (PSLT) which is designed to help poor households maintain their purchasing power when the government adjusts the price of fuel oil (BBM). However, PBPNT is more aimed at creating a social protection system (food empowerment) for the poor. It is hoped that the implementation in Indonesia can help the poorest people, groups of people who really need help from anyone.

The government has several policies to protect the national economy through the National Economic Recovery (PEN) program in the face of the Covid 19 pandemic (Sugiarto, 2020). The central government does not only focus on providing basic needs, but also cooperates with the Ministry of Finance to create a number of JPS or social security schemes (Adhiyasa, 2020). Starting from the National Disaster Management Agency (BNPB), the central government has taken various forms, including (1) the Family Hope Program (PKH), to save the community's economic resilience in the face of the current epidemic relief action, (2) Cash Social Assistance, (3) Cash Assistance from Direct Village Funds (BLT Dana Desa), (4) Regional Social Assistance (BSS) Jakarta Bogor Depok Tangerang and Bekasi (Jabodetabek), (5) Pre-Employment Card, (6) Basic Card and (7) Electricity subsidy.

The Non-Cash Program Assistance is a program from the central government to help poor people who have food difficulties, in the hope that they will get food for their daily needs. Before the existence of PBPNT there was something called RASKIN (Rice for Poor Families) which is a government program in an effort to improve food security and provide protection to poor families through distribution in the form of 10 kilograms of rice (Kg) per Family Card (KK) per month with a price range Rp. 1,600 per-Kg at the point of distribution or sale of rice below the market price to certain recipients.

Meanwhile, Non-Cash Assistance (PBPNT) is food social assistance provided by the Government in the form of non-cash to Beneficiary Households (KPM), worth Rp. 110,000.00/KPM through the mechanism of an electronic account in the form of a Prosperous Family Card (KK) which is only used for purchasing food ingredients at grocery traders in collaboration with the National Banking Association (Himbara), which became known as e-warong. (Sihombing, 2022).

One of the aims and objectives of the program is to reduce spending on food needs of the community and provide balanced nutrition for the community, especially Recipient Households (KPM), in a targeted and timely manner. Economic growth in the regions, especially micro-enterprises in the trade sector (Agung srihadi H, 2021). PBPNT will be rolled out in stages to all cities and regions based on the readiness of facilities and infrastructure in the distribution of non-cash assistance programs.

This program is held in accordance with the Presidential Decree No. RI. 63 and PERMENSO No. 10 of 2017 concerning the distribution of Non-Cash Social Assistance and concerning the Family Hope Program (PKH) and poverty reduction the government has special attention which is stated in the Regulation of the Minister of Social Affairs of the Republic of Indonesia Number 25 of 2016 concerning Assistance for Development of Business Facilities through Electronic Stalls The Mutual Cooperation Business Group for the Family Hope Program as stipulated in Article 1 paragraph 1 reads Handling the poor is a focused, integrated and sustainable effort carried out by the Government, Regional Government, and or the Community in the form of policies, programs and empowerment activities, assistance, and facilities to meet the basic needs of every citizen. (Kawung et al., 2020).

According to data from the Tambakrejo Village, Jombang Regency the number of poor people (people whose economy is below the poverty line) in 2019-2022, can be seen from the table below:
From the table above, it is detailed from the recipients of Non-Cash Food Assistance (PBPNT) as many as 199 families from the Ministry of Social Affairs. They consist of 156 categories of Beneficiary Families (KPM) and 43 categories of Expected Recipient Families (KPH). In the implementation of the distribution of the Non-Cash Food Assistance Program (PBPNT) in Tambakrejo Village in terms of targets, time, and administration, so far it has been good. It's just that there are obstacles in the processing of taking the assistance in the form of an error card and it is lost. A program formed must have certain goals and objectives to be achieved. The success or failure of the program can be measured by the achievement or failure of the objectives of the program. The aim and target of PBPNT is to reduce poverty and reduce poverty, but not only that, it also seeks to create an empowered society through effective implementation.

