

Implementation of The 'Berkat Sayang' Program for Vulnerable Groups in Sidoarjo Regency

Marcella Riski Zalianty¹, Hendra Sukmana²

^{1,2}Muhammadiyah University of Sidoarjo, Indonesia



DOI: <https://doi.org/10.61796/icossh.v2i2.531>



Sections Info

Article history:

Submitted: September 10, 2025

Final Revised: September 25, 2025

Accepted: October 02, 2025

Published: October 10, 2025

Keywords:

Implementation

Program

Vulnerable Groups

Government Policy

Social service

ABSTRACT

Objective: This study aims to determine how the Berkhat Sayang Program implemented by the Sidoarjo Social Services Agency has addressed hunger among vulnerable groups in Sidoarjo Regency. **Method:** A qualitative descriptive method was used, with data collected through interviews, observation, and documentation. Informants consisted of the Head of the Personnel Subdivision of the Sidoarjo Social Services Agency, Social Services Agency staff, catering parties, and elderly beneficiaries who were directly involved in the implementation of the program. **Results:** The results of the study show that the implementation of the Berkhat Sayang Program is in accordance with Edward III's theoretical indicators and provides tangible benefits for the welfare of neglected elderly people. Communication has been clear through coordination and socialization meetings between the Social Services Agency and TKSK along with the beneficiaries. In terms of resources, this program is supported by cross-sector human resources and increasing APBD funding. The implementers showed high commitment with the innovation of a geotag application to increase the accuracy of aid delivery by catering providers, even though distribution was sometimes hampered by weather. The bureaucratic structure has been organized through SOPs and a digital reporting system so that implementation is systematic and accountable. However, bureaucratic obstacles arise when replacing the names of deceased beneficiaries, as it is necessary to wait for the Regent's Decree for the following fiscal year, thereby reducing bureaucratic flexibility. **Novelty:** The novelty of this research lies in the specific application of George C. Edward III's implementation theory to examine the Berkhat Sayang program in Sidoarjo, focusing on indicators of communication, resources, disposition, and bureaucratic structure in social policies for vulnerable groups.

INTRODUCTION

In the context of social policy, vulnerable groups such as the elderly, people with disabilities, and underprivileged communities often face difficulties in meeting their basic needs, especially food [1]. Sahadi Humaedi [2] refers to this group as part of society that needs special attention in order to improve their quality of life. Weak economic conditions, lack of family support, and limited access have caused many elderly people to live in neglect, malnutrition, and even starvation, especially in densely populated areas and suburban areas [3]. This phenomenon shows that social inequality still exists, as seen in Sidoarjo City, East Java. To address this issue, the Sidoarjo Regency Government launched the Berkhat Sayang Program as a concrete effort to improve the welfare of the elderly.

Before the Berkhat Sayang Program was introduced, poor and neglected elderly people in Sidoarjo Regency faced serious challenges, especially in terms of food security and social care. Many of them lived alone without family support, settling in densely populated areas or suburbs with poor economic conditions. Access to nutritious food was

very limited, and they were often overlooked by regular assistance programs because data collection did not reach the most marginalized groups [4]. Often, their survival depended on the compassion of neighbors or incidental assistance from informal sources that was not sustainable. This situation not only worsened the physical health of the elderly, but also weakened their social protection as citizens.

The state's responsibility towards the poor is an important part of realizing social justice [5]. Protection of vulnerable groups must be part of policies that uphold the basic rights of every citizen. This is in line with Article 34 paragraph 1 of the 1945 Constitution, which states that "The poor and neglected children shall be cared for by the state." [5] The Berkas Sayang program is a concrete implementation of this constitutional mandate, with the aim of providing sustainable social security for the elderly and the poor. The legal basis for this program is contained in the Sidoarjo Regent's Decree Number 100.3.3.2/25/438.1.1.3/2025 concerning the determination of recipients and the amount of free food assistance for the 2025 fiscal year. In addition, the Berkas Sayang Program is also listed in Sidoarjo Regency Regulation Number 2 of 2021 and Sidoarjo Regent Regulation Number 65 of 2024 as part of the priority programs in the 2021-2026 RPJMD [6]. With a clear legal basis, this program is designed to ensure that the assistance provided is targeted, sustainable, and integrated into regional development planning.

