

## Research Article

# Implementation of Direct Fuel Cash Transfer: Policy Recycling (Case Study in Kendari City)

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The Fuel Oil Direct Cash Transfer Program (BLT-BBM) is a government assistance program that give cash or various other services. This program is one of the efforts to overcome poverty in many countries that have been implemented in over 65 countries since the 2000s. The purpose of this study was to understand the recycling of BLT-BBM policies. This research was qualitative, with information gathered from program implementers from the Social Service, PT. Post, social worker escort workforce. The study was conducted in Kendari City. The results showed a BLT BBM in 2022, and there were similarities in the BLT program in 2003, 2005, 2008, and 2020. The implementors of the program recycle from the previous policy by modifying it a little at a time. Modifications are the regulatory basis, beneficiaries, assistance amount, payment period, nominal payment, and data verification. The theoretical implication of this study was that public policy continues to create a complex system because policy implementors in solving problems are not willing to face the real problem, work perfunctorily, and only polish it little at a time from the existing policy.

**Keywords:** Cash Transfer, Recycling Policy, Incremental Theory, BLT Fuel

## 1. Introduction

Cash *transfer*, hereinafter abbreviated as BLT, is a government assistance program of the type of giving cash or various other assistance. This program is one of the efforts to overcome poverty in many countries that have been widely implemented in more than 65 countries since the 2000s. Many countries pay great attention to the design of program implementation in more detail in order to achieve the expected goals[1].

The program was first launched in Brazil under the name Bolsa Escola and renamed Bolsa Familia during the time of Brazilian President Luiz Inacio Lulo da Silva [2]. Bolsa Familia has proven to have an impact on reducing poverty and families have a passion for investment in their children so that they can overcome poverty. This program remains

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a mainstay because it can help the poor 26% in most countries such as Chile, Honduras, Jamaica, Mexico, Guatemala, Nicaragua, Egypt, America, Bangladesh, Egypt, India.

In Indonesia, it has also adopted the BLTBBM program during the regim of the Republic of Indonesia Susilo Bambang Yudhoyono in 2005-2006, 2008 [3]. BLT changed its name to Community Temporary Direct Assistance (BLSM) in 2013. During Joko Widodo's administration, he disbursed the Village Fund BLT in 2020 and 2022 under the name BLT BBM. Usually, this program is disbursed when the world oil price rises so that there is a cut in oil subsidies. The government argues that so far subsidized fuel is more widely used by people from industry and have a capable status.

Studies on BLT in Indonesia have been widely carried out such as [4][3][5]. Some of the findings from the study found that the program could protect people from overpriced staples, support economic growth and secure fuel oil supplies. In general, the BLT BBM program is by giving or transferring cash, namely to poor households with predetermined requirements [6]. Through this assistance, it can have an effect on recipients so that they can survive the shock caused by price increases. As a result, through this program cash transfers have succeeded in increasing confidence in local governments [7], reducing poverty rates, reducing inequality, improving educational achievement, and improving the health status of the poor [6][8].

However, since the program was rolled out, there have been controversies such as being associated with political momentum such as elections. During the presidency of Susilo Bambang Yudhoyono, the BLT BBM program was criticized because the program was rolled out when the popularity of the regime was declining (KR Jogja, accessed September 12, 2022). There are also allegations that in the management of BLT BBM is vulnerable to politicization (Sinarharapan.com, accessed September 12, 2022). Politicization, namely the allocation of allocations, target targets, distillation mechanisms, and regulations (Antaranews, accessed September 12, 2022).

When implementing the program, one of the disadvantages is that the data used to distribute assistance is old data so that it cannot perform accurate validation. Existing data is then developed through the disclosure of successes to previous decisions. This method is used because there is not much time and limited funds to conduct a comprehensive data evaluation. The choice is to continue the existing decision and then only change little by little by modifying it as necessary. Such an approach is known as incremental[9] which was first introduced by Charles Lindblom.

The question that needs to be asked, why don't policy implementers want to make fundamental changes? Is it true that the policy adopted is only recycling? However, behind its complexity and complexity, policy implementation plays a fairly vital role in the policy process [10]. Without a policy implementation stage, the policy programs that have been drawn up will only become official records on the desks of policymakers [11]. On the basis of this background, this research was carried out.

## 2. Research Methods

This type of research is qualitative with a case study design. The research informants are the policy implementers, namely the Social Service and the Post Office. The number of informants is as many as 7 people. Data collection techniques are interviews and documentation. Data analysis is carried out qualitatively interactively, continuously until completely through data reduction activities, data presentation, and data conclusions [12].

