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Analysis Of Village Direct Cash Assistance Policy Implementation In East Bolaang District Bolaang Mongondow Regency

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Abstract. Since the end of 2019, all countries have been shocked by the spread of Covid-19. Indonesia is one of the countries affected by the ongoing global disease pandemic (COVID-19). The pandemic has spread to 34 provinces. Covid-19 has had an enormous impact on the economic sector, and the government has assisted, one of which is the Village Fund Direct Cash Assistance (BLT). The Direct Cash Assistance (BLT) policy is an alternative policy dealing with the impact of the spread of Covid-19. In various media, there is a lot of news about the implementation of the BLT program, which often deviates from the applicable provisions. Therefore, analyzing the implementation of the BLT program is very important. Village Fund Direct Cash Assistance (BLTDD) is the government's response in minimizing the impact of Covid-19 on the people in the village. In the early stages of its implementation, problems were found in the form of community protests against village officials who were deemed unable to implement the Village Fund BLT policy properly. Even in some villages, it led to the destruction of the village office. On this basis, this research aims to analyze the problems that arise in implementing the Village Fund BLT policy to identify issues and challenges so that they become materials for improvement. This research was conducted with a qualitative approach. Since the end of 2019, all countries have been shocked by the spread of Covid-19. Indonesia is one of the countries affected by the ongoing global disease pandemic (COVID-19). The pandemic has spread to 34 provinces. Covid-19 has significantly impacted the economic sector, and the government has assisted, one of which is the Village Fund Direct Cash Assistance (BLT). The Direct Cash Assistance (BLT) policy is an alternative policy dealing with the impact of the spread of Covid-19. In various media, there is a lot of news about the implementation of the BLT program which often deviates from the applicable provisions. Therefore, analyzing the implementation of the BLT program is very important. Village Fund Direct Cash Assistance (BLTDD) is the government's response in minimizing the impact of Covid-19 on the people in the village. In the early stages of its implementation, problems were found in the form of community protests against village officials who were deemed unable to implement the Village Fund BLT policy properly. Even in some villages, it led to the destruction of the village office. On this basis, this research aims to analyze the problems that arise in implementing the Village Fund BLT policy to identify issues and challenges so that they become materials for improvement. This research was conducted with a qualitative approach.

Keywords. Direct Cash Assistance, Analysis, Policy Implementation

A. Introduction

One of the efforts made by the government to overcome the impact of COVID-19 in the village is by implementing the Direct Cash Assistance (BLT) policy, in which the funds come from village funds or called BLTDD, which is regulated through the Minister of Finance Regulation Number 50/PMK. 07/2020 concerning the Second Amendment to the Regulation of the Minister of Finance Number 205/PMK.07/2019 concerning the Management of Village Funds, as well as through the Instruction of the Minister of Village PDT Number 1 of 2020 concerning the Acceleration of Distribution of BLT Village Funds[1][2]. The BLT Desa program launched by the government should be able to support other government social safety net programs such as the Family Hope Program (PKH), Staple Food Cards, and Pre-Employment Cards, and there should be no overlap in their implementation. The distribution of BLT Desa to the community must meet the criteria of a poor or incapable family who live in the village concerned and are not included as recipients of assistance from the Family Hope Program (PKH), Staple Food Cards, Pre-Employment Cards, Cash Social Assistance (BST), and other government social assistance programs as contained in Article 39 PMK Number 222/PMK.07/2020. Based on PMK Number 50/PMK.07/2020, which is the second revision of PMK Number 205/PMK.07/2019 regarding Village Fund Management, Village BLT is given to Beneficiary Families (KPM) for 6 months with an amount of IDR 600,000 for The first 3 months and the next 3 months IDR 300,000[1]. The total amount of Village Funds used for this program is IDR 31.79 trillion, or around 44.65 percent of the whole Village Funds, which will be disbursed in April 2020 at the latest.

Learn from experience regarding the implementation of social assistance policies that were implemented before the Covid-19 Pandemic, such as Direct Cash Assistance (BLT) as compensation for rising fuel prices which in practice caused various problems such as irregularities or errors in determining target communities who are entitled to receive assistance, issues in the process of distributing BLT assistance to the community, until the impact of the provision of BLT was not as expected as the goals had been set.

