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The Impact of the Implementation of the Cash Social Assistance Program in the Kinar Sub District Minahasa Regency

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Abstract. The state has an obligation to overcome the problem of poverty in order to help and protect all of its people so they can live a decent life, especially due to COVID-19. One of the policies of the Indonesian government is Cash Social Assistance. The purpose of this study is to 1) analyze and describe how the policy implementation of the Cash Social Assistance program in the Kinar Sub District; 2) Knowing the impact on the community in the implementation of the Social Cash Assistance program in the Kinar Sub District, Minahasa Regency. This study used qualitative research methods. The research location is the Kinar sub-district, Minahasa Regency. Researchers used purposive sampling with data collection techniques in the form of interviews, observation and documentation. Data analysis techniques are data reduction, data presentation, and concluding. The study results show that 1) the implementation of the distribution of funds for Cash Social Assistance participants in the Kinar Sub District is right on target. Participants who receive assistance can take assistance directly at the distribution post, namely PT. POS Indonesia in the city of Tondano; 2) The Cash Social Assistance Program has positive and negative impacts on beneficiary communities. The positive impact is that this assistance can help beneficiary communities in their daily lives, while the negative impact is that this program creates a culture of dependency and laziness.

Keywords. Implementation, Poverty, Cash Social Assistance

A. Introduction

Corona Virus Disease 2019 (COVID-19) has been declared by WHO as a pandemic and the Government of Indonesia based on Presidential Decree Number 11 of 2020 concerning the Establishment of Public Health Emergencies has declared COVID-19 as a public health emergency that must be tackled[1]. The COVID-19 pandemic that hit the world in early 2020 has become a separate problem for countries, ranging from health to economic problems with high rates of layoffs.

It cannot be denied that this pandemic has had such a big impact on every country, especially in Indonesia. The COVID-19 pandemic has not only impacted health, but also social and economic conditions. Especially in the economic sector, this pandemic has caused a drop in domestic economic activity, and many employers have closed their business sectors, causing

layoffs and reducing employment. This causes many people to lose their jobs and become unemployed, so they do not have income to make ends meet. It cannot be denied that this will increase the percentage of poverty in Indonesia.

Poverty is defined as the inability of individuals to meet their basic needs, such as food, clothing, shelter, education and health. Poverty is a global problem that until now has not been resolved. The government has also implemented programs related to poverty eradication. However, it cannot be denied that poverty is indeed difficult to eradicate, especially with the large population in Indonesia.

Based on the 2020 Central Bureau of Statistics survey, it shows that the percentage of poverty in Indonesia is 9.22%, but in March 2020 it rose to 9.78% and unemployment in Indonesia soared, where the open unemployment rate in August 2020 in Indonesia reached 9.77 million people or increased from 5.23% to 7.07% compared to last year.

In this case the state should overcome the problem of poverty in order to help and protect all of its people so that they can live properly in the midst of this poverty. In addition to carrying out policies for medical treatment, the government also made a National Economic Recovery policy. The National Economic Recovery Policy was revealed in various programs including the Family Hope Program, Non-Cash Food Assistance, Basic Food Programs, Cash Social Assistance, Pre-Employment Cards, Direct Village Fund Cash Assistance, Productive Presidential Assistance for Micro, Small and Medium Enterprises, Salary Subsidies, and Electricity Discounts. The main purpose of this assistance is to ensure the availability of basic needs and social protection, especially for people affected by this pandemic.

Of the various forms of assistance, the researcher chose to focus on researching the Cash Social Assistance program assistance provided to the community to be able to go through the economic crisis that was felt due to the pandemic, where the assistance value was Rp. 600,000 and will be distributed for 3 months, the first time in April and continuing in the following month.

The implementation includes the data collection stage for prospective recipients referring to the Integrated Social Welfare Data, data on poor people, poor people who have lost their jobs, or have family members who have chronic illnesses, and poor people who have been affected by the economy because they lost their jobs. The data collection for prospective Cash Social Assistance recipients takes into account the Social Welfare Integrated Data from the Ministry of Social Affairs.