## 3. Results and Discussion

### 3.1. Anatomy of the BLT BBM Program

The BLT program includes policies to reduce poverty which is classified as cluster-1 along with the rice assistance program for the poor (RASKIN, Indonesian), the Family Hope Program (PKH, Indonesian), the public health insurance program (JAMKESMAS, Indonesian). The Jamkesmas program was previously called Poor health insurance (ASKESKIN, Indonesian) for free health and a scholarship program for poor students. Meanwhile, cluster II is the Community Empowerment Program (PNPM). Included in cluster II are Rural PNPM (PPK), Urban PNPM (P2KP), Rural Infrastructure PNPM (PIIP), Marine PNPM (PEMP), and PNPM Agribusiness (PUAP). Meanwhile, cluster III is the Small Medium Enterprises Empowerment Program (MSE), including the MSME Credit Program, and the People's Business Credit Program (KUR) [13].

This program has always been rolling out due to the repeal of subsidies due to the increase in world crude oil prices. The increase in fuel prices certainly has a broad impact with the increase in the prices of basic needs of the community due to the decrease in the ability to meet the needs of life, especially for the poor. In other words,

through BLT BBM can help, alleviate, and protect the poor from the turbulent pressures of global price increases.

The design of the BBM BLT is to compensate for household expenses due to the increase in fuel. The amount is the cost of daily necessities due to the increase in prices both directly and indirectly due to the increase in fuel prices. The BLT BBM program in 2022, namely in the 2022 period, which is distributed to IDR 150,000 per month in which case community members receive each trillion wulan, namely IDR 600,000, - The target of the 2022 BLT BBM in Indonesia is 20.65 million Indonesian families with an aid index of IDR 150,000 per KPM 4 (four) times from September to December paid 2 times, namely September and December to 300 thousand The overall fund allocation of IDR 12.4 trillion (Gatra.com, September 8, 2022).

It's just that this program is not educational because the government makes a high dependence on poor households resulting in laziness to work. As a result of the dependence, people do not want to save energy and every time there is a reduction in the budget burden caused by subsidy expenditure, there is a psychological shock. In addition, because the funds are given free of charge if there is no high awareness, the use of funds is used for consumptive purposes and even just buying cigarettes or liquor [13].

Every increase in fuel causes an increase in costs and other daily prices such as electricity, rental costs, travel costs, etc. Researchers conducted an interview with a trader who suggested that he was forced to increase sales prices because of the increase in chain prices of various goods and services for daily necessities. Based on this information, the effect that occurs from the increase in fuel encourages various other price increases to cause a decrease in the purchasing power of the people, especially poor households. This is the basis of the BLT program because the poor are the most vulnerable so that the level of welfare is declining.

### 3.2. Repeated cycles

This program is rolled out when the government reduces fuel subsidies. Every fuel price rises because the reduction of subsidies causes a domino effect, namely social, political, economic, which in the Indonesian context, subsidies are used as a political tool, not an economic tool[14]. This was seen in 1998 when Suharto fell from the throne due to cuts in fuel subsidies [14]. The Indonesian people have a high dependence on subsidies, be

it electricity, gas, and others, so the government provides subsidies throughout their lives.

BLT, which is a form of assistance from the government in the form of compensation from fuel price increases, is expected to ease the burden on poor households. In its implementation, the implementors did not make many changes from the designs of the BLT program that had existed before. For comparison, BLT BBM 2022 has similarities with the BLT program of previous years. Identify equations such as having a regulatory basis, there are beneficiaries, there is periodization and payment amounts, nominal payments, data verification. Thus, the decision-making style of BLT BBM 2022 is that it does not change much about the design of the previous policy product. To distinguish previously taken decisions, BLT BBM only modifies from pre-existing policies. The results of the modification of the program can be seen from the following table.

TABLE 1: Modification of the BLT BBM 2022 program compared to the Previous Program.

No	Description	BLT 2005	BLT 2008	BLSM 2013	BLT DD 2020	BLT BBM 2022	Modification
1	Regulatory Basis	Instruction of the President No.12/2005	Inpres No.3/2008	Inpres No.5/2013	UU No.2/2020	Decree of the Ministry of Social Affairs of the Republic of Indonesia No.186/HUK/2022	Legal Basis through the Decree of the Ministry of Social Affairs of the Republic of Indonesia
2	Beneficiaries	Poor Households	Target Households	Target Households	Beneficiary Families	Beneficiary Families	Modifications by changing the name to Penerima Benefit Family
3	Number of Months	12	7	4	9	4	Modification of time same as BLSM of 2013
4	Payment Period	4	2	2	1	2	Same payment period with BLT 2008 and BLSM 2013
5	Payment Amount	Rp.300.000/period	Rp.300.000-Rp.400,000	Rp.300,000/period	Rp.600.000/period	Rp.300.000/period	Same fee provided
6	Data Verification	Central Buerau of Statistics	PT. Pos Indonesia	Central Buerau of Statistics Through PPLS 2011	Special Village Deliberations	Central Buerau of Statistics	Same with BLT 2003 and BLSM 2013

Source: Processed from various Sources (2022).

