

# Communication Strategy of Village Head's in Distributing Direct Village Fund Cash Assistance to Poor Communities Affected by Covid-19 in Teluk Mengkudu District

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## Abstract

*The aim of this study is to find out communication strategy of village head's in distributing direct village fund cash assistance to poor communities. This research uses a qualitative approach, as a form of effort to provide answers to the problems that have been described. The result of this study show that StrategyCommunication is planning in delivering messages through a combination of various elements of communication such as frequency, formality, content and communication channels so that the messages conveyed are easily accepted and understood and can change attitudes or behavior in accordance with the purpose of communication. Strategycommunication is a blend and planning communication (communication planning) and communication management (communication management) to achieve a goal. To achieve this goal, the communication strategy must be able to show how its tactical operations must be carried out in the sense that the approach (approach) can be different at any time depending on the situation and conditions. Communication strategies are closely related and related between the goals to be achieved with the consequences (problems) that must be taken into account, then plan how to achieve the consequences in accordance with the expected results or in other words the goals to be achieved.*

## Keywords

communication strategy;  
distributing direct; covid-19



## I. Introduction

The outbreak of the Covid-19 Pandemic whose symptoms cover all countries in the world (the discovery of the corona virus for the first time in the city of Wuhan, China) including in Indonesia which has an impact on the social, economic and welfare sectors of the community, resulting in decreased and even paralyzed activities in various sectors, "McKibbin and Fernando (2020)", both of them made seven possible scenarios for the COVID-19 pandemic. The four scenarios explain that more epidemics occur in China, while other countries face the risk of epidemics and economic shocks. While the other three scenarios explain that the virus outbreak has become a comprehensive pandemic that affects the entire economy.

The Indonesian government confirmed the first cases of COVID-19 announced on March 2, 2020, totaling two people. Approximately three weeks later, as of March 20, 2020, the number of positive COVID-19 patients jumped significantly to 369 people. This condition is worrying and has a wide impact, ranging from social to economic. The economic impact caused by the increase in the spread of COVID-19 can be felt, starting from the panic buying phenomenon, the free fall of the stock price index, the depreciation of the Rupiah exchange rate against the United States Dollar (USD), sluggish

manufacturing (manufacturing) industry activities, and ultimately the impact on the economy. slowing economic growth.

However, the spread of Covid-19 in early 2020, which has implications for the global economy, has not yet been felt by the community, especially in villages, economic activity in rural areas, especially Teluk Mengkudu District, Serdang Bedagai Regency is still running normally.

In addition, the development of positive confirmed cases of COVID-19 in Indonesia continues to increase significantly every day. At the national level, data obtained from the official website for the development of the COVID-19 virus belonging to the central government stated that as of April 17, 2020, the number of accumulated confirmed cases of the COVID-19 virus in Indonesia had reached 83,130 cases since early 2020. positive cases, positive confirmed cases every day also continues to increase. This shows that on April 15 in Indonesia there were 522 cases and on April 16 it rose significantly to 1,574 cases.

Seeing the increasingly significant symptoms in the world and the increasing number of positive cases in Indonesia since early 2020, the President issued Government Regulation in Lieu of Law Number 1 of 2020, the Perpu produces derivative regulations under it which have a major influence on local government policies until village government. However, emergency conditions have also created regulations that are also emergency and urgent, regulations are urgent, of course, it is natural if there are changes following the development of conditions that are the object of regulation, the Ministry of Villages PDPT issued Regulation of the Minister of Villages PDPT Number 11 of 2019 concerning Priorities for the Use of Village Funds for 2020 and recorded three changes.

Meanwhile, Minister of Finance Regulation No. 205/PMK.07/2019 concerning Village Fund Management, it was also noted that there had been three changes.

Thing This caused the Village Government to experience confusion, at the beginning of the direct cash transfer policy in 2020. Moreover, the changes to some of these regulations were not accompanied by massive socialization by the relevant ministries which resulted in many interpretations, from local governments to village governments in understanding these regulatory changes. In fact, to understand one rule, of course, takes time. Not yet finished in understanding, the regulation has changed.