The distribution of the Social assistance program in the Kinar Sub District has been running for almost 2 years, namely 2020 and 2021. Many residents have felt the positive impact of the program. However, the Cash Social Assistance program also did not escape negative impacts such as the inaccurate targeting of beneficiaries, the emergence of social conflict, and the assistance money that was not used properly by the community. The phenomenon is that Cash Social Assistance is given to people who do not meet predetermined criteria, so people who should receive this assistance still live in shortages considering the pandemic has a broad impact on the economy. This is because the data owned by the center and the regions used as target data for social assistance recipients can potentially be off target. In general, the existing data is outdated and no longer relevant to people who need assistance at this time. In the Kinar Sub District, the number of beneficiaries was 177 heads of families out of 837 heads of families.

The government carries out the Cash Social Assistance Program with the objectives to be achieved as described above. To see the indicators of the achievement of social assistance in helping people's lives so that they can survive during this economic crisis, it can be measured through the impact of the implementation of the social assistance program.

The reason the researcher chose to conduct the research in the Kinar sub district was because based on data available from the Minahasa Regency Central Bureau of Statistics, the Kinar Sub district has a population of 2,509 in Tondano Timur District, Minahasa Regency and occupies the kelurahan with the 2nd largest population in Tondano Timur District. Based on this, researchers were encouraged to research government strategies in poverty alleviation efforts so that researchers took the title "The Impact of the Implementation of the Cash Social Assistance Program in Kinar Sub District, Minahasa Regency."

B. Literature review

Public Policy

Public policy is often understood as a government instrument used to solve public problems technocratically. In the sense that the government uses a rational choice approach to choose the best option to solve the problems faced by society, choosing to do it or not. William N. Dunn in Inu Kencana Syafiee (2006) says that public policy is a set of actions taken by government agencies or officials in fields related to government functions such as defence, security, energy, health, and medicine. It's an interrelated decision. Education, welfare, crime, cities, and others[2].

Harbani Pasolong (2007) says there is a fundamental difference between politics and wisdom. Policy is a set of choices you can make based on certain principles. Discretion, on the other hand, refers to a decision to allow things that are prohibited for some reason, such as humanitarian considerations or emergencies. A policy results from a detailed analysis of various alternatives, which leads to determining the best alternative. Wisdom, on the other hand, always means breaking that which is prescribed for some reason. Wisdom is the embodiment of rules set by officials who are empowered according to local realities and conditions[3]. The different definitions above should have different implementations. Nawawi's Public Policy Book (2009) argues that various policy reviews are authoritative choices and responses of authorities to public issues[4]. Furthermore, Hamdi in Legi, Masengi, and Wawointana (2022) states that the notion of public policy is one of the outputs or results of the process of administering government, in addition to public government services, public goods, and regulation[5].

The policy is implemented through a series of enforcement, monitoring and evaluation processes (Indiahono, 2009)[6]. In social and national life, there is no political society without problems. The problems of public order and morality never end. It develops dynamically according to the level of development of society, the prevailing political culture and the characteristics of the political system. The only things that sometimes differ are the areas of policy and the nature of the issues that arise. Naturally, the more complex a society is, the more complex the problems it faces, and the more complex and varied the political problems it faces as it develops (Solichin Wahab, 2010)[7].

Public Policy Implementation

The term implementation in the Big Indonesian Dictionary generally means implementation or accuracy. The term implementation is usually associated with an activity to achieve a certain goal. According to Suharno (2008), implementing public policy is the government's effort to carry out one of its main tasks, namely providing public services to the community[8]. Beland in Koagouw, Kairupan, and Mandagi (2021) said that Public policy in international literature is called Public Policy. With the goals to be realized and the public problems that must be overcome, the government needs to make a public policy[9].

