The Governance of Non-Cash Food Assistance Provision in Enhancing the Well-being of the Community in the City of Baubau

La Didi[1*], Asmiddin[2]

[1]Faculty of Social and Political Sciences, Dayanu Ikhsanuddin University, Baubau. Indonesia
[2]Pascasarjana Administrasi Negara, Universitas Dayanu Ikhsanuddin, Baubau Indonesia
Corresponding Author Email: ladidididy27@gmail.com

Abstract

The provision of non-cash food assistance in Baubau City has faced critical challenges due to mismanagement, resulting in eligible individuals not receiving their entitled benefits and the failure of the assistance program to effectively enhance the community's welfare. These issues can be primarily attributed to poor governance practices. In this study, we aim to investigate the governance of non-cash food assistance in Baubau City, focusing on three key dimensions: accountability, transparency, and community participation. Using a qualitative descriptive approach, data was collected through interviews with relevant stakeholders, selected through purposive sampling, as well as observations of beneficiary community groups and an analysis of program documents related to non-cash food assistance. The research findings highlight significant shortcomings in the governance of the program, particularly in terms of accountability, transparency, and community engagement. These issues underscore the urgent need for improved governance practices to ensure that non-cash food assistance effectively contributes to the prosperity and self-sufficiency of the communities it serves.

Keywords: Governance, Accountability, Transparency, Participation & Wellness

Abstrak

Penyediaan bantuan pangan non-tunai di Kota Baubau menghadapi tantangan kritis akibat kurangnya pengelolaan yang baik, yang berakibat individu yang berhak tidak menerima manfaat yang seharusnya mereka terima, dan kegagalan program bantuan untuk secara efektif meningkatkan kesejahteraan masyarakat. Masalah ini secara utama disebabkan oleh praktik pemerintahan yang buruk. Dalam penelitian ini, kami bertujuan untuk menyelidiki tata kelola bantuan pangan non-tunai di Kota Baubau, dengan fokus pada tiga dimensi utama: akuntabilitas, transparansi, dan partisipasi masyarakat. Menggunakan pendekatan deskriptif kualitatif, data dikumpulkan melalui wawancara dengan pemangku kepentingan yang relevan, dipilih melalui pengambilan sampel yang disengaja, serta observasi kelompok masyarakat penerima manfaat dan analisis dokumen program terkait bantuan pangan non-tunai. Temuan penelitian menyoroti kekurangan yang signifikan dalam tata kelola program, terutama dalam hal akuntabilitas, transparansi, dan keterlibatan masyarakat. Masalah ini menegaskan perlunya peningkatan praktik tata kelola untuk memastikan bahwa bantuan pangan non-tunai berkontribusi secara efektif pada kemakmuran dan swasembada masyarakat yang dilayani.

Kata kunci: Tata Kelola, Akuntabilitas, Transparansi, Partisipasi & Kesejahteraan

INTRODUCTION

The Non-Cash Food Assistance Program, abbreviated as BPNT, is a government social aid program directed at the community and distributed in a non-cash manner to Beneficiary Families (KPM) on a monthly basis through bank accounts. This aid is subsequently used to purchase predetermined food items. Non-cash food assistance is not provided to all citizens but specifically to families meeting certain criteria. BPNT beneficiaries are families with the lowest 25% socioeconomic status in the implementation area (Sari 2021).

In order to reduce the poverty rate, the government has implemented a policy of providing non-cash assistance to impoverished communities. This assistance is administered through the Family Hope Program (Lis Arfiyani, 2020). This is articulated in Presidential Regulation No. 166 of 2014, Article 1, Section 1, which states that poverty alleviation is a policy of both the central and local governments, conducted systematically, planned, and in alignment with the business world and society to decrease the number of impoverished individuals with the aim of improving the well-being of the population. Furthermore, "the utilization of government aid can encourage communities to enhance their potential" (Ruja, 2022).

The government, through the BPNT program, strives to improve the welfare and purchasing power of beneficiaries by providing them with broader access to financial services (Coordinating Ministry for Human Development and Culture, 2018). In addition, the aim of non-cash food assistance is to reduce the food expenditure burden on beneficiaries, delivered accurately and on time. Furthermore, the distribution of non-cash food assistance must be efficient, of the right quality, and administratively accurate.

According to Presidential Regulation No. 166 of 2014, since 2017, social assistance has been disbursed in the form of e-cash. The shift from food subsidies (Rastra) to social assistance (BPNT) is expected to not only enhance the effectiveness and the recipients' benefit from BPNT but also to promote financial inclusion. Additionally, BPNT allows beneficiaries to choose the type of food that suits their needs. Furthermore, beneficiaries can decide when to spend their e-cash and accumulate assets (save money). Beneficiary Households (RTS-PM) eligible for BPNT are those registered in the Integrated Database for Social Protection Programs, which is sourced from the PPLS, BPS, and managed by the National Team for the Acceleration of Poverty Reduction (TNP2K) as the basis for selection.

In order to enhance the welfare of the community through the BPNT program, the government encourages the implementation of the program to be carried out accountably, transparently, and with participation. This includes proper beneficiary data collection that aligns with service indicators for receiving the assistance. Effective data collection is aimed at making the list of BPNT beneficiaries accountable, both in terms of quantitative data and the benefits received. Accountability goes beyond just data; it also involves assessing the impact or benefits received by the recipients of the assistance. Accountability is closely related to the government's responsibility towards the less privileged or those with low economic status (Kurniawati, 2020). Furthermore, "accountability is an essential step to improve the welfare of the community" (Afriyanti, Sabanu, and Noor, 2015).