The policy of implementing Large-Scale Social Restrictions (PSBB), which was set by the government in 2020, affected almost all aspects that were significantly affected and one of them was the economic aspect, the impact was also felt by the village, so new problems arose in the community and village government, during the early stages the outbreak of the Covid-19 pandemic case in 2020, before the implementation of PSBB by the central government, the village community in Teluk Mengkudu District, Serdang Bedagai Regency, North Sumatra Province did not really feel the impact significantly from the economic aspect, in general the economic activities of the village community were still normal, declining economy since the government implemented PSBB, at that time many villagers overseas or who worked outside the village experienced layoffs from their jobs and returned to the village, thereby increasing the number of unemployed in the village, increasing the number of unemployed resulting in increased social problems in the village, plus village communities who work as traders outside the village, have to reduce their trading activities.

This condition is a consequence of the implementation of the PSBB policy in 2020, so that the central government budgets and distributes various types of social assistance to the poor affected by Covid-19. The government also establishes a policy on the use of

Village Funds so that each village budgets Cash Direct Assistance (BLT) funds sourced from the Village Fund.

In 2021 the Covid-19 pandemic is increasing, so the government has again determined that the distribution of direct cash assistance and Village activities against Covid-19 is the main goal in the use of Village Funds through Permendesa PDTT Number 13 of 2020 concerning Priorities for Use of Village Funds in 2021 and Minister of Finance Regulation Number : 222/PMK.07/2020, and amendments to Minister of Finance Regulation: Number 69/PMK.07/2021 concerning Procedures for Village Fund Management, this regulation mandates that villages allocate assistance for twelve (12) months for 2021.

As a result of a regulation that requires the village government to allocate village budgets for the distribution of BLT-DD determined by the central government in the condition that the village has determined the plans contained in the Village Revenue and Expenditure Budget (APB Desa), the village government must make changes to the Village Budget. In the Village Budget, budgeting for the Covid-19 Pandemic is an activity in the Field of Disaster Management, Emergency and Urgent, so the village government must make adjustments to the spending budget, without any changes/additions to the village income budget, consequently there is a shift/reduction in the budget for other activities.

This condition causes internal conflicts in villages within the jurisdiction of Teluk Mengkudu District, Serdang Bedagai Regency, North Sumatra Province, to make changes to the village APB document, the Village Head is obliged to conduct a Village Deliberation, the APBDesa changes are carried out through an agreement mechanism in the village, the researcher as a professional assistant in Teluk Mengkudu Sub-district, the task of providing assistance to the village includes the obligation to assist the implementation of the Village Deliberation, the critical point in the implementation of the village deliberation is the reduction or cancellation of other activities in the Village Budget which are priority activities for the community causing rejection from the stakeholders present at the village meeting, at every village meeting that the researcher facilitated, there were pros and cons between the participants in the village meeting and also between the hamlet representatives who were present, this happened because in the preparation of village planning there was a division of activities as well as the allocation of funds for activities in a fair and equitable manner in all hamlets. the activity is carried out in one of the hamlets, then the residents of that hamlet will be very objectionable and jealous of other hamlet residents, the emotional level in village community decision-making is higher than the emotional decision-making at the regional/district level, this is because the decision-making process in the village is carried out in a transparent and participatory manner involving all beneficiaries and concerning the lives of community groups, the involvement of the village community is actively participatory and has a high level of expectation for the implementation of these activities.

Another problem with this policy of distribution of assistance is in determining the heads of families who receive assistance based on criteria, this also occurs in several villages in Teluk Mengkudu District, Serdang Bedagai Regency, North Sumatra Province, in this condition the villagers assume that direct cash assistance is a mandate from the central government entrusted to the village government through the Village Fund budgeting, most villagers feel entitled to the assistance, while the government through regulations sets the criteria for the Beneficiary Family (KPM) which consists of 14 criteria, decisions are agreed upon through the Village Deliberation, and every implementation of the Village Deliberation that the researchers facilitated always had pros and cons.