The Berkas Sayang Program is a free meal assistance program specifically targeting neglected elderly people with no income in Sidoarjo Regency. Launched on September 1, 2022, the program initially covered 730 beneficiaries and will continue to increase the number of recipients in 2025. Recipient data is collected by the Subdistrict Social Welfare Workers (TKSK) in collaboration with the subdistrict authorities, then verified and screened for eligibility by the Social Services Agency. Each beneficiary is entitled to two boxes of healthy meals per day, each worth IDR 15,000, which are delivered directly to their homes in two sessions: morning (07:00-10:00) and afternoon (15:00-17:00) without queuing and without having to be present at the Balaidesa service gathering point. The program is supervised by the Sidoarjo Regency Social Services Agency in collaboration with TKSK and local catering providers, with nutritional supervision from the Health Agency to ensure the quality of the food menu is fit for consumption.

More than just consumptive assistance, Berkas Sayang has a broad social and economic impact. Socially, this program serves as a bridge in reducing inequality and improving the welfare of vulnerable communities, especially the elderly who are often neglected in conventional assistance schemes [7]. With better access to nutritious food, the health and resilience of the poor elderly is expected to improve, thereby promoting a more dignified life [8]. On the other hand, this program also strengthens the local economy by involving Micro, Small, and Medium Enterprises (MSMEs) as catering partners. The involvement of MSMEs not only creates new jobs but also proves that social policies can directly contribute to strengthening the community's economy.

Table 1. Number of Recipients and Distribution of the Berkhat Sayang Program in Sidoarjo Regency

Year	Number of Recipients	Number of Recipient Distributions
2022	730	18 Subdistricts
2023	730	18 Subdistricts
2024	800	18 Subdistricts
2025	800	18 Subdistricts

Source: Compiled from the Sidoarjo Social Services Agency (2025)

Table 1 data shows that since its launch in 2022, the program has reached all 18 subdistricts in Sidoarjo Regency (Balongbendo, Buduran, Candi, Gedangan, Jabon, Krembong, Krian, Porong, Prambon, Sedati, Sidoarjo, Sukudono, Taman, Tarik, Tanggulangin, Waru, Wonoayu) without exception. The number of beneficiaries remained stable at 730 in the first two years, then increased to 800 people in 2024 and 2025. This increase indicates that there has been an evaluation and adjustment of the program so that it can cover more elderly people in need. This development not only reflects the government's commitment to responding to social needs directly, but also serves as a concrete step towards marginalizing marginalized groups.

Several previous studies relevant to and used as references in examining the current study on the Implementation of the Berkhat Sayang Program for Vulnerable Groups in Sidoarjo. The first study by Syarifah Nikmah and Tjitjik Rahaju [9] evaluated the implementation of the Food Program in Surabaya, which targeted the elderly, people with disabilities, and orphans as beneficiaries. This qualitative study revealed that the program was effective in improving welfare, although there were obstacles related to the accuracy of distribution and the quality of food, which had to be adjusted to the specific needs of the recipients. The involvement of community groups such as karang werdha and IPSM was considered vital to the success of this program.

Furthermore, research by Shafa Rizqi Nabilah [10] analyzed the accuracy of the Berkhat Sayang Program in Sidoarjo Regency in reducing poverty through food assistance for the elderly and people with disabilities. The results of the study show that although this program is beneficial, there are obstacles in terms of socialization, understanding, food quality, and distribution that are not fully in line with the plan. This study emphasizes the need for periodic evaluation by the Social Services Agency and increased socialization so that the benefits of the program can be felt optimally.

Finally, the results of Syarifah Nikmah's study [11] also emphasize the importance of collaboration between local governments, community organizations, and beneficiary communities in the implementation of social assistance programs. Continuous evaluation and effective communication are key to ensuring that food assistance programs remain targeted and sustainable. These three studies collectively illustrate that the implementation of programs such as Berkhat Sayang requires careful planning, the involvement of various stakeholders, and effective monitoring mechanisms to improve the welfare of vulnerable groups.

Based on field observations, there are several problems in the implementation of policies to address the welfare of vulnerable communities in Sidoarjo. First, there is still a lack of effective socialization to the community regarding the criteria for beneficiaries and the registration procedure. This condition has caused many potential beneficiaries to not understand the program mechanism, so that they are not registered as beneficiaries even though they meet the specified criteria. Second, there are also challenges in bureaucratic management, which is still complicated, especially in the process of replacing beneficiaries of the "Berkat Sayang" program in the event of a beneficiary's death. Several reports indicate that the replacement process cannot be carried out immediately, but must wait for submission and approval through the latest regent's decree. This is due to regulations that require an official decision from the local government, so that a village official report is not sufficient.