So far, the government's social assistance has not been effective. Indeed, there are still inaccuracies in the targeting of aid, unequal distribution of aid, protracted distribution, embezzlement, illegal deductions, and reduction of nominal amounts and resources that are meaningfully received, inclusion and exclusion errors, which lead to the politicization of social assistance. (Noerkaisar, 2021). Problems in distributing social assistance that occur include the problem of budget allocations in different ministries, problems with data on recipients of assistance that are not integrated, and problems with the distribution system of social assistance. The implication of this research is that cooperation, coordination and harmonization are needed between the central government, regional governments, and private institutions so that they are right on target, effective and efficient and supported by a good, integrated, transparent and accountable system in the distribution of the social assistance (Rahmansyah et al., 2020).

The success of a program can be seen through measuring effectiveness according to Makmur (2011:7) explaining that the effectiveness of a program can be seen from the indicators of timeliness, accuracy in making choices, accuracy in determining goals, and accuracy of targets. (Syafruddin et al., 2021). This can be seen from the implementation process, the researchers will correlate it with the management function according to George R. Terry, namely; Planning, Organizing, Executing/Moving, and Monitoring (POAC). Based on the description above, researchers are interested in researching the Non-Cash Food Assistance Program (PBPNT) to reduce poverty and reduce poverty, but not only that, it also seeks to create an empowered society through effective implementation.

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of activity and implementation time starting from the right target, quantity, price and quality as well as proper administration.

- Organizing includes; assigned tasks, the availability of Human Resources, and the availability of facilities and infrastructure.
- Implementation/Activation (Actuating) includes; giving directions to supervisors and officers (village apparatus) from the Tambakrejo Village and providing training.
- Controlling includes; a supervisor, carrying out field supervision during the PBPNT distribution process in Tambakrejo Village.

Data collection techniques, according to (Sugiyono, 2008) Data collection techniques are step by step that should not be left out, because at this stage it is the most strategic step in research because the main purpose of research is to obtain data. There are 3 techniques, namely:

- Observation is the basis of all science. So Observation is direct observation of the object under study with the five senses and carried out systematically by observing natural and real conditions. Meanwhile, for research using participant observation, the researcher is involved in the routine activities of the agency or person being observed so that they feel the joys and sorrows. With this observation, the data obtained will be more complete and accurate. In this study, the researcher used data collection techniques through participatory observation or direct involvement in the Tambakrejo Village to determine with certainty the situation, namely the Implementation of the Non-Cash Food Assistance Program.

- An interview is a meeting of two people to exchange information and ideas through question and answer, so that meaning can be constructed in a particular topic. Meanwhile, in a qualitative context, the interview is a process of communicative interaction between at least two people who are mutually willing to each other, where the direction of the conversation refers to the goals set by prioritizing trust which is the main basis for understanding the process. Research using Structured Interview (Structured Interview) is data collection, when the researcher already knows for sure about what information will be sought or collected. Therefore, researchers must prepare instruments in the form of written questions whose alternative answers have also been prepared, besides that researchers must bring instruments as interview guidelines which can be in the form of tools such as tape recorders, pictures, brochures and other materials that can support the interview process. While in progress. In this study, researchers used a structured interview technique (Structured Interview), where the data collection researcher knew exactly what information would be obtained. So when they wanted to conduct interviews, the researchers had prepared questions related to PBPNT in Tambakrejo Village.

- Documents are records of past events, or documents can be text, images, or someone's monumental work. Documentation, especially the recording of documents and data related to this research. This data is evidence from the results of the interview above. This activity is carried out with the aim of obtaining the required data by studying and understanding the existing literature. It aims to obtain data and information related to the research material.

Data analysis techniques According to Milles and Huerman in Sugiyono (2008) there are three processes that interact with each other as follows:

- Data Reduction, namely: Reducing data means summarizing, sorting and focusing the important rights, and looking for themes and patterns. In terms of how to select, target and simplify information from various data sources, for example from field notes, archive documents and so on. in order to draw conclusions.

- Data Display is a continuation of data reduction, namely: compiling data and presenting it well so that it is easier to understand. The presentation can be in the form of matrices, pictures, diagrams, and others.

- Verification (Conclusion Drawing) is the process of drawing conclusions and verification, especially the process of making preliminary conclusions which are still temporary, open and skeptical. It will change if there is no supporting & strong evidence at the next stage of data collection. Therefore, the final conclusion will be strengthened after data collection is complete.