The pattern of determining the 14 criteria has created a conflict, because very few households are affected according to the 14 criteria, while the provision that recipients must have a NIK also causes rejection, in the village quite a lot of poor people do not have an NIK, while news of the Covid pandemic -19 is enough to become a scourge and cause fear for villagers about household economic matters, due to the PSBB policy in 2020, almost all villagers feel affected or will be affected by the PSBB policy, this has caused a polemic for the village government, in addition to limitations budget, as well as the provisions of the criteria that limit the recipients, various criticisms of the provisions of the 14 criteria and the obligation to have the NIK have arisen, The Ministry of Villages PDPTT changed the policy regarding the criteria for prospective recipients to be wider, through a circular letter from the Minister of Villages, PDPTT Number 1261/PRI.00/IV/2020 on April 14, 2020 which contains the Confirmation of Cash Direct Assistance.

There are many other problems that are the impact of the distribution policy, in 2021 the distribution policy will continue, there are critical voices from some other communities that the village government should reduce the budget for aid distribution and prioritize activities that are delayed/cancelled in the 2021 Village Budget, and The central government's policy is to allocate the Covid-19 Safe Village activity budget at least 8% of the 2021 village fund budget ceiling, this also adds to the burden of the Village Budget so that the village government must reduce the budget for the sub-sector of development, development and empowerment of rural communities, including reducing the number of recipient and transferred to the field of disaster management, emergency conditions and urgency in the Village Budget, This shift in the spending budget resulted in the neglect of local activities that prioritized the village community.

The reduction in the number of aid recipients in the villages of Teluk Mengkudu District, Serdang Bedagai Regency, North Sumatra Province triggered the rejection of 2020 aid recipients who no longer received in 2021.

After the stipulation of the BLT-DD KPM through the Village Head Regulation, the problem re-emerged, the problem was the delay in the Transfer of Village Funds from the KPPN to the Village Cash Account (RK Desa), while the determination of the distribution was carried out every month, in 2020, with an amount of IDR 600,000 / month, i.e. from January to March, for April to December of IDR 300,000 per family every month, and in 2021 it is IDR 300,000 per family every month, while the transfer of Village Funds from KPPN to Village accounts is carried out in three stages, namely The first stage is 40%, the second stage is 40% and the third stage is 20% of the village fund ceiling, the realization of the transfer of the Village Fund for Phase I in 2020 and 2021 will enter the village account starting in May and not simultaneously for all villages, This gave rise to various questions and pressures from the community to the Village Head, including for Phase II which was entered in August, so that the aid distribution process could not be carried out every month.

The next problem is the issuance of a list of recipients of the Family Hope Program (PKH), Cash Social Assistance (BST) from the Ministry of Social Affairs and other assistance after the recipient's name is included in the list of recipients of social assistance in the village. Recipients in 2020 must be submitted by the Village Government to the Ministry of Social Affairs to be registered in the Social Welfare Integrated Data (DTKS) of the Ministry of Social Affairs which will then be verified and designated as recipients of Social assistance from the Ministry of Social Affairs Program in 2021, but the list of determinations as recipients of social assistance.

The Ministry of Social Affairs was received late by the village, the Regulation of the Minister of Village PDPT restricts recipients of village fund assistance from receiving other social assistance, if this happens then the Village Head must cancel the recipient as a recipient, this also causes conflict, if the recipient of the Ministry of Social social assistance has already received it then must be returned to the Village account.

The communication strategy can be put forward as an assessment of the measurement of the strength of the relationship between the two parties to carry out a communication, communication science in learning which aims to make communication given to others, so that they are able to accept it, so that the relationship will be maximized in related to undergoing a collaboration with an organization that is carried out and focuses on a good learning record to convey information in a communication method in solving a problem that is informed in the learning obtained from the activities carried out.

## **II. Review of Literature**

### **2.1 Communication Strategy**

Among the military there is a very well-known expression which reads: "to win the war, not to win the battle" which if we translate it into Indonesian means: "win the war, not win the battle". The importance of strategy is to win the war, while the importance of tactics is to win the battle.

Likewise in communication, especially communication carried out by an organization, whether it is political communication or business communication. The word strategy means "by the science and art of using all the resources of the nation to carry out certain policies in war and peace". Strategy is "a tactic, procedure, or plan". Meanwhile, in terms, strategy is "an outline of the direction to act in an effort to achieve predetermined goals".