Various problems arose during the implementation of the Village Fund BLT policy, such as community protests that should have received assistance but did not receive service, delays in the distribution of assistance, reductions in the amount of assistance, and additional regulations made by the regional government and by the village government, so that if studied from a public policy perspective, these phenomena indicate that there is a policy implementation that does not work effectively according to the stated policy objectives.

In response to the phenomena mentioned above, it is necessary to study the effectiveness of the implementation of the Village Fund BLT policy so that the supporting and inhibiting factors can be understood so that corrective solutions can be provided both in terms of the substance of the policy and from the technical side and implementation procedures in the future. . Based on the problems mentioned above, and this research is aimed at analyzing the implementation of the Village Fund Direct Cash Assistance policy.

B. Literature review

James E Anderson (in Abidin, 2012:21) defines public policy as a policy established by government agencies and apparatus as a series of actions with a specific purpose followed and carried out by an actor or group of actors to solve a particular problem[3].

Policy implementation is an essential step in the policy process. With implementation, a policy is a document that has meaning in social life. Lineberry (1978:70) argues that "However noble the goals, however rational the planning, however intelligent the administrators, policies cannot succeed if the execution bears no relationship to the intentions of the framers"[4]. This opinion emphasizes that no matter how good the goals are, the plans are rational, and the administrators are wise. The policy will only be successful if its implementation has something to do with the goals that have been set. Even Udoji (Abdul Wahab: 1997: 59) firmly stated that: "the execution of policies is as important if not more important than policy-making; policies will remain dreams or blueprints file jackets unless they are implemented"[5]. Udoji's view above emphasizes that policy implementation is essential, even far more critical than policy making. Policies will be dreams or good plans stored neatly in archives if they are not implemented.

Moving on from the statement above requires in-depth study and attention to the importance of policy implementation; however, this does not mean that policy implementation is separate from policy formulation. In line with this statement, Pressman and Wildavsky (Abdul Wahab, 1997: 65) argue that the process for policy implementation requires careful attention, and therefore it is wrong to assume that the implementation process will automatically run smoothly[5].

Van Meter and Van Horn (Winarno, 2008:146-147) define the implementation of public policy as actions in previous decisions. These actions include efforts to convert decisions into operational activities within a certain period and to continue to achieve significant and small changes determined by policy decisions made by public organizations to achieve the goals that have been set[6]. Nakamura and Smallwood (1980: 2) drive Smith's view that when a policy has been established, the policy must be implemented, and the results are as much as possible following what is expected according to the contents of the policy itself[7].

To clarify this argument, the author borrows the views of Ripley and Franklin as well as Googin's views cited by Haedar Akib in the Journal of Public Administration (Volume 1 Number 1 of 2010: 3) which states that to support successful policy implementation, it is necessary to be based on three aspects, namely: 1) the level of compliance of the bureaucracy with the bureaucracy above it or the level of the bureaucracy, as stipulated in the law; 2) there is a smooth routine, and there are no problems; and 3) the desired implementation and impact (benefits) of all targeted programs. According to Goggin, the process of policy implementation as an effort to transfer information or messages from higher institutions to lower institutions can be measured for the success of its performance based on variables: 1) encouragement and coercion at the federal level; 2) central/state capacity, and; 3) encouragement and coercion at the central and regional levels[8].

Lineberry (1978:70-71) states that at least the implementation process has 4 (four) essential elements, namely 1) the Creation and Staffing of a new agency to implement a new policy or assignment of implementation responsibility to an existing agency and its personnel; 2) the Translation of legislative goals and intents into operating rules of thumb; development of guidelines for the use of the implementors; 3) Coordination of agency resources and expenditures to target groups; developments of the division of responsibility within the agency and between agency and related agencies; 4) Allocation of resources to accomplish policy impact[4].

Furthermore, Anderson (1979) argued that policy implementation can be seen in four aspects: "Who is involved in policy implementation, the nature of the administrative process, compliance with policy, and the effect of implementation on policy content and impact." This

view questions: which implements the policy, the nature of the administrative process, compliance with the policy, and the effects of policy implementation and impact[9].