Furthermore, there is a need for transparency in the data collection of BPNT beneficiaries. Open beneficiary data collection is conducted for the community as recipients of the assistance, with the aim of improving community welfare through the BPNT program. Transparency is achieved through the existence of public space or public access to the list of assistance recipients and the nature of the assistance to be received by the beneficiaries. This is crucial because "transparency is important and is related to various stages of the decision-making process" (Brooks et al., 2022).

Additionally, community participation in the BPNT assistance program is essential. The community, as both the subject and object of the BPNT program, plays a significant role in benefiting from BPNT. Community participation ensures that the assistance received is used to the best advantage for improving their well-being. Wamsley & Wolf (1996), as cited in Abady (2013), emphasize the importance of involving the community in public administration in their role as citizens, not just as customers. Furthermore, community participation in the development process "is a fundamental element for good governance that results in government accountability and benefits for the impoverished" (World Bank, 1994), as cited in Ahmad and Abu Talib (2011).

Khazanah Sosial, Vol. 5 No. 3: 520-533
The Governance of Non-Cash Food Assistance Provision in Enhancing the Well-being of the Community
in the City of Baubau
La Didi and Asmiddin

However, in reality, the provision of non-cash food assistance has not been well-managed. The accountability of the BPNT program has not translated into an improvement in the quality of life for the beneficiaries. In fact, in the city of Baubau, the number of beneficiary households receiving BPNT has increased every year since the inception of the BPNT program. The increase in the number of beneficiaries is due to several reasons, including the COVID-19 pandemic, and the removal of ineligible individuals such as those who have passed away or individuals with higher economic status, who have been proposed to be removed and replaced with new KPMs who meet the criteria, as reported by the Baubau City Social Service (2022).

The Non-Cash Food Assistance program in Baubau City has been marred by a lack of transparency, resulting in significant deviations from its intended objectives. Errors persist in the identification of program targets and beneficiaries, leading to households that should receive the assistance not being registered while others who should not qualify end up benefiting. Addressing these issues is not a quick fix but requires a comprehensive and time-consuming process. Regarding community participation, both eligible and ineligible individuals are hesitant to report their status as potential recipients or non-recipients of the program. While beneficiary communities do participate, their overall well-being has not experienced the expected improvement. This is evident in the sustained poverty rates within Baubau City, which have not seen a significant decrease. In 2022, the population still experiencing poverty and receiving Non-Cash Food Assistance and PKH aid remains a concern see table 1.

Table 1. Population

District/City	Recipients of Non-Cash Food Assistance Program (BPNT)	Recipients of Family Hope Program (PKH)
Baubau	17,15 %	21,50 %

Source: Susenas March 2022, (BPPS 2023)

To address this, good governance is necessary for the BPNT program to enhance community well-being. According to Putra, A. Sanusi (2019), governance is defined as "an effort to create a just and inclusive condition for citizens." Additionally, governance is an action to regulate both the public and private sectors, as stated by Emerson in Juwono (2019). In this aspect, governance is recognized as "the government's ability to create and enforce rules and to provide services, regardless of whether the government is democratic or not," as described by Fukuyama (2013).

This research differs from previous studies, for instance, (Nguyen et al. 2019), which argued that good governance and public administration performance can enhance income distribution and reduce poverty, making governance more beneficial to the poorest of the poor. Furthermore, the findings by Jamil et al. (2022) indicate that strong governance is essential for poverty reduction, and timely policy implementation is more likely to reduce poverty. Governance indicators have both positive and negative effects on poverty reduction in sub-Saharan African countries, and governance plays a critical role in poverty and the primary role of government effectiveness (Personal and Archive, 2019). Specifically, the findings of Asrin, Nur Achmad, and Sadat (2022) suggest that the implementation of the BPNT program has not been effective enough, as evidenced by an increase in the number of impoverished individuals, although it is efficient in terms of both time and responsiveness. Meanwhile, the research conducted by Yuza and Manaf (2023) examines governance in the forestry sector through three approaches: accountability, transparency, and public participation.

. Previous research primarily examined poverty alleviation in a general context through approaches aimed at improving government performance and the effectiveness of government performance. In

contrast, this study focuses on the governance of non-cash food assistance to impoverished communities. This serves as a distinctive feature of this research compared to several earlier studies. The researcher acknowledges the need for good governance in the provision of non-cash food assistance to reduce poverty rates. There are three critical governance elements that the researcher identifies as crucial in non-cash food assistance programs: accountability, transparency, and participation. Furthermore, as Rahardjo (2016:xii) states, "poverty alleviation efforts undertaken by the government have thus far only aimed at protecting the needs of impoverished communities." Additionally, as Suyanto (2013, 49) points out, "there is much evidence to suggest that the development programs implemented have proven insufficient in addressing the poverty issues faced by the population." To address this problem, a sound governance approach is required.

According to Kooiman (1994), governance relates to the totality of interactions in which both public and private actors participate with the aim of addressing social issues or creating social opportunities. Furthermore, Denhardt (2013) defines governance as "a process that encompasses tradition, institutions, and processes that determine the exercise of power within society, including how decisions are made based on public concerns and how citizens have a voice in public decisions." In other words, governance is related to "how society actually makes decisions, allocates resources, and creates shared values; it concerns decision-making" (Denhardt, 2013).