The meaning of communication or communication comes from the Latin, communis. This word contains meaning, communication suggests thoughts, the same meaning is a condition for the birth of mutual understanding of the communication message conveyed. Therefore, differences must be interpreted as a challenge to give birth to new cumulation activities. A brief definition made by Harold D. Lasswell that the right way to explain an act of communication is to answer the question "who conveys, what is conveyed, through what channel, to whom and with what effect". The focus of attention of this communication expert is indeed important to be directed to communication strategies, because the success or failure of communication activities effectively is largely determined by the communication strategy. On the other hand, without a communication strategy,

### **2.2 Objectives of Communication Strategy**

The communication strategy must be able to show how tactical operations must be carried out in the sense that the approach (approach) can vary from time to time, depending on the situation and conditions. The central purpose of communication strategy according to R Wayne Pace, Brent D Peterson, and M Dallas Bunet in their book, Techniques for Effective Communication, which consists of three objectives: 1) To secure understanding; 2) To establish acceptance; and 3) To motivate action.

The first is to secure understanding, ensuring that the communicant understands the message he receives. If he is able to understand and accept, then his acceptance must be fostered. In a communication strategy, the role of the communicator is very important. The communication strategy must be flexible in such a way that the communicator as the executor can immediately make changes if there is an influencing factor.

An influence that hinders communication can come at any time, especially if the communication is direct through the mass media. The influencing factors can be found in the media component or the communicant component, so that the expected effect is achieved. A communicator will have the ability to change attitudes, opinions and communication behavior through the mechanism of attraction if the communicant feels that the communicator participates with him; In other words, the communicant feels that there is a similarity between the communicator and him. So that the communicant is willing to obey the message communicated by the communicator.

The attitude of the communicator who tries to equate himself with the communicant will cause the communicant's sympathy for the communicator. One thing that needs to be considered in generating attention is to avoid the appearance of negative appeals.

Negative appeals are not attention arousing, but anxiety arousing, growing anxiety. William J. McGuire. A well-known communication expert asserts in his work "persuasion" that "anxiety arousing communication" has a double effect. On the one hand, it arouses the fear of danger, thereby heightening the motivation to take preventive action. On the other hand, the fear is flight to fight which in the case of communication can take the form of hostility to the communicator or not paying attention at all.

### **2.3 Leadership Theory**

According to the English dictionary, leadership is taken from the word lead which means to lead, while leader is a leader and leadership is leadership. In everyday life as well as in the literature, terms similar to that appear and are sometimes used interchangeably as if they are no different from one another, namely "leadership", and "leadership". Indrafachrudi and JF Tahalele define leadership as an activity in guiding a group in such a way that the group's goals are achieved, these goals are shared goals.

Leadership is a universal phenomenon. Anyone carrying out leadership tasks, when in that task he interacts with other people. Even in a personal capacity, in the human body there is a controlling capacity or potential, which facilitates a person to be able to lead himself.

Because leadership is a complex phenomenon, it is very difficult to make a comprehensive formulation of the meaning of leadership. Therefore, no single definition of leadership can be formulated in a very complete way to abstract social behavior or human interactive behavior in organizations that have certain regulations and structures, as well as complex missions.

## **III. Research Method**

This research uses a qualitative approach, as a form of effort to provide answers to the problems that have been described, because it uses descriptive analysis emphasis. As a descriptive qualitative research, this research is not to test the hypothesis. But to find data and process it descriptively about the research focus in accordance with the data obtained, so that it can provide an overview of the components that can provide validity of the research results.



## IV. Result and Discussion

### 4.1 The Village Head's Communication Strategy in distributing direct cash assistance from village funds to the poor affected by Covid 19 in Teluk Mengkudu District

Data collection and distribution of Village Fund BLT is carried out using existing resources in the village, data collection is carried out based on existing village data and a community-based approach through deliberation mechanisms and encouraging local wisdom in each village.

Villages can determine for themselves who the prospective recipients of the BLT-Village Fund are as long as they follow the established criteria, carry out data collection in a transparent and fair manner and can be legally accounted for. Villages can use village data as a reference, and use DTKS as a reference for PKH, BPNT recipients, as well as Department of Manpower data to identify recipients of Pre-Employment Card assistance. If the data on the recipients of the JPS is not available, the village can use the recapitulation data on recipients of assistance from the social safety net program assistant.

