

## **Implementation of Village Government Policies in Distributing Direct Cash Assistance During the Covid 19 Pandemic In Pao Village, West Malangke District, North Luwu Regency**

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### **ABSTRACT**

This research is motivated by the problem where many people complain about the consequences of being not empowered in the midst of the covid 19 outbreak and from the outbreak resulting in a decline in people's welfare, some even lose their livelihoods due to large-scale social restrictions or PSBB, therefore the government takes firm steps by empowering the community through direct cash assistance programs using a budget sourced from village funds at the implementation stage there are still many people who complain about the consequences of not receiving the assistance, so the issue arises that the village government is considered not neutral in distributing the assistance. In general, this study aims to determine the process of implementing village government policies in distributing direct cash assistance during the COVID-19 pandemic in Pao Village, West Malangke District, North Luwu Regency. This study uses qualitative research methods with a descriptive approach to data collection techniques in the field using interview, observation and documentation techniques. Based on the results of research in the field using Edward III's policy implementation theory with several indicator approaches, namely communication, facilities, information and authority and bureaucratic structure. From the results of this study found a conclusion that the direct cash assistance program has been running as it should but has not been able to empower the community as a whole due to the very limited quota of beneficiaries.

**Keywords:** Policy Implementation; Direct Cash Assistance Program; Government Policies.

### **INTRODUCTION**

As we all know at the beginning of 2020, Coronavirus Disease (COVID19) has become a world health problem (De Stefani et al., 2020; Domingo & Rovira, 2020; Humeniuk et al., 2020; Khalili et al., 2020). This case began with information from the World Health Organization (WHO) on January 30, 2020, WHO designated COVID-19 as a Public Health Emergency of International Concern (PHEIC). On February 12, 2020, WHO officially designated this novel coronavirus disease in humans as Coronavirus Disease (COVID19). As of March 2, 2020, Indonesia has reported two confirmed cases of COVID-19. On March 11, 2020, WHO has declared COVID-19 as a pandemic. The Covid-19 pandemic has not only had an impact on health, but also on social and economic conditions (Bostan et al., 2020; Mishra et al., 2020; Pradhan et al., 2021).

In the short term, the impact on health is indicated by the death rate of victims in Indonesia which reached 13,701 (thirteen thousand seven hundred one) people or 3.4 (three point four)

percent. In the economy, this pandemic has caused a decline in domestic economic activity, which does not rule out the possibility of reducing people's welfare. In the medium term, economic growth is projected only in the range of 0.4 (zero point four ) percent to 2.54 (two point fifty four) percent, a significant decline when compared to the previous year's growth rate of 5 (five) percent. The epidemic hit many business sectors, led to layoffs, and reduced employment (Tarki et al., 2020; Tu et al., 2021; Yavorsky et al., 2021). If this condition is not anticipated properly, it is estimated that social instability can occur.

In the long term, the gap between income groups will widen, the disparity between regions and urban-rural areas will increase, as well as having an impact on the occurrence of intergenerational poverty. The COVID-19 pandemic has suppressed the economy from various angles, including the rural economy. For now, the impact of COVID-19 is more felt by people in urban areas. However, considering that seasonal workers have quite high mobility, from villages to cities and then back to villages , this COVID-19 outbreak has also spread in villages but not as bad as in cities.

Currently, community income, especially in villages, has decreased significantly because the majority of rural communities work as farmers and fishermen, because supply lines for agricultural products and so on are difficult to market due to COVID 19, which has resulted in the implementation of large-scale social restrictions in cities/districts. in Indonesia, especially the province of South Sulawesi. Therefore, the central government takes responsive steps to continue to empower its people , especially in villages by allocating direct cash assistance through village funds. The targets of this assistance are those who really experience an impact on their livelihoods.

With its economic and social resources, especially the Village Revenue and Expenditure Budget (APBDes) and village funds , villages can contribute to handling Covid-19. The village fund is an on-budget budget allocation that can be used directly to support efforts to reduce the impact of Covid-19 at the household and village level. Some of the advantages of village funds include that the budget allocation available in the State Revenue and Expenditure Budget can be made into a quick action program that can be started immediately, can complement other programs to minimize social and economic impacts, does not require a new system so that village officials can immediately move because they already understand the existing system. It can be directed to build the legitimacy and credibility of the village government through local problem solving and the availability of monitoring, policy, evaluation and accountability systems that can be optimized to ensure accountability.