Based on the research issues described above, the author is interested in conducting research on the implementation of the "Berkat Sayang" policy using George C. Edwards III's theory of policy implementation [12], [13]. This theory provides a relevant framework for analyzing the success of a policy through four main variables, namely communication, resources, implementer disposition, and bureaucratic structure. 1) Effective communication is necessary to ensure that the policy objectives can be achieved properly by all parties involved. 2) Resources, both financial and human, are determining factors in policy implementation. 3) The disposition or attitude of implementers towards the policy influences their level of commitment in carrying out the program. 4) An efficient bureaucratic structure can facilitate coordination between units so that policy implementation runs smoothly. Through this fourth variable, this study aims to provide in-depth insights into the factors that influence the success or failure of the implementation of the "Berkat Sayang" policy in the field.

RESEARCH METHOD

The research method used in this study is qualitative research, which aims to understand and analyze phenomena related to the implementation of the "Berkat Sayang" policy in Sidoarjo Regency. Qualitative research was chosen because it can provide in-depth insights into the experiences and perspectives of the implementers and beneficiaries of the policy [14]. The research location was focused on the Sidoarjo Social Service and the Sidoarjo Regency government, where this policy was formulated and implemented. Thus, researchers could access information directly from relevant sources and understand the social and administrative contexts that influenced policy implementation.

This study will focus on indicators from George C. Edwards III's policy implementation theory, which includes four key variables: communication, resources, implementer disposition, and bureaucratic structure [12]. These indicators will help us understand how each factor contributes to the success or failure of the implementation of the "Berkat Sayang" policy in the field.

The informant selection technique used in this study was purpose sampling, which is a technique for selecting sources or informants who have objectives that are in line with the research theme [15], [16]. The informants in this study consisted of the Head of the General Personnel Subdivision of the Sidoarjo Social Service, Mr. Fatoni SE. MM, a staff member of the Sidoarjo Social Service, Mr. Nanda Karomah S.Ikom, a representative of the Berkhat Sayang Food Catering Program, Mr. Zainul, and one of the recipients of the Berkhat Sayang program, Mrs. Sumiati. The types of data collected consisted of primary and secondary data. Data collection was carried out through in-depth interviews, direct observation, and documentation studies. Data analysis techniques were carried out using the Miles and Huberman (1984) analysis model, which includes three stages, namely: data reduction, data presentation, and conclusion drawing [17]. Data reduction was carried out by filtering and focusing on related data, data presentation was carried out by organizing the data into narrative or table form, and conclusions were drawn by interpreting the findings that had been presented, based on the research context [17].

RESULTS AND DISCUSSION

Results

This study focuses on how the implementation process of the "Berkhat Sayang" Program was carried out, using the theory described in the introduction. To assess the extent of the success of the program implementation by the Sidoarjo Regency Government, George C. Edwards III's implementation policy theory can be used. This theory serves as a benchmark in assessing the quality of program implementation through four main indicators, namely: communication, resources, implementer disposition, and bureaucratic structure [18]. These four indicators will be explained further as follows:

1. Communication

Communication plays a very important role in the context of policy implementation because it serves as a means of conveying information from policy makers to implementers and target groups. According to George C. Edward III, clarity and consistency in communication are crucial to the successful implementation of programs [12]. If information is not conveyed properly, misunderstandings can occur, which can lead to the failure to achieve policy objectives [19]. Therefore, effective communication is necessary so that all parties understand their roles and responsibilities. The following is information from an interview with Nanda Karomah, a staff member of the Sidoarjo Social Service, who is one of the people responsible for implementing the Berkhat Sayang program for vulnerable groups in Sidoarjo.

"Communication is key, ma'am. Since this program targets vulnerable groups such as the elderly, the information we convey must be crystal clear. Alhamdulillah, we have established a fairly solid communication system, mainly through intensive coordination meetings with the village administration and TSKS in each sub-district regarding the program's objective, which is to help neglected elderly people in Sidoarjo by providing for their food needs. However, in the early

stages, there were some technical adjustment challenges, but now the process is much more structured and efficient." (Interview on February 18, 2025)

"We always make improvements based on evaluations after each meeting to ensure that all data and instructions for the information dissemination materials we provide to the sub-districts and TKSK are clear and consistent. We conduct two types of dissemination: information dissemination for the implementation team and information dissemination for the public. For technical materials such as criteria for potential recipients, selection mechanisms, and registration procedures, we only share them with TKSK in each sub-district. We do this to maintain objectivity and prevent misuse of information, such as data manipulation to qualify as a recipient or being exploited by residents. However, general information and program documentation are still published openly on the government website so that the public knows that this program is actually running" (Interview on February 18, 2025).

