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The Effect of Social Expenditure and Gross Regional Domestic Product on Poverty in the East Java Metropolitan Area

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A B S T R A C T

This study examines the effects of social spending and Gross Regional Domestic Product (GRDP) on poverty reduction in the metropolitan areas of East Java during the 2019–2024 period, using BPNT, BOK, BOS, Village Funds, and GRDP as the main variables. Using secondary data and panel data regression analysis processed with EViews 12, the results show that GRDP has a negative and statistically significant effect on poverty, indicating that economic growth plays an important role in reducing poverty. In contrast, BPNT has a positive and statistically significant effect on poverty, suggesting that the program has not been effective in supporting poverty reduction and requires improvements in targeting accuracy and implementation effectiveness. Meanwhile, BOK, BOS, and Village Funds do not show a significant effect on poverty reduction, indicating the need to optimize these programs so that they can contribute more effectively to reducing poverty.

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INTRODUCTION

Poverty is a challenge that has emerged as a global concern, with its reduction positioned as the first goal among the 17 Sustainable Development Goals (SDGs). (SDGs) is a global action framework agreed upon by world leaders, aiming to eradicate poverty and protect the planet, with targets set to be achieved by 2030 (UNDP, 2017). In democratic governance, when conducting internal negotiations, the main issues of discussion are income inequality, climate change, poverty, and minimum wage (Drabek, 2021). Delays in a country's economic development can be driven by various regional challenges, with a high level of poverty being one of the most significant factors. Development is carried out to improve the welfare of the people, so the issue of poverty must be addressed in order for development goals to be achieved (Puspita, 2015). Indonesia is classified as a developing country that also faces economic development problems in the form of high poverty rate**s.** (Dwi et al., 2019).

According to (BPS, 2021) East Java Province is recorded as the province with the third highest poverty rate on the island of Java. This condition indicates that although East Java has significant economic potential, with a fairly strong industrial, trade, and agricultural base, there are still serious challenges in spreading welfare among the population. The high poverty rate also indicates disparities between urban and rural areas, especially in outskirts and remote regions that are less touched by development. Some causes that can affect the increase in the number of poor people include a high population in a region, a low number of job opportunities, and low income levels. The poverty rate in Indonesia can be reduced by making various efforts to improve welfare. The higher the welfare level of the community, the lower the poverty rate, so the level of welfare and the level of poverty have a negative relationship (Bintang & Woyanti, 2018). There is an uneven pattern in the number of poor residents in some regencies/cities in East Java Province (Erlando et al., 2020). In the context of the East Java Metropolitan Area, which encompasses major urban centers serving as hubs of economic activity and population concentration, poverty remains a critical issue. Although metropolitan regions typically experience higher levels of economic activity, disparities across areas and social groups persist, particularly in the peripheral zones of metropolitan regions. Therefore, examining poverty within the East Java Metropolitan Area is essential to capture the dynamics of welfare in regions characterized by complex urban and peri-urban conditions

Social Assistance spending is divided into various sectors, one of the fundamental ones being food social assistance as a government measure to anticipate and protect the community from potential social risks that could impact household welfare (Society) (Pramana Putra et al., 2015). Social assistance programs are intended to fulfill the basic needs of individuals or poor households, including food, education, health, housing, sanitation, and clean water. Another characteristic that distinguishes this program from community welfare improvement programs is that the benefits obtained from this program can be directly enjoyed by the community. Regional economic growth, as reflected in the increase of Gross Regional Domestic Product (GRDP), also plays an important role in reducing poverty. According to Todaro and Smith (2015), an increase in regional output can expand employment opportunities and boost community income, thereby potentially reducing poverty. However, Kuznets (1966) explains that in the early stages of economic growth**,** poverty can increase due to unequal income distribution, before eventually decreasing with sustainable growth

LITERATURE REVIEW

Social Welfare Theory

The theory of social welfare views that the state has a responsibility to ensure that the basic needs of society are met in order to improve living standards and reduce poverty. According to Richard M. Titmuss (1974), social welfare is a form of state intervention through social policies aimed at protecting vulnerable groups and reducing social and economic inequalities. Social assistance, education, and healthcare services are the main instruments in the modern social welfare system.