In line with this perspective, Levy (2007) states that public sector governance is "the state's way of obtaining and exercising its authority to provide and manage public goods and services, including public capacity and public accountability." Meanwhile, Rhoders (1996), as cited in Mindarti (2016), describes governance as "the state in a minimal condition, as a way to conduct business, as a new form of public management, as good governance, as a cybernetic social system, and as a self-organizing network." Governance itself has three main principles: accountability, participation, and transparency. Public accountability is the duty of the entrusted party (agent) to provide an account, present, report, and disclose all activities and responsibilities to the entrusting party (principal) who has the right and authority to demand such accountability (Mardiasmo 2002). Non-Cash Food Assistance (BPNT) is a form of social aid provided by the government to Beneficiary Families (KPM) every month through non-cash means, credited to their bank accounts. This assistance is then used to purchase predetermined food items. BPNT beneficiaries are families with the lowest 25% socioeconomic status in the implementing area (Sari 2021).

One of the objectives of the Non-Cash Food Assistance Program (BPNT) is to reduce the burden of food expenses for the community while providing balanced nutrition to the Beneficiary Families (KPM) precisely and punctually. This is stipulated in Presidential Regulation of the Republic of Indonesia No. 63 of 2017 on the Distribution of Non-Cash Social Assistance. Presidential Regulation of the Republic of Indonesia No. 63 of 2017 regarding the distribution of the Non-Cash Food Assistance Program states that social assistance to the community should be carried out efficiently to ensure it is received accurately, in the right amount, on time, with the right quality, and proper administration (Donie 2020).

RESEARCH METHOD

This research employs a qualitative descriptive method, which is a research procedure that yields descriptive data in the form of written or spoken words from individuals and observable behaviors (Maleong 2012). Qualitative research is a method used to investigate natural conditions of the subject (as opposed to experiments) where the researcher serves as the key instrument, data collection techniques are carried out through triangulation (combining), data analysis is inductive, and qualitative research

emphasizes meaning over generalization (Sugiyono 2014). The qualitative approach prioritizes the process over the results (Jamaluddin 2015). In this study, the researcher observes the implementation of the Non-Cash Food Assistance Program (BPNT) in the city of Baubau. This is done through direct observation of the research subject, followed by the collection of supporting data, which is then analyzed descriptively.

There are three data collection techniques employed: observation, interviews, and documentation. These techniques and methods are essential for gathering and processing data obtained from the field, ensuring that the research progresses smoothly and systematically. The researcher visited the Baubau City Social Service Office to obtain initial data and then visited the homes of several Beneficiary Families (KPM) to directly observe the real conditions in the field. The researcher solicited feedback and information from the community regarding the implementation of the Non-Cash Food Assistance Program (BPNT), which was subsequently compared with data from the Social Service Office. Based on the initial information collected, the researcher suspected issues with the implementation of the Non-Cash Food Assistance Program in Baubau. The data analysis technique follows the interactive model proposed by Huberman (1994). It starts with data collection, followed by data reduction, data display, and the final stage, which is drawing conclusions.

RESULTS AND DISCUSSION

The research results are based on the three main elements of governance: accountability, transparency, and participation. These three elements are interconnected with each other (Safroni 2012). Furthermore, accountability, transparency, and public participation are closely related to the improvement of community welfare (Lukito 2014). In broad terms, accountability refers to the process of holding actors accountable for their actions (Gaventa and Mcgee 2013). Transparency, on the other hand, involves the availability of information and processes accessible to the public (Ofem, Isong, and Lugayizi 2022). Lastly, participation involves the direct involvement of citizens, not only leading to better decision-making but also facilitating social stability by fostering a sense of togetherness and enhancing collective decision-making (Callahan 2007).

Accountability

Accountability in the implementation of the non-cash food assistance program is problematic due to uncertain and inaccurate data of food assistance recipients. The distribution of non-cash food assistance, in its implementation, has encountered quite complex issues and inaccuracies, as mentioned in an interview on July 3, 2022. Additionally, problems such as zero balance (BPNT funds not being credited to the recipients' accounts), blocked or error-ridden cards have been identified. To address these issues, recipients must report them to the local sub-district office, which will then cooperate with the district assistance distributor. Subsequently, the matter is sent to the Ministry of Social Affairs through the Social Service Office and coordinated with banking institutions. Moreover, network disruptions have occurred, causing agents to be unable to conduct transactions with the beneficiaries.

Based on the investigation of population documents and the recipients of PKM assistance, it is unstable and uncertain. According to the population, the number of households (KK), and the number of beneficiaries of the BPNT program in Baubau City, it can be seen in the following table 2:

The issue of PKM recipients, as shown in the table above, is due to data constraints, where frequently, names proposed from the sub-district are not included in the centralized integrated database. Sometimes, individuals have passed away or moved, but their names still appear on the list of beneficiaries.

Khazanah Sosial, Vol. 5 No. 3: 520-533
The Governance of Non-Cash Food Assistance Provision in Enhancing the Well-being of the Community
in the City of Baubau
La Didi and Asmiddin

So, we distribute it according to the names that appear, and the government does not dare to change the data, to avoid potential protests from the community, as mentioned in an interview on July 3, 2022.

Referring to the findings above, it can be observed that accountability in determining the Beneficiary Families of Non-Cash Food Assistance has not met expectations due to the high occurrence of Exclusion Error and Inclusion Error. Although the Baubau City government has been given the opportunity to propose or replace problematic beneficiary data, the beneficiary data issued by the Pusdatin of the Ministry of Social Affairs has not been effective in synchronizing data for the impoverished population. This demonstrates that accountability is not truly enforced, as suggested by Finer in Denhardt (2013).

Table 2. Number of beneficiaries of the BPNT program

No	District	Year		PKM Recipients
		2020 / KK	2021 / KK	
1	Betoambari	1,704	1,463	1,630
2	Murhum 816	1,700	1,700	776
3	Batupuaro	1,486	1,266	1,382
4	Wolio	2,088	1,838	2,016
5	Kokalukuna	1,527	1,327	1,189
6	Sorawolio	1,081	942	1,001
7	Bungi	909	811	681
8	Lea-lea	1,041	941	970

Source: Baubau City Social Office, 2022.

