The Implementation Of The "Rantang Kasih" Program In Improving The Welfare Of The Elderly In Banyuwangi Regency: Public Policy Analysis

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ARTICLE INFO	ABSTRACT
	The "Rantang Kasih" Program in Banyuwangi Regency is a primary initiative to enhance the welfare of elderly individuals living alone. This research aims to evaluate the impact of collaboration between the government and the private sector in implementing this program. Through the analysis of research findings, it was found that collaboration in terms of budget and program implementation has directly and indirectly contributed to the welfare of the elderly and the reduction of poverty rates in Banyuwangi Regency. Recommendations for program improvement include budget evaluation, enhancement of Social Worker Human Resources (PSM), and optimization of community participation. **Keywords:** Rantang Kasih Program, Collaboration, Elderly Welfare, Banyuwangi Regency

I. Introduction

The elderly population is a major concern in various countries, including Indonesia, with the number of senior citizens continually increasing. This has prompted the government's attention to ensure their welfare, in line with UN principles and the 1945 Constitution. In Indonesia, the elderly population reached 30.16 million in 2021, highlighting the importance of social protection policies for them.

One policy innovation implemented is the "Rantang Kasih" program in Banyuwangi Regency. This program provides ready-to-eat meals daily to poor elderly individuals living alone. This innovation has garnered positive attention, reinforced by an award from the Indonesian Museum of Records (MURI) in 2020. However, despite the program being implemented for seven years, there has been no in-depth research on its impact and the necessary public policy models.

The Problems Encountered Are:

1. How is the implementation of the "Rantang Kasih" program as a Banyuwangi Regency Government policy in providing welfare to the elderly?

2. What is the impact of implementing the "Rantang Kasih" program on the welfare of beneficiary elderly individuals?

3. What are the recommendations for public policy models in providing welfare to the elderly?

The objectives of this research are:

1. To analyze the implementation of the "Rantang Kasih" program as a Banyuwangi Regency Government policy in providing welfare to the elderly.

2. To analyze the impact of implementing the "Rantang Kasih" program on the welfare of beneficiary elderly individuals.

3. To provide recommendations for public policy models in providing welfare to the elderly.

This research can serve as essential literature in the development of administrative science, especially in the context of public policy innovation. Additionally, the practical benefits of this research include:

1. Providing evaluation to the Banyuwangi Regency Government regarding public policy innovation, as well as recommendations for the sustainability of the "Rantang Kasih" program.

2. Serving as a reference for other local governments planning or already adopting similar programs.

3. Encouraging collaboration between researchers and public policy practitioners for more effective implementation.

By conducting in-depth analysis of the "Rantang Kasih" program, it is hoped that this research can provide valuable insights for the development of public policies focusing on the daily welfare of elderly individuals living alone. This program is aimed at enhancing the welfare of poor elderly individuals living alone by providing regular assistance of healthy and nutritious meals.

II. Research Methodology

This research employs a qualitative approach to thoroughly understand the implementation and impact of the "Rantang Kasih" Program in Banyuwangi Regency. The qualitative approach was chosen because it allows researchers to explore the social context, public policy, and collaborative dynamics between the government and the private sector in the program. Data were collected through in-depth interviews with various stakeholders, including representatives from local government, private sector representatives involved in the program, field officers, and beneficiary elderly individuals.

The selection of Banyuwangi Regency as the research location was based on the sustainability of the "Rantang Kasih" Program implemented there since 2017. Banyuwangi Regency was chosen because it has a significant elderly population and has shown commitment to addressing the welfare issues of elderly individuals living alone through this program. Moreover, the collaboration between the local government, private institutions, and the community in program implementation was an interesting object for study.

In-depth interviews were conducted using previously prepared interview guidelines. Respondents were purposively selected to ensure appropriate representation from various parties involved in the program. Additionally, data were also collected through direct observation of program implementation in the field to gain a more comprehensive understanding of its implementation and impact.

The collected data were analyzed thematically, where major findings were identified and classified based on emerging themes in the data. This analysis was conducted continuously throughout the research process, involving data retesting, reflection, and discussions among researchers. The thematic analysis approach allowed researchers to explore the meanings and patterns emerging in complex qualitative data, thus providing a deep understanding of the phenomena under study.