Based on the results of research and interviews, Mr. Nanda, a staff member of the Social Services Agency responsible for implementing the Berkat Sayang Program, revealed that communication is indeed an important component in the implementation of the Berkat Sayang Program. According to him, the success of the program greatly depends on how information is conveyed clearly, quickly, and uniformly to all implementers. The Social Services Agency stated that since the beginning, this program has targeted vulnerable groups such as neglected elderly people, so the information conveyed to implementers in the field must be clear. They have established a structured communication system, especially active coordination with TKSK (Sub-district Social Welfare Workers). This communication is carried out intensively through cross-district socialization meetings, the preparation of socialization materials, and reporting that must be evaluated. These steps help to ensure that all parties have the same understanding, thereby minimizing the risk of errors in the field.



Figure 1. Socialization of Berkat Sayang by the Sidoarjo Social Affairs Agency with TKSK

Source: Compiled from the Sidoarjo Social Services Agency (2025)

However, the source also explained that not all information was disclosed to the public. Some technical matters, such as the criteria for potential recipients, the

registration procedure, and the selection mechanism, were only communicated internally to the TKSK. This decision was made as a form of risk control to prevent data manipulation or opportunistic behavior by members of the public who sought to have themselves or their relatives included as beneficiaries illegally.

On the contrary, to maintain openness and transparency, the Sidoarjo Social Services Agency continues to publish general information related to this program, such as its objectives, documentation of activities, and the positive impact of the program in the field. In this way, the community continues to feel involved and knows that this program is actually running and targeting the right groups. This is in line with the interview explanation from Nanda Karomah, one of the Social Services Agency staff:

"The two most important things are clarity and openness. Nothing should be hidden. Citizens are smart; if they feel they are being given incomplete information, they can lose trust. So we always emphasize to our field staff: be honest, involve citizens, and accept their input and aspirations." (Interview, February 18, 2025)

In addition to the implementing side, communication also needs to be viewed from the perspective of the beneficiaries in order to be more complete. The following are the results of an interview with Mrs. Sumiati (65 years old), one of the beneficiaries of the Berkhat Sayang Program in Tanggulangin District:

"At first, I didn't understand this program, but then an official from the village office came to my house and told me to gather at the village hall. There, they explained everything to me, and I was included as a recipient because I am elderly and live alone. I was also informed of the delivery schedule, which is twice a day, in the morning and afternoon, so I don't need to go to the village hall to pick it up because it is delivered directly to my house. They said it would be a pity if an elderly person still had to exert energy to pick up food, so they just deliver it" (Interview, September 18, 2025).

From Mrs. Sumiati's statement, it appears that communication about this program did not stop at the internal bureaucracy, but also reached the target group. Clear and well-communicated information makes recipients feel cared for and avoids confusion. Initially, Mrs. Sumiati did not understand how this program worked or what its purpose was, but village officials delegated by the Social Affairs Agency made an effort to come directly and invite Mrs. Sumiati to the village hall to receive an explanation along with other beneficiaries.

From the above description and findings in the field, it can be concluded that the implementation of the Berkhat Sayang Program is in line with George C. Edwards III's theory of policy implementation [12]. In his theory, Edwards emphasizes that communication is one of the four main variables that determine the success of a policy, in addition to resources, the disposition of implementers, and bureaucratic structure. One important aspect of communication is how information is conveyed clearly, consistently, and in a manner that is accessible to all stakeholders, especially the target group [20]. In fact, in the implementation of the Berkhat Sayang Program, a structured communication pattern has been successfully established, mainly through intensive coordination with internal stakeholders and program recipients, as well as the use of digital media in

conveying information. This demonstrates the seriousness of the Social Services Agency in ensuring that technical and procedural information is conveyed accurately to implementers in the field.

However, the communication pattern applied is more selective and focused on implementers, with the aim of maintaining data integrity and preventing potential program misuse. This approach reflects reasonable caution in managing social programs that target vulnerable groups. Meanwhile, general information about the program's objectives and benefits is still disclosed openly to the public so that transparency and accountability are maintained. This approach reflects a balance between controlling sensitive information and openness in line with George C Edward II's principles of effective communication [12], namely clarity, consistency, and appropriate delivery of information.

