

# Evaluation of the Very Poor Household *Jalin Matra* Program in Malang Regency

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**Abstract:** The Very Poor Household *Jalin Matra* Program implemented by East Java Provincial Government is the answer to all poverty problems in East Java Province. The high number of poor people in East Java is the main reason this program exists as a solution. This program assists in the form of business capital to very poor heads of households. The purpose of this research is to examine to what extent the successful implementation of the program can improve the people's welfare. The research method used is descriptive in a qualitative approach. This research applied William N. Dunn's policy evaluation theory as the policy benchmark, to analyze evaluations that can be examined with the criteria of effectiveness, efficiency, adequacy, leveling, accuracy, and responsiveness. The said policy evaluation theory is supported by Chambers' Poverty Theory to explore more about the causes of the poverty. The evaluation of the very poor household *Jalin Matra* program took a case study in the village of Urek-Urek, Malang Regency, and happens to have only two criteria that went well, namely Efficiency and Responsiveness. Whereas the other evaluation criteria have not been fulfilled properly. Many things still need to be observed due too many shortcomings occurred in the implementation of the policy programs. People still have problems with poor culture. Although it still hasn't materialized. That has become one of the obstacles in this program.

**Keywords:** *Jalin Matra Program, East Java Provincial Government, poor society, poor culture, evaluation of policy*

## Introduction

The change from centralization to decentralization which applies the principle of regional autonomy gives the Regional Government the authority to manage its households. This makes the Regional Government should create prosperity for the region itself. The change from centralization to decentralization which applies the principle of regional autonomy has made the Regional Government has the authority to regulate its households.

Since the collapse of the Soeharto Government, Indonesia has sought to be independent and one of them is by giving local authorities authority to manage their households. Talking about decentralization in terms of positive policies is that regions are very understanding about the condition of their region, thus the condition of their society. Because each region has advantages and disadvantages of each that can not be compared between one area to another. In spite of the rapid growth in provincial and district own revenues (PAD, using Indonesian abbreviation) since the early 1980s, the number of collections has remained relatively very low for the central government's domestic revenue. In the post-Soeharto Indonesia, it was inevitable that the central government must recognize the pressure from the regions to be greater in terms of political and economic autonomy. But after doing so, both the center and the newly empowered region must reach the reality that the challenges that lie ahead will be increasingly difficult to deal with, and the benefits of decentralization may be slow to materialize (Anne Booth,2003).

This makes the Regional Government must create prosperity for the region itself. Because poverty is seen from the limited access to health, education, infrastructure, and other life needs. Therefore, poverty problems are the root of the social problems that are being faced by Indonesia in realizing welfare for all its people.

Based on data obtained from BPS, the number of poor people by the province in 2013-2016 shows that the province of East Java is ranked first as the province with the highest number of poor people in Indonesia with an average of more than 4 million poor people. per year. In 2013, East Java Province had 4,865,820 poor people. In 2014 the poor population in East Java numbered 4,748,420 people. While in 2015 there were 4,775,970 people and in 2016 there were 4,638,530 people (BPS,2017).

*Jalin Matra* is a policy innovation that was raised in the context of accelerating and expanding poverty reduction in East Java. The *Jalin Matra* Program was initiated by East Java Governor Soekarwo and East Java Deputy Governor Saifullah Yusuf in the second period of his tenure, namely in the 2014-2019 period.

Based on BPS Central Java Province 2014 data, Malang Regency ranked first in the province with a population of 280,300 poor people. In 2015, the village of Urek-Urek received Rp.277,200,000 from the East Java Provincial Government, which placed it as the largest recipient village with 98 RTSMs (Arvian Baskara Companion of Malang Regency Village).

Departing from these problems, the researcher is interested in discussing program evaluation, implementation in the field, and the factors that influence the RTSM Matra Interlace program. The reason researchers took the Urek-Urek village was that the number of RTSM beneficiaries in the village was the highest compared to other villages in 2015. The researchers in this case we're more focused on examining the evaluation of the *Jalin Matra* program in 2015 in Malang Regency with a study on the village.