Furthermore, data triangulation was performed to ensure the validity and reliability of findings. By comparing data from various sources and data collection methods, this research could obtain a more complete and accurate understanding of the implementation and impact of the "Rantang Kasih" Program in Banyuwangi Regency. Triangulation also helped in identifying potential biases and minimizing the risk of data interpretation errors.

Through the combination of qualitative approaches, the selection of Banyuwangi Regency as the research location, the use of in-depth interviews, direct observations, thematic analysis, and data triangulation, this research aims to provide a deep understanding of the collaboration between the government and the private sector in enhancing the welfare of the elderly through the "Rantang Kasih" Program. The methodology used is expected to generate relevant and useful findings for the development of policies and practices related to elderly welfare in Indonesia.

In the context of public administration theory, the "Rantang Kasih" Program reflects a shift from the old paradigm of public administration to a new paradigm, particularly in the concept of New Public Service (NPS). The NPS paradigm emphasizes community participation in the provision of public services and focuses on empowering communities and democratic values. The "Rantang Kasih" Program encourages participation from various parties, including local residents, in providing welfare for elderly individuals living alone. This aligns with the principles of NPS that emphasize the importance of involving the community in policymaking processes.

In terms of public policy, the "Rantang Kasih" Program is an implementation of policies regulated by Banyuwangi Regency Regulation No. 22 of 2021. This regulation governs all stages and mechanisms of program implementation, ranging from the identification of elderly individuals living alone, implementation activities, service priorities, to financing and program development. Thus, this program is not merely an initiative but has also been formally regulated by the local government.

In the context of public policy innovation, the "Rantang Kasih" Program can be categorized as an innovative policy as it provides new solutions to existing social issues. This program not only provides food assistance to elderly individuals living alone but also involves community participation and utilizes local resources, such as local eateries, in food provision. With such innovative approaches, this program can serve as an example for other areas in addressing elderly welfare issues.

Therefore, the Rantang Kasih Program is not just an ordinary public policy but also a real example of how policy innovation can positively impact society. Through participatory and creative approaches, this program has successfully provided solutions for impoverished elderly individuals to enhance their well-being. It is hoped that this program will continue to evolve and inspire other regions to address community welfare issues, especially for vulnerable groups like impoverished elderly individuals.

1. Building Elderly Welfare through the Rantang Kasih Program: A Review of Previous Research

Elderly welfare has been a serious concern for many countries, including Indonesia. Amidst the complexity of social and economic challenges faced by the elderly population, the local government of Banyuwangi Regency implemented the Rantang Kasih program as one effort to improve the quality of life for the elderly. This research attempts to explore various aspects related to the Rantang Kasih program, ranging from its implementation to its impact on elderly welfare, and formulate innovative public policy models.

2. Implementation of the Rantang Kasih Program: Learning from Previous Research

Previous research has provided valuable insights into the implementation of elderly welfare programs. For example, a study by Siti Nur Ainiah, Afifuddin, and Hayat (2021) highlighted the ineffectiveness of elderly posyandu programs in Polowijen Village, emphasizing low community participation. This finding underscores the importance of involving communities in welfare programs.

On the other hand, research conducted by Viqda Vina Lucyana, Hendri Koeswara, & Roni Ekha Putera (2023) in Padang City showed that the implementation of standard health service policies for the elderly still faces challenges related to resources and coordination, especially during the pandemic. This highlights the importance of policy adaptation to contextual situations, including addressing unforeseen challenges.

3. Impact of the Rantang Kasih Program: A Review from the Perspective of Elderly Welfare

A study by Tateki Yoga Tursilarini (2016) on social protection programs for destitute elderly individuals in Luwu Regency, South Sulawesi, showed that social assistance programs can provide crucial protection for needy elderly individuals. However, there are still challenges in ensuring that these programs target the right beneficiaries and are effective in providing assistance.

4. Formulating Public Policy Models: Steps towards Sustainable Elderly Welfare

In line with previous research findings, this research aims to contribute to formulating innovative public policy models to enhance elderly welfare through the Rantang Kasih program. Considering various previous findings, including implementation challenges and program impacts, this research will attempt to identify strategies to improve the effectiveness and sustainability of the Rantang Kasih program.