2. Resources

According to Edward III [12]-[21], resources are crucial in realizing policies. There are two types of crucial resources: human resources (the people who implement policies) and financial resources (the necessary funds). Without both, policies will only remain plans on paper and will be difficult to implement properly. Journal [22] mentions George C. Edward II in Subarsono (2005) emphasizing that policies that are not supported by resources will only become documents without real action. In the context of the implementation of the Berkat Sayang Program, the results of an interview with one of the staff members of the Sidoarjo District Social Service, Mr. Nanda Karohmah, reinforced this view. He said that:

"There are two types of resources used in the Berkat Sayang Program. First, human resources consisting of the Social Services Agency as coordinator and implementer, the Sidoarjo Health Agency as health support providing information on healthy menus, village heads and TKSK in each sub-district to validate data on potential beneficiaries, and catering parties in each sub-district. Second, the financial resources or pure budget from the Sidoarjo Regency APBD, which is specifically allocated for this program." (Interview on April 16, 2025)

"In implementing the Berkat Sayang Program, the human resources involved are quite diverse, Ma'am. From within the Social Affairs Agency itself, there are technical officials who implement the program and assist with administrative matters related to the activities, namely myself, then there is Mr. Fatoni as the head of the personnel section who is responsible for this program. Then there is the field manager who is committed to ensuring that all program processes run smoothly, namely Mr. Bashori. For the distribution of food aid, we also collaborate with third parties, such as catering companies responsible for supplying specific areas, for example in Jabon. So, each person's role is clear according to their responsibilities, from planning, program management, administration, to food provision." (Interview on April 16, 2025)

From the interview excerpts, data on Dinsos internal officers and their duties and functions can be mapped as follows:

Table 2. Core Human Resources in the Berkat Sayang Program

Number	Name	Position	Duties
1	Fatoni SE. MM	Head Of Personnel Section, Sidoarjo Social Services Agency	Program Manager Berkat Sayang
2	M. Bashori Alwi S.Sos. M.Ap	Head of Social Welfare Division	Field Manager
3	Ananda Kharomah R S.Ikom	Staff Member of the Sidoarjo Social Services Agency	Implementation Officer

Source: Compiled from the Sidoarjo Social Services Agency (2025)

From the table above, it can be seen that the Social Services Agency performs functions ranging from technical planning, data verification, supervision, reporting, and responsibility for this program mechanism to the Sidoarjo Regency Government. TKSK is tasked with proposing and assisting recipients at the sub-district level, while the catering party is responsible for the daily distribution of food based on nutritious menu recommendations from the Sidoarjo Health Agency. This collaboration shows that in terms of human resource, this program has been supported by competent actors who understand their respective roles. The coordination between personnel is key to the successful implementation of the program in the field.

In addition to the human resource aspect, the source also emphasized that the Berkat Sayang Program is fully funded through the Sidoarjo Regency Regional Revenue and Expenditure Budget (APBD). He stated:

"In terms of funding, everything comes purely from the 2022-2025 Sidoarjo Regional Budget. So there is indeed a special allocation prioritized for this program. This is because this program is also one of the 17 priority programs of the Sidoarjo regional government. Starting from operational expenses, distribution, to cooperation with third parties, namely catering, without the support of the APBD, a program like this would not be possible." (Interview on April 16, 2025)

Table 3. The interviews yielded summary data and budget realization for the Berkat Sayang Program.

No	Program/Activity/Sub-Activity	Priority Program	Target	Year	Unit	Target	Realization	%
1.	Social Protection and Security Program/Dat a Management for the Poor Coverage of Regencies/Cities	Free Daily Meals for the Poor	Poor Elderly	2022	Orang /Hari	730	730	100%
					Rp	4.642.8 M	2.645.082 M	56.9%
				2023	Orang /Hari	730	730	100%
					Rp	7.993.5 M	7.933.08 M	99%
				2024	Orang /Hari	800	800	100%

/Facilitation of Social Assistance for Family		Rp	8.784 M	8.686.200 M	98. %
	2025	Orang /Hari	800		100 %
		Rp	8.760 M		

Source: Compiled from the Sidoarjo Social Services Agency (2025)

The table above and facts on the ground show an increase in funding for Berkat Sayang financial resources in 2025 of 9.59% from previous years due to an increase in the quota of program beneficiaries based on proposals and deliberations by relevant parties. The budget allocation at the time of its launch in September 2022 reached IDR 4,642,800,000 for 730 beneficiaries. This budget increased in 2023 and 2024 to IDR 7,993,500,000 with a one-year program budget period and a fixed number of beneficiaries, namely 730 people. Then, in 2025, the budget allocation will increase again to IDR 8,787,400,000 as the number of recipients increases to 800 people. With a budget of IDR 30,000 per person per day, this information is based on the results of the researcher's interviews with the Head of the Personnel Subdivision of the Sidoarjo District Social Service and the Sidoarjo District Social Service Staff. The results of the researcher's interview with Nanda Karomah, one of the staff members of the Sidoarjo District Social Services Agency, are as follows:

"There has been an increase in funds because we have added the quota of beneficiaries from 730 to 800 based on the suggestions of the TSKS and stakeholders who see the conditions of vulnerable groups that we are still unable to help due to administrative and financial limitations." "For example, due to administrative limitations, there are elderly people who have been nominated, but based on data from the DTSK, they are still classified as capable, because their children are considered to be able to support them financially. Therefore, we are very careful in selecting those who are deemed eligible to receive assistance from this program" (interview on February 18, 2025).