The framework of thinking is used as a basis for thinking when conducting research. This is deemed necessary because the aim is to direct the author to obtain the data and information needed to solve research problems scientifically. Below is the framework in question:
RESULT AND DISCUSSION

Implementation of The Non-Cash Assistance Program in Tambakejo Village

The program launched by the government to reduce the burden on the community in meeting basic needs (food) is the Non-Cash Food Assistance Program (BPNT). The BPNT program is food assistance that is distributed monthly by the government to KPM, through an electronic account mechanism that can only be used to purchase food at places that work with Himbara Bank, which is then referred to as e-warong. The government-run BPNT program, to increase effectiveness and efficiency, targets the distribution of social assistance and financial incentives, as well as reducing the burden of spending and providing more balanced nutrition to KPM in a targeted and timely manner to support the implementation of the BPNT program.

The BPNT program is expected to reduce the cost burden by meeting some of the food needs, providing balanced nutrition to KPM participants, increasing the goals and timing of food assistance, and encouraging sustainable development. With KK funds, KPM participants can buy food in the form of rice and eggs through traders who are available in certain locations. The BPNT program is a government effort to help reduce the burden of spending on the poor.

Of course, from the description above, the Non-Cash Food Assistance carried out within the Tambakrejo sub-district government cannot be separated from the beneficiary families according to the integrated database at the Tambakrejo sub-district office. Based on the explanation above, to find out the implementation of BPNT during COVID 19 in Tambakrejo Village, it can be seen through the management function proposed by George R. Terry, which was previously explained, in the research on the Implementation of the Non-Cash Assistance Program in Tambakrejo Village during the pandemic period, these four functions will be used: involves several components, namely:

◦ Planning
◦ Organizing
◦ Actuating
◦ Controlling

For the Non-Cash Food Assistance (BPNT) distribution program in Tambakrejo Village has now been well realized. However, so far the application of the Non-Cash Food Aid Program has not been measured because there is no research record stating that the distribution of the aid has been carried out in sync with the objectives needed in Tambakrejo Village. Thus, the application of the Non-Cash Food Assistance Program can be seen through several points of view that apply in the field, namely:

◦ Right on target (target)

The role of the government as a central force in the implementation of the non-cash food assistance program. The attention and cooperation desired in this implementation is a structural vertical government apparatus from the central to regional or sub-district levels.
The government unit in BPNT activities becomes an agency with a control team consisting of inter-ministerial/structural forums including the Heads (Coordinating Minister of Human Development and Culture, Vice President of National Development (Minister of Planning)/Head of National Development Program), Secretary and members (Executive Secretary of the National Working Group for the Acceleration of Poverty Reduction) and members (Minister of Home Affairs, Minister of Social Affairs, Minister of Education and Culture, Minister of Religion, Minister of Energy and Mining, Minister of Resources, Minister of Finance, Minister of Trade, Minister of Agriculture, Minister of Law and Human Rights, Minister of Communication and Information Technology, Minister of State-Owned Enterprises, Minister of Research, Technology and Higher Education, Secretary of State, Secretary to the Cabinet Minister, Director of the Bureau of Statistics, Governor of Bank Indonesia and Chairman of the Committee for the Financial Services Authority).

Based on the results of an interview with Mr. Miftahul Ulum, one of the staff in Tambakrejo Village, said that the Non-Cash Food Assistance Program (BPNT) has actually been going well and is on target, because everything has gone through the kelurahan and was sent directly to the center.

- **Exact amount**
  In the process of distributing Non-Cash Food Aid in Tambakrejo Village, it has provided benefits for the poor, especially when viewed according to the poverty data of Tambakrejo village, it is in the low category. Based on an interview with Nasir as the head of Tambakrejo village, he revealed that every month the beneficiary family will get a transfer from the center of Rp. 200,000 in the form of money transferred every 10 per month, so the Beneficiary Family (KPM) can spend the money as much as possible in accordance with daily food needs and are not allowed for other things, food purchases are made at E-Warong which has been determined by the center.