Therefore, accountability of the parties involved in the implementation of non-cash assistance is required. If not properly monitored, the beneficiary community will experience an increase in the quantity of assistance, and they will become more dependent on government aid. Another complex issue to be addressed is that the non-cash food assistance program is controlled by the central government, which means that both eligible and ineligible individuals must submit their requests to the central government.

Effective accountability requires clear rules and expectations, transparent information to monitor performance, and incentives and legal enforcement mechanisms that reward success and address failures (Levy 2007). However, accountability is not just about following the law and executing what is ordered by elected officials but also using one's professional expertise (Denhardt 2013). In essence, the government's openness to various information promotes greater accountability and trustworthiness (Milić, Veljković, and Stoimenov 2022). When the implementation of non-cash food assistance programs is done openly and transparently, it will enhance government performance accountability in poverty alleviation. To achieve good accountability, professionalism is required in the implementation of the BPNT program. Professionalism is the best way to ensure accountability, as emphasized by Carl Friedrich (Denhardt 2013).

Public accountability is the fundamental foundation of a good governance process, and as such, government officials must be accountable for all their activities and work to the public (Mikoel Edowai. 2021). Accountability is not only related to the process of activities, but the benefits of an activity or program must be a crucial part of public sector accountability. The failure of poverty alleviation programs carried out through the BPNT program is not disconnected from the poor accountability of public sector performance. The government is urged to be accountable for all activities related to citizens' interests, and this extends beyond mere reporting but includes the results and benefits obtained by citizens from a program.

Khazanah Sosial, Vol. 5 No. 3: 520-533
The Governance of Non-Cash Food Assistance Provision in Enhancing the Well-being of the Community
in the City of Baubau
La Didi and Asmiddin

Accountability cannot be limited to reporting on activities alone, as this is purely an administrative process. It's time to use the Results-Based Accountability (RBA) method, which emphasizes the importance of involving the local community collectively (Kees Fortuin, Erik Van. 2009). The need for RBA accountability in the provision of non-cash food assistance is essential because the data of BPNT recipients can change at any time. Changes occur due to deaths, mutations, and outdated data.

RBA offers a simple approach to measure and report program performance effectively. Furthermore, RBA provides a framework to illustrate how programs collaborate to contribute to outcomes (Noe 2020). The use of results-based accountability has been successful in the public sector to enhance its performance (Davis, Allen-Milton, and Coats-Boynton 2019), and it can be implemented in other public sectors, such as non-cash food assistance programs. To realize the governance of the BPNT program, an "absolute bureaucracy" is needed to facilitate governmental functions, including public services and democratization as a form of accountability (Paselle, Enos Rakhmat, Mappa Nasrun 2014). Additionally, citizen engagement is required to ensure accountability is functioning effectively (Rego and Freire 2023).

Therefore, to achieve good governance in the provision of non-cash food assistance, public sector accountability based on results and professional bureaucracy is needed. Furthermore, accountability needs to be carried out transparently to enable public supervision or control over government performance.

Transparency

Transparency refers to the openness of various information and the disclosure of various government actions in the provision of public services. Various issues always arise in public services, and one such program is the non-cash food assistance program. Therefore, evaluating and reprojecting the concept in the implementation of the BPNT program for the people of Baubau City needs to be done to assess the program's relevance to the needs and issues faced by the community (Meara 2010). The BPNT program is associated with a series of objectives to review and redesign policies, measuring the extent of changes achieved during and after the implementation of BPNT.

The government is expected to review the data and information from a series of policies and programs that are ongoing and then evaluate the changes in order to create better policies. However, the real conditions on the ground, especially in Baubau City, in the management of BPNT, have revealed that the accuracy of beneficiary data coming from the central level is always a concern due to the presence of high Exclusion Errors and Inclusion Errors. For instance, there are still households that should receive BPNT but are not listed as recipients, so these people do not receive social assistance. The data collection process has been carried out gradually and systematically, but there are still eligible citizens who have not received non-cash food assistance.

As stated by several informants from the Social Service, the process of determining beneficiary families begins with deliberation at the village level, and then the data is sent to the central level. After the names proposed to the central level are sent back to the region for verification, examination, and data finalization. Subsequently, Pusdatin provides the data and approves it for further processing, including opening bank accounts and distribution.

This was also conveyed by informant Muhtar, stating that "the determination of Beneficiary Families (KPM) is the authority of the center, so those who receive BPNT must be registered in the integrated database, with the village proposing through deliberation, in accordance with the existing mechanism" (Interview, July 2, 2022). As a result, the recipients of assistance sometimes do not match the

Khazanah Sosial, Vol. 5 No. 3: 520-533
The Governance of Non-Cash Food Assistance Provision in Enhancing the Well-being of the Community
in the City of Baubau
La Didi and Asmiddin

conditions in the field. In addition, beneficiaries of PKM sometimes are no longer in the area, have changed their domicile, or even have passed away. In general, the number of heads of households in the 8 (eight) districts almost all receive PKM. This can be seen in the following diagram.
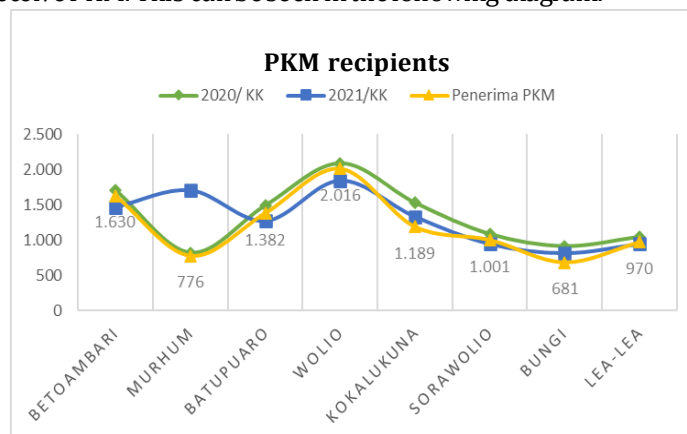