Previous research has laid a strong foundation for understanding various aspects related to elderly welfare and the implementation of welfare programs. However, there is still room for further development, especially in formulating innovative and sustainable policies to support elderly welfare. Building on previous research, this study is expected to make a meaningful contribution to improving the conditions of the elderly through the Rantang Kasih program in Banyuwangi Regency.

5.   Research Methods in the Rantang Kasih Program in Banyuwangi Regency

The researcher elaborates in detail on the methodology used in the research on the Rantang Kasih program in Banyuwangi Regency. This research method serves as a strong foundation for understanding the phenomena occurring in the implementation of the program. The following are the key points from Chapter III:

a. Research Design

This research uses a qualitative approach, aiming to explain naturally occurring phenomena in depth. The research design employed is a case study, allowing the researcher to understand the implementation of the Rantang Kasih program intensively and comprehensively.

b.   Research Location

This research was conducted in Banyuwangi Regency, East Java, chosen for its implementation of principles of public openness and recognized national and international public policy innovations. The research focuses on the Rantang Kasih program aimed at improving the welfare of impoverished elderly individuals.

c. Informant Determination Technique

A purposive technique is used to determine informants, including the head of the Social Affairs and PPKB Office of Banyuwangi Regency, village officials, elderly beneficiaries of the program, officials from Baznas of Banyuwangi Regency, and community/food providers for the elderly.

d. Data Collection Technique

The research instruments used include interview guidelines, observation sheets, and related documents. Primary data is obtained through in-depth interviews and observations, while secondary data is sourced from references such as books, journals, and related documents.

e. Data Validity Technique

Data validity is ensured through data triangulation, consisting of technique triangulation and source triangulation. This is done to ensure the accuracy and truthfulness of data obtained from various sources and data collection techniques.

The research method used in this dissertation provides a solid foundation for understanding the implementation of the Rantang Kasih program in Banyuwangi Regency. With a qualitative approach and a case study design, this research provides a deep understanding of how this program is implemented and its impact

on the target community. The data validity technique used also ensures the validity and reliability of research findings.

6. Improving Elderly Welfare through the Rantang Kasih Program in Banyuwangi Regency

Elderly welfare is one of the important indicators in measuring the quality of life of a society. Banyuwangi Regency, located in East Java Province, has formulated an innovative program called Rantang Kasih to improve elderly welfare. This program became the main focus of a qualitative research conducted in the region. In this chapter, the research method used, an overview of the elderly in Banyuwangi Regency, and the achievements of the Rantang Kasih program in improving elderly welfare will be described.

III.   Results of the Research

Based on data from the central government, it is mentioned that the number of elderly beneficiaries of the Family Hope Program (PKH) in 2019 was only about 1.1 million out of a total of 25.6 million elderly individuals in Indonesia, so the number of elderly beneficiaries of social assistance or non-contributory schemes is only about 2 percent of the total number of elderly individuals in Indonesia (Ministry of Social Affairs, 2019).

The government faces various problems that cannot be solved by conventional means due to budget limitations, human resources as program implementers, and overlapping regulations within a program, sometimes resulting in the ineffectiveness of public policies in certain programs. Therefore, local governments need innovation in public policies that can produce better results than previous policies with different approaches.

One of the local governments that has made breakthroughs and innovations to address central government problems with all the limitations of budget and human resources and its own regional issues, namely the increasing number of impoverished unproductive elderly individuals, is Banyuwangi Regency Government. The Banyuwangi Regency Government has come up with innovative solutions to help increase the coverage of impoverished elderly individuals as beneficiaries of social assistance in the region by introducing an innovative program called the Rantang Kasih program. The public policy innovation of the Rantang Kasih program entered the MURI record and received special attention from the Central Government. As conveyed by Informant Mrs. Henik Setyorini, the Head of the Social Affairs and PPKB Office: "The Rantang Kasih program implemented in Banyuwangi Regency was initially our answer as a local government to increase the coverage of social assistance recipients from the central government given to financially poor and vulnerable residents in the area so that they can fulfill their basic needs." (Interview results, July 2023)