- **On time**
  The procedure for distributing Non-Cash Food Aid funds is carried out by the channeling instrument. The scheduling is in accordance with the generic guidelines for Non-Cash Food Aid issued by the implementing government. However, the disbursement of BPNT was inconsistent in the predetermined schedule, thus affecting the quality and quantity of aid implementation. This is based on the results of an interview with Mr. Miftahul Ulum as the cashier for welfare and services that the distribution of BPNT is not always on time, but usually occurs at the end of the month around the 25th-28th.

- **Right price and Quality**
  In the BPNT program there is no difference in the price of basic necessities or rice because this is a model of basic food assistance which is given directly in the form of a card, so there is no price difference in receiving aid. The quality of rice and eggs distributed in KPM is standard and average, ewarong provides the best quality according to the quantity of support, as evidenced by the results of interviews with several informants. Mrs. Eny as the BPNT distribution agent said that there were no people who complained about the community's rice problem when the eggs cracked because the majority of them did not have a refrigerator but immediately replaced it. Mrs. Erlina and Mustikomah said the same thing as KPM that the price and quality they received were in accordance with existing regulations, namely 10 kg of rice, eggs, oil and other kitchen necessities worth Rp. 200,000.

- **Proper administration**
  For the administration of the BPNT program in Tambakrejo Village, it can be said to be good. Because everything is based on online data, such as KPM data, it must be fully registered in the SIKSNG Application. In addition, every time there is a change in data or changes in recipients of assistance and new proposals, all must be accompanied by the minutes and results of the Village Deliberation. This is in accordance with the statement of the informant, Mrs. Eny, as an agent for distribution of assistance in terms of administration, which can be said to be good because all online systems are automatic and the data to be entered must be complete and attached with several supporting documents.

Based on the results of the interview above, the BPNT program in Tambakrejo Village has been properly administered. Any data that will be inputted must be accompanied by supporting documents, in addition if there is a change in data, the kelurahan as the lowest non-cash food aid coordination team must conduct a village meeting which is attended by the village head (representa-
In the implementation of distribution, it must be supported by the existence of useful and good resources for the successful implementation of a program. In the BPNT program in Tambakrejo village, resources are put to good use. Implementing staff are people who have the skills and abilities to run the BPNT program.

The task of distributing Non-Cash Food Assistance in 2022 there was a change related to the distribution officer of the Non-Cash Food Assistance Program that occurred in Tambakrejo Village which was initially coordinated by the bank, namely BNI bank, but in 2022, especially in January to March the distribution of the BPNT program through the Post Office in the form of cash worth Rp. 200,000 per month and for collection at the PT Post Office. For the month of April it was taken back by the BNI bank and treated as in previous years. This is in accordance with the results of an interview with Mr. Miftahul Ulum who revealed that in 2022 the BPNT program between the BNI bank and the Post Office was fighting over a tender, because in previous years BPNT was handled by Bank BNI but in early 2022 from January to March it was taken by the post office and it is in the form of cash worth Rp. 200,000 per month, while in April it will return to BNI for May it is still unknown between the bank or the post that will handle it.

Mobilization or more supervision at the location plays a very important role in implementing a program, so that the program can be carried out optimally and well by the implementers. Thus, directives can be communicated and distributed in a clear, accurate and consistent manner without causing conflict. Directing BPNT distributors directly with all parties is the key to success in the BPNT distribution process.

For this reason, intense supervision is needed from certain parties, especially in building support and commitment to institutionalize the BPNT program in the form of direct supervision in the field. The following is a view against the role of the direction of the Non-Cash Food Assistance Program in Tambakrejo Village, researchers interviewed from several points of view, namely the village head, Mr. Nasir, who stated that he often gave directions to handle the BPNT program because this was one of the responsibilities of the village apparatus. This statement was confirmed by the welfare and service cashier that the village apparatus received the mandate. Below are the agencies that participated in the direction of Non-Cash Food Aid in Tambakrejo Village.

