

# The Effectiveness of the Implementation of the Policy of Direct Cash Assistance – Village Funds for the Community in Anggana District, Kutai Kartanegara Regency

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## Abstract

*The Direct Cash Assistance Policy - Village Fund is the government's effort in dealing with poverty due to the impact of the Covid-19 pandemic by utilizing the village budget. Anggana Sub-district is one of the sub-districts on the coast of Kutai Kartanegara Regency that implements it. This research aims to analyze the effectiveness of the implementation of the Direct Cash Assistance - Village Fund policy during the pandemic for the people of Anggana District, Kutai Kartanegara Regency. Qualitative analysis was carried out on the three factors that determine the success of policy implementation, namely the logic of the policy, the policy environment and the ability of the implementor to implement the policy. The location of this research includes four of the eight villages in Anggana District, namely Sidomulyo, Kutai Lama, Anggana and Sungai Meriam villages. The results showed that the implementation of the Direct Cash Assistance - Village Fund policy in Anggana District had been carried out quite effectively because it contributed to reducing poverty during the Covid-19 pandemic. This is seen from the aspect of policy logic which contains alternative problem-solving content that appropriate in overcoming the negative impact of the Covid-19 pandemic on the community's economy through collaboration between the Central Government and Regional Governments. From the aspect of the policy environment, there is a conducive environment to support the smooth implementation of the program, both internal and external policies. Meanwhile, from the aspect of the ability of policy implementers, the condition of the Village Government in terms of competence and quite limited quantity does not really hinder the proper management of Village Funds in the BLT-DD program during 2020 to 2021, even though the distribution of BLT-DD is still not in accordance with the specified period as stated in the Technical Instructions BLT-DD.*

## Keywords

direct cash assistance;  
village funds; policy  
effectiveness; poverty



## I. Introduction

The world health agency (WHO) has also announced that the corona virus, also called COVID-19, is a global threat worldwide. The outbreak of this virus has an impact especially on the economy of a nation and globally. These unforeseen circumstances automatically revised a scenario that was arranged in predicting an increase in the global economy. (Ningrum, P. et al. 2020)

The Covid-19 pandemic in Indonesia, which has lasted almost two years, has had an impact on various sectors of people's lives. To deal with it, the government took anticipatory steps in order to minimize the impact of the pandemic on people's welfare by shifting the

budget on three aspects, namely health, economy and social safety nets. For handling the economic sector, the government implements social assistance programs in two categories: regular and non-regular programs. Direct Cash Assistance – Village Funds (BLT-DD) is one of the government's non-regular social assistance programs.

The juridical basis and implementation of the BLT-DD policy for residents in rural areas is the Regulation of the Minister of Villages and Development of Disadvantaged Regions and Transmigration Number 6 of 2020 concerning Amendments to the Regulation of the Minister of Villages and Development of Disadvantaged Regions and Transmigration Number 11 of 2019 concerning Priorities for Use of Village Funds in 2020. The BLT-DD policy is implemented to overcome the potential for increasing poverty rates in rural areas due to the Covid-19 pandemic by using a budget that comes from the Village Fund.

The problem of the Village Fund BLT when examined from a public policy perspective then indicates that there is a policy implementation that is not working as intended that has been set, this is because there are issues that appear to be indicators of problems in the policy implementation process that the government must respond to (Tachjan, 2008; Akib, 2010). Since BLT-DD was first distributed in April 2020, nationally various problems have arisen relating to three things, namely policy implementers, policy substance and the environment in which the policy is implemented. In terms of policy implementers, the granting of authority to the Village Government in collecting data on prospective recipients, arranging for relocation and reconfiguring the budget to the distribution of aid that does not see the capacity of each village makes the distribution of BLT-DD often constrained in the absorption of recipients and the timing of distribution.

Regarding the substance of the policy and the policy environment, references to priorities and mechanisms for implementing BLT-DD, which have changed several times due to adjustments to environmental conditions, have also become a problem because it confuses the Village Government, especially in adjusting the Village Fund Budget as mandated by the BLT-DD regulations. Inaccuracy in targeting beneficiaries or overlapping recipient data so that there are multiple beneficiaries due to differences in data from the Social Welfare Integrated Data (DTKS) from the Indonesian Ministry of Social Affairs and non-DTKS data. Data collection on aid recipients also tends to be less transparent. This condition then creates social jealousy in the community, as is the implementation of other social assistance programs. The existence of social jealousy from people who do not receive assistance to people who receive assistance that result in the emergence of social estrangement.