The four aspects are an unbroken chain. Therefore, every policy that has been determined when it is implemented is always preceded by the determination of the implementing unit, which Anderson (1979:93) refers to as an "administrative unit," namely the ranks of the public bureaucracy starting from the top level to the lowest level of bureaucracy[9].

According to Grindle (2017), the success or failure of a policy implementation process is generally influenced by two factors: the policy's content and the policy's context (context of policy). The contents of the policy concern the goals to be achieved so that they influence the direction of policy implementation and will also affect the success of implementing the policy[10].

Nugroho (2009: 494-495) defines policy implementation as "a way for a policy to achieve its goals. Therefore, in implementing the Saumlaki traditional market relocation policy, the Tanimbar Islands Regency Government took two steps, namely directly implementing public policies or in the form of programs through the formulation of derivative policies[11]. Meanwhile, Santoso (2009: 43), argues that policy implementation is activities carried out to carry out a policy effectively. Policy implementation here emphasizes the proper operationalization of the stated policy objectives in temporary measures[12].

Solichin Abdul Wahab (2005; 64) states that the notion of implementation is formulated briefly that to implement means to provide means for carrying out something, to give practical effect to/or have an impact/effect on something[13]. And Grindle in Winarno (2012: 149) also offers his views on implementation by saying that, in general, the task of implementation is to form a linkage that makes it easier for policy objectives to be realized as a result of a government activity[14].

C. Method

The method used in this study is a qualitative research method "because the problems in this study are not clear, holistic, complex, dynamic and full of meaning" (Sugiyono, 2011)[15]. With a grounded theory approach, data collection techniques used interviews, observation, and documentation. Informants in this study were determined purposively (purposive sampling) with the snowball sampling technique. The data analysis technique uses interactive model analysis from Miles and Huberman (1994)[16].

Moleong (2007) states that an inspection technique is needed to determine the data's validity based on several specific criteria. In this case, there are 4 criteria, namely the degree of trust (credibility), transferability, dependability, and certainty (confirmability)[17].

D. Result and discussion

Since the outbreak of the Covid-19 Pandemic at the end of 2019, whose spread has continued to increase from 2020, 2021, until 2022, it has impacted various sectors of life, including the social and economic vitality of people in urban and rural areas. Facing this situation, the government was very responsive by issuing various policies related to managing and distributing village funds through the village fund direct cash assistance policy (BLTDD). Therefore the village government, as the manager of village funds, is given the freedom to allocate part of the village funds for handling Covid-19, including distributing direct cash assistance sourced from village funds to beneficiary families (KPM).

Based on the research data presented in table 4.2, information was obtained that the BLTDD beneficiary families (KPM) in nine villages in East Bolaang District, Bolaang Mongondow Regency, between 2020 and 2022 are presented in table 4.3 below:

Figure 1. KPM and BLTDD East Bolaang District

YEAR	KPM	BLTDD (Rp)
2020	1114	5.355.000.000
2021	917	3.301.200.000
2022	843	2.725.200.000

Examining the KPM BLTDD data for three consecutive years, it is clear that there has been a decrease in the number of beneficiary families and the number of BLTDD distributed in each village. The highest and most significant number of KPM and BLTDD were distributed in 2020, namely in the first year of the outbreak of the Covid-19 pandemic, then in 2021 and 2022 there was a decline. This was caused by the decreasing spread of the Covid-19 virus and the easing restrictions on community activities so that the affected families gradually decreased.

The research results presented in the description of the data above are then discussed using various concepts and models of relevant policy implementation.

1. Mechanism for determining beneficiary families

Based on the results of data analysis, information was obtained that in general the village government in East Bolaang District, Bolaang Mongondow Regency had taken and implemented the mechanism for determining beneficiary families in accordance with applicable regulations, starting from collecting data on potential recipients, special village meetings, making minutes signed by the village head and BPD to determine potential beneficiaries, verify documents, determine potential recipients and make proposals to the head of the district and then forward them to the Regent.

The results of this study indicate that there is communication that exists between implementing organizational units so that a clear understanding is created from the village government regarding the mechanism for determining BLTDD recipient candidates as beneficiary families. The accuracy in selecting and determining BLTDD KPM shows the success of the village government in carrying out its main tasks and functions as the implementer of the BLTDD policy[18].