The issuance of Perppu No. 1/2020 provides a new instrument to minimize the impact of the Covid-19 pandemic on the village economy. Article 2 Paragraph (1) letter (i) of the regulation states that it is necessary to prioritize the use of budget allocations for certain activities (refocusing), adjustment of allocations, and/or cutting/delaying the distribution of budget transfers to regions and village funds , with certain criteria. Furthermore, in the explanation of the Perppu it is stated that what is meant by "prioritizing the use of village funds" is that village funds can be used, among others, for direct cash assistance for the poor in villages and activities to handle the Covid- 19 pandemic. For BLT-D needs, 20-30 percent is allocated of the total village fund.

The main task that is essential from the figure of the apparatus, as a servant of the state and public servant. The performance of the bureaucracy in serving the community is required to meet the needs of the community in accordance with the duties of the bureaucrat. The position of the government apparatus in public services is very strategic because it will greatly determine the

extent to which the government is able to provide the best possible service to the community (Arduini et al., 2010; Belso-Martínez et al., 2020; Naschold, 2017), which in this way will determine the extent to which the state has carried out its role properly in accordance with the objectives of its establishment.

Within the village government environment, the village head and all village officials are the executor of the task. The government in the village is expected to be able to carry out the duties of the village government well for the creation of welfare and development of the people in the village. The performance of the village government apparatus is a measure that states how far the targets (quantity, quality and time) have been achieved by management, in which the target has been determined in advance. In accordance with Law Number 6 of 2014 concerning Villages, the Village Government is the organizer of government affairs by the government in regulating and managing the interests of the local community based on local origins and customs that are recognized and respected in the system of Government of the Unitary State of the Republic of Indonesia.

The implementation of BLT-D can be implemented for at least six months with the target beneficiaries being households (Mustafa et al., 2020; Rachaju, 2021; Zhou et al., 2020). This target is relevant considering that most of the national programs related to social assistance refer to beneficiaries at the household level, such as the Family Hope Program, Non-Cash Food Assistance, and Temporary Direct Community Assistance/Cash Direct Assistance. as well as government policies in the distribution of cash transfers. regulated in the Minister of Village Regulation, development of disadvantaged areas, and transmigration number 6 of 2020.

Currently, village heads are confused because of the list of villagers who are entitled to receive Village Fund Direct Assistance (BLT DD). This is because in many villages the number of BLT recipients that meet the criteria is not proportional to the budget allocation taken from village funds , because the number of BLT recipients is much larger than the available budget. This new social safety net targets 11 (eleven) million families with a total budget of 224 (two hundred twenty four) trillion, which is taken from the total 2020 village fund allocation of 7,119 (seven thousand one hundred and nineteen) trillion. The amount of funds prepared by each village varies, ranging from 25 (twenty five) percent to 35 (up to thirty five) percent, depending on the amount of village funds received in 2020 , in accordance with the regulation of the Minister of Village Regulation No. 6 of 2020.

The data collection process until the implementation of the granting of BLT DD is listed in Minister of Village Regulation Number 6 of 2020 issued April 14, 2020 regarding amendments to the regulation of the minister of village, development of underdeveloped areas, and transmigration number 11 of 2019 concerning priority use of village funds in 2020. The regulation amends the Regulation Minister of Villages Number 11 of 2019 concerning Priority for Use of Village Funds for Fiscal Year 2020. Article 8A of the regulation stipulates several conditions for recipients of assistance, such as families who have lost their livelihoods or jobs, have not been registered to receive various social assistances, and have family members who are prone to chronic or chronic illness. Previously, the Minister of Villages and PDTT also issued Circular Letter No. 8 of 2020 concerning Villages Responding to Covid-19 and Confirmation of Village Cash Intensive Work. In this regulation, the allocation of direct cash assistance for the village fund ceiling which is less than eight hundred million is set at twenty-five percent of the village fund. The allocation for villages with a ceiling of eight hundred million to one point two billion is thirty percent. Meanwhile, villages with a ceiling above Rp 1.2 ( one point two) billion will receive an allocation of 35 (thirty five) percent. This scheme can be developed more than 35

(thirty five ) percent if needed with the approval of the local government.

With the promulgation of Regulation of the Minister of Villages and Development of Disadvantaged Regions and Transmigration (Permendes PDTT) Number 6 of 2020 concerning Amendments 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, it becomes the juridical basis for Aid Policy Direct Cash (BLT) to the poor in the village. Therefore, it is necessary to prepare and alert the village government to immediately distribute the BLT in an orderly, fair, and appropriate manner, namely the right target, the right person, the right time, the right process, and the right administrative report.