The Rantang Kasih program originates from village/local government authorities, where village/local governments act as the frontline of regional governments to the community. The initial stages of the Rantang Kasih program were explained by Informant Mrs. Henik Setyorini, the Head of the Social Affairs and PPKB Office: "The stages of the Rantang Kasih program start from the village by sending proposals for beneficiaries that meet poverty indicator criteria, these proposals are given to the district as the authority for the Rantang Kasih program budget. The district issues SK (decree) in the form of SK beneficiaries of the Rantang Kasih program as well as SK for food providers, and they are summarized by the Social Affairs and PPKB Office of Banyuwangi Regency, program allocation is in accordance with the available budget." (Interview results, July 2023)

In line with the statement of the Head of the Social Affairs and PPKB Office regarding the implementation of the Rantang Kasih program, Mr. Abdul Bakar, the Head of Wongsorejo Village, Wongsorejo District, also conveyed: "The Rantang Kasih program is a program that provides ready-to-eat meals for impoverished and/or single elderly individuals above 60 years old twice a day. With the Rantang Kasih program, it can reduce the burden on the elderly." (Interview results, November 2023)

This is in accordance with the procedures for providing Rantang Kasih to single and/or impoverished elderly individuals as stipulated in Regent Regulation No. 22 of 2021 concerning the Rantang Kasih Program in Article 5 and Article 6. Article 5 explains that (1) the data source for single and/or impoverished elderly individuals comes from the poverty database of Banyuwangi Regency and the data collected by the Regional Social Affairs Office; (2) the Head of the Regional Social Affairs Office conducts data collection on the number and distribution in each district in Banyuwangi Regency; (3) the data source as referred to in paragraph (1) is used by the Subdistrict Head to plan the implementation of activities. Meanwhile, Article 6 explains that the details of single and/or impoverished elderly individuals as prospective recipients of Rantang Kasih are submitted by the Head of the Regional Social Affairs Office to the Subdistrict Head as the Budget User; (2) the number and details of single and/or impoverished elderly individuals as prospective recipients of Rantang Kasih are determined by the Subdistrict Head's Decision; (3) the services provided by the Regional Government in the form of food provision services for single and/or impoverished elderly individuals with the Rantang Kasih program mechanism, the single and/or impoverished elderly individuals receive food delivery services provided by local stalls based on the Subdistrict's Letter; (4) if there are changes in recipient data, it is reported by the Subdistrict with attached minutes from the Village Head/Lurah submitted to the Head of the Regional Social Affairs Office.

Regarding the financing of the Rantang Kasih Program, it is explained in Article 8 that the financing of the Rantang Kasih program for single and/or impoverished elderly individuals comes from the Regional Revenue

and Expenditure Budget (APBD) of Banyuwangi Regency and other legitimate and non-binding funding sources. Here are statements regarding the financing of the Rantang Kasih program conveyed by informant Mrs. Henik Setyorini, the Head of the Social Affairs and PPKB Office: "For the Rantang Kasih program budget, it is allocated annually from the regional government budget (APBD). However, there are also other non-binding funds to support the coverage of beneficiaries of the Rantang Kasih program, namely the Banyuwangi Regency Government collaborates with village governments through village funds (DD/ADD), non-governmental organizations such as Baznas, and the private sector through CSR." (Interview results, August 2023)

Based on the statements of the informant above, it can be explained that the Rantang Kasih program is an innovation program carried out by the Banyuwangi Regency Government to assist impoverished single elderly individuals above the age of 60 who are not covered by central government budget programs by providing ready-to-eat meals every day, and its budget comes from the Banyuwangi Regency Government itself in the form of APBD funds, village government funds in the form of DD/ADD, Baznas funds from distributed community zakat, and also private sector funds in the form of CSR.

The Rantang Kasih program is a policy innovation product of the Banyuwangi Regency Government, which in its implementation is regulated in the Regent Regulation. The regent regulation is made to regulate all provisions in the implementation of the Rantang Kasih program, starting from beneficiary data collection, program implementation, program financing, and program supervision and guidance. This is in accordance with the theory of public policy conveyed by Antonio Lassance, which states that public policy is defined as a design institutionalized to solve relevant problems in the real world, guided by conception and implemented by programs as a series of actions made and/or stipulated, especially by the government in responding to social problems.