The findings show that the implementation of the Berkat Sayang Program by the Sidoarjo District Social Service has made maximum use of human and financial resources. In relation to George C. Edward III's theory [12], this program is considered to have fulfilled the resource element. The availability of adequate and increasing budgets from year to year reflects the political commitment and priority of the local government in supporting vulnerable groups, especially the elderly.

However, limitations are still apparent in terms of administration and data, which often slow down the verification process or complicate validation in the field. This condition can be categorized as a lack of information resources, which has the potential to become an obstacle if not immediately addressed with a more integrated data system between agencies. This confirms that the success of program implementation is not only determined by cross-sector human resource involvement and budget availability, but also by the quality of information management. A combination of an organized human resource structure, guaranteed financial support, and an integrated information system

will make the Berkat Sayang Program more consistent and effective in reaching vulnerable groups in Sidoarjo.

3. Implementer disposition

According to Edward III, as quoted by Widodo [23], [24], policy implementation is greatly influenced by the willingness, attitude, and commitment of program implementers to carry out policies seriously, so that the objectives of the policy will be achieved. In other words, even if human and financial resources are available, successful implementation will be difficult without the intention and integrity of the implementers in the field. Interviews with several parties involved in the implementation of the Berkat Sayang Program show that this aspect of disposition is quite strong, although it is not without challenges. As stated by Mr. Fatoni, Head of the Personnel Subdivision of the Sidoarjo Social Affairs Office:

"The program will not run if there is no commitment from the implementation team and it will only remain a plan. I always emphasize to the staff that this is not just administrative work but also part of our moral responsibility to ensure that the elderly in Sidoarjo are protected. There is indeed considerable pressure, especially when we try to increase the number of recipients every year. But because we have been committed from the start, we can carry out all processes, including administration and coordination with the sub-district, with consistency of intent and stakeholder coordination. So the spirit of service must be prioritized." (Interview on April 16, 2025)

A similar point was emphasized by one of the Social Services staff members, Mr. Nanda Kharomah:

"We always strive to do our best to ensure the smooth running of this program, starting from the data verification process, which must be completely accurate, the selection of nutritious menus in accordance with the instructions from the Sidoarjo Health Office, the selection of competent catering parties, evaluating shortcomings each year, and currently we are starting to implement a geotag application for couriers in reporting photo evidence of the beneficiaries of this program. With geotagging, we can determine whether the catering couriers are on time or not, and the data cannot be manipulated." (Interview on April 16, 2025)

The explanation from the Social Affairs Agency shows that the program implementers are quite strong, not only in terms of moral commitment, but also in the application of technical innovations to ensure the accuracy and precision of services. This means that the implementation of Berkat Sayang does not only depend on the good intentions of the implementers, but also on their sincerity in providing transparent and accountable working mechanisms. However, the success of this disposition does not only depend on government officials, but also on the role of food provider partners, who play a crucial role in distributing food aid to the elderly. Therefore, it is important to see how the catering service contributes to the consistency of quality and timeliness of distribution, as stated by one of the catering providers in the Tanggulangin District, Mr. Zainul:

"We at the catering company feel responsible for maintaining the quality of this program. We always prepare healthy meals that have been approved and meet the nutritional standards set by the Sidoarjo Health Office, such as meals that must contain protein and fruit. This year, we are

also following a new reporting system implemented by the Social Services Agency, which requires geotagging photos with the date and time. If there are challenges on-site, such as bad weather, we may be slightly delayed. What's most important is a friendly attitude and patience. Essentially, we want this program to truly benefit the elderly who are in need, not just go through the motions." (Interview, February 18, 2025)

Mr. Zainul, as the catering provider for the Tanggulangin District, said that they always strive to maintain quality in accordance with the nutritional standards of the Health Office, and follow a geotag-based digital reporting system to ensure transparency in distribution times and locations. Despite challenges in the field, such as bad weather that caused slight delays in delivery, the catering service maintained a friendly and patient attitude in serving the neglected elderly in Sidoarjo as beneficiaries.