The importance of evaluating this Very Poor Household Matra Intertwining program, First, measures the extent to which the policy can run well so that it can help improve the welfare of the community. Second, as a reference for the East Java Provincial Government in reviewing the *Jalin Matra* policy, whether a change or improvement is needed from all aspects to achieve the goal of community welfare. Third, if this program succeeds in helping improve the welfare of the community, other regions can copy the *Jalin Matra* program to be implemented in other regions to improve national welfare.

## **Method**

The method in this study uses qualitative methods. Qualitative research is a method used to examine the condition of natural objects, where the researcher is a key instrument, data collection techniques are carried out by triangulation, data analysis is inductive, and the results of the research emphasize on meaning rather than generalization.

This study uses a qualitative approach in which its research studies the resource persons with strategies that are interactive and flexible. In this study, researchers obtained data through three activities, namely, observation, interviews with informants, and literature review.

## **Results and Discussion**

### ***Jalin Matra Program***

*Jalin Matra* is a policy innovation that was raised in the context of accelerating and expanding poverty reduction in East Java. The *Jalin Matra* Program was initiated by East Java Governor Soekarwo and East Java Deputy Governor Saifullah Yusuf in the second period of his tenure, namely in the 2014-2019 period.

The *Jalin Matra* program is divided into three programs which will be differentiated based on the target. The first *Jalin Matra* Program is *Jalin Matra* of Assistance for Very Poor Households or abbreviated as RTSM. The program targets poor heads of households who have poverty rates below 5%.

The second program is *Jalin Matra* Feminism Poverty or abbreviated as PFK. The second program is specialized in assistance to poor female head of household who has a poverty rate of 10% and below. Furthermore, the third program is *Jalin Matra* Poverty Vulnerability or abbreviated as PK2. *Jalin Matra* PK2 targets households above the RTSM and PFK programs.

### ***Jalin Matra Poor Household Malang Regency***

This RTSM assistance targets households that have a welfare status of 5%. Based on 2011 PPLS data the East Java target is 42,857 Very Poor Households. In this policy, the Provincial Government of East Java hopes to continue the program that was previously implemented to improve people's welfare.

In 2015, Malang Regency received assistance from the Very Poor Household *Jalin Matra* targeting 7 villages in 6 sub-districts in Malang Regency. The villages that received assistance were Bakalan Village in Bululawang District, Talangsuko Village in Turen District, Permanu Village in Pakisaji District, Urek-Urek Village in Gondanglegi District, Mangliawan Village in Pakis District, and Pondokagung Village and Kasembon Village located in Kasembon District. In the first year of the RTSM *Jalin Matra* program in Malang Regency, 7 villages in 6 sub-districts received a different amount of assistance each village based on the number of RTSM beneficiaries coming from the 2011 integrated PPLS database.

If we look at examples of programs in other areas, for example, Takusera (Savings and Family Business Credit) for example. The difference in this program is in the way the system receives assistance. If *Jalin Matra* provides capital assistance and not in the form of money, Takusera does it with microcredit. The behavior of the Takusera target group in responding to, receiving, and using the takusera program in Dempet village can be categorized as low. In this regard, it is necessary to know the implementation of the participant's activities in terms of saving, borrowing using credit, and returning credit carried out by the treasury properly. However, it was concluded that the implementation of the existing Literacy Program in the village was not yet carried out in a coordinated manner in counseling and education to foster knowledge and skills, saving awareness, and utilizing Takusera as support for productive economic business capital (Marsrukhin,2000).

### ***Overview of the Very Poor Household of Urek-Urek Village***

The RTSM community is the community with the lowest economic conditions among others. Urek-Urek village alone consists of more than three thousand family heads. Among the three thousand heads of families, there are more than 250 heads of Very Poor Households.

Around 250 heads of RTSM families have received assistance and others have not yet received assistance. Assistance with *Jalin Matra* RTSM in Urek-Urek Village only targets 98 RTSM family heads who had not yet received any assistance from the government. Of course, the government's limitations only provide a quota of 98 households and cannot be separated from the provincial government budget constraints. The village of Urek-Urek received as much as 98 RTSM heads of family, the highest number of beneficiaries among the seven other villages. The data collected for the 98 RTSM heads of a family is taken directly from the provincial data from the 2011 PPLS.

