



TARGETING JUSTICE: POPULATION DATA VALIDITY AND GOVERNMENT ASSISTANCE FOR GROCERY STORE BUSINESSES IN NYAMPLUNGAN

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Abstract

This study analyzes the targeting accuracy of government assistance for grocery store businesses in Nyamplungan Village, Pabean Cantian District, Surabaya, by examining the validity of population data from the perspective of Islamic economics. Using qualitative methods and a case study approach, the data were obtained through interviews with aid recipients and government officials. The findings indicate that some of the population data used remain invalid and do not fully reflect the actual conditions of the recipients. This has implications for inequity in the distribution of assistance, which is inconsistent with the principle of justice (*'adl*) in Islamic economics. This study emphasizes the need to update and validate data in order to ensure that the assistance mechanism is in line with Sharia principles and contributes to inclusive community welfare.

Keywords: accuracy of aid targeting, government assistance, Islamic economics, validity of population data

A. INTRODUCTION

Micro, Small, and Medium Enterprises (MSMEs) occupy a highly vital position in Indonesia's economic structure, given their role as the backbone of broad-based community economic activity. This sector has proven capable of making a significant contribution to various aspects of development, ranging from labor absorption and the provision of basic household needs to the improvement of living standards among low-income households. According to data released by the Ministry of Cooperatives and SMEs of the Republic of Indonesia in 2023, MSMEs contributed more than 60% of the national Gross Domestic Product (GDP) and absorbed approximately 97% of the total workforce. This substantial contribution has become a strong basis for the Indonesian government to design and implement various support schemes for MSME actors. These include the Productive Assistance Program for Micro Enterprises (*Bantuan Produktif Usaha Mikro* or BPUM), low-interest business capital loans, and various regional economic incentives. Overall, these programs are intended to encourage business productivity, expand access to formal financing, and strengthen community economic resilience more broadly (Nurrahma, 2022).

Nevertheless, the implementation of these assistance programs continues to face a fundamental challenge, namely the accuracy of beneficiary targeting. One of the most dominant factors affecting the effectiveness of assistance distribution is the validity of the population data used as the basis for beneficiary selection. A World Bank report published in 2022 revealed that targeting errors in the distribution of social assistance in Indonesia still ranged from 18% to 25%. This condition is largely caused by population data that are not updated regularly, as well as weak coordination and data integration mechanisms among government institutions. This situation ultimately gives rise to two forms of distributional distortion. The first is **exclusion error**, namely a condition in which business actors who actually meet all the requirements do not receive assistance because they are not properly recorded. The second is **inclusion error**, namely a condition in which individuals who no

longer meet the criteria remain registered and continue to receive assistance (Rukmana, 2025). Such systemic data inaccuracy has the potential to disrupt and hinder the main objective of government assistance programs, namely the realization of equitable economic distribution.

A similar issue is also found at the local level, as seen in Nyamplungan Village, Pabean Cantian District, Surabaya. This area is known as a locality with a relatively high concentration of micro-enterprise actors, including grocery store owners who serve as a backbone of the local economy. Preliminary field observations revealed a fairly visible gap between the administrative data recorded as the basis for assistance distribution and the actual conditions in the community. Several business actors who had long ceased operations were still identified as active beneficiaries, while other actors who continued to operate their businesses were not included in the beneficiary list. This condition is compounded by the low validity of the existing population data. Preliminary interviews with staff from the Social Welfare Section (*Kesejahteraan Rakyat* or Kesra) of Nyamplungan Village confirmed that some residents whose names were listed as aid recipients were no longer living at the addresses recorded in the administrative system, thereby creating a considerable gap between administrative records and empirical reality in the field.

Previous studies have shown that government assistance programs have generally succeeded in meeting several policy success indicators. However, these programs still exhibit considerable weaknesses in terms of technical implementation in the field and the accuracy of beneficiary data (Indah Lestari, 2024). More specifically, academic studies examining the relationship between the validity of population data and the targeting accuracy of government assistance for local micro-enterprises, particularly when analyzed through the framework of Islamic economics, remain very limited. In fact, from the perspective of Islamic economics, the distribution of assistance and the determination of beneficiaries must always be grounded in fundamental values, namely justice (*al-'adl*), trustworthiness (*amanah*) in resource management, and orientation toward public benefit (*maslahah*). These three principles constitute the main pillars to ensure that every public policy truly provides real and properly targeted benefits for those who need them most. Against this background, this study is directed toward two interrelated objectives: **(1)** to analyze in depth the accuracy of population data in the process of distributing government assistance to grocery store business actors in Nyamplungan Village, and **(2)** to evaluate the targeting accuracy of aid recipients based on the actual socioeconomic conditions of the community by using the perspective of Islamic economics as the analytical lens. Through this focus, the study is expected to provide a more contextual understanding of the relationship between data validity, targeting accuracy, and the realization of justice in government assistance distribution.