Diagram 1. PKM recipients

Source: Baubau City Social Service, 2022

Based on the diagram 1, it is known that the local government reviews the data, but data transparency is not professionally conducted and does not involve the community. As a result, community control over non-cash food aid recipients is not carried out intensively and continuously. In addition, information from a series of policies in the Non-Cash Food Assistance program cannot be promptly followed up because these policies are directly managed by the central government. Local governments cannot change data instantly but through a gradual change process for the future. Actually, this problem is also related to the fact that local government data is not validated properly, so the data obtained by the central government is also not valid. However, from an impact perspective, most of the community responds positively to this program because they are satisfied with the quality of the groceries received, which helps alleviate the needs of the beneficiaries, and the bureaucratic structure is in accordance with standards.

The various issues above require effective program governance. Governance of the BPNT program is essential because data transparency can be accessed by the public. According to the findings of Milić, Veljković, and Stoimenov in 2022, transparency in open governance is a significant step towards meaningful data usage. The accuracy and integrity of data, data quality, source data credibility, data clarity, and data usability are important benefits of the public sector transparency approach. As Harrison et al. mentioned in 2011, a transparent government allows free access to open data and ensures the authenticity of publishing institutions, data integrity, accuracy, and quality, providing a data set that users can understand in a reusable format. Transparency is related to the availability of adequate information to verify or evaluate data exchanges that occur, as discussed by Nicolaou & McKnight (2006) in Schnackenberg and Tomlinson's study in 2014.

At the very least, with transparency, all data regarding non-cash food aid recipients and other assistance can be integrated. Transparency helps us avoid problems related to the ambiguity of data for recipients and those who are not eligible for non-cash food aid. Furthermore, the challenges faced in implementing the aid include the benefits received from the non-cash food aid program. Economically, recipients of non-cash food aid have not experienced a change in their lifestyles. In fact, the provision of

non-cash food aid fosters dependence on the government. Aid recipients adopt a passive attitude because they expect the government to provide assistance. This situation leads to the community's dependency on the government. Given the above conditions, transparency at the local level needs to be carried out through regular and ongoing evaluations of the recipients' benefits from the non-cash food aid program. The importance of these evaluations is to ensure the accuracy of aid distribution and its impact on well-being.

The program can be assessed through either formative or summative evaluations. Formative evaluation involves ongoing reviews of the program's implementation, enabling the government to anticipate the impact of the BPNT program while it is still in progress. Summative evaluation, on the other hand, provides insights into the overall process of distributing non-cash food assistance. This evaluative process helps determine which actions are essential and which can be deemed unnecessary in the non-cash food assistance program.

Program evaluation will run effectively if the management of non-cash food assistance is carried out transparently. Transparency can ensure that the BPNT program is conducted professionally, and information can be accessed by the public with accountable data. In addition, the transparency of the BPNT program's implementation can enhance the well-being of the community. According to Lukito (2014), transparency can improve the welfare of the community. Information transparency also has a positive impact on social, political, economic, and legal aspects (Fajarudin 2021). Moreover, transparency is one of the keys to achieving better governance (Florini 2007) in (Berliner 2014). Looking at the opinions above, it is clear that transparency is very important and closely related to good governance and the well-being of the community. This means that the provision of non-cash food assistance can contribute to the community when managed properly while adhering to the principles of transparency.

Public participation

The implementation of the Non-Cash Food Assistance Program (BPNT) is highly anticipated by the government, but there are challenges related to public participation. These challenges include failing to maintain government-provided facilities, such as lost or damaged BPNT recipient cards, and not reporting when someone is not entitled to receive assistance. This is evidenced by the existence of participants who are not eligible for assistance but still receive BPNT benefits. Some members of the community are also reluctant to fully participate in the program in order to no longer be recipients of non-cash food assistance. They still hope to receive non-cash food assistance because they are enthusiastic about the program. The assistance provided is not just rice, but also includes other food items, and the quality of rice is better than the rastra program. The local government encourages facilitators to assist non-cash food assistance recipients in overcoming implementation challenges in the BPNT program.

In general, it can be observed that public participation in the food assistance program is still partial. BPNT recipients participate in data collection activities, utilize the program, but some do not maintain the facilities, such as BPNT cards. Meanwhile, the government continually evaluates the BPNT program, as evidenced by the recommendations from the program's evaluation team. The pattern is determined by identifying and classifying the design for improvement, followed by analysis, and then returning the information to beneficiary families.

Based on the findings above, it is evident that the local government has the capacity to manage the various dynamics of BPNT distribution. The local government organizes various constraints through the evaluation of the BPNT program's implementation. This activity demonstrates that the government is willing to manage its organization to integrate, build, and reorganize its internal and external competencies to address changes in BPNT policy. According to David J. Teece and Gary Pisano (1997), the

Khazanah Sosial, Vol. 5 No. 3: 520-533
The Governance of Non-Cash Food Assistance Provision in Enhancing the Well-being of the Community
in the City of Baubau
La Didi and Asmiddin

ability to build coordination, adaptation, and alignment, as well as values, is required (Augier and Teece 2009). These are the values of good public sector governance in the provision of non-cash food assistance.