In this context, Non-Cash Food Assistance (BPNT) serves as a social protection program aimed at ensuring food security for poor communities. This program aligns with the social welfare theory, which emphasizes meeting basic needs as an initial step toward improving well-being. According to Esping-Andersen (1990), social protection programs such as food assistance are part of the welfare regime aimed at reducing social risks arising from poverty and economic incapacity.

Furthermore, Health Operational Assistance (BOK) functions to improve access to and the quality of healthcare services, especially for underprivileged communities. From a social welfare perspective, health is a fundamental component of well-being because it directly affects productivity and quality of life. Midgley (1995) emphasizes that the provision of public health services is an important element in the development of sustainable social welfare.

Meanwhile, School Operational Assistance (BOS) reflects a social welfare approach in the field of education. Education is seen as a long-term social investment capable of breaking the intergenerational poverty cycle. Amartya Sen (1999) stated that access to education is part of expanding human capabilities, which is central to social welfare and human development.

Thus, BPNT, BOS, and BOK are social welfare policy instruments that complement each other in meeting the basic needs of the community in the fields of food, education, and health, thereby contributing to improved welfare and a reduction in poverty levels.

- H1: Non-Cash Food Assistance has a significant effect on Poverty in the East Java Metropolitan Area from 2019-2024

- H2: Health Operational Assistance has a significant effect on Poverty in the East Java Metropolitan Area from 2019 to 2024

- H3: School Operational Assistance significantly affects Poverty in the East Java Metropolitan Area from 2019-2024

Economic Development Theory

The theory of economic development emphasizes that development is not only focused on increasing income but also on improving the quality of life of the people, equitable distribution of development outcomes, and poverty reduction. Todaro and Smith state that economic development is a multidimensional process that includes changes in social structure, poverty reduction, decrease in unemployment, and income inequality (Todaro & Smith, 2015).

In a regional context, economic development success is often measured through Gross Regional Domestic Product (GRDP). GRDP reflects the total added value of goods and services produced in a region over a specific period, making it a key indicator for assessing the level of activity and economic growth in the area. According to Kuznets (1966), economic growth reflected in increased regional output is an important prerequisite for long-term economic development.

Meanwhile, the Village Fund is a fiscal policy instrument aimed at promoting economic development at the local level. Based on the theory of local economic development, the allocation of the Village Fund is directed towards strengthening village economic capacity through infrastructure development, community empowerment, and job creation. This aligns with Amartya Sen's (1999) view that development should expand people's capabilities to improve their quality of life.

Thus, the Village Fund acts as a stimulus for local economic development that can boost village economic activities, which ultimately contributes to an increase in regional GRDP. This increase in GRDP is expected to drive inclusive and sustainable economic growth, thereby impacting the reduction of poverty levels.

- H4: Village Funds have a significant effect on Poverty in the Metropolitan Area of East Java for the Years 2019-2024

- H5: GRDP has a significant effect on Poverty in the East Java Metropolitan Area for the Years 2019-2024