Hessel (2003) argues that policy implementation is the implementation of decisions regarding fundamental policies, usually contained in a law, but can also take the form of important executive instructions or statutory decisions[10]. According to Ealau and Pewitt in Nugroho Riant (2009), policy is an applicable provision, characterized by consistent and repeated behavior from those who make or implement the policy[11]. Titmuss in Nugroho Riant (2009) defines policies as principles that govern action and are directed at certain goals [11]. And according to Edi Suharto in Nugroho Riant (2009), policy is a provision that contains principles to direct a way of acting that is planned and consistent in achieving certain goals.[11].

Nawawi (2009) defines policy implementation as implementing basic policy decisions, usually in the form of laws, but can also take the form of important executive orders or decisions or decisions of the Research Agency[4]. In addition, Van Meter and Van Horn in Nawawi (2009) define policy implementation as actions carried out by either individuals, officials, government, or private groups directed at achieving the goals outlined in policy decisions[4].

Pasolong (2007) argues that people often assume that implementation is only the implementation of what has been decided by the legislature or decision makers, as if this stage has little effect. However, in reality you can see that no matter how good the plan has been made is useless if it is not implemented properly and correctly. It requires honest executors to produce their goal and show the signs of the current government[3].

According to the theory of George C. Edwards III in Riant Nugroho (2009), policy implementation is influenced by four variables, namely: (1) communication, (2) resources (3) disposition and (4) bureaucratic structure [11]. The four variables are related to one another. Public policy by the State Administration Agency of the Republic of Indonesia states that public policy is a decision or a set of decisions to deal with a situation or problem, which contains certain values, provisions regarding objectives, ways and means and activities to achieve them. Public policy is carried out by government institutions authorized to organize state administration and development. From the point of state administration, public policy takes place in all organizational structures of state government that stretch across all regions of the country and deal with problems in various fields of national life.

Lineberry (1978) in Dilapanga, Pangalila and Supit (2023) states that the implementation process has at least 4 (four) important elements, namely 1) Creation and Staffing of a new agency to implement a new policy or assignment of implementation responsibilities to an agency that already exists and the institution. personnel; 2) Translation of legislative goals and objectives into practical operational rules; preparation of guidelines for the use of executors; 3) Coordination of institutional resources and spending for target groups; the development of division of responsibilities within agencies and between agencies and related agencies; 4) Allocation of resources to achieve policy impact[12].

Poverty Concept

Castells in Siagian (2012) poverty is a life below the minimum standard of living needs so that humans can survive [13]. The minimum requirement standards are generally determined based on the basic needs of food. Poverty is a process of decreasing the carrying capacity of a person or group of people's life so that in turn the person or group is unable to meet their needs and is also unable to achieve a standard of living that is considered appropriate according to their dignity and status as human beings.

The concept of poverty as a cause in general can be identified as a direct result of income, both in terms of money and income that is not valued in money such as security, freedom or economic opportunity and others. This indicates to us that poverty is truly a

measurable fact. Thus, the measure of poverty can be classified into three levels: poor, very poor, and very poor. Emil Salim in Siagian (2012) suggests five characteristics of poverty, namely 1) The poor generally do not have their production factors; 2) The poor in general also cannot obtain production assets if they use their strength; 3) The poor generally have a low level of education; 4) Many of the poor do not have facilities so that their lives are not proper; 5) Among the poor there is a relatively young age group who do not have adequate skills or education[13].