The data collection refers to the letter of the Minister of Villages PDTT RI Number 1261/PRI.00/IV/2020 dated April 14, 2020 regarding Notifications, which are addressed to Provincial, Regency/City Governments and Village Heads. Village officials prepare village data which includes profiles of villagers based on age, welfare, education, health, and disability.

The Village Head forms and gives an assignment letter to Village Volunteers and/or the COVID-19 Task Force to collect data on poor families who are candidates for BLT-Village Fund recipients.

The number of data collectors is at least 3 people and if more must be an odd number. Collect data at the Rukun Tetangga (RT) or Rukun Warga (RW) level using the data collection form, or at the hamlet level using the Village Against COVID-19 application. Consolidation and Verification Process

Village volunteers and/or the COVID-19 task force collect data collection results from RT, RW or hamlet and verify and tabulate data. In the process of verifying the requirements for Village Fund BLTD recipients, the things to do are:

Poor families receiving PKH or BPNT recipients are excluded from the list of BLT-Dana Desa recipients. Data for PKH beneficiaries. Village Data is data owned by the village, either in the form of its own data collection or processed results. Direct Cash Assistance – Village Funds (BLT-Dana Desa) and BPNT are in DTKS which can be obtained from the district/city Social Service or from the PKH Facilitator.

The village government conducts village meetings with village officials, especially the hamlet head because the hamlet head is very aware of the condition of each family in each region. This meeting is aimed at determining who deserves social assistance according to the criteria. it is true that the social conditions of the community are, of course, such as understanding the subject matter of social assistance, ethnicity, language and applicable norms. The government must recognize the characteristics of a heterogeneous society with a variety of cultures and daily behavior.

The following is the narrative of the village head of Pekan Silang Buah village, Mr. Syahrial

"Actually, there is no special plan, ma'am, what we did was that everything had an initial goal, namely to reach an agreement in determining who deserved to receive this assistance according to the conditions requested from the central government, which is clear that the initial plan was through consultation with all village officials. for better communication.

Then regarding the communication steps in implementing the BLT policy, I have prepared the existing rules, namely from the village ministry and the finance minister who regulates the BLT policy, don't think that the community is the leader of the village head, then we invite related parties such as the Camat, Assistant, Babinsa, Babinkamtibmas, who the goal is to keep the village conducive and safe."

Added by the Head of Pematang Setrak Village, Mr. Suprpto, he said that:

"Yes, before that, I first gathered village officials for deliberations in determining residents who deserved to receive assistance, because not all residents were included in the requested criteria and besides the limited funds, a lot of physical activities were wasted in the APBDES, so we were also confused about how we wanted to build physically while the money runs out for BLT.

First, I verified that the poor people who were affected by Covid continued to receive no assistance at all, then saw their economic life, many houses were big and beautiful but poor. This was carried out by the Covid Volunteer Selection Team ".

However, in implementing the policy on direct cash assistance from village funds, it cannot be separated from the conflicts faced by the village government. The contributing factors are:

1. Social jealousy, every policy is looked down upon by society, such as the existence of family interests and favoritism.
2. The difference is not far from the community's criteria, because the community considers everyone worthy of assistance
3. Budgets that cannot reach all people affected by covid
4. People who find it difficult to accept people who look like rich people suddenly become poor because of the impact of covid 19 who get help
5. The existence of hoax news about the distribution of aid such as the amount of numbers and the implementation of the distribution.
6. There are proposals from other parties regarding the criteria for the distribution of aid.
7. Government assistance to other agencies that do not come out at the same time as well as different amounts regarding the type of assistance causes the community to be noisy.

But besides that, the researchers found positive things from the village government which in this case could be a supporter for the village government in distributing direct cash assistance from village funds, namely:

1. There is good cooperation between the village government and the community to attend and listen to the head's socialization about social assistance in the village
2. The existence of social media so that people can ask questions and find out for themselves about the cash transfer policy.
3. Geographical conditions that are easily accessible to the community because of the coastal area and close to the Village office.

In determining the communication strategy, the village head embraces all village apparatus and institutions in the village to cooperate in carrying out their duties and obligations. In the process of distributing aid funds to the community, the Village Head forms a Working Team whose task is to take steps to obtain data on the community receiving BLT benefits from the Village Fund.