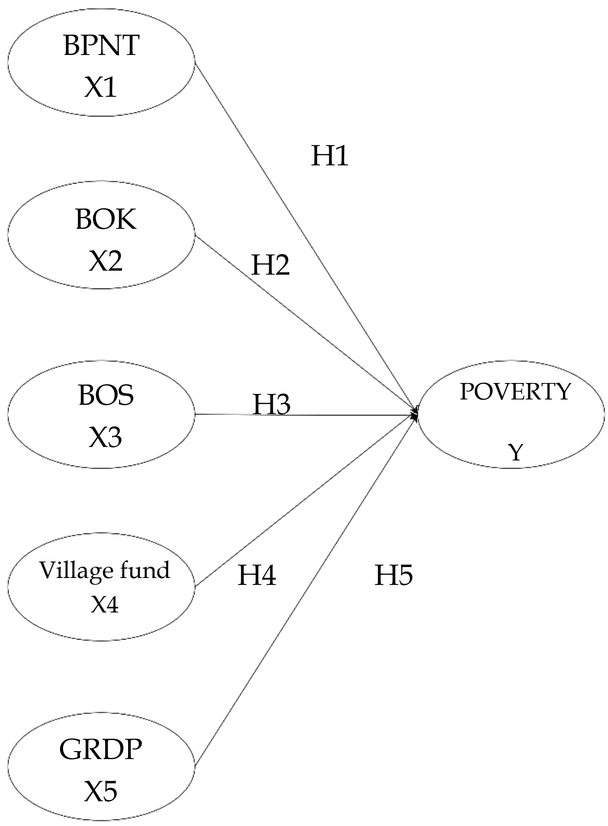

Figure 1. Conceptual Framework

METHODOLOGY

This study uses a quantitative approach that focuses on numerical data analyzed statistically to describe the relationships between variables empirically. The data used are secondary data obtained from official sources, namely the Central Bureau of Statistics (BPS) and the Directorate General of Fiscal Balance (DJPK Ministry of Finance), including indicators of poverty, non-cash food assistance, health operational assistance, village funds, school operational assistance, and GRDP, thus allowing the research to be conducted efficiently while maintaining the validity and reliability of the analysis results.

In this study, data were collected using a documentation method, involving the compilation and analysis of secondary data obtained from official publications and relevant documents related to the research variables. The period of data usage in this study spans 6 years, namely from 2019 to 2024. The method used to examine the impact of BPNT, BOK, BOS, Village Funds, and GRDP on economic growth in the metropolitan areas of East Java employed panel data regression analysis, which combines time series data and data from multiple objects at a single point in time (cross-section), using the E-Views 12 program for data processing. To ensure that the panel data regression model is efficient in estimation, classical assumption tests were conducted, including multicollinearity tests to check for correlations among independent variables and heteroskedasticity tests to ensure constant variance of residuals. In addition, hypothesis testing was carried out to determine whether the effects of each independent variable on the dependent variable are statistically significant, and the R-square value was calculated to assess the extent to which the variation in the dependent variable can be explained by the research variables as a whole.

Panel data regression analysis is used to examine the effects of BPNT, BOK, BOS, Village Funds, and GRDP on poverty by considering variations across time and regions. The selection between the fixed effect and random effect models is determined using the Hausman test to obtain the most appropriate estimates.

$$Pov_{it} = \alpha + \beta_1 BPNT_{,it} + \beta_2 BOK_{,it} + \beta_3 BOS_{,it} + \beta_4 VF_{,it} + \beta_5 GRDP_{,it} + u_{it}$$

Y : Poverty
α : Konstanta
$\beta_1 X_1$:Regression Coefficient on BPNT Variable
$\beta_2 X_2$: Regression Coefficient on BOK Variable
$\beta_3 X_3$: Regression Coefficient on BOS Variable
$\beta_4 X_4$: Regression Coefficient on Village Fund Variable
$\beta_5 X_5$: Regression Coefficient on GRDP Variable
u : Eror term
i : Cross Section (7 counties/cities)
t : Time Series (2019-2024)

RESEARCH RESULT

Panel Regression Model Analysis

Based on the results of the Chow Test, the Prob value is 0.0000 (<0.05), indicating that the Fixed Effect Model (FEM) is the appropriate model, and the analysis can proceed to the Hausman Test. The Hausman Test results show a Prob value of 0.0000 (<0.05), confirming that the Fixed Effect Model (FEM) remains the chosen model, and there is no need to continue with the Lagrange Multiplier (LM) Test.

Classic Assumption Test

Multicollinearity Test

Based on the results of the Multicollinearity, a multicollinearity problem occurred, so one of the variables was subsequently eliminated, resulting in only 4 dependent variables being displayed, and the independent variables above had VIF values <10 with a Mean VIF of 3.14. These results indicate that multicollinearity does not exist. According to Ghozali (2016), one way to overcome multicollinearity is by replacing or removing variables with high correlations. In addition, according to Gujarati & Porter (2009), removing independent variables from the regression model is permissible when there is high multicollinearity among those variables.