2. The mechanism for channeling Village Fund BLT to Beneficiary Families

Nine villages in East Bolaang District have succeeded in distributing BLTDD according to the distribution mechanism that has been regulated through Minister of Finance Regulation Number 50/PMK.07/2020 concerning the Second Amendment to Minister of Finance Regulation Number 205/PMK.07/2019 concerning Village Fund Management, which was amended with the consideration of accelerating the disbursement of Village Funds in support of the implementation of Direct Village Cash Assistance[1].

In the distribution of BLTDD from 2020 until the end of 2022, everything went smoothly, and there were no reports of irregularities in its implementation. This happens because there is always coordination between the village government, the district, and the regency government. The district and regency governments always coordinate and monitor its

implementation by involving the police (POLSEK) and KORAMIL as elements of the district leadership.

Completeness of verified documents and community compliance, especially KPM, is also one of the determining elements for the smooth distribution of BLTDD. No less important is the commitment and honesty of the village government in carrying out its main tasks and functions transparently.

3. Response of Beneficiary Families

Based on the research data analysis described previously, information was obtained that, in general, the BLTDD KPM in East Bolaang District, Bolaang Mongondow Regency responded well and was satisfied with implementing the BLTDD policy distributed by the village government.

Recruitment of prospective beneficiary families was carried out transparently, starting from the RT, sub-village level to bringing them to a particular village meeting to discuss and determine prospective beneficiary families who met the requirements according to applicable regulations. In determining the families of potential beneficiaries, the BPD is also involved in signing the minutes during a special meeting. Documents are still verifying the results of the subsequent deliberation before being determined by the village head and continued by the district head. The determination of potential beneficiaries by the district head is then forwarded to the Regent for the stipulation.

Regarding the distribution process, the community, in this case, KPM BLTDD, is delighted with the village government services that are straightforward and without deductions so that what is the right of the beneficiary is distributed in its entirety.

4. Factors influencing the distribution of Village Fund BLT

Based on the qualitative research data analysis, various factors influence the distribution of BLTDD in East Bolaang District, Bolaang Mongondow Regency. The research results mentioned above started from the recruitment of potential beneficiaries, distribution mechanisms, and community responses, especially KPM BLTDD, which turned out to be effective. Implementation of public policy put forward by experts.

Policy implementation is a stage that is connected to the plans and objectives that have been set. In other words, implementation is the process of translating a policy statement into a policy action (Tangkilan, 2003)[19]. Such an understanding also departs from the division of the public policy process into several stages where implementation is in the middle.

Furthermore, Anderson (1979) argued that policy implementation could be seen in four aspects: "Who is involved in policy implementation, the nature of the administrative process, compliance with policy, and the effect of implementation on policy content and impact." This view questions: which implements the policy, the nature of the administrative process, compliance with the policy, and the effects of policy implementation and impact[9].

The four aspects are an unbroken chain. Therefore every policy that has been established when implemented is always preceded by the determination of the implementing unit, which Anderson (1979:93) calls an "administrative unit," namely the ranks of the public bureaucracy starting from the top level to the lowest level of bureaucracy, by Edward III, referred to as the bureaucratic structure[9].

The assumptions about the importance of policy implementation needed to refer to the views of policy experts that every policy that has been made must be implemented. Therefore, policy implementation is necessary for these reasons. Edward III (1984: 9-10) argues that policy

implementation is essential because policy problems need to be addressed and solved by introducing an implementation problem approach by questioning what factors or conditional variables will support or hinder the success of policy implementation. Therefore these dependent factors must be detected to guarantee effective policy implementation[20].

These factors are stated theoretically as conditional factors for the effectiveness of policy implementation. These four factors are communication problems, resources, dispositions related to the attitudes of bureaucratic officials or executors, and organizational structure, including bureaucratic workflow. These four factors are criteria that need to exist in implementing a policy.

The process of determining KPM BLTDD in East Bolaang District, Bolaang Mongondow Regency, shows that it has been carried out well and is very satisfying for the community. This happened because the village government understood the village fund management policy, which was regulated through the Minister of Finance Regulation Number 50/PMK.07/2020 concerning the Second Amendment to the Minister of Finance Regulation Number 205/PMK.07/2019 concerning Village Fund Management, amended with the consideration of accelerating the distribution of Village Funds in support of the implementation of Direct Village Cash Assistance.