The implementation of the BPNT program cannot immediately provide a solution to poverty issues. This is because the policy requires good governance and public participation. Through a participatory process, communities can make commitments based on information and assess the necessary commitments to ensure sustainability (World Bank 1996). The involvement of poor communities is not just about participating, but finding the right techniques. More effective community participation is needed, and the government should focus its efforts on enhancing the community's capacity to participate in program implementation (Hendrianto 2019). Strengthening the organizational and financial capacities of poor communities is intended to enable them to act independently. In seeking ways to build local capacity, to empower the poor further (World Bank 1996). Communities need to be seen as subjects and not just objects (Soetomo 2013). Due to the low level of community participation in escaping poverty, the number of social aid recipients continues to increase. Food assistance is actually causing dependence and an increase in the number of aid recipients, as shown in the table 3.

Table 3. Food Aid

No	District	Year	
		2021 /HH	2022/HH
1	Betoambari	1,463	1,743
2	Murhum	700	801
3	Batupuaro	1,266	1,393
4	Wolio	1,838	2,207
5	Kokalukuna	1,327	1,459
6	Sorawolio	942	1,008
7	Bungi	811	858
8	Lea-lea	941	1,155

Source: Baubau City BPS 2023

Community participation in non-cash food assistance also benefits the government in terms of program implementation information. Therefore, the government needs to enhance public participation in the governance process at both the local and central levels. This allows the government to provide direct input to relevant institutions on the best ways to address the citizens' needs and to bring additional information about blockages and inefficiencies into the decision-making process (Carothers and Brechenmacher 2014). Hence, participation is an essential part of a healthy civil society and democracy (Moynihan 2003). Pareek (2012), as cited in (Wahdy, Maksum, and Darmajanti 2017), emphasizes that true democracy is only possible when community participation is part of the process, with better governance reflected in higher transparency and accountability.

To encourage community participation in the BPNT program, an approach is needed. According to Fung and Newig et al., as mentioned in Lenhart and Fox (2022), conceptualizing participatory governance varies depending on the number of actors involved and depends on selection mechanisms that can be open to everyone or deliberately designed with active or passive recruitment strategies to promote balanced and representative groups. In addition, various forms of participation are needed in various communication and collective decision-making approaches that determine how information flows, the direction, and intensity, and mechanisms for developing collective choices.

Another benefit of public participation in managing non-cash food assistance is to gain broad community support. As stated by Eversole (2011), participation can provide support and energy for the government in policy-making. Citizen participation in government programs will provide higher

Khazanah Sosial, Vol. 5 No. 3: 520-533
The Governance of Non-Cash Food Assistance Provision in Enhancing the Well-being of the Community
in the City of Baubau
La Didi and Asmiddin

participation opportunities and represent the majority of public interests because there are no restrictions on providing community interest proposals (Andhika et al. 2019). The importance of citizen participation in governance is to increase public trust in government institutions, formulate state policies based on the needs of the community, and receive necessary feedback on the community's response to these policies (Haque 2003). However, in providing non-cash food assistance, participation should also be built collaboratively because "effective participation methods are collaborative, dialogic, and interactive" (Innes and Booher 2005).

CONCLUSION

The governance of the Non-Cash Food Assistance Program (BPNT) in Baubau City is not yet fully managed with principles of accountability, transparency, and participation. This is evident from the data showing that some BPNT recipients who should not receive food assistance continue to receive it, as well as the reluctance of recipients to maintain their BPNT cards. Furthermore, community participation remains partial, and the distribution of non-cash food assistance has not alleviated poverty. The BPNT program has generated dependency on the government. Therefore, the application of governance principles based on Results-Based Accountability (RBA) is required, emphasizing the importance of collective community involvement, electronic-based transparency, and public participation. The management of the public sector in the digital era needs a commitment to implement the main principles of governance, dynamic governance, and electronic governance to empower the community out of poverty and towards self-sufficiency and prosperity.

REFERENCES

Abady, Aryati puspasari. 2013. "Perencanaan Partisipatif Dalam Pembangunan Daerah." *otoritas* III(1): 25–34.

Afriyanti, Dwi, Harpanto Guno Sabanu, and Fahrizal Noor. 2015. "Penilaian Indeks Akuntabilitas Instansi Pemerintah." *Jurnal Tata Kelola & Akuntabilitas Keuangan Negara* 1(1): 21.

Ahmad, Muhammad Shakil, and Noraini Bt Abu Talib. 2011. "Decentralization and Participatory Rural Development: A Literature Review." *Contemporary Economics* 5(4): 58–67.

Andhika, Lesmana Rian, Heru Nurasa, Nina Karlina, and Candradewini Candradewini. 2019. "Innovation of Regional Participation Budgeting Through A Social Media Platform Model." *Jurnal Borneo Administrator* 15(2): 159–78.

Asrin, Asrin, Farid Yusuf Nur Achmad, and Anwar Sadat. 2022. "Evaluasi Kebijakan Program Bantuan Pangan Non Tunai Pada Keluarga Miskin Di Kelurahan Baadia Kota Baubau." *MITZAL (Demokrasi, Komunikasi dan Budaya): Jurnal Ilmu Pemerintahan dan Ilmu Komunikasi* 7(2): 108.

Augier, Mie, and David J Teece. 2009. "Dynamic Capabilities and the Role of Managers in Business Strategy and Economic Performance." *Organization Science* 20(2): 410–21.

Berliner, Daniel. 2014. "The Political Origins of Transparency." *Journal of Politics* 76(2): 479–91.

BPPS. 2023. "Https://Sultra.Bps.Go.Id/Statictable/2023/01/26/4344/Persentase-Rumah-Tangga-Penerima-Program-Bpnt-Program-Sembako-Dan-Pkh-Menurut-Kabupaten-Kota-2022.Html." *2023/01/26/4344*.