Heteroscedasticity Test

Based on the heteroscedasticity test results, the probability value obtained is 0.2431, which exceeds the significance level of 0.05. This suggests that the panel data regression model does not exhibit significant heteroscedasticity

Hypothesis Test

Table 1. Hyphothesis Test

Variable	*Coefficient*	*Std. Error*	*t-statistic*	*Prob*
C	115663.7	18549.68	6.235347	0.0000
BPNT (X1)	5.18E-08	2.45E-08	2.112911	0.0457
BOK (X2)	-1.47E-07	1.21E-07	-1.209996	0.2386
BOS (X3)	1.11E-06	1.38E-06	0.803334	0.4300
DD (X4)	-3.75E-08	4.34E-08	-0.865499	0.3957
PDRB (X5)	-7.08E-10	2.08E-10	-3.409905	0.0024
		Effect Specification		
R-squared		0.989301		
Adjusted R-squared		0.984184		
F-statistic		193.3423		

Source. Processed Researcher from Eviews 12, 2025

The F-test results show an F-statistic of 193.34 with a probability value of 0.0000 (< 0.05), indicating that the independent variables (X1, X2, X3, X4, X5) jointly have a significant effect on the dependent variable (Y). Based on the coefficient of determination results, an R-squared value of 0.9893 indicates that the independent variables (X1, X2, X3, X4, X5) collectively explain 98.93% of the variation in the dependent variable (Y*)*.

Variable X1 has a Prob (Significance) value of 0.0457 (<0.05), so it can be concluded that variable X1 has a significant effect on variable Y. Variable X2 has a Prob (Significance) value of 0.2386 (>0.05), so it can be concluded that variable X2 does not have a significant effect on variable **Y**. Variable X3 has a Prob (Significance) value of 0.4300 (>0.05), so it can be concluded that variable X3 does not have a significant effect on variable Y. Variable X4 has a Prob (Significance) value of 0.3957 (>0.05), so it can be concluded that variable X4 does not have a significant effect on variable Y. Variable X5 has a Prob (Significance) value of 0.0024 (<0.05), so it can be concluded that variable X5 has a significant effect on variable Y.

$$\underline{\mathbf{Y = 115663.7 + 5.18 - 1.47 - 3.75 + 1.11 - 7.08}}$$

Based on the equation above, it can be observed that if BNPT increases by 1 unit, the poverty percentage rises by 5.18 percent. Furthermore, if the school BOK increases by 1 unit, it can reduce the percentage of the poor by 1.47 percent. Next, if the school BOS increases by 1 unit, it can reduce the percentage of the poor by 3.75 percent. If Village Funds increase by 1 unit, the poverty percentage rises by 1.11 percent. Meanwhile, if the GRDP growth rate percentage increases by 1 unit, it can reduce the poverty percentage by as much as 7.08 percent.

DISCUSSION

The Effect of Non-Cash Food Assistance on Poverty

The test results indicate that the Non-Cash Food Assistance Program has a positive and statistically significant impact on poverty. Thus, this finding is not consistent with the objective of the Non-Cash Food Assistance Program (BPNT), which aims to alleviate poverty by enhancing food access for low-income households.

Several studies indicate that social assistance programs, including BPNT, do not consistently lead to a direct reduction in poverty and, in certain cases, are even associated with an increase in poverty levels. One of them is the study by (Gultom et al., 2020) states that the increase in BPNT in the Minahasa Tenggara regency is correlated with changes in poverty levels according to the regression model used. It can therefore be concluded that the government's Non-Cash Food Assistance program, which was intended to lower poverty levels, has not yet achieved its expected outcomes. Furthermore, research shows that social assistance, including BPNT, does not always have a direct impact on reducing poverty and in some cases even shows a positive effect on poverty levels. Research by (Sumarto et al., 2005) found that social assistance programs in Indonesia tend to be consumptive and have not been able to sustainably increase the incomes of poor households, making them ineffective in reducing long-term poverty. However, research by Hidrobo et al., (2014) found that food assistance programs significantly increased both the quantity and quality of food consumption compared to before the assistance was provided, which is an important indicator in measuring welfare and poverty reduction through improved food security and household consumption.

From a social welfare theory perspective, these findings align with the idea that welfare programs are effective only when they improve both basic needs and the overall capabilities of individuals. According to Amartya Sen's capability approach, poverty is not merely a lack of income but also a deprivation of opportunities and freedoms to achieve well-being. Therefore, programs like BPNT, which are largely consumptive and do not enhance long-term capabilities, may temporarily improve food security but fail to address structural poverty. Social welfare theory emphasizes that for assistance programs to truly reduce poverty, they must be designed to empower households, improve access to education, health, and income-generating opportunities, and thereby sustainably enhance overall welfare.