### ***Evaluation Analysis Of Jalin Matra Program***

In this section of the discussion, the researcher uses evaluation criteria from William N. Dunn to find out the extent of success in carrying out this program.

#### ***Effectiveness***

This effectiveness explains that the effectiveness relates to whether an alternative reaches the expected results or results or objectives, or achieve the expected goals of the action taken. The indicator to analyze the effectiveness criteria uses two indicators, namely:

- The basic needs of Very Poor Households are met according to the program's objectives.
- Increased entrepreneurial motivation along with the development of community-owned businesses.

The assistance carried out by the Provincial Government is in the form of business capital assistance in the amount of Rp. 2,500,000 given to the community through village accounts. This assistance does not give real money to the community. However, the money is used to buy all forms of venture capital to be developed by the community itself according to the interests of the community itself. This assistance has enabled the community to be able to increase their motivation for entrepreneurship. But the government still pays attention to the basic daily needs of the community. You do this by giving 10% of the total assistance to buy food or use it for other needs. The rest of the assistance is used to develop community businesses. This means that the first indicator is going well.

Furthermore, the second indicator measures the effectiveness criteria of increasing community business motivation with the development of community businesses. The mindset of village people not standing idly and not waiting to get help, but entrepreneurship must be developed. The various characteristics of the community influence the increase in entrepreneurship motivation. When people want to be invited to become entrepreneurs, the results obtained will be able to improve their standard of living.

Previously the Government itself had implemented a policy of direct cash assistance. This program is also not fully running well. This program provides cash assistance to the poor to be used to meet their needs every day. The obstacle encountered when implementing this policy is the lack of socialization towards the community. In the end, it can cause social jealousy in the community.

Coupled with the lack of accuracy in determining target targets. Therefore, in the *Jalin Matra* program, it is hoped that such events will not occur.

The result is that in Urek-Urek Village only half of the recipients of this venture capital assistance can develop their business. Various factors affecting their efforts cannot develop entirely. Stimulus needs to be undertaken to increase their motivation and change people's mindset.

### *Efficiency*

These efficiency criteria have a relationship with effectiveness. But the difference is the existence of business which is usually measured by benefits and costs. Policies can be said to be efficient when there is high effectiveness coupled with a small cost. This means that if the cost is limited, and the results of operations carried out exceed the expectations, it can be said that the policy is efficient.

The indicators to measure the efficiency of a program, especially the *Jalin Matra* program are as follows;

- Assistance budget
- Disbursement mechanism and utilization of assistance
- Support resources

Indicators of assistance budgeting, the *Jalin Matra* budgeting policy is basically derived from the East Java Province APBD which is directly given to the village account and entered into the APBDes. This was done to minimize fraud in the process of channeling assistance. Regarding the honorarium of the Provincial, Regency and Village Support Teams, they have entered into budget planning. So that in the future there will be no cases of illegal payments in the implementation of policies.

Indicator of assistance disbursement mechanism. In this disbursement mechanism, it is carried out after a process of citizen consultation conducted by the District and Village Assistance Team and village officials. The residents' deliberations determined community replacements by 30%.

The problem in the process of disbursement assistance mechanism is the change of decree related to the establishment or approval of documents related makes the village and the District Assistance Team have to re-arrange the documents needed. The effect of the change to the decree can prevent funds from being disbursed for around 1-2 months. Resource support indicator. The actors involved in this policy are divided into three related elements. First, management at the provincial level. Second, district level management. Third, village-level managers. The village-level manager consists of Village Officials and Village Assistance Teams.

Human Resources Support includes the adequacy of the workforce to succeed in the RTSM *Jalin Matra* program. They get their own salary or honorarium from this program. Talking about Malang Regency which is very broad means that it will need some people as assistants. The problem that arises is that the salary provided is not by the sacrifice he takes to a network to the villages because the accommodation costs are included in the companion's salary.

### *Adequacy*

The principle of adequacy criteria is when a policy has alternatives, it emphasizes the results obtained. This means that the objectives of the program have been felt in a variety of ways. Indicators

in analyzing the adequacy criteria can be seen from the increase in community welfare through the RTSM *Jalin Matra* program.