Brooks, Mary R., Geraldine Knatz, Athanasios A. Pallis, and Gordon Wilmsmeier. 2022. "Transparency in Port Governance: Setting a Research Agenda." *Journal of Shipping and Trade* 7(1): 1–20. https://doi.org/10.1186/s41072-021-00103-4.

Callahan, Kathe. 2007. *Elements of Effective Governance (Measurement, Accountability, and Partisipation)*. Boca Raton London New York CRC: Taylor & Francis Group.

Khazanah Sosial, Vol. 5 No. 3: 520-533
The Governance of Non-Cash Food Assistance Provision in Enhancing the Well-being of the Community
in the City of Baubau
La Didi and Asmiddin

Carothers, Thomas, and Saskia Brechenmacher. 2014. "Accountability, Transparency, Participation, and Inclusion: A New Development Consensus?" *Carnegie Endowment for International Peace*: 1–21. https://carnegieendowment.org/2014/10/20/accountability-transparency-participation-and-inclusion-new-development-consensus-pub-56968.

David J. Teece., Gary Pisano., Amy Shuen. 1997. "Dynamic Capabilities And Strategic Management." *Strategic Management Journal* 18(March): 509–33.

Davis, Kimberly A, Sharlene Allen-milton, and Sylvia Coats-boynton. 2019. "Making the Case for Results- Based Accountability as an Intervention for Chronic Absenteeism in Schools to Improve Attendance." *sagepub* 9(1): 46–59.

Denhardt, Janet V. Denhardt & Robert B. 2013. *Pelayanan Publik Baru Dari Manajemen Steering Ke Serving*. terjemahan. ed. Widodo. Bantul: Kreasi Wacana.

Donie, Tuah Fitriano Putra. 2020. "Kapabilitas Dynamic Governance Dalam Pencapaian Pertumbuhan Ekonomi Provinsi Kepulauan Riau Tahun 2012 – 2017." *KEMUDI : Jurnal Ilmu Pemerintahan* 4(2): 144–76.

Eversole, Robyn. 2011. "Community Agency and Community Engagement: Re-Theorising Participation in Governance." *Journal of Public Policy* 31(1): 51–71.

Fajarudin. 2021. "Konsep Transparansi Dalam Pengelolaan Keuangan Daerah." *In Seminar Nasional Teknologi Edukasi Sosial dan Humaniora* 1(1): 662–71.

Fukuyama, Francis. 2013. "What Is Governance?" *Governance* 26(3): 347–68.

Gaventa, John, and Rosemary Mcgee. 2013. "The Impact of Transparency and Accountability Initiatives." *Development Policy Review* 31(S1).

Haque, M. Shamsul. 2003. "Citizen Participation in Governance through Representation: Issue of Gender in East Asia." *International Journal of Public Administration* 26(5): 569–90.

Harrison, Teresa M et al. 2011. "Open Government and E-Government : Democratic Challenges from a Public Value Perspective." : 245–53.

Hendrianto, Wisnu. 2019. "Improving the Effectiveness of Community Participation in Village Fund Program." *Bappenas Working Papers* 2(2): 215–22.

Huberman, Matthew B. Miles & A. Michael. 1994. *Qualitative Data Analysis*. London: Sage Publications.

Innes, Judith E, and David E Booher. 2005. "IURD Reprint Series Title Reframing Public Participation: Strategies for the 21st Century Publication Date." *Planning Theory & Practice* 5(4): 419–36.

Jamaluddin, Ahmad. 2015. "Metode Penelitian Administrasi Publik Teori Dan Aplikasi." In Yogyakarta: Gava Media.

Jamil, Barkat, Shen Yaping, Nizam Ud Din, and Shama Nazneen. 2022. "Do Effective Public Governance and Gender (in) Equality Matter for Poverty ?" *Economic Research-Ekonomska Istraživanja* 35(1): 158–74. https://doi.org/10.1080/1331677X.2021.1889391.

Juwono, Amy Y.S. Rahayu & Vishnu. 2019. *Birokrasi & Governance (Teori, Konsep Dan Aplikasinya)*. Depok: Rajawali Press.

Kees Fortuin., Erik Van., & Marissing. 2009. "Results Based Accountability: There Is More to It than the Right Tools." *Journal of Social Intervention: Theory and Practice* 18(3): 81–97.

Kementerian Koordinator Bidang Pembangunan Manusia dan Kebudayaan. 2018. "Pedoman Umum Bantuan Sosial Beras Sejahtera." : 1–100.

Kooiman, Jan (Editor). 1994. Zhurnal Eksperimental'noi i Teoreticheskoi Fiziki *Modern Governance*. http://scholar.

Kurniawati, Aisyah Silvi. 2020. "Asas Akuntabilitas Dalam Pendaftaran Tanah Sistematis Lengkap Berdasarkan Peraturan Menteri Agraria Dan Tata Ruang/ Kepala Badan Pertanahan Nasional Republik Indonesia Nomor 6 Tahun 2018." *Dinamika, jurnal Ilmiah Ilmu Hukum* 26(2): 156–73.

Khazanah Sosial, Vol. 5 No. 3: 520-533
The Governance of Non-Cash Food Assistance Provision in Enhancing the Well-being of the Community
in the City of Baubau
La Didi and Asmiddin

Lenhart, Stephanie, and Dalten Fox. 2022. "Energy Research & Social Science Participatory Democracy in Dynamic Contexts: A Review of Regional Transmission Organization Governance in the United States." *Energy Research & Social Science* 83: 102345. https://doi.org/10.1016/j.erss.2021.102345.