The Effect of Health Operational Assistance on Poverty

The test results indicate that Health Operational Assistance does not have a statistically significant impact on poverty. Several studies suggest that government expenditure in the health sector, including Health Operational Assistance, does not directly contribute to a reduction in poverty rates. Research by Prakoso et al. (2024) stating that social spending in the health sector plays a greater role in improving the quality of public services compared to increasing the income of poor households, so its impact on poverty tends to be insignificant in the short term. The explanation above is reinforced by the study of by Akbar & Taufiq (2023), which finds that government health expenditure in the Special

Region of Yogyakarta has not been effective in reducing poverty. Furthermore, a cross-country meta-analysis of public economics indicates that, overall, there is no strong evidence that increases in government spending, including health expenditure, consistently play a major role in reducing poverty in low- and middle-income countries. The results vary depending on the composition of spending and the region, and in many countries, the effect on poverty levels is not statistically significant (Anderson et al., 2018). These findings can be explained through the lens of social welfare theory, which emphasizes that welfare interventions, such as health spending, aim primarily to enhance the quality of public services and human capabilities. While such interventions improve overall social well-being and long-term human capital, their effects on immediate poverty reduction are indirect and often require complementary economic programs to translate improvements in services into measurable reductions in poverty.

Based on prior studies, government expenditure on health, including Health Operational Assistance, generally shows no significant effect on poverty levels, as it is primarily focused on enhancing health services and produces indirect and long-term impacts.

The Effect of School Operational Assistance on Poverty

The test results indicate that School Operational Assistance has no statistically significant impact on poverty. The findings above are consistent with previous studies. Wibowo & Nugroho (2019) likewise find that government spending on education does not significantly affect poverty levels across regencies and cities in Indones. This finding indicates that although BOS can reduce the burden of educational costs, it is not yet strong enough to directly increase the income of poor communities. In addition, the research Rahmayani & Andriyani (2022) In Sumatra, the findings indicate that educational assistance funds, including School Operational Assistance, do not have a significant negative effect on the poverty variable. According to (Emmanuel et al., 2018), government spending on education in Nigeria did not have an impact on poverty reduction during the period 1999–2017. Regression results showed that education expenditure did not significantly affect the poverty level in the analyzed model, indicating that an increase in the education budget alone does not guarantee poverty alleviation in the context of the country.

This finding can be understood through the lens of social welfare theory, which emphasizes that social programs such as education are long-term investments in human capital. Although these programs enhance skills, knowledge, and future earning potential, their impact on poverty reduction is indirect and takes time to materialize. Thus, School Operational Assistance (BOS) contributes to social welfare by improving educational opportunities and the quality of human resources, even though it does not directly reduce poverty in the short term. According to BPS , in the metropolitan areas of East Java, the average allocation of BPNT increased by approximately Rp82.32 billion, or 44 percent every year, while during the same period the number of people living in poverty declined by an average of about 8,206 individuals, or 49 percent. These findings indicate that although BPNT allocations increased, the magnitude of this increase did not exceed the percentage reduction in poverty.

Therefore, the lack of a significant effect of BOS on poverty can be explained by the fact that BOS is primarily aimed at enhancing educational quality over the long term, rather than serving as a direct tool for reducing poverty..

The Effect of Village Funds on Poverty

The test results indicate that village funds do not have a statistically significant impact on poverty. The test results above are supported by several empirical studies indicating that village funds do not significantly affect poverty. Research by Arham & Hatu (2020) found that the Village Fund has not significantly reduced poverty levels, as most of the funds are allocated to village infrastructure development, with economic benefits that are only realized in the long term. Furthermore, Putra & Ariyanto, (2019) Studies in regencies/cities in Indonesia show that the Village Fund has no significant effect on poverty, largely due to ineffective budget utilization and the limited capacity of village officials in managing the funds. From the perspective of economic development theory, this finding aligns with the notion that investments in infrastructure or structural projects may improve long-term economic growth and productivity, but their direct effect on short-term poverty reduction is limited.

It can therefore be concluded that Village Funds have no significant impact on poverty levels. This suggests that Village Funds are more focused on infrastructure development and the enhancement of village services, with effects on poverty that are indirect and materialize over the long term.