Talking about the recipients of *Jalin Matra* RTSM in the village of Urek-Urek is very diverse. Their conditions are different and also their enthusiasm for entrepreneurship is also different. Some were very successful in utilizing the assistance to open other businesses as did Mrs. TH who developed a meatballs trading business until she has a small shop in front of her house. But some sell the assistance for medical expenses for their family members who are sick and make their business not as developed as experienced by Mr. HR.

Many factors affect the success of this program. In the end, this assistance is to inevitably help the needs that inevitably. When the assistance runs out it cannot provide welfare for the community. This means that there must be a solution from the government when finding facts in the field.

### *Accuracy*

Accuracy criteria relate to questions about the accuracy of policies not about individual criteria units but to two or more criteria together. This section explains that the accuracy criteria are seen from the accuracy of covering all target targets. The indicator used in analyzing the accuracy criteria is the accuracy of the target policy.

The problem that arises in the accuracy of this target is the data released by the Government of the Province of East Java that is inaccurate due to the dynamism of the social welfare of the community. The data used is 2011 PPLS data, of course, this cannot be used as a benchmark in determining the targets used in 2015. Although the Provincial Government of East Java gives the village authority to be able to change the target by 30%. This means that the data used must be up to date following the development of social welfare. This is due to the accuracy of the target is a benchmark for the success of a policy.

The problem that continues to occur in terms of policymaking is the lack of precise targeting. Many cases do not target precisely. This may be what the Government needs to pay close attention to, furthermore implement a policy that is closely related to poverty. Poverty is a complex problem in which dynamics change very quickly. To cite one of the journals discussing the actual effectiveness of policies is to implement bottom-up policies. The government must pay close attention to how the dynamic is in a poverty rate and the changing of targets. If it is related to problems with the *Jalin Matra* program, this policy is too top-down. Lack of attention to find out more about the root cause of the problem causes the target to be misdirected.

### *Equity*

This equity criterion is oriented towards policies that can distribute the resulting business fairly and equitably. Policies will not be perfect when the distribution of costs and benefits is uneven. The indicator used to measure the leveling criteria is the range or scope of the targets. Urek-Urek Village in Gondanglegi District is the village that receives the most assistance, as many as 98 heads of RTSM families.

Due to budget constraints channeled by the Provincial Government, not all RTSM communities in the village received assistance. It can be said of those who need it most who get help. Therefore the range or scope of the target is still not optimal. This can be polemic when envy occurs between people who do not get help.

### *Responsiveness*

Responsiveness is related to how far a policy can satisfy the needs, preferences, or values of certain groups of society. Responsiveness criteria related to the results of policy. Responsiveness criteria are important because the analysis can satisfy the overall criteria. In other words, it can still be said to fail a policy if it has not responded to the actual needs of groups that should benefit from the policy.

Indicators in analyzing the criteria of responsiveness see several indicators namely;

- Program socialization process
- Community views about the program

First, the program's socialization process. The provincial stage of the socialization process was carried out by the Provincial Secretariat, attended by the Regional Work Units, the District Government and Universities. The process of the Regency socialization stage was carried out by the *Jalin Matra* District Secretariat and attended by the relevant District SKPDs, Sub-District Heads, Village Heads of the program locations, and District Facilitators. At the stage of socialization in the village, the socialization was carried out by the Village Government assisted by the District Facilitators attended by the Village Head, Village Officials, and community leaders.

The socialization process carried out by the Government of East Java Province went very well from the top level to the bottom level. Coordination between stakeholders is very visible to realize the target achievement. Some problems faced in the socialization process can be resolved.

Second, the community's view of the program. Talking about the success of a program is not only seen from the data that shows an increase in targets. One tool to measure it is to go directly to the community to hear their complaints and their hopes related to the RTSM *Jalin Matra* program. Almost all people hope they can get help like this. This means that the public needs a helping hand from the Government.

### *Analysis of causes of poverty in Urek-Urek Village*

#### *Poverty itself*

The condition of the people in Urek-Urek Village, which has a low level of welfare, has become a concern of the researcher. Chambers explained that the poverty factor itself is a form of material shortages. The lack of material in question is not only limited to the economy. Wealth includes assets owned by the community. The economic conditions of the people receiving RTSM assistance in the village of Urek-Urek are very diverse.