This was also felt directly by Mrs. Sumiati, one of the program beneficiaries, who said:

"When it comes to the attitude of the staff, I can see that they really want to help. Once, the food was late during the rainy season, but the delivery person still came and apologized. That made me feel cared for, as I am already elderly. The menu is also delicious and includes fruit. For me, this assistance helps me, as I sometimes have difficulty even cooking." (Interview on September 18, 2025)

This statement shows that this disposition is not only held by government officials, but also by food providers or catering partners and related stakeholders. The commitment of catering partners to maintain food quality, meet nutritional standards, pay attention to vulnerable groups, and adapt to technology-based monitoring systems demonstrates the alignment between the local government and its partners.

When linked to George C. Edward III's theory [12], these findings show that the aspects of position in the implementation of the Berkhat Sayang Program are in line with George C. Edward II's theory. Edward emphasizes that the willingness, attitude, and commitment of policy implementers are determining factors for a program to achieve its objectives [24]. This commitment is evident in their efforts, namely: adjusting the food menu to the nutritional guidelines of the Sidoarjo District Health Office, conducting careful and accurate data verification to ensure that the assistance reaches the right targets, selecting professional and competent catering partners, and evaluating and innovating digital-based reporting using a geo-tag application as a form of accountability for food distribution by catering couriers. In addition, they also took the initiative to propose additional funding from the regional budget so that this program could reach more beneficiaries.

The results of interviews and research conducted by the Social Affairs Agency and catering companies indicate that the actors involved have integrity and sincerity in carrying out their duties. The moral commitment emphasized by structural officials, the discipline and innovation applied by technical staff, and the responsibility of catering providers in maintaining quality and accuracy of distribution all reflect a positive disposition that is in line with Edward's theory. Thus, it can be concluded that the implementation of Berkhat Sayang is not only supported by adequate resources, but also

by a consistent disposition, enabling the program to run effectively in serving vulnerable groups in Sidoarjo.

4. Bureaucratic structure

According to George C. Edward III [12], bureaucratic structure is a working mechanism, implementation procedures or standard operating procedures, as well as relationships between policy implementation units that support the running of a program to be more efficient and effective. In other words, a well-organized bureaucracy will facilitate coordination, reduce overlapping tasks, and ensure program implementation in accordance with the established objectives. The following information was obtained from Mr. Fatoni, Head of the Dinos Personnel Subdivision:

"In this program, we operate with a clear structure. The Social Services Agency is the main coordinator, followed by the Sidoarjo Health Agency, which provides guidance on nutritional standards, while the sub-district and village TKS K play a role in validating recipient data. In the field, we are assisted by the TKS K in reporting on the program and by the catering service in distributing to the beneficiaries. So each unit has its own role. And this is what keeps the program running smoothly" (interview on April 14, 2025).

"The implementation procedure or mechanism is that the Social Affairs Agency acts as the main coordinator, starting from data collection, recipient validation, to program quality control. Once the beneficiary data has been determined, food procurement is carried out through a third party selected through a tender system. Beneficiaries will receive two healthy meals per day, each worth IDR 15,000, with distribution scheduled for 7:00-10:00 a.m. and 3:00-5:00 p.m. The reporting process uses a geotag-based digital system resulting from previous evaluations, so that each delivery is recorded via GPS, time, and photo documentation as proof of realization. To maintain food quality, we collaborate with the Health Office to ensure nutritional standards are met (Interview, April 14, 2025).

Based on interviews with sources, it appears that the bureaucratic structure and implementation mechanism of the Berk at Sayang program are clearly organized. The Social Affairs Agency acts as the main coordinator that manages the entire process, from data collection and recipient validation to program quality control. Inter-agency support is also evident, for example, the Health Agency (Dinkes) provides guidance on menus that meet nutritional standards, while TKS K is involved at the sub-district and village levels, playing an important role in verification and reporting.

Meanwhile, the program implementation process is carried out systematically and in stages, from the village to the district level, with the active involvement of various actors. The catering company selected through a tender system is responsible for distributing food to beneficiary locations on a regular schedule, namely in the morning from 7:00 to 10:00 a.m. and in the afternoon from 3:00 to 5:00 p.m., with a budget allocation of IDR 15,000 per food box. The distribution process also utilizes a geotag-based digital system. As for the Standard Operating Procedures for the Berk at Sayang Program, he explained:

"In implementing the Berk at Sayang Program, we also adhere to established SOPs. First, the village or sub-district government proposes data on prospective recipients of food assistance.

After that, we verify and validate the data with TSKK in the field to ensure that the conditions of the prospective recipients are in accordance with what has been submitted to us. Once the data is finalized, the recipients are then determined along with other recipients in the Regent's Decree as a concrete legal basis. Next, the data is distributed to the winning catering companies and TSKK in the sub-district. After the catering companies and TSKK receive information about who will receive food assistance in their area, they begin distribution according to the healthy menu guidelines from the Health Office and the reporting system to us." (Interview, April 14, 2025).