This problem also occurs in the province of East Kalimantan, especially in the district with a large area. Among them is Kutai Kartanegara Regency which is the district with the largest area and ranks second with an area of 25,988.08 km<sup>2</sup> after East Kutai Regency which has the widest area of 31,051.71 km<sup>2</sup> (BPS Kaltim, 2015). Examining the implementation of policies implemented in Kutai Kartanegara Regency becomes more interesting due to the level of complexity of the policy environment as seen from the large number of sub-districts which reaches 18 sub-districts, 44 sub-districts and 193 villages, as a result of the rapid development and regional expansion in this region.

More specifically regarding the implementation of the BLT-DD policy in the Kutai Kartanegara Regency area, in order to carry out the handling of the welfare of the people affected by the Covid-19 pandemic through the utilization of the Village Fund Budget, the Regent of Kutai Kartanegara issued a Circular on the Mechanism of Data Collection of Recipients and BLT-DD Budgeting for Handling Covid -19 since 20 April 2020 and Regent's Regulation Number 20 of 2020 concerning the Second Amendment on Procedures for Distribution and Determination of Village Fund Details for Each Village for Fiscal Year 2020. The allocation of Village Funds for the BLT-DD program is left to each village.

However, the implementation of the special BLT-DD policy in the Anggana sub-district which is located on the coast has its own characteristics compared to other sub-districts in Kutai Kartanegara Regency.

First, the geographical location of villages in coastal areas that are far from each other and far from the district capital makes information uneven about the procedures for implementing the BLT-DD policy that must be carried out by each village. Also constrained by the accessibility of the internet network in the implementation of the BLT-DD policy. Second, in Anggana District which consists of eight villages, the allocation of the Village Fund Budget by each village has not yet reached 35 percent for BLT-DD even though the Regulation of the Minister of Finance of the Republic of Indonesia Number 40/PMK.07/2020 states the maximum limit for the use of the Village Fund Budget ceiling for BLT-DD is 35 percent in the context of optimizing the absorption of Village Funds for the prevention of Covid-19. The four villages with the lowest ceiling usage in Anggana District are Sungai Meriam, Sidomulyo, Anggana and Kutai Lama Villages.

Based on the initial conditions and data obtained, it is also known that there is a third problem, namely the large number of government social assistance programs carried out at the same time during the Covid-19 pandemic so that the readiness of policy implementers at the village level is inadequate, including in terms of quantity and understanding.

In According to Weimer and Vining (in Subarsono, 1999) there are three major groups of variables that can affect the success of program implementation, namely: (1) policy logic, (2) the environment in which the policy operates, (3) the ability of policy implementers. The logic of a policy is intended so that a policy that is implemented is reasonable and has theoretical support. While the environment in which the policy is operated will affect the successful implementation of a policy. Then the ability of the implementor of the success of a policy can be influenced by the level of competence and skills of the policy implementers.

Other studies on the implementation of BLT-DD policies (Sasuwuk et al, 2021; Kariono, 2013) generally examine the effectiveness of BLT-DD policies by using public policy implementation models from other experts such as the Van Meter and Van Horn, Mazmanian and Sabatier models, Shabir and Cheema. Although there are several variables or factors that are the same from various policy implementation models, the Weimer and Vinning model has different characteristics from other models for the author because it examines the success of a policy implementation that does not only look at the content aspect of the policy but also from the technical aspect in the field. In addition, other studies (Sasuwuk et al, 2021) limit their research objects to only one village or examine BLT-DD policies at different loci in the study of public policy with the locus the researcher chooses (Dewi, 2011) or examine BLT-DD policies in when the Government is not facing a non-natural disaster (Dewi, 2011; Kariono, 2013).