As is the case in Pao Village, Malangke Barat District, North Luwu Regency, which is one of the villages in Indonesia whose people have been affected by the COVID-19 pandemic, most of the people in this village work as fishermen and farmers who market their products in big cities such as Palopo City, Makassar, and other cities in South Sulawesi and even outside South Sulawesi. In the last 11 months, the turnover of fishpond and agricultural products such as sponge fish, corn, rice has decreased and resulted in lower purchasing prices for their products. With this regulation, the village government budgets direct assistance funds of 30 (thirty) percent of the total village fund budget that will be received. concerned.

In addition, it must be ensured that the prospective recipients of this direct cash assistance are not included in the recipients of the Family Hope Program (PKH), Basic Food Cards, and Pre-Employment Cards. The data collection of prospective village BLT recipients will take into account the Integrated Social Welfare Data (DTKS) from the Ministry of Social Affairs (Kemensos). So far, the disbursement of direct cash assistance funds has been provided by the government to the community by the Pao Village Government, Malangke Barat District .

The process is in the final stages and has been implemented but there are still various problems such as the existence of recipients of aid funds who actually do not deserve to receive but receive , and on the other hand there are those who appear to be eligible but do not receive and inaccurate beneficiary data. And there are regulations that can create gaps for irresponsible elements, such as the total budget can be allocated 35 (thirty five) percent, while for villages that only have a budget of 1.2 (one point two) billion and below can only budget 30 (thirty) percent, the regulation does not pay attention to the number of family heads in 2020 in the village concerned.

As for the other problem, it seems that the village head is not neutral in the distribution of the aid because of issues that are developing in the community, that those who fully receive direct cash assistance are only the closest people. So from the description of this background problem , the author wishes to explore it, by raising the title of the research, namely, Implementation of Village Government Policies in Distributing Direct Cash Assistance During the Covid 19 Pandemic, In Pao Village, West Malangke District. North Luwu Regency.

## METHOD

In this study, the author uses a qualitative approach where the research used is descriptive (Hunter et al., 2019; Pathak et al., 2013; Vogelsang et al., 2013). Through this approach, the author explains in detail and depth regarding the village government's policies in distributing COVID-19 cash direct assistance. The focus of this research only focuses on the village office because it only deals with village government policies. Research informants are people who can

provide information related to this research, namely: the community, community leaders, traditional leaders, and village government. Qualitative research has the main data source that comes from words and actions, the rest is additional data sourced from documents and others. Primary data sources are data obtained by researchers directly from the research location through observation and interviews. In this study, interviews were conducted with parties who understand the village government's policy in distributing COVID-19 cash direct assistance. The informants in question are the entire Pao village government and as the recipients, namely the community, data collection techniques are carried out through direct interviews with informants. Secondary data sources are data obtained by researchers indirectly, either obtained from the research location or outside the research location in the form of documentation. Secondary data sources are obtained from previous research studies and other relevant library materials, and journal/internet searches.

## **RESULT AND DISCUSSION**

### **Result**

Pao village is one of the villages in the district of Malang to the west with the highest population density in the district of Malang to the west. Like other villages in Indonesia, Pao Village was also affected by Covid 19 which resulted in the paralysis of village community activities, in other words, people's livelihoods were reduced or disrupted and some even lost their livelihoods. Therefore, the government is here to empower the community in the midst of the COVID-19 outbreak by This program is a government program that uses village funds with certain provisions in accordance with Law Number 6 of 2020 which has regulated how to implement or distribute the assistance.

### **Duties of the Implementing Committee for the Distribution of Covid-19 Direct Cash Aid**

1. Conducting education through appropriate socialization by explaining information related to Corona Virus Disease (COVID-19) both symptoms, modes of transmission, and preventive measures.
2. To collect data on people who are prone to illness, such as the elderly, toddlers, and people with chronic illnesses, permanent illnesses, and other chronic diseases, as well as to list families who are entitled to benefit from various policies related to social safety nets from the central and regional governments, both those that have been or those who have not received;
3. Identify village facilities that can be used as isolation rooms.
4. Spraying disinfectant by providing a place for hand washing and/or hand sanitizer in public places.
5. Provide medical devices for early detection, protection, and prevention of the spread of outbreaks and transmission of Corona Virus Disease (COVID-19);
6. Provide important information related to the handling of Covid-19 such as telephone numbers for referral hospitals, telephone numbers for ambulances, and others;
7. Conduct early detection of the spread of Corona Virus Disease (COVID19), by monitoring the movement of people through:

### **Communication**

From the results of the researcher's interview with Mr. Makkawaru as the village secretary said that: communication is very necessary in running the wheels of government because communication is the most core thing in a group activity, therefore in the process of distributing direct cash assistance, communication between village officials in carrying out their respective duties each has been effective, the village government has also communicated with community leaders and traditional leaders in this regard to clearly find out the problems that exist in the community during this pandemic period and the village government has also involved them in the deliberation process to determine the recipients of direct cash assistance. (Interview Results March 18, 2021).