<table>
<thead>
<tr>
<th>Name of Agency</th>
<th>Tasks</th>
</tr>
</thead>
<tbody>
<tr>
<td>Village Apparatus</td>
<td>Supervisor &amp; Person in Charge of PBPNT</td>
</tr>
<tr>
<td>PKH &amp; PKM Facilitators</td>
<td>Providing Information related to PBPNT</td>
</tr>
<tr>
<td>Bank Agency</td>
<td>PBPNT Distributor</td>
</tr>
</tbody>
</table>

Supervision or control activities as well as looking for evaluation materials are very important to follow up on aid programs that have been set by the government, especially the Non-Cash Food Assistance Program. In the Tambakrejo sub-district the supervision has been good so that it has a positive impact on controlling this, said Mr. Nasir as the village head, disturbing that he often goes directly to the field with the aim of knowing in real or directly at the same time to control friends about their responsibilities, looking for things that need to be fixed later.

This was confirmed by Mr. Ulum, who was often sent to go directly to the location. The goal is to control and update data so that the government knows the latest data from the community so that the distribution of this basic food aid is expected to be evenly distributed to those who really need it.

Barriers or obstacles in the process of implementing Non-Cash Food Assistance are commonplace, and each program has its own problems. If there are obstacles, the solution or policy is usually returned to the respective parties or officers who are responsible for responding to problems that occur during program implementation. The Non-Cash Food Assistance Program (BPNT) is assigned to implement the program by the regional program coordination team. Of course, there are also problems related to the implementation of the BPNT program.
Some of the obstacles that occurred in the field, such as the statement of Mr. Miftahul Ulum as the secretary of welfare and service, that the obstacles faced were only minor problems such as cards that had not been updated, lost cards, or card errors. This means that the information shows that there are no significant serious obstacles during program implementation, especially obstacles that can thwart the program. Constraints only technical problems in the field. Ms. Eny's statement as the aid distribution agent added that the error or deflected card was caused because the names of the recipients had not been updated because the BNI EDC machine could not respond if it had not been recorded from the center through the village office.

Alternative Solutions to Problems

From the explanation above, it can be concluded that so far no significant problems have occurred, however, the village apparatus is still trying to monitor the progress and implement this program profusely. Alternative solutions carried out by the Tambakrejo Village apparatus and agents to overcome the problems or obstacles above were carried out wisely and effectively.

Based on the results of interviews from village officials, that the solution to the problem of missing cards is to call the recipient, an action is taken to inform the KPM to immediately visit the village office for renewal as well as for card making. As for the error card problem, the solution is to fix it by checking the related data. Ms. Eny's statement as the distribution agent confirms that for cards that are lost or have errors, the KPM is urged to immediately confirm with the village officer. For the problem of groceries that the recipient has not taken, then the following month can be taken at once or the recipient gets a double share. However, as long as the card cannot be used, the basic necessities cannot be taken. The period of time may not pass the end of the year, for example the quota in 2021 cannot be taken in 2022.

Based on the interview data, it can be concluded that problem solving is done well, precisely and efficiently. The rights of the KPM will remain their property and will be distributed as long as the community as the beneficiary follows directions from agents and village officials.

CONCLUSION

Based on the results of the research and discussion as described in the previous section regarding the Implementation of the Non-Cash Food Assistance Program from the Management Function Perspective (POAC) according to George R. Terry during the pandemic in Tambakrejo Village, the following conclusions can be drawn:

- The implementation of the Non-Cash Food Assistance Program in Tambakrejo Village in terms of distribution is in accordance with the specified procedure, as evidenced by the distribution of the BPNT program that is right on target, in the right quantity, right in price and quality as well as administration, it just needs improvement in the delivery time. The implementation of the program is in accordance with George R. Terry's perspective management functions, namely in terms of Planning, Organizing, and Actuating, only in the Controlling stage it needs to be optimized because there is no special agency from the village apparatus assigned to handle this program.

- Obstacles in the process of distributing Non-Cash Food Assistance (BPNT) in Tambakrejo Village during the pandemic there are no serious obstacles so far that can result in failure of distribution. Technical problems that are often encountered are lost cards, error cards, and cards that have not been updated. Another problem is the food rations that have not been taken by the recipients in the stipulated time. If there is a problem, it is returned to the person in charge or task executor to provide a way out.

- This constraint was addressed wisely by the village apparatus by directly contacting the beneficiary to follow certain directions and procedures so that the rights of recipients of assistance in the form of basic necessities or cash can still be distributed. Card updates/updates, error card fixes, double allocation for late pick-ups, and coordination with officers are some of the solutions that have been implemented.

REFERENCES