## II. Research Method

The effectiveness of the implementation of the BLT-DD policy in this study was assessed using a qualitative approach and descriptive method, which is based on the philosophy of postpositivism to examine the condition of natural objects in four villages located in Anggana District, Kutai Kartanegara Regency. The selection of Sungai Meriam, Sidomulyo, Anggana and Kutai Lama villages was based on data showing that these four villages had the lowest allocation of the Village Fund Budget for the BLT-DD program compared to the other four villages. The policy implementation model from Weimer and Vinning (in Subarsono, 1999) becomes the conceptual basis used to assess the effectiveness of the BLT-DD program at the research location in line with the identification of problems carried out at the beginning of the observation.

The primary data sources of the research were obtained using purposive sampling technique, which placed the Camat Anggana as the key informant, the Village Head, Head of the Village Development and Community Welfare Section of Anggana District, Village Assistants from the Community and Village Empowerment Service of Kutai Kartanegara Regency as research informants. Meanwhile, copies of the laws and regulations governing BLT-DD and documents related to the implementation of BLT-DD policies in the villages that are the object of research and at the Anggana Sub-district Office are sources of secondary research data. Data analysis was carried out using a linear and hierarchical approach (Creswell, 2019) although in reality the approach is carried out more interactively where the various stages from the collection of raw data to the stage of interpreting the meaning of the theme/description are interconnected and do not always have to be arranged hierarchically.

## III. Result and Discussion

BLT-DD is social assistance in the form of cash to poor families in rural areas to reduce the impact of the Covid-19 pandemic on the community's economy. The BLT-DD program is sourced from the Village Fund Program and is applicable throughout Indonesia. The basis for this policy regulation is the Regulation of the Minister of Villages and Development of Disadvantaged Regions and Transmigration Number 14 of 2020 concerning the Third Amendment to the Regulation of the Minister of Villages, Development of Disadvantaged Regions and Transmigration Number 11 of 2019 concerning Priorities for Use of Village Funds in 2020. The BLT-DD program has the following objectives: 1) Helping the poor to continue to meet their basic needs, 2) Preventing a decline in the welfare of the poor due to economic difficulties, 3) Increasing shared social responsibility.

BLT-DD is given for a period from April to December 2020 which is distributed by: 1) bank transfer through a government/private bank, and 2) door to door, given directly to the beneficiary's house if they do not have a bank account. The requirements for prospective BLT-DD recipients include:

- a. Families who have lost their livelihoods or jobs,
- b. Not yet registered to receive the Family Hope Program, Non-Cash Food Assistance, Cash Social Assistance and Pre-Employment Cards,
- c. Having family members who are prone to chronic/chronic illness.

During the Covid-19 pandemic, the BLT-DD program was implemented by Village Governments throughout Indonesia since April 2020 and then the implementation period was extended for 12 months in 2021 based on the Regulation of the Minister of Finance of the Republic of Indonesia Number 222/PMK.07/2020 concerning Village Fund Management.

The implementation of BLT-DD in 2020 only lasted for nine months because it started in April, with a cash amount of Rp.600,000/month for the first to third months, then to Rp.300,000/month for the following month. The distribution of BLT-DD in 2020 is carried out in three stages with the number of recipients and nominal assistance, the realization of which is still different between villages.

The effectiveness of the implementation of the BLT-DD policy during the pandemic for the people of Anggana Subdistrict, Kutai Kartanegara Regency in this study was limited to only four villages whose Village Fund budgeting for the BLT-DD program in 2020 was the lowest compared to the other four villages (see table 1). The four villages that are the object of this research are Sungai Meriam, Sidomulyo, Anggana and Kutai Lama villages, all of which are located in the land zone in Anggana District.

**Table 1.** Village Fund Budget Allocation for BLT-DD Anggana District in 2020

No.	village	Village Fund Ceiling Year 2020 (Rp)	Maximum BLT-DD Ceiling (Rp)
1	sepatin	2,010,652,000	703,726,200
2	Pantuan Estuary	2,438,192,000	853,367,200
3	New Farmer	1,473,761,000	515,816,350
4	Old Kutai	1,228,742,000	430,059,700
5	Anggana	942,261,000	282,678,300
6	Cannon River	866,167,000	259,850,100
7	Sidomulyo	934,646,000	280,393,800
8	Canal Handil	2,075,842,000	726,544,700

*Source: Village Facilitator of the Village and Community Empowerment Service of Kutai Kartanegara Regency, 2020.*

The effectiveness of the implementation of the BLT-DD policy during the pandemic for the people of Anggana District, Kutai Kartanegara Regency in this study was analyzed based on three variables according to the Weimer and Vinning model:

### 3.1. Policy Logic

In accordance with the Regulation of the Minister of Villages, Development of Disadvantaged Regions and Transmigration of the Republic of Indonesia Number 13 of 2020 concerning Priorities for the Use of Village Funds in 2021, one of the priorities for the use of Village Funds is to create villages without poverty through BLT-DD. In its implementation, the 2021 BLT-DD program is adjusted to the village's ability to accommodate the number of prospective BLT-DD recipients as outlined in the Village Head Regulation of each village in Anggana District concerning the 2021 BLT-DD Beneficiary List.

In accordance with its objectives, the BLT-DD program in Anggana Subdistrict, Kutai Kartanegara Regency, if analyzed according to the logic of its policy, can be understood to have been formulated according to the characteristics of the problem that is being addressed, which is a form of handling the economic impact of the poor in rural areas during the Covid-19 pandemic. .

Neo-liberal theory (Suharto, 2005) argues that poverty is an individual problem caused by the weaknesses and/or choices of the individual concerned. So the application of the Social Safety Net programs in Indonesia, one of which is the social assistance program, is a concrete example of the influence of Neo-Liberal theory in poverty alleviation. The social assistance program implemented by the Government of Indonesia is certainly not given to the entire community, but is given selectively with the obligation to fulfill certain requirements. As is the case with the BLT-DD policy.

The BLT-DD policy is under the authority of the Ministry of Villages, Development of Disadvantaged Regions and Transmigration of the Republic of Indonesia. The source of funds for the implementation of the BLT-DD program comes from the respective Village Funds whose regulations are regulated by the Ministry of Finance of the Republic of Indonesia. The determination of BLT-DD recipients is carried out by taking into account the data on recipients of social assistance from the Indonesian Ministry of Social Affairs with strategic support from the Kutai Kartanegara Regency Government.

Every policy implemented by the government will certainly have an impact, especially on the target group for which the policy is implemented. Policy impacts are the consequences and consequences caused by the implementation of policies (Islamy, 2010). In the implementation of the BLT-DD policy for the community in Anggana District, the achievement of policy objectives in the form of providing social assistance that helps meet the economic needs of the community, there is a positive impact achieved as a follow-up goal, namely reducing poverty in Anggana District, Kutai Kartanegara Regency.

The portrait of the comparison of poverty in Anggana District in this study can only be seen based on the Integrated Social Welfare Data for the January 2020 and October 2020 periods (see table 2), because the poverty data for 2021 until the research is completed are not yet available. Based on the poverty data in 2020, it is known that there has been a decrease in the number of poor households and residents in Anggana District from the initial data before the Covid-19 pandemic based on the Decree of the Minister of Social Affairs of the Republic of Indonesia Number 19/HUK/2020 dated January 29, 2020 and the data for the period of October 2020 based on the Decree of the Minister of Social Affairs. RI Number 146/HUK/2020. The decline in the number of poor households reached six percent and the decline in the number of poor household members reached 13 percent. The expected positive impact after implementing a policy is the expected consequence of implementing a policy.

**Table 2.** Poverty Data in Anggana District Based on Integrated Social Welfare Data in 2020.

No	village	Kepmensos 19/HUK/2020 January 29, 2020		Ministry of Social Affairs 146/ HUK/2020 October 2020 Period	
		Number of Households	Number of Household Members	Number of Households	Number of Household Members
1	Old Kutai	324	1.107	332	1,099
2	Anggana	254	899	246	802
3	Cannon River	358	1.047	353	1.027
4	Sidomulyo	168	626	149	489

*Source: Social Service of Kutai Kartanegara Regency, 2021.*

The decrease in poverty rates according to the Integrated Social Welfare Data (DTKS) from the Indonesian Ministry of Social Affairs is influenced by natural factors such as changing domicile, death, receiving compensation, as well as policy intervention factors as a result of government programs received so that the poor turn out to be no longer poor.