Edi Suharto (2007: 142) there are four typologies of poverty based on the main dimensions, namely: 1) Absolute poverty is a poor condition caused by the inability of a person or group of people to meet their basic needs, such as food, clothing, education, health, transportation, and so on. -other. The determinants of absolute poverty are usually measured based on the "poverty threshold" or "poverty line", both single and composite indicators, such as nutrition, calories, rice, income, expenditure, basic needs. So that a person or group of people whose economic capacity is below the poverty line are categorized as poor in absolute terms; 2) Relative poverty, where the poor condition experienced by individuals or groups of people is compared to the "general condition" of a society. Relative poverty type studies are often based on an area's average consumption per capita. For example, if the average consumption in a village is IDR 500,000 per person per day, then a person or group of people who consume below this average consumption (IDR 500,000) is identified as a person or group of poor people; 3) Cultural Poverty, where poverty refers to attitudes, lifestyles, values, socio-cultural orientations of a person or society that are not in line with the ethos of progress (modernization). So that someone's lazy attitude will not show requiring achievement, being oriented to the past, not having an entrepreneurial spirit are characteristics that mark cultural poverty; 4) Structural poverty is poverty caused by structural injustice, both political, social and economic structures that do not allow a person or group of people to reach the sources of livelihood that are available to them. Structural poverty is often also associated with policies outlined by the government, which are generally related to development policies[14].

Cash Social Assistance Program

The provision of social assistance is listed in Article 5 of the Regulation of the Minister of Social Affairs of the Republic of Indonesia Number 01 of 2019 concerning Distribution of Social Assistance Expenditures within the Ministry of Social Affairs [15]. Providing social assistance is an effort by the government to protect the Indonesian people from possible social risks, one of which is the economic hardship they are facing. It is intended that people can live fairly. Social assistance itself is distinguished by its nature, namely temporary and ongoing. According to the Ministry of Social Affairs (2011), social assistance is temporary assistance provided to the poor to improve their lives fairly. Several types of social assistance are provided by the government in the form of money, goods and services[16].

Cash Social Assistance is assistance sourced from the Ministry of Social Affairs of the Republic of Indonesia which will be provided to the community based on integrated Social Welfare data. This program aims to help the Indonesian economy which is experiencing an economic crisis due to the pandemic. With the existence of Cash Social Assistance, it is hoped that it can ease the burden on the people affected by the COVID-19 pandemic, maintain purchasing power and move the economy in the community.

The legal basis for providing basic food social assistance and cash social assistance is Government Regulation instead of Law Number 1 of 2020 concerning state financial policies and financial system stability for handling the 2019 coronavirus disease pandemic and in the

framework of dealing with threats that endanger the national economy and or financial system stability[17]. Implementation of the safety net as mandated in Regulation instead of Law Number 1 of 2020, implemented through Decree of the Minister of Social Affairs Number 54/HUK/2020 dated 16 April 2020 concerning the implementation of basic food social assistance and cash social assistance in handling the impact of the 2019 corona virus disease[18]. According to Retnaningsih (2020), Social assistance is a form of assistance which is an attempt by the government to provide social protection to the poor or people in groups that are vulnerable to social risks. "Conceptually cash social assistance is intended to help poor and neglected members of society in order to be able to meet their basic needs so that they can maintain and even develop themselves as human beings." [19]

C. Method

This study uses qualitative research. Sugiyono (2010) Qualitative method is a research method that is used to research on natural object conditions, and the researcher becomes the key instrument. The research results emphasize more on the meaning of what is being studied, rather than generalizing the research object.[20]. According to Burhan in Bungin (2007), qualitative descriptive research aims to describe, summarize various conditions, situations, or phenomena of social reality that exist in society which are the object of research and seeks to draw that reality to the surface from various characteristics, characteristics, traits, models, a sign or image about a particular condition, situation or phenomenon[21]. Qualitative research produces descriptive data from written or spoken words of observable people and behavior (Moleong, 2002: 2)[22].

The research location is the Kinar sub district, Minahasa Regency. Researchers used purposive sampling with data collection techniques in the form of interviews, observation and documentation. Data analysis techniques are data reduction, data presentation, and concluding. The data validity technique used is the degree of trust, the degree of transferability, the degree of dependency, and the degree of certainty (Lincoln & Guba, 1985)[23].

D. Result and discussion

Implementation of the Distribution of Cash Social Assistance in the Kinar Sub District

Implementation is a program. According to Manila (1996) several aspects must exist in program implementation, namely the goals to be achieved, the steps to achieve these goals, implementation procedures, the required budget, and the implementation strategy. Aspects that must be met as indicators to assess a program have to be implemented or not[24].