This understanding is created because there is continuous communication from the central government to the village government which is carried out continuously so that information on the same understanding is obtained according to the stated policy objectives. Edward III (1980) emphasized that "the first requirement for policy implementation is that those who have to implement a decision must know what they have to do. So in policy communication, the contents of the policy must be precise through policy transformation. Another aspect of policy communication is the consistency of the information conveyed. Information is an essential resource in policy implementation. This information comes in two forms; The first is information regarding how to implement a policy. The implementer must know what to do, and secondly, the information is in the form of government regulations (policies); in this case, the implementer must know and understand the content and objectives of the policy to be implemented[21].

Communication of the BLDD policy is known and understood by the village government as the frontline in the implementation of public policies and communicated and understood by the community in general and beneficiary families as the target group.

Another factor that supports the implementation of the BLTDD policy in East Bolaang District, Bolaang Mongondow Regency is well implemented, due to the availability of adequate resources, especially financial resources that are disbursed by the central government through the APBN to the village government (Dana Desa), besides that it is also supported by the ability human resources, namely village government officials who are getting better, educated and trained.

Another factor determining the successful implementation of the BLTDD policy in East Bolaang District, Bolaang Mongondow Regency, is the village government's attitude and behavior (disposition) factor as the leading implementer who directly deals with the target group. The absence of irregularities in the recruitment of potential beneficiaries up to the distribution stage of BLTDD shows the village government's commitment, honesty, and compliance with implemented policies, as stated by Anderson regarding compliance with policies (1979).

There were no irregularities in the distribution of BLTDD in East Bolaang District, Bolaang Mongondow Regency because policy implementers understood and knew what had to

be done and had the desire and sufficient resources to do so. As the leading bureaucracy in implementing BLTDD policies, the village government is guided by SOP as implementation guidelines/instructions. SOP in implementing public policy is the main characteristic of the bureaucracy.

To avoid various obstacles and deviations, the government, as the leading bureaucracy, always communicates and coordinates with the bureaucratic structure above it, in this case, with the district and district governments.

E. Conclusion

Based on the results of the research and discussion presented in the previous chapter, this study concludes that the Implementation of the Village Fund Direct Cash Assistance Policy in East Bolaang District, Bolaang Mongondow Regency, has been carried out optimally because 1). The village government has carried out data collection, deliberations, and document verification, submission, and determination of the prospective BLTDD beneficiary families (KPM) to the Head of the district until the KPM BLTDD determination for each village is issued according to the Regent's decision. 2). The mechanism for distributing Village Fund BLT to Beneficiary Families has been carried out following the stages of BLTDD distribution according to Minister of Finance Regulation Number 50/PMK.07/2020 concerning the Second Amendment to Minister of Finance Regulation Number 205/PMK.07/2019 concerning Village Fund Management. 3). The community, especially KPM BLTDD, responded positively to the mechanism for recruiting and determining beneficiary families, which was carried out in stages and transparently following applicable regulations, as well as the distribution of BLTDD to KPM without any fees/deductions from the disbursing officers. 4). The effectiveness of the implementation of the BLTDD policy is determined by various factors, including the existence of socialization (communication) of policies that are carried out before implementation, there are adequate resources, behavior, actions, honesty, and compliance of the implementers with the applicable policies and the preparedness of the village government, coordination and supervision as well as assessment of policy implementation carried out by district and regency governments.

Based on the conclusions of the research results above, it is suggested to policy implementers to 1). In implementing policies, especially those related to Direct Cash Assistance, it is hoped that the village government as the implementer will recruit, propose, and determine prospective beneficiaries in an objective and transparent manner in accordance with applicable regulations; 2). In distributing BLTDD to KPM, they should adhere to and follow the relevant regulations; 3). To maintain the public's trust as the target group, policy implementers should maintain commitment, behavior, honesty, and compliance with the policy; 4). It is hoped that the factors that determine the success of policy implementation will be maintained and optimized in implementing other policies.

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