Regarding the funding source of the Rantang Kasih program which in the Regent Regulation comes from the Regional Revenue and Expenditure Budget (APBD) of Banyuwangi Regency, but in its implementation, the Banyuwangi Regency Government invites various parties to participate in financing the Rantang Kasih program, including other government agencies such as Baznas and the private sector in the form of CSR assistance. In this case, the Banyuwangi Regency Government in the Rantang Kasih program applies the typology of Systemic innovation, namely innovation that includes new or better methods in relation to other organizations and knowledge bases. This is related to the integrated interaction pattern between public sectors, which will facilitate community documentation and avoid overlapping authorities.

In the last three years, from 2020 to 2023, there has been a decrease in the number of elderly beneficiaries of the program originating from the Banyuwangi Regency APBD budget. Here are the reasons for the decrease in the number of elderly beneficiaries of the program originating from the Banyuwangi Regency APBD budget conveyed by informant Mrs. Henik Setyorini, the Head of the Social Affairs and PPKB Office: "In the last three years, the Banyuwangi Regency Government has reduced the budget for beneficiaries of the Rantang Kasih program originating from the Banyuwangi Regency APBD funds because many APBD funds have been redirected to other more urgent matters, but the number of Rantang Kasih program beneficiaries has increased from year to year because we redirect it to village government funds, Baznas, and the private sector." (Interview results, August 2023)

Besides redirecting the budget to the private sector and village governments, the Banyuwangi Regency government also receives funds from the central government for poverty alleviation in its area, namely Fiscal Incentive Fund (DIFK) for Extreme Poverty Eradication 2023 worth IDR 6.71 billion. Therefore, these incentive funds can be used to expand the coverage of the elderly covered by the Rantang Kasih program. Here it is conveyed by informant Mrs. Henik Setyorini, the Head of the Social Affairs and PPKB Office: "The Banyuwangi Regency Government receives Fiscal Incentive Fund (DIFK) for Extreme Poverty Eradication 2023 worth IDR 6.71 billion. Therefore, these incentive funds can be used to expand the coverage of the elderly covered by the Rantang Kasih program." (Interview results, August 2023)

Based on the interviews with the Head of the Social Affairs and PPKB, it is shown that the Rantang Kasih Program implemented in Banyuwangi Regency has been running well so far, but improvements still need to be made in its implementation. Suggestions regarding the implementation of the Rantang Kasih program were conveyed by informant Mrs. Mimin Budiati, the Head of Glagah Agung Village, Purwoharjo District: "My suggestion may be that attention needs to be given to the elderly in every menu served considering that the elderly also have restrictions on certain foods. The thing that needs to be evaluated is the budget allocation for the program so that the budget per portion should be increased." (Interview results, November 2023)

Suggestions regarding the implementation of the Rantang Kasih program were also conveyed by informant Mr. Achmad TH, the Head of Bajulmati Village, Wongsorejo District: "My suggestion regarding the budget from the district is that the disbursement can be accelerated, and also the quota of Rantang Kasih program beneficiaries should be increased so that the Rantang Kasih program can be distributed evenly and comprehensively." (Interview results, November 2023)

In line with the statements above, suggestions regarding the implementation of the Rantang Kasih program were also conveyed by informants as Village Officials of Sragi Subdistrict, Songgon: "The budget for each portion of food should be increased because every year the basic food items always increase, and also the budget from the district is uncertain when it will be disbursed." (Interview results, December 2023)

Research Findings Propositions

1. Minor Proposition 1: The Rantang Kasih Program in Banyuwangi Regency has demonstrated effective collaboration with various stakeholders, including village governments, other government agencies, and the private sector. This collaboration is not only limited to budget aspects but also involves the implementation of the program as a whole. Through this partnership, the program's objectives can be maximized by utilizing diverse and complementary resources.

2. Minor Proposition 2: The positive impact of the Rantang Kasih Program is directly felt by the elderly living alone in Banyuwangi Regency. They not only gain access to regular meals but also experience happiness and well-being because their financial burden related to food needs is met. Additionally, this program also has significant indirect effects in reducing poverty rates in the area, demonstrating a positive domino effect of attention to the welfare of the elderly.