Three factors affect a person's poverty. First, the condition of the poverty they experienced descended from their parents, which finally led to their lives now. Second, the ownership of assets that the community has comes from their parents. Third, their ability to work is hampered by the illness they suffer. As long as these factors keep on influencing, their welfare will not increase.

If we draw the common thread, several preventive measures should be the key to eradicating the poverty chain. Quoting in one of the journals, it explains that in this case two categories of poverty reduction have been carried out. First, rescue, which is a short-term effort aimed at saving poor

households from getting worse as a result of rising fuel prices. Second, recovery, which is a long-term effort to reduce poverty. It is a rolling, institutional strengthening, development of village economic facilities and infrastructure, and improvement in human resource capacity. The concrete steps, for example, one of the programs is the Integrated Poverty Alleviation Program (Gerdu-Taskin), the Regional Economic Development Program, P3EL, PWTAD, and others. Although various poverty alleviation programs especially the Gerdu-Taskin program that has been carried out are running, but the threat of increasing poverty still needs to be watched out for. To find out the extent to which community empowerment-based poverty alleviation program has been carried out, the government should evaluate models of community empowerment-based poverty alleviation programs and the implementation of institutional strengthening. Evaluating poverty alleviation programs based on community empowerment should at least be directed by, arranging patterns of institutional strengthening and effective community economic business management through business group approaches, arranging recommendations for implementing effective community empowerment-based poverty reduction programs in East Java and arranging training design for real figures in society (Isnan Murdiansyah,2014).

### *Physical weakness*

When the community has a physical weakness, it certainly disturbs the condition of the community to do activities or work. The burden will double if the people who have a low economy have limitations to meet their needs.

One example, there is a recipient of RTSM assistance said that when taking medication often did not get medicine. The dependents of his family are currently only one person after some time his wife passed away. Assistance from the government has been used up for the cost of treating his wife. When the assistance has finally run out, his physical condition was disrupted and he still has a child who was still dependent on him. He hopes that there will be a helping hand from the Government, East Java Province, or Malang Regency.

### *Alienation*

Alienation meant by Chambers is that poor households do not have access to public services. Those access to public services among others is education, health and trust or religion. Alienation can also include inadequate infrastructure in the village. Examples include the damaged access to village road infrastructure.

The results of the study show that two main factors influence community alienation. First, educational facilities in Urek-Urek Village which have used 12 years of learning facilities. Starting from the kindergarten to vocational level in the Urek-Urek Village. But the fact is that when access is available, the mindset of the community is not in the same way. The community still ignores the high education and economic limitations of those who cannot continue their education further. Second, access to health that still cannot be felt by the people of Urek-Urek Village. Moreover, the number of reports of people suffering from the disease is very high. Although the distance traveled to the city center is relatively close compared to some other villages. However, access to health is very important to be felt by villagers without the need to travel great distances, which in turn will require more time and money.

### *Vulnerability*

Chambers explained the vulnerability factor occurs when people do not have a connection to sudden needs. People who have a low economy are usually difficult to save because of their needs and income, which sometimes adequate or may be lacking. Let alone saving money, meeting daily needs is very difficult. The refore they sometimes owe or mortgage their properties.

Based on observations made by researchers in Urek-Urek Village, the community has its way of survival. The principle of robbing Peter to pay Pauk is probably still applied by most villagers. When life needs are very high but not accompanied by increased income, debt becomes one of the ways for people to meet their needs.

### *Helplessness*

The helplessness expressed by Chambers is a continuation of vulnerability. This means that with vulnerable poor people, the opportunity to get unfair treatment is very wide open. Especially in a weak physical condition thus unable to do anything to fight. Intimidation can be a weapon that makes the community helpless.

Based on observations conducted by researchers in Urek-Urek Village, no forms of intimidation were found for the poor. They get the same treatment as other village communities. The only difference is maybe their welfare status. However, researchers found a form of helplessness that was obtained not from the surrounding community but members of their own family.

### ***Factors influencing program implementation***

Each village has a different culture. When a policy is applied to various regions, it will receive a different response as well. The resulting response can have both positive and negative impacts. When the area has a culture that can support the policy. This will facilitate the implementation of the program. Meanwhile, when the area has a culture that cannot support program implementation, it can inhibit the implementation of these policies or even be rejected.