Levy, Brian. 2007. *Governance Reform: Bridging Monitoring and Action*. Washington: The World Bank.

Lis Arfiyani., rTj. Raharjo & A. Yususf. 2020. "Family Development Session Sebagai Upaya Peningkatan Keterampilan Hidup." *Jurnal Ilmu Sosial dan Humaniora* 9(1): 57–67.

Lukito, Penny Kusumastuti. 2014. *Membumikan Transparansi Dan Akuntabilitas Kinerja Sektor Publik; Tantangan Berdemokrasi Kedepan*. Jakarta: Grasindo.

Maleong, Lexy.J. 2012. *Metodologi Penelitian Kualitatif*. Bandung: Remaja Rosdakarya.

Mardiasmo. 2002. *Otonomi Dan Manajemen Keuangan Daerah*. Yogyakarta: BPFE.

Meara, Mary-rain O. 2010. "Innovative Approaches to Housing Policy and Production in Latin America." In *46th ISOCARP Congress*,.

Mikoel Edowai., Herminawaty Abubakar & miah Said. 2021. *Akuntabilitas & Transparansi Pengelolaan Keuangan Daerah*. Gowa: Pustaka Almaida.

Milić, Petar, Nataša Veljković, and Leonid Stoimenov. 2022. "Using OpenGovB Transparency Indicator to Evaluate National Open Government Data." *Sustainability (Switzerland)* 14(3).

Mindarti, Lely Indah. 2016. *Manajemen Pelayanan Publik (Menuju Tata Kelola Yang Baik)*. Malang: UBpress.

Moynihan, Donald P. 2003. "Normative and Instrumental Perspectives on Public Participation: Citizen Summits in Washington, D.C." *American Review of Public Administration* 33(2): 164–88.

Nguyen, Cuong Viet, Long Thanh Giang, Anh Ngoc Tran, and Huyen Thanh Do. 2019. "Do Good Governance and Public Administration Improve Economic Growth and Poverty Reduction? The Case of Vietnam Administration Improve Economic Growth And Poverty Reduction? The Case Of Vietnam." *International Public Management Journal* 0(0): 1–27. https://doi.org/10.1080/10967494.2019.1592793.

Noe, Kellie. 2020. *Results-Based Accountability : A Roadmap for Program Performance*.

Ofem, Paulinus, Bassey Isong, and Francis Lugayizi. 2022. "On the Concept of Transparency: A Systematic Literature Review." *IEEE Access* 10(January): 89887–914.

Paselle, Enos. Rakhmat., Mappa Nasrun., Muh. Yususf. 2014. "The Accountability of Bureaucracy in Building Licensing Service at Samarinda City." *Public Policy and Administration Research* 4(12): 30–36.

Perpres RI No 166 Tahun 2014. 2014. *Peraturan Presiden Republik Indonesia Nomor 166 Tahun 2014 Tentang Program Percepatan Penanggulangan Kemiskinan*.

Personal, Munich, and Repec Archive. 2019. "Munich Personal RePEc Archive The Impact of Governance on Poverty Reduction : Are There Regional Differences in Sub-Saharan Africa?" (94716).

Putra, A. Sanusi., Fadillah. 2019. *Governansi Nusantara*. Jakarta: LP3ES.

Rahardjo, Dawan. 2016. *Transformasi Kesejahteraan Pemenuhan Hak Ekonomi Dan Kesehatan Semesta*. Jakarta: LP3ES.

Rego, Herbert, and Isa Maria Freire. 2023. "Cidadania Em Rede: Transparência e Accountability No Acesso à Informação." (May).

Ruja, I Nyoman. 2022. "Kemiskinan Dan Perubahan Sosial : Sebuah Model Transformasi." *Jurnal Ilmu Sosial dan Humaniora* 11(3): 572–79.

Safroni, M. Lazdi. 2012. *Manajemen Dan Reformasi Pelayanan Publik Dalam Konteks Birokrasi Indonesia*. Yogyakarta: Aditya media Publishing.

Sari, Rezky Amalia Permata. 2021. "Monitoring Dan Evaluasi Program Penyaluran Bantuan Pangan Non Tunai (Bpnt) Di Kecamatan Danau Teluk Kota Jambi."

Khazanah Sosial, Vol. 5 No. 3: 520-533
The Governance of Non-Cash Food Assistance Provision in Enhancing the Well-being of the Community
in the City of Baubau
La Didi and Asmiddin

Schnackenberg, Andrew K, and Edward C Tomlinson. 2014. "Organization Transparency; a New Perspektif on Managing Trust in Organization -Stakeholders Relationships." *Journal of Management* xx(x): 1–27.

Soetomo. 2013. *Pemberdayaan Masyarakat, Mungkinkah Muncul Antitesisnya*. Yogyakarta: Pustaka Pelajar.

Sugiyono, Prof. Dr. 2014. "Metode Penelitian Kuantitatif, Kualitatif Dan R&D." Cetakan 13. CV. Alfabeta.

Suyanto, Bagong. 2013. *Anatomi Kemiskinan Dan Strategi Penanganannya*. Malang: Intrans publishing.

Wahdy, AA, IR Maksum, and Linda Darmajanti. 2017. "The Challenges of Enhancing Participation in Urban Community Empower- Ment (The Case of Community Empowerment Program for Villages (PPMK) Implementation in 4 Villages in Jakarta)." *Jurnal Kebijakan dan Administrasi Publik* 21(2): 99–116.

World Bank. 1996. The World Bank *The World Bank Participation Sourcebook*. Washington, DC: The World Bank.

Yuza, Ahmad Fitra, and Halimah Abdul Manaf. 2023. "Deforestation Policy Governance in Indonesia." 9(1): 36–49