The most modification made to the implementation of the 2022 BLT BBM is by providing more detailed criteria to the group of beneficiaries. The requirements for the recipient group are (1) Not having the status of a State Civil Officer (ASN) or a member of the Indonesian National Army /Police of the Republic of Indonesia; (2) The name

represented in the beneficiary's Family Card (KK) must have a National Identity Number (NIK) that has been matched with data from the Directorate General of Population and Civil Registration of the Ministry of Home Affairs; (3) The beneficiary groups (KPM) of this program are taken from the KPM Sembako Program, the Family Hope Program, and the KPM Family Hope Program non-recipients of the basic food program assistance.

The results of the interview confirmed that for the implementation of the BLT 2022 program, officers do not have an allocation of time and costs to eligibility the data available from KPM. In fact, if you want to test the feasibility, the officers should conduct interviews and observations with the administrators of the Rukun Tetangga (RT) or the Head of the Village, community leaders, and neighbors where the prospective beneficiaries live. The results of the verification if it finds a citizen who does not match the criteria, it can be removed from the list of recipients. On the other hand, if it has been declared eligible, it can be included in the list of recipients for payment.

The recycling policy is also seen in the payment mechanism, namely by showing an Identity Card (KTP) or Family Card (KK) during payment. If the name has been registered in the KPM, then at that time it can also disburse the BLT BBM. For recipients who have the opportunity, they can go directly to the nearest Post Office from the recipient's area. In this way, assistance can also be distributed through local communities, sub-districts, villages, or sub-districts.

The KPM is also asked to immediately prepare the following documents to be brought during the disbursement of BLT BBM at the Post Office. Some documents such as the original KK, original KTP, and the disbursement of the September 2022 BLT BBM which had previously been given through RT/RW. After that, the recipient can go directly to the Post Office to disburse the BLT BBM. If all the files are ready, immediately take the queue number. After that, wait for the queue number to be called. During the queue, people are urged to continue to comply with health protocols. If it has been called, the public will be assisted by officers to fill in the news of the BLT BBM disbursement event. After that, the public will be taken pictures while holding the lord's tire money of Rp. 300,000, as a report to the Ministry of Terian Sosial that the funds have arrived in the pliers.

Just like with the previous program, when receiving assistance from BLT, the main condition is that the person concerned should not be replaced. Therefore, the recipient is obliged to show a valid identity. If the recipient is unable or ill, he can give power to others. Modify the program by utilizing the website to check the name. Calon recipients

can check their name by logging in on the [cekbansos.kemensos.go.id](http://cekbansos.kemensos.go.id) page. To check the name on the page, the step that needs to be taken is to input the name of the province, kabupaten / city, sub-district, village / kelurahan. If it is successful, then then enter the name of the beneficiary according to the one on the Identity Card (KTP). On the page there are already 8 (eight) code letters separated by spaces and listed in the box. If the code is not clear, then potential recipients can click the fresh icon on the right to get a new code. If so then you can do a button to find the data. In this context, one of the characteristics of incremental theory is that additional changes are made compared to the previous model by avoiding many problems that must be considered[15][16].

As a result of policy recycling, policy implementers are less likely to want to work harder to get the expected impact. Such behavior then the program implementers do not actually deal with concrete problems so as to make incorrect decisions [16]. Resilience and apathy can be seen from the submission of the BLT BBM card which coincides with the submission of the K PM nominsasi list. In fact, the list of nominations that have been listed in the KPM should be submitted first, then it is necessary to verify after that the nomination list from the KPM. If willing, the officer attaches a sticker as a marker to dislodgewith the household that does not accept. As a result of such a slump, the program failed to achieve the expected impact.

The percentage of BLT BBM distribution to the target group is relatively large. In Kendari City, based on reports until the second week of December 2022, it has reached 98.99%. It's just that it remains to pay attention to some groups of beneficiaries who have escaped assistance as revealed in interviews by confirming that there are still poor households but have not been recorded in the list of beneficiaries. Therefore, in the future, it requires a participatory approach while still referring to the poor criteria as the main target of the program.

The description above shows that public policy, which is an attempt to solve a problem, is often not yet able to bring the expected impact. Every public policy still gives rise to a complex system because the policy implementers in solving the problem are not willing to face the real problem, work perfunctorily, and only polish it little by little from the existing policy.

## 4. Conclusions

The research finding is that there are similarities between previous BLT programs, implementors only modify the program in the form of additional changes made previously by avoiding many problems that must be considered. Modifications are visible, namely the regulatory basis, beneficiaries, assistance amount, payment period, payment nominal, data verification.

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