The results of the interview can be summarized as follows: the SOP for the Berkat Sayang Program is as follows.

Table 4. Standard Operating Procedures for Implementing the Berkat Sayang Program

Stages	Activities
Stage 1	The village/subdistrict government proposes data on recipients of food assistance for poor residents.
Stage 2	Beneficiary data proposed by the sub-district is verified and validated by the Social Services Agency and TSKK.
Stage 3	Recipients of permanent assistance for poor/elderly citizens are determined in the Regent's Decree.
Stage 4	Food assistance for poor residents is distributed by providers appointed by the Social Services Agency, with menus determined by the Health Agency.

Source: Compiled from the Sidoarjo Social Services Agency (2025)

Based on the table above, which reinforces the description of the standard operating procedures for the Berkat Sayang Program explained earlier, it can be seen that the SOP for the Berkat Sayang Program is structured systematically and in layers to ensure that each stage is transparent and measurable. The mechanism begins at the village/sub-district level, which proposes the recipient data. This data is then verified and validated by the Social Services Agency together with the TSKK to ensure that there is no duplicate data or fictitious recipients. The results of this verification are then reinforced through a Regent's Decree as a valid legal basis.

Discussion

In terms of implementation, food distribution is carried out by official catering providers selected through a tender mechanism. The menu is determined by the Health Office, so that emphasis is placed not only on quantity but also on nutritional quality appropriate to the needs of the elderly. Thus, this SOP ensures a clear division of tasks, a

strong legal basis, and measurable quality standards. However, behind this success, this study also found obstacles in terms of bureaucratic flexibility, particularly in the process of changing beneficiary data. When it is discovered that a beneficiary has passed away, the process of replacing their name cannot be done quickly because it must go through a re-proposal mechanism and wait for a Regent's Decree (SK) in the following fiscal year. Letters from villages or sub-districts do not have the authority to replace beneficiaries directly, resulting in a slow response to social dynamics.

This was confirmed by a statement from Nanda Kharomah, a staff member of the Sidoarjo Regency Social Services Agency, who said:

"Perhaps our current shortcoming is due to the inefficient process of changing the name of the prospective recipient of the Berkas Sayang program if it is found that the previous recipient has passed away. We have to wait for the application to be submitted first and wait for the regent's decree next year."

Findings in the field based on interview results, when linked to George C. Edward III's theory [12], lead to the conclusion that, overall, the bureaucratic structure, implementation procedures, and standard operating procedures that are carried out are in line with George C. Edward III's implementation theory. This can be seen from the organizational structure, implementation procedures, and SOPs, which have been clearly arranged with a clear division of roles between units, as well as technological support that strengthens transparency and accountability. However, there are still bureaucratic obstacles that can hinder the smooth implementation at the field level, particularly in terms of flexibility and responsiveness to changes in beneficiary data. Edwards III's theoretical framework [13] also shows that overly rigid and procedural structures can actually hinder the effectiveness of implementation, especially if they are not supported by flexible administrative policies.

CONCLUSION

Fundamental Finding : The study concludes that the implementation of the *Berkas Sayang* Program for vulnerable groups in Sidoarjo Regency has shown strong potential in achieving its goal of improving the welfare of poor elderly populations. The program aligns with Edward III's theoretical framework, demonstrating effective communication, adequate resources, committed implementers, and a well-structured bureaucracy, although technical and procedural challenges remain in data management and recipient updates. **Implication :** These findings highlight that effective welfare program implementation requires not only clear communication and sufficient resources but also adaptive bureaucratic mechanisms, enhanced digital literacy, and active community engagement to ensure transparency and responsiveness. Strengthening these aspects can serve as a model for social protection initiatives in other regions. **Limitation :** This study is limited by its focus on Sidoarjo Regency and its reliance on qualitative data from interviews and observations, which may introduce subjective biases and constrain generalizability. **Future Research :** Further studies should employ comparative and mixed-method approaches, expanding to other regions and incorporating quantitative

analyses of beneficiaries' experiences to provide a more comprehensive evaluation of the program's effectiveness and sustainability.

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Marcella Riski Zalianty

Muhammadiyah University of Sidoarjo, Indonesia

Email: marcellazr04@gmail.com

***Hendra Sukmana (Corresponding Author)**

Muhammadiyah University of Sidoarjo, Indonesia

Email: hendra.sukmana@umsida.ac.id