### **Resources (Resources)**

Policy implementation will not succeed without the support of human resources of sufficient quality and quantity. The quality of human resources is related to skills, dedication, professionalism, and competence in their fields, while the quantity is related to the number of human resources whether it is sufficient to cover the entire target group. Human resources are very influential on the success of implementation, because without human resources who are reliable in human resources, policy implementation will run slowly. The results of the researcher's interview with Mr. Hajar Sirajuddin as the village head and as the chairman of the implementing committee for the distribution of direct cash assistance said that:

Resources are very necessary in activities, both natural and non-natural resources such as human resources, as well as in the process of distributing this direct cash assistance, all village officials have discussed their respective duties, the entire implementing committee has understood their respective duties starting from the first level. the hamlet data collection to the submission of the recipient's file to the sub-district head, the distribution process is carried out at the village office with the process of giving it to the community in cash. The most difficult problem faced by the village government is the number of people who are entitled to receive assistance as many as 155 family heads while the people who are registered and affected by covid 19 is a total of 185 and all of them meet the criteria '. (Interview Results March 18, 2021).

### **Disposition**

Behavioral tendencies or characteristics of policy implementers play an important role in realizing policy implementation in accordance with the goals or objectives. Important characters that must be possessed by policy implementers are honesty and high commitment. Honesty directs implementers to stay within the program principles that have been outlined, while high commitment from policy implementers will make them always enthusiastic in carrying out their duties, authorities, functions, and responsibilities in accordance with established regulations. The attitude of the policy implementers will greatly influence the implementation of the policy.

The results of the researcher's interview with Mr. Sainal as chairman of the bpd said that:

Accountability in every activity in the village is very necessary, especially in the process of community empowerment and budget processing, responsibility is the main key to success, as in the process of distributing direct cash assistance, the village government is overall responsible for the distribution of direct cash assistance in Pao Village because of the existing mechanisms. in accordance with government regulations or law number 6 of 2020 concerning community empowerment in the midst of the covid 19 pandemic. (Interview Results March 23, 2021).

## **Bureaucratic Structure**

Organizational structure has a significant influence on policy implementation. This aspect of the organizational structure covers two things, namely the mechanism and the structure of the bureaucracy itself. The first aspect is the mechanism, in the implementation of policies a standard operating procedure (SOP) is usually made. SOP is a guideline for every implementer in acting so that the implementation of the policy does not deviate from the goals and objectives of the policy. The second aspect is the bureaucratic structure, a bureaucratic structure that is too long and fragmented will tend to weaken supervision and cause complicated and complex bureaucratic procedures which in turn will cause organizational activities to become inflexible.

The following are the results of the researcher's interview with Mr. Makkawaru as the secretary of Pao Village who said that:

The structure in government is very necessary as a driving force for the wheels of government, but a very large structure will destroy a weak organizational foundation in the sense that the supervision side will be weakened because the wings of the bureaucracy are too wide, this is applied in the structure of the implementing committee for the distribution of direct cash assistance and as a supervisor in it is The village head with the village consultative body as chairman and deputy chairman of the government fiber implementing agency also partnered with the TNI/Polri in terms of supervision and security during the COVID-19 pandemic. (Interview Results March 23, 2021).

## **Discussion**

The direct cash assistance program for village funds during the COVID-19 pandemic is one of the government's ways to empower the community in the midst of the COVID-19 outbreak, which is sourced from village funds. The COVID-19 outbreak has greatly affected community activities which resulted in reduced community income and some even lost their livelihoods because their sources of livelihood were lost due to the outbreak.

1. Empowering the community in the midst of the covid 19 pandemic
2. Helping poor families suffering from chronic diseases
3. Providing certainty to people who have lost their jobs
4. Increase social responsibility together.

Of course, the government's role is very necessary in an economy. The expected role is a positive role in the form of a moral obligation to help realize the welfare of all people by ensuring a balance between private and social interests; keep the wheels of the economy on the right track.