A culture that exists in the village of Urek-Urek can be seen from the development of the Matra Interlace Program. It can be seen that most of the people of Urek-Urek Village can develop their businesses to date. One influencing factor is the lack of entrepreneurial motivation from the community. Although in the program there is a fund of 10% which can be used as living expenses.

### **Conclusion**

#### ***Evaluation of Jalin Matra Program***

##### *Effectiveness*

The government continues to pay attention to the basic needs of everyday society. One of the ways to do this is by giving 10% of the total assistance to buy groceries or use it for other purposes. The rest of the assistance is used to develop community businesses.

The mindset of the villagers, not standing idly and wait to get helped, but entrepreneurship must be developed. The various characteristics of the community influence the increase in entrepreneur-

ship motivation. When the villagers want to become entrepreneurs, the results obtained will be able to improve their standard of living.

### *Efficiency*

*Jalin Matra's* budgeting policy is indeed derived from the East Java Province Regional Budget which is directly given to the village account and belongs to the Regional Budget. This was done to minimize the existing fraud in the process of channeling assistance.

In the mechanism of disbursement, it was carried out after the process of villagers' discussion carried out by the District and Village Assistance Team and village apparatus. The villagers' discussion determined 30% of the community replacement. In connection with the utilization of financial assistance handed over by the Provincial Government to the Urek-Urek Village Government, 100% is channeled to the RTSM. Surely this assistance is very beneficial for the village community. This creates the efficiency of a program.

The actors involved in this policy are divided into three related elements. First, the Provincial level manager. Second, district-level managers, and third, village-level managers. Human Resources Support includes the adequacy of the workforce to succeed in the RTSM *Jalin Matra* program. In this program, some workers are outside the scope of civil servants

### *Adequacy*

Their conditions are different and also their enthusiasm for entrepreneurship is also different. Some were very successful in using assistance to open other businesses. Some are unable to develop anything. When the assistance runs out it cannot provide welfare for the community.

### *Accuracy*

In the RTSM *Jalin Matra* program, the target is the poor who are in decile 1 with a welfare level below 5%. Assistance was distributed 100% to the heads of RTSM families registered with PPLS 2011 who have experienced a 30% change. This means that there are no cases regarding RTSM that did not receive assistance or experienced a deduction from the amount of assistance provided.

### *Equity*

Due to budget constraints channeled by the Provincial Government, not all RTSM communities in the village received assistance. It can be said of those who need it most who get help. Therefore the range or scope of the target is still not optimal.

### *Responsiveness*

Coordination between stakeholders is very visible to realize the target achievement. Some problems faced in the socialization process can be resolved. Almost all RTSM communities who received assistance thanked the Government of East Java Province and hoped they could get help again.

## ***Causes of Poverty***

### *Poverty Itself*

One example that can be seen is what factors cause poor family conditions. For example, the condition of poverty they get is caused by heredity. When their parents, grandparents, or grandmothers have economic conditions and the same jobs it can affect their descent.

### *Physical Weakness*

The burden will double if the people who have a low economy have limitations to meet their needs. There is even a presumption from the society itself that the poor should not be sick. This becomes an anti-climax when the community wants to meet their needs but is obstructed by the illness.

### *Alienation*

First, educational facilities in Urek-Urek Village have used 12 years of learning facilities. But the fact is that when the access is there, the mindset of the community is not in line. Second, access to health that still cannot be felt by the people of Urek-Urek Village. Moreover, the number of reports of people suffering from the disease is very high. Although the distance to the city center is relatively close compared to other villages, it will eventually require more time and money.

### *Vulnerability*

People who have a low economy are usually difficult to save because their needs and incomes are sometimes inadequate. Let alone saving money, to meeting daily needs is very difficult. Therefore they sometimes owe or mortgaged their property.

### *Helplessness*

They get the same treatment as other village communities. The only difference is maybe their welfare status. However, researchers found a form of helplessness that was obtained not from the surrounding community but members of their own family.

### *Factors influencing program implementation*

The culture of the village community that is very difficult to develop in entrepreneurship also remains a challenge. With the *Jalin Matra* RTSM program, it should be able to increase the motivation of the community in entrepreneurship because its form is not fresh money.

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