The first aspect is the purpose of implementation which aims to implement the Cash Social Assistance program in the Kinar Sub District community, to help and alleviate the needs of people's lives. The purpose of this implementation is very helpful for the community, because there is assistance from the government for families who are included in the category of the poor or unable to pay attention to the suitability of existing data so that the goals can be achieved according to the target. If seen from the existing data that 177 heads of households have received Social Cash Assistance funds, the implications for society have been going well and correctly. The data above states that 877 heads of households and 2,509 residents are in the Kinar Sub District. This means that the number of recipients of Cash Social Assistance is 17% of the 877 Heads of Families in the Kinar Sub District.

Cash Social Assistance is financial assistance to people categorized as poor or unable. In the resulting percentage category, it was stated that as many as 17% or 177 heads of

households had received Cash Social Assistance in the Kinar Sub District. The data obtained is based on the results of the announcement and receipt of Cash Social Assistance funds. At the same time, the government has made efforts to distribute and categorize recipients of aid funds according to the intended criteria. Meanwhile, the registered population in the Kinar Sub District is 2,509 residents.

The results showed that 2,509 residents in the Kinar Sub District were registered and of them, only 177 Heads of Families received Cash Social Assistance and 2,332 residents did not receive assistance from the government. This revealed that in the Kinar Sub District, only 17% of the population who received Cash Social Assistance and were entitled to receive this assistance. If we look at the results of the presentation, it can be said that not even 50% of the population in the Kinar Sub District received the funds, meaning that not many people are said to belong to poor or underprivileged families. Compared to other Sub Districts in Indonesia. This could be because they have worked a lot and are well-established enough that they are not categorized as poor or underprivileged.

Next, namely the steps in the process of achieving implementation goals in the Kinar Sub District. The steps are carried out in a systematic manner that has been determined through a decision of the Ministry of Social Affairs by carrying out cooperation between echelon II work units at the Directorate General for Handling the Poor which handles Cash Social Assistance. The distribution of Cash Social Assistance funds is channeled through Distribution Posts that have been determined by the ministry, namely PT. Indonesian post. Where is PT. POS Indonesia in Tondano works closely with the Sub District or neighborhood officials to re-check data and provide notification letters to participants who receive Cash Social Assistance funds a few days before the date of implementation or disbursement of the funds. Then the participants who have received notification letters come to the location of the disbursement of funds to collect the funds in person. Of course, by bringing a letter of notification and Identity Card or Family Card to re-validate participants who receive funds directly.

Judging from the implementation of the Cash Social Assistance program in the Kinar Sub District, it can be said that it is running well and in accordance with the existing directions even though there were some small obstacles in the field. These constraints were caused by participants receiving Social Cash Assistance funds who were elderly and unable to wait in queues for hours at the location of the distribution of aid funds, then participants who had been waiting since morning and their names had not been called so went to the shop to buy drinks and had to wait back for his name to be called again. However, basically the procedure carried out is in accordance with the existing fund disbursement process, it's just the implementation of the participants receiving the aid funds in the field that must be considered again so that they can be more orderly.

Furthermore, it relates to the improvement of fundamental regulations relating to Social Welfare Integrated Data data which needs to be updated again so that later this Cash Social Assistance program can be carried out with the latest data.

The Impact of the Cash Social Assistance Program in the Kinar Sub District

Cash Social Assistance that has been implemented in the Kinar Sub District has had a very positive impact. That is, the process until the goals set by the government can be right on target. Based on the results of data findings, researchers in the field through interviews that have been conducted confirmed that this program really helps people who are in need and who are categorized as poor or unable families. As one of the families who were participants in receiving the Cash Social Assistance funds and became informants for Researchers to dig up information

related to the Cash Social Assistance program in the Kinar Sub District, it was summarized into a study that could be used as information for the general public, especially the people in the Kinar Sub District.