B. LITERATURE REVIEW

Micro-enterprise assistance programs constitute government interventions aimed at strengthening production capacity, maintaining business sustainability, and expanding economic access for small entrepreneurs. One example of such a program is the Productive Assistance Program for Micro Enterprises (BPUM). According to Nurrahma et al. (2022), business capital functioning as an initial stimulus is able to increase income and the resilience of micro-enterprises when its distribution is conducted accurately and in accordance with the intended target groups. Thus, government assistance programs do not merely function as short-term economic protection mechanisms, but also as instruments of sustainable economic empowerment for the community.

The validity of population data is defined as the degree of accuracy, updating, and conformity between administrative information and actual conditions in the field. According to Creswell (2018), from the perspective of public administration, population data constitute a

fundamental basis for the formulation and implementation of socio-economic policies, including assistance distribution programs for the community. The availability of valid data enables the government to identify beneficiary groups objectively and to minimize the potential for errors in policy determination.

Rukmana (2025) argues that population data that are not updated regularly have the potential to create two forms of error, namely **inclusion error**—when individuals who are not entitled to receive assistance nevertheless receive it—and **exclusion error**—when groups that should receive assistance are not reached. These two forms of error reflect weaknesses in data validation and verification processes, as well as the limited synergy among institutions. Therefore, the validity of population data becomes a primary requirement for realizing assistance programs that are both just and effective.

Targeting accuracy refers to the level of conformity between assistance recipients and the eligibility criteria established in a policy. In development economics, targeting accuracy is a crucial indicator for measuring the effectiveness of social assistance programs and poverty alleviation efforts. The concept of targeting accuracy is designed to ensure that public resources are allocated efficiently to the groups most in need.

In Islamic economics, the principles of *amanah*, *maslahah*, and justice (*'adl*) form a complementary normative framework in the management of social assistance distribution. *Amanah* requires that distribution be properly targeted and free from irregularities, while *maslahah*—especially *maslahah mursalah*—supports redistributive policies oriented toward public welfare in accordance with the *maqasid al-shariah*. The principle of *'adl* ensures proportionality based on the real needs of recipients. This principle requires that assistance be distributed to those who are entitled to receive it in a proportional and fair manner, as emphasized in Qur'an Surah An-Nisa verse 58: “Indeed, Allah commands you to render trusts to whom they are due and when you judge between people to judge with justice. Indeed, Allah gives you excellent instruction. Indeed, Allah is Ever-Hearing and Ever-Seeing.” Within the framework of Islamic economics, justice is not interpreted merely as equal distribution, but also as the placement of rights according to the level of need and the actual condition of the recipient.

Chapra (2016) explains that distributive justice in Islamic economics is oriented toward the achievement of collective welfare (*al-falah*) and the prevention of economic inequality. In the context of government assistance policy, targeting accuracy represents a concrete implementation of the principle of *'adl*. Errors in the determination of assistance distribution targets reflect a neglect of the rights of groups that are more in need and are therefore contrary to the value of justice upheld in Islamic economics.

C. RESEARCH METHOD

This study employs a qualitative approach based on a case study design in order to obtain an in-depth understanding of the targeting accuracy of government assistance for grocery store businesses based on the validity of population data in Nyamplungan Village, Pabean Cantian District, Surabaya, as well as to assess its conformity with the principles of Islamic economics. This approach was selected because the purpose of the study is to examine in depth the case of mistargeted assistance for grocery store businesses by considering the conformity between beneficiary requirements and the validity of population data and actual field conditions. The qualitative method was chosen because it can provide a deeper understanding of meanings, patterns, and social dynamics within the community (Roifah, 2022).

The informants were selected through purposive sampling based on their direct involvement in the assistance program. They consisted of six grocery store business actors, including both recipients and non-recipients of assistance, the Head of Nyamplungan Village,

two staff members from the Social Welfare Section (*Kesra*) of Nyamplungan Village who were involved in data collection and assistance distribution, and one administrative staff member. Data were collected through in-depth interviews, observation, and documentation. Interviews were used to explore the experiences of business actors regarding the receipt of assistance and the accuracy of population data, observation was conducted to examine business conditions and the social situation in the field, and documentation was used to obtain secondary data in the form of village archives, reports from relevant institutions, and relevant literature. Data analysis included data condensation, data display, and conclusion drawing, with a focus on the validity of population data and the targeting accuracy of assistance. The validity of the data was ensured through source triangulation by comparing information from business actors, village officials, and related documents in order to strengthen the credibility of the findings (Creswell, 2018).

D. RESULTS AND DISCUSSION

This section presents the findings of the study in four main themes, namely the mechanism of data collection and beneficiary determination, the validity of population data, the targeting accuracy of assistance from the perspective of Islamic economics, and the broader implications of the findings for the fairness of government assistance distribution. These themes are discussed sequentially in order to show how administrative mechanisms, field realities, and Islamic economic principles intersect in the case of grocery store assistance in Nyamplungan Village.