3. Minor Proposition 3: Funding, mentoring, and monitoring of the Rantang Kasih Program are not only carried out by government agencies such as the Department of Social Affairs and PPKB of Banyuwangi Regency but also involve contributions from the private sector through Corporate Social Responsibility (CSR) funds and other government agencies. This demonstrates a collective commitment from various parties to ensure the sustainability and effectiveness of the program in improving the welfare of the elderly.

4. Major Proposition: Expansion of collaboration of the Rantang Kasih Program with private parties and other government agencies is needed to increase the program's coverage and impact. This collaboration is not only focused on funding but also on the comprehensive implementation of the program. By involving more parties, this program can be more responsive to the needs of the elderly and more effective in achieving broader welfare goals.

5. Minor Proposition 4: Regent Regulation No. 22 of 2021 regarding the Rantang Kasih Program provides a strong legal basis for the implementation and development of this program. The regulation details the steps of data collection, implementation, financing, mentoring, and monitoring of the program. The existence of this regulation provides a clear framework and ensures consistency and accountability in program implementation.

IV. Challenges and Recommendations

1. Sustainable Funding Challenge: One of the main challenges faced in implementing the Rantang Kasih Program is the issue of sustainable funding. Although this program has involved contributions from the private sector through CSR funds and other government agencies, funding remains a serious issue that needs to be considered. In addressing this challenge, the Banyuwangi Regency Government needs to continue seeking alternative funding sources and building stronger partnerships with the private sector and the central government to ensure the program's sustainability.

2. Challenge in Providing Equitable Services: Although the Rantang Kasih Program has had a positive impact on some poor elderly individuals living alone in Banyuwangi Regency, there are still challenges in providing equitable services that cover all those in need. Some areas may still not be well covered by this program, thus requiring more effective strategies to reach the elderly in remote or inaccessible areas.

3. Human Resources Challenge: The involvement of District Social Workers (PSM) from the Department of Social Affairs and PPKB of Banyuwangi Regency is crucial in ensuring the smoothness and effectiveness of the Rantang Kasih Program. However, the limited number and quality of PSM human resources are one of the main challenges that need to be overcome. Efforts are needed to increase the number and quality of PSM human resources through training and skill development that are appropriate for the demands of this program.

4. Effective Evaluation and Monitoring Challenge: Effective evaluation and monitoring are key to ensuring the success and sustainability of the Rantang Kasih Program. However, in practice, there are still challenges in conducting systematic and comprehensive evaluation and monitoring. Efforts are needed to improve the evaluation and monitoring system, including the use of information technology and the development of relevant performance indicators.

5. Challenge of Adapting to Contextual Changes: The continually changing social, economic, and political contexts pose another challenge in the implementation of the Rantang Kasih Program. The Banyuwangi Regency Government needs to be able to adapt to these changes and develop responsive strategies to the existing social and economic dynamics.

Recommendations for Overcoming Challenges:

- Enhancing cooperation with the private sector and other government agencies to expand funding sources and improve program effectiveness.
- Conducting periodic evaluations and monitoring to assess program performance and identify areas for improvement.
- Developing more effective communication and socialization strategies to increase community participation in this program.
- Optimizing the use of information technology and digital applications to improve program information and monitoring systems.

- Enhancing the capacity of PSM human resources through training and skill development that are appropriate for the demands of the program.
- Developing adaptive strategies that are responsive to the changing social, economic, and political contexts.

V. Conclusion

This research emphasizes that the Rantang Kasih Program in Banyuwangi Regency has made a significant contribution to improving the welfare of poor elderly individuals living alone. Through collaboration between local governments, other government agencies, and the private sector, this program can provide adequate and nutritious food access and adequate health services for needy elderly individuals. The positive impact of this program is not only felt by the beneficiaries but also by the Banyuwangi Regency Government in efforts to reduce overall poverty rates.

Furthermore, this research suggests several steps that need to be taken to enhance the effectiveness and sustainability of the Rantang Kasih Program in the future. This includes efforts to expand funding sources, improve service quality, optimize the use of information technology, and enhance the capacity of human resources involved in the program. By addressing the challenges faced and implementing the recommendations provided, it is hoped that the Rantang Kasih Program will continue to be one of the effective policy instruments in improving the welfare of the elderly in Banyuwangi Regency.

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