### 3.2. The Environment Where the Policy Operates

What is meant by the environmental variables in which the policy operates in the conceptual basis of this research is the internal and external environment of the policy. The internal policy environment can be seen from the interaction between policy-making institutions and policy implementers. Thus, the internal environment for implementing the BLT-DD policy refers to the Central Government through the Ministry of Villages, Development of Disadvantaged Regions and Transmigration of the Republic of Indonesia as

the policy maker. Meanwhile, the Village Facilitator from the Community and Village Empowerment Service of Kutai Kartanegara Regency and the Social Service of Kutai Kartanegara Regency became an extension of the policy implementer.

The interaction between the Central Government and Village Governments throughout the Anggana District, Kutai Kartanegara Regency in implementing the BLT-DD policy during the Covid-19 pandemic is quite good. Village assistants play a very important role in assisting the Village Government and its staff to the RT/RW level in managing Village Funds for BLT-DD for the community. The District Government is also the same, through the performance of the Head of the Village Development and Social Welfare Section who always accommodates the data needed by the Village Government in implementing the BLT-DD policy.

The external policy environment comes from outside the Village Government, which includes the community, interpretive institutions such as the mass media, interest groups and Non-Governmental Organizations (NGOs). The results showed that in general, the people of Anggana Subdistrict, Kutai Kartanegara Regency had a good response and behavior towards the BLT-DD policy during the pandemic for them.

External environmental data for the community in the four villages that became the object of this study are presented in table 3.

**Table 3.** Number of Hamlets, Neighborhoods and Population Density of Research Object Villages

No	Village	Hamlet	RT	An area	Total population	Population density
1	Old Kutai	2	11	279.18	3.096	11.09
2	Anggana	3	14	173.79	3.609	20.77
3	Cannon River	5	28	116.55	13,789	118.31
4	Sidomulyo	4	16	30.00	3.957	131.90

*Source: Monograph of Anggana Subdistrict, 2021.*

The data shows that in the four villages in Anggana Subdistrict which are the objects of research, it can be seen that the population density can be said to be still well balanced with the area of the village and its government apparatus. Based on the results of the study, it is known that this also contributes to a conducive external environment situation from the implementation of the BLT-DD policy in Anggana District, Kutai Kartanegara Regency during the pandemic.

The Village Government and the community view that the implementation of the BLT-DD policy can alleviate the community's economic problems during the Covid-19 pandemic. Meanwhile, interpretive institutions and interest groups in Anggana Sub-district during the implementation of the BLT-DD policy never showed resistance or upheaval so that this condition could be interpreted as a conducive external environment for the BLT-DD policy in Anggana District, Kutai Kartanegara Regency.

### 3.3. Policy Implementer Capability

The village as the lowest government institution that directly deals with the community must carry out the four functions synergistically as regulated in laws and regulations, which include government functions, development functions, empowerment functions and coaching functions (Regulation of the Minister of Home Affairs of the Republic of Indonesia Number 114 of 2014 concerning Village Development Guidelines). The implementation of these four functions in practice is often faced with the limitations of the village government apparatus, both in quantity and quality. The spread of Covid-19 to the village level has implications for increasing government agendas and programs that must be implemented by the Village Government.

In accordance with the regulations governing BLT-DD, the implementation of the BLT-DD policy is implemented and managed by the Village Government. Based on the instructions of the Regent and Regional Secretary, every village in Anggana Subdistrict, Kutai Kartanegara Regency has formed a Village Covid-19 Volunteer Team consisting of Village Apparatus, Village Consultative Body (BPD), Head of RT, Village Assistant, as the parties who best understand real conditions. Village communities related to the fulfillment of requirements as prospective recipients of BLT-DD.

Data from the Village Government in the four villages that were the object of this research are presented in table 4. Based on their employment status, each village has employees who are non-civil servants who are all appointed through a village apparatus test with an amount that is adjusted to the village's needs and the village's ability to pay salaries. Except for Anggana Village where there is one PNS employee, namely the Village Secretary, as a relic of the composition of employees before the enactment of RI Law Number 6 of 2014 concerning Villages, on the basis of considerations it is still needed to help smooth the activities of the Anggana Village Government. Table 4. The State of the Village Government Apparatus of the Research Object.