The work team formed, namely the COVID-19 volunteer team, consists of elements of the Village Apparatus, BPD, LKMD, PKK and other community elements. The steps taken by the Working Team in distributing BLT are as follows:

#### 1. Planning

The initial process in distributing BLT to the community, starting with the planning stage by the Work Team, namely the Covid 19 volunteer team which was formed and approved



by the village head which is an element of representation from the community as intended to formulate the technical distribution of BLT to the community who will receive it. and data collection for the poor.

## 2. Verify

To obtain data on the BLT recipient community so that it is not mistargeted and properly distributed, the Work Team carried out a Data Verification process for the prospective BLT recipient community, at first the volunteer team was very confused with the criteria given by the village ministry with 14 conditions for recipients of this aid because the community no longer has the 14 criteria, then the Ministry of Villages issued a Circular Letter I again regarding the implementation of BLT with three (3) conditions, namely in accordance with the Instructions of the Ministry of Villages.

## 4. Loss of livelihood

## 5. Suffering from chronic pain

## 6. Not currently receiving other assistance from the Government

The distribution of BLT to communities affected by Corona is allocated a budget from the 2020 Village Fund of IDR 600,000 / month then from 2021 to 2022 this amount has changed to IDR 300,000 / month for each recipient.

## 4.2 Determination

The next stage after planning and verification is the determination through village consultations based on poverty data and other supporting data, this determination is strengthened by the existence of the village head regarding Cash Direct Assistance in the villages of Teluk Mengkudu District.

## 4.3 Distribution or Distribution

The process of distributing Direct Cash Assistance (BLT) in the Village carried out directly by the village government, namely taken at the respective village offices by bringing their KTP and KK and stamp duty and signing a statement that they have never received other assistance from the government.

The communication strategy is very important for the village head, of course this is the first step to achieve the goal with various problems that exist in the village related to the assistance program, because the aid program is very sensitive among the lower classes. The village government embraces all elements of society so that they can convey the policies that apply in the village according to the direction of the central government.

## V. Conclusion

1. StrategyCommunication is planning in delivering messages through a combination of various elements of communication such as frequency, formality, content and communication channels so that the messages conveyed are easily accepted and understood and can change attitudes or behavior in accordance with the purpose of communication.

2. Strategycommunication is a blend and planning communication (communication planning) and communication management (communication management) to achieve a goal. To achieve this goal, the communication strategy must be able to show how its tactical operations must be carried out in the sense that the approach (approach) can be different at any time depending on the situation and conditions.

Communication strategies are closely related and related between the goals to be achieved with the consequences (problems) that must be taken into account, then plan

how to achieve the consequences in accordance with the expected results or in other words the goals to be achieved.

3. Leadership communication that is commonly used is influenced by many things, one of which is the communication style of the leader in the organization or company, and the intensity of communication between leaders and subordinates. Leadership is an activity that influences the thoughts, feelings, attitudes and behavior of others, in order to carry out activities or work to achieve the goals to be achieved by a leader. The concept of superior-subordinate relationships rests strongly on differences in authority, which translates into differences in status, rights, and control.
4. Direct Village Fund Cash Assistance (BLT-Dana Desa) is financial assistance to poor families in villages sourced from the Village Fund to reduce the impact of the COVID-19 pandemic. The value of BLTD Dana Desa is Rp. 600,000 per month for every poor family who meets the criteria and is given for 3 (three) months and Rp. 300,000 every month for the next three months. The BLT-Dana Desa is tax-free.
5. Program Direct cash assistance (BLT) in Teluk Mengkudu District Village reduces poverty, but this assistance can help the poor to survive, so that the poor do not become poorer. This assistance can only increase people's income and can help in meeting the necessities of life, but the role is relatively small because the amount is still small and temporary.
6. As for communication methods can be put forward as an assessment of the measurement of the strength of the relationship between the two parties to carry out a communication, the science of communication in learning which aims to make communication given to other people, so that they are able to accept it, so that the relationship will be maximized in relationships. by undergoing a collaboration with an organization that is carried out and focuses on a good learning record to convey information in a communication method in solving a problem that is informed in the learning obtained from the activities carried out.

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