1. The Data Collection Mechanism and the Determination of Beneficiaries for Grocery Store Business Assistance in Nyamplungan Village

Nyamplungan Village, which is an area with a relatively high population density, occupies a strategic position while also being highly vulnerable to various social and economic dynamics in the urban environment. This situation makes it one of the main locations for various social assistance initiatives and economic empowerment programs launched by the government. Among these programs are the Productive Assistance Program for Micro Enterprises (BPUM) and a number of other socio-economic assistance schemes specifically targeted at low-income communities and micro-business actors. In essence, these programs were designed to improve the economic resilience of lower-income groups that have long served as a pillar of local-level economic activity. The existence of these assistance programs functions not only as a short-term social protection mechanism, but also as a long-term strategic step for economic empowerment through strengthening business capital, improving operational capacity, and providing more equitable and inclusive access for segments of society that were previously difficult to reach through formal economic services. Therefore, the process of assistance distribution in Nyamplungan Village should not be viewed merely as an ordinary administrative activity, but rather as an integral component of a local economic development strategy focused on continuously improving community welfare. The program is expected to produce a multiplier effect on its surrounding environment, particularly through the stimulation of small business activity, the strengthening of family economic independence, and the formation of a more resilient and adaptive socio-economic ecosystem.

Based on the preliminary survey of this study, among the 11 government assistance recipients recorded as grocery store business owners in Nyamplungan Village, there were three business actors who were no longer operating and two recipients whose addresses no longer matched their actual place of residence. These data were obtained from village administration records used as the basis for determining the recipients of micro-business assistance. The data collection process for prospective beneficiaries was carried out through field surveys conducted

by officers from the Social Welfare Section (*Kesra*) of the village. The results of the survey were then entered into the *Cek In Warga Surabaya* system, which is integrated with the city government's population database. Through this system, community members are classified according to their economic condition into three main categories, namely prosperous, pre-poor, and poor families. This classification serves as the basis for determining the priority recipients of assistance, with poor and pre-poor groups as the main targets of the micro-business assistance program. The data collection process refers to the population database held by the village and also to the beneficiary criteria set out in Minister of Cooperatives Regulation Number 10 of 2022, namely Indonesian citizens who possess a Population Identification Number (*Nomor Induk Kependudukan* or NIK) and meet the requirements as micro-business actors.

Furthermore, Mr. Ahmad explained that the problem is not limited only to the economic condition of the recipients, but also concerns the accuracy of the population data. He highlighted cases in which residents continued to receive assistance even though their daily activities and actual residence no longer matched the domicile address recorded administratively. The discrepancy between real addresses and the population data used as the basis for assistance distribution has the potential to create errors in beneficiary targeting. This condition indicates that the process of data collection and verification has not fully reflected the factual situation of the community. This view is in line with the field findings, which confirm the importance of valid population data in ensuring the targeting accuracy of government assistance programs. The mismatch between administrative data and the real condition of recipients has implications for the emergence of perceptions of injustice within the community, particularly among grocery store business actors who feel more deserving but are not accommodated in the program. Therefore, this finding emphasizes the urgency of periodically updating and verifying population data so that the mechanism of assistance distribution can be implemented in a more targeted, transparent, and fair manner. However, in practice, several obstacles remain, particularly those related to the accuracy of population data and the correctness of beneficiary targeting.

2. Validity of Population Data

Although the population administration system has been digitally integrated through the Population Administration Information System (*Sistem Informasi Administrasi Kependudukan* or SIAK), the findings of this study indicate that data validity remains one of the main constraints in the assistance distribution process.

The study identified several forms of population data inconsistency that affect the targeting accuracy of assistance. First, domicile data are not always updated, resulting in addresses recorded in the system that do not match actual field conditions and thereby complicate the verification process for aid recipients. Second, there are Population Identification Numbers (NIK) that are inactive or duplicated, which may lead to errors in the recording of aid recipients. Third, business status is not always updated, meaning that some aid recipients no longer operate grocery store businesses but are still recorded as recipients in the administrative data.

Although population data at the village level have been integrated with the city government server, the effectiveness of this system depends heavily on two main factors, namely community participation in updating population data and the accuracy of village officials in conducting field verification.