No	Village	Position	Amount	Education
1	Old Kutai	Village Apparatus	1	S1
			7	senior High School
		Implementing Staff	9	senior High School
2	Anggana	Village Apparatus	8	senior High School
		Implementing Staff	6	senior High School
			1	SD
3	Cannon River	Village Apparatus	3	S1
			1	D3
			1	D1
			7	senior High School
		Implementing Staff	1	S1
			1	D2
4	Sidomulyo	Village Apparatus	1	S1
			9	senior High School
		Implementing Staff	1	S1
			4	senior High School
			1	SD

Source: Village Profile in Anggana Sub-district, 2021.

The specifications of the Village Government are seen from the last level of education and the quantity seems quite limited to implement several government social assistance programs that run concurrently. However, based on the research results, it is known that the Village Government has been quite able to manage Village Funds well in the BLT-DD program during 2020 to 2021.

In implementing the BLT-DD program, the Village Government has implemented according to the Technical Instructions starting from the data collection stage at the RT/RW level, the data verification stage, the validation stage and data tabulation set out in the Village Deliberation, the data publication stage, and the validation stage for the list of BLT recipients. -DD represented by the Camat, distribution stage to BLT-DD recipients. People who were included in the list of BLT-DD recipients before receiving the distribution of BLT-DD funds did not know themselves as BLT-DD recipients, until the BLT-DD handover was



carried out by the executor. So that the new socialization was given by the Village Government to the community at the time of distributing BLT-DD.

In relation to the distribution period of BLT-DD, in Anggana Subdistrict, Kutai Kartanegara Regency, the implementers have prepared their own timing for the distribution of BLT-DD in their respective villages, where there are those who do it routinely on a monthly basis, some use a quarterly time period. This is because the Village Funds disbursed in the context of implementing the BLT-DD program can only be disbursed according to the availability of finances in each village.

Based on the analysis of three important variables in policy implementation according to the Weimer and Vinning model, the implementation of the BLT-DD policy during the pandemic for the people of Anggana District, Kutai Kartanegara Regency is known to have been quite effective.

#### **IV. Conclusion**

Based on the analysis, it is known that in general the BLT-DD policy during the Covid-19 pandemic for the people of Anggana Subdistrict, Kutai Kartanegara Regency has been implemented quite effectively and reduced the poverty rate by 13 percent. In particular, in terms of the logic of the policy, the implementation of the BLT-DD policy in Anggana District, Kutai Kartanegara Regency since 2020 which was extended until December 2021 can be considered appropriate in overcoming the negative impact of the Covid-19 pandemic on the community's economy with support from the Central Government through various regulations from Relevant ministries, from the Kutai Kartanegara Regency Government through various local regulations and the involvement of the Kutai Kartanegara Regency Social Service and the Kutai Kartanegara Regency Community and Village Empowerment Service, Babinsa and Babinkamtibmas. Judging from the environment in which the policy was implemented, it was found that the internal environment (policy implementer) and the external policy environment (community) were conducive to supporting the effective implementation of the BLT-DD policy, although geographically, Anggana District was divided into two regional zones, namely the land zone and the coastal zone. . Judging from the ability of policy implementers, it was found that the BLT-DD policy in Anggana District had been implemented by the Village Government in accordance with applicable regulations, through good cooperation with its staff and village communities in Anggana District. However, the distribution of BLT-DD still faces delays and the lack of open information on data on BLT-DD recipients on various media that can be accessed by the public.

#### **Recommendation**

Based on the conclusion of the study, the researcher recommends a number of things for implementing BLT-DD policies in Anggana District, Kutai Kartanegara Regency as follows:

1. Delays in distributing BLT-DD to the community caused by delays in disbursing Village Funds can be overcome by accelerating the preparation of the Village Revenue and Expenditure Budget (APBDes) along with the preparation of various complementary documents. Monitoring and evaluation also needs to be carried out periodically by the Village Government and Village Assistants from the Community and Village Empowerment Service of Kutai Kartanegara Regency on the Letter of Accountability for the use of Village Funds and the completeness of the APBDes.
2. More transparent information on BLT-DD recipient data needs to be done by publishing digitally on the Village Office website and Village Government social media accounts or

- manually with written information placed at village public facilities such as Village Markets, Village Halls, and so on.
3. The Village Government in Anggana District needs to update the data of the poor as potential recipients of BLT-DD through the Social Welfare Center Team stationed in the village, so that they are recorded in the Social Welfare Integrated Data (DTKS) from the Ministry of Social Affairs of the Republic of Indonesia.

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