The Effect of Gross Regional Domestic Product on Poverty

The test results indicate that Gross Regional Domestic Product has a significant negative impact on poverty. The above results are supported by research Wiguna & Sakti (2010) researching Panel data from Central Java for the period 2005–2010 show that GRDP has a statistically significant negative effect on poverty. The findings of this study suggest that areas experiencing stronger economic growth generally have lower levels of poverty. In addition, research by Amalia & Awaluddin (2023) found that GRDP has a statistically significant negative impact on poverty in East Kalimantan Province. The analysis shows that rising regional GRDP can lower the poverty rate by strengthening economic capacity and expanding productive activities within the region. Furthermore, cross-country studies indicate that economic growth significantly contributes to the reduction of multidimensional poverty.

An analysis covering 91 low- and middle-income countries found that a 10% increase in Gross Domestic Product (GDP) is associated with an approximate 4–5% decrease in multidimensional poverty, confirming the negative relationship between economic growth and poverty levels (Balasubramanian et al., 2023). These results align with economic development theory, which posits that economic growth serves as a fundamental driver for improving income levels, creating employment opportunities, and enhancing overall welfare. By stimulating productive sectors and generating higher regional income, increased GRDP can effectively reduce poverty, supporting the theoretical perspective that sustained economic development is crucial for poverty alleviation and improving the standard of living in both urban and rural areas. Based on BPS data, on average in the East Java metropolitan area, GRDP has increased by around 5–7 percent per year, with an average real increase of approximately IDR 3.98 trillion, while the poverty variable has declined by about 1–2 percent per year, with an average real reduction of around 990 poor individuals. This indicates that economic growth, as reflected by the increase in GRDP, tends to be accompanied by a decline in poverty levels, implying a negative or inverse relationship between the two variables. Nevertheless, in real terms, the magnitude of GRDP growth is substantially larger than the reduction in poverty, suggesting that the economic growth achieved has not yet been able to proportionally reduce poverty and still faces challenges related to the equitable distribution of the benefits of economic development.

It can therefore be concluded that GRDP has a statistically significant negative impact on poverty levels. This indicates that an increase in regional economic activity can boost incomes and employment opportunities for the community, thereby contributing to poverty reduction.

CONCLUSIONS AND RECOMMENDATIONS

Based on the analysis in the East Java Metropolitan Area, Non-Cash Food Assistance (BPNT) has a positive effect on poverty. The finding indicates a positive relationship between the increase in BPNT and the poverty rate in the study area. This relationship suggests that even with an increase in BPNT, poverty in the East Java Metropolitan Area continues to show an upward trend according to the panel data regression analysis conducted in this study. Gross Regional Domestic Product exerts a negative influence on poverty levels, showing that regional economic growth plays an important role in increasing income and employment opportunities, thereby reducing poverty. Meanwhile, Health Operational Assistance (BOK), School Operational Assistance (BOS), and Village Funds do not show a statistically significant effect on poverty in the East Java Metropolitan Area. Panel data regression analysis indicates that these three variables do not contribute meaningfully to either reducing or increasing poverty levels during the study period.

Based on these conclusions, the policy recommendations that can be provided include improving the effectiveness of Non-Cash Food Assistance through better targeting, strengthened distribution, and integration with economic empowerment programs; boosting regional economic growth by promoting productive sectors that absorb labor so that the increase in Regional Gross Domestic Product more optimally reduces poverty; optimizing the use of Health Operational Assistance and School Operational Assistance to improve the quality of health and education services as a long-term human capital investment; reorienting the use of Village Funds towards economic empowerment and the creation of productive jobs; and developing further research by adding relevant variables and longer observation period to better capture the long-term effects of policies.

ADVANCED RESEARCH

This study has limitations as it only covers BPNT, BOK, BOS, Village Funds, GRDP, and poverty in the East Java Metropolitan Area for the period 2019–2024, so the findings may not apply to other sectors or longer timeframes. Further research is recommended to expand variables, extend the observation period, and use more advanced methodological approaches to capture the dynamic impacts of social assistance programs and economic growth. In addition, evaluating program effectiveness based on implementation quality and targeting accuracy is necessary to provide more precise and evidence-based policy recommendations.

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