From a technical perspective, as explained by Mr. Rian, an administrative population officer (*Adminduk*) in Nyamplungan Village, population data at the village level have been fully integrated with the city government server through the Population Administration

Information System (SIAK), which means that the data integration aspect has formally been fulfilled. Nevertheless, the operational effectiveness of the system depends greatly on two factors: the active participation of the community in updating their data and the accuracy of field officers in carrying out surveys and verification. This finding is consistent with the results of a study conducted in Tanah Bumbu Regency (2025), which states that the integration of the National Single Socio-Economic Data (*Data Tunggal Sosial Ekonomi Nasional* or DTSEN) and civil registration data is a key factor in selecting social assistance recipients, because with a unified and integrated database, recipients are more likely to be those who are genuinely eligible and meet the required criteria. In addition, limited human resources confronted with rapidly changing socio-economic dynamics among residents represent a major challenge in maintaining sustainable data accuracy. To reduce the risk of data error, the village administration has implemented field verification and periodic rechecking of the list of prospective beneficiaries. This verification process involves neighborhood heads (*RT* and *RW*) in order to confirm the conformity between administrative data and the actual condition of residents. Although these efforts have been carried out, the process has not been fully effective in eliminating the potential for data inaccuracy, particularly among residents who rarely report changes in business status or domicile.

3. The Targeting Accuracy of Assistance from the Perspective of Islamic Economics

The targeting accuracy of business assistance for grocery store actors can be analyzed from the perspective of Islamic economics through the principle of justice (*'adl*). The principle of justice requires that assistance distribution be conducted proportionally, objectively, and accurately toward those who are truly entitled to receive it (*mustahiq*). Islamic economics regards the principle of justice (*'adl*) as a central pillar in the distribution of business assistance, as mandated in Qur'an Surah An-Nisa verse 58: "Indeed, Allah commands you to render trusts to whom they are due and when you judge between people to judge with justice. Indeed, Allah gives you excellent instruction. Indeed, Allah is Ever-Hearing and Ever-Seeing." Allah's command in this verse emphasizes that all forms of state assistance constitute a trust that must be delivered fairly to the proper recipients. Therefore, mistargeting in distribution is not merely a technical administrative problem, but also a violation of Sharia principles. Accordingly, data validity and the objectivity of the selection process become absolute requirements for the achievement of substantive social justice.

Based on the findings of this study, the mistargeting of grocery store business assistance in Nyamplungan Village indicates that the principle of justice in assistance distribution has not yet been fully realized in an optimal manner. This can be seen in three main conditions. First, some aid recipients still come from families with relatively prosperous economic conditions, indicating the presence of inclusion error in beneficiary determination. Second, some recipients are still administratively recorded as local residents even though they no longer live in the area, so the assistance no longer reaches the actual target community of the policy. Third, there are grocery store business actors who continue to operate their businesses actively but do not receive assistance, which indicates the presence of exclusion error in the process of beneficiary determination.

From the perspective of Islamic economics, these conditions show that the principles of *amanah*, *'adl*, and *maslahah* have not yet been optimally implemented in the management of public funds. *Amanah* requires the government to manage and distribute assistance responsibly, while *maslahah* emphasizes that public policy should produce the greatest possible benefit for society. Therefore, improving the validity of population data, increasing the transparency of the beneficiary selection process, and strengthening field verification mechanisms are

important steps to ensure that government assistance programs can be distributed more accurately and in accordance with the principle of justice in Islamic economics.

E. CONCLUSION

Based on the analysis and discussion presented in this study, it can be concluded that government assistance for grocery store businesses in Nyamplungan Village has not yet been properly targeted. This condition mainly occurs because the population data used to determine aid recipients are still insufficiently accurate. The findings show a discrepancy between administrative data and actual field conditions, particularly with regard to recipients' addresses and the continuity of their business activities. As a result, grocery store businesses that are still operating and meet the requirements have not been fully prioritized as aid recipients, while some assistance continues to be received by parties who no longer meet the criteria. The process of data collection through field surveys and the implementation of the *Cek In Warga Surabaya* digital system basically reflects the government's effort to build a more orderly and integrated assistance distribution mechanism. Even so, the success of this system depends greatly on accurate field verification, regular updating of population data, and community participation in reporting changes in address and business status. Due to the limited resources of local cadres and the rapid pace of socio-economic change in the community, the data are not always accurate.

This condition indicates that the principle of justice ('*adl*) in assistance provision has not yet been fully implemented from the perspective of Islamic economics. In addition, the principle of *amanah* is also closely related to the management and distribution of government assistance. As the manager of public funds, the government has an obligation to distribute assistance honestly, transparently, and accurately to those who are entitled to receive it. Without accurate information to support the distribution process, trust cannot function properly. Conversely, the ultimate goal of government assistance policy is the achievement of *maslahah*, or collective benefit, for society. Properly targeted business assistance is expected to strengthen micro-enterprises, improve family welfare, and enhance the local economy. Therefore, in order to ensure that government assistance policies are not only administratively effective but also in line with the principles of justice, trustworthiness, and public benefit in Islamic economics, the validity of population data needs to be improved, verification mechanisms need to be strengthened, and transparency in the assistance distribution process needs to be enhanced.

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