Answers from informants about how to get Cash Social Assistance funds were explained in two ways. The first way is to be registered by the government directly through a population census. Second, register independently via the link in the social service by entering data information correctly and accountably. The first method explained by the informant was very helpful for the community, meaning that people who were categorized as poor or unable to afford could get free tickets. Communities registered automatically through the Integrated Social Welfare Data data no longer need to register with the social food service but are just waiting for a decision to be sent to the center to be adjusted to the existing data.

People who feel their families are poor and can't afford it but are not registered as that category can also register independently via the link provided. This means that every member of society who feels and declares himself in accordance with the existing categories can justify himself in being able to receive this Social Cash Assistance. The government facilitates the community so that they can be reached easily so that no community is overlooked in the process of providing financial assistance.

Tracing the continuation of this research with questions that have been asked to informants regarding the assessment of whether or not participants qualify for Cash Social Assistance. The informant knew the flow or procedure that already existed, so he stated that the existing data was sent to the center of the Ministry of Social Affairs and then the center issued results that were in accordance with the completeness of the existing data. The central government also means conducting an assessment in accordance with the existing data, so that the data in the field is similar to the database in the central government through the Integrated Social Welfare Data. But in fact there are still many people who are not registered as recipients of this Cash Social Assistance. Communities who are not registered as recipients of Cash Social Assistance can be caused by already being recipients of Family Hope Program assistance, Non-Cash Food Assistance, Staple Food Cards, and Pre-Employment Cards. This means that people already participating in government programs may no longer receive other programs. So that each participant can be officially declared as a recipient of Cash Social Assistance and no longer receive other programs.

Continue with the amount of funds disbursed and received by the participants receiving the Cash Social Assistance funds of Rp. 300,000. the funds are received in full and the dealer makes no deductions. If people are found to be abusing this matter, they will be followed up and given punishment by existing regulations. For this reason, the government entrusts the Fund Distribution Post through PT POS Indonesia to minimize unwanted events. PT POS Indonesia in Tondano carries out regular distribution procedures so that government targets for the community can be distributed properly and correctly.

The Kinar Kelurahan government is trying to adjust the existing data in the field with the data in the Social Welfare Integrated Data so that mistakes do not occur and the intended targets are following the targets. The distribution of Cash Social Assistance is intended for people entitled to receive assistance due to the economic impact. Social Assistance Direct Cash Assistance, the Family Hope Program, and Staple Food Cards are the main treatment for the community for their daily needs. The distribution of Cash Social Assistance funds continues to refer to Presidential Regulation Number 63 of 2017 Article 2 concerning the Distribution of Social Assistance. According to the Presidential Regulation, Social Risk is an incident or event that can create the potential for social vulnerability to be borne by a person, family, group and

community as a result of a social crisis, economic crisis, political crisis, natural phenomena and disasters which, if not provided with social assistance, will getting worse and worse and unable to live in reasonable conditions[25].

The distribution of Cash Social Assistance funds in the Kiniar Sub District is carried out in accordance with the policies that have been set for those who are entitled to receive assistance that are not in the target recipients who are still inappropriate or in the non-poor category.

E. Conclusion

Based on the results of the research and discussion above, the researcher concludes that this research is as follows:

1. The implementation of the distribution of funds for Cash Social Assistance participants in the Kiniar Sub District is right on target. The processes and procedures carried out are in accordance with the rules set by the government, so that the target recipients of the assistance can receive funds directly through the Distribution Post at the intended location, namely PT. POS Indonesia in Tondano by bringing a letter of notification and an identity card in the form of a Resident Identity Card or Family Card. The implementation that was implemented greatly provided convenience for the local community, especially the people in the Kiniar Sub District.

2. This Social Assistance Program has positive and negative impacts on beneficiary communities. The positive impact on the community in the Kiniar Sub District is that the Cash Social Assistance assistance is very helpful for the continuation of daily life. This means that the target that is the government's goal in helping poor or underprivileged families is very useful and can be used according to the needs needed. On the other hand, this aid program negatively impacts culture, creating a culture of dependency and laziness.

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