The COVID-19 direct cash assistance program emerged as a manifestation of the government's actions containing certain values, aimed at solving public problems by utilizing available resources. The public problem in question is the problem of poverty. In general, poverty is when the community is in a completely limited condition, both in terms of accessibility to production factors, business opportunities/opportunities, education, other living facilities. The Direct Cash Assistance Program (BLT) is motivated by efforts to maintain the consumption level of Target Households (RTS) as a result of the pandemic which has an impact on the community's economy, especially the affected poor.

Next, the researcher will explain the discussion of the results of research that has been carried out by researchers from the results of observations, interviews, documentation, and literature studies regarding the Implementation of Village Government Policies in Distributing Direct Cash Assistance During the Covid 19 Pandemic Period in Pao Village, West Malangke

District, North Luwu Regency with several indicators taken according to the theory of George C. Edward III's Policy Implementation Model The indicators according to the context of the policy content are as follows.

### **1. Communication**

Communication is the process of delivering information from the communicator to the communicant. Meanwhile, policy communication means the process of delivering policy information from policy makers (policy makers) to policy implementors (policy implementors). Communication in policy implementation includes several important dimensions, namely information transformation (transmission), clarity of information (clarity) and consistency of information (consistency). The transformation dimension requires that information be conveyed not only to policy implementers but also to target groups and related parties. The dimension of clarity requires that information be clear and easy to understand, in addition to avoiding misinterpretation of policy implementers, target groups and parties involved in policy implementation. While the consistency dimension requires that the information conveyed must be consistent so as not to cause confusion for policy implementers, target groups and related parties.

### **2. Resources**

Resources have an important role in policy implementation. Edward III no matter how clear and consistent the provisions and rules are and however accurate the delivery of these provisions or rules is, if the policy implementers who are responsible for implementing the policy lack the resources to implement the policy effectively then policy implementation it will not be effective. Resources here relate to all sources that can be used to support the successful implementation of policies .

### **3. Disposition**

Behavioral tendencies or characteristics of policy implementers play an important role in realizing policy implementation in accordance with the goals or objectives. Important characters that must be possessed by policy implementers are honesty and high commitment. Honesty directs implementers to stay within the program principles that have been outlined, while high commitment from policy implementers will make them always enthusiastic in carrying out their duties, authorities, functions, and responsibilities in accordance with established regulations. The attitude of the policy implementers will greatly influence the implementation of the policy. If the implementer has a good attitude then he will be able to carry out the policy well as desired by the policy maker, on the contrary if his attitude is not supportive then the implementation will not be carried out properly.

### **4. Bureaucratic Structure**

Organizational structure has a significant influence on policy implementation. This aspect of the organizational structure covers two things, namely the mechanism and the structure of the bureaucracy itself. The first aspect is the mechanism, in the implementation of policies a standard operating procedure (SOP) is usually made. SOP is a guideline for every implementer in acting



so that the implementation of the policy does not deviate from the goals and objectives of the policy. The second aspect is the bureaucratic structure, a bureaucratic structure that is too long and fragmented will tend to weaken supervision and cause complicated and complex bureaucratic procedures which in turn will cause organizational activities to become inflexible.

Thus, the researcher can conclude that the problem of implementing village government policies in distributing cash direct assistance in Pao Village is the lack of information provided by the village government to the community about the goals and criteria for prospective recipients of cash direct assistance because people think that this direct cash assistance is specifically for people who need direct cash assistance. Therefore, the pros and cons in the community are very strong as a result of unclear communication and information from the village government and the main problem faced by the village government is the rules that bind the freedom of the village government in empowering its people such as the budget that is filled in by the rules, which is 30 percent for Villages that have a budget of one billion, while on the other hand, many people are affected by COVID-19 in terms of livelihoods, therefore the government is confused about taking action to determine who is entitled to receive the assistance.

The quota provided by the government follows the Pao Village budget, and the recipient quota is 155 families with an amount of assistance of 600,000 per month. This is a problem because around 185 families in Pao Village have been affected by Covid 19 from the livelihood side, so many people are complaining about it. On the other hand, the village government does not meet the Covid 19 protocol standards because there are still many people who do not use masks due to the scarcity of masks during the month of May in Pao Village.

## CONCLUSION

Based on the findings of researchers in the field regarding the implementation of village government policies in distributing direct cash assistance during the COVID-19 pandemic in Pao Village, Malangke Barat District, North Luwu Regency. The main problem in this case is that around 20 heads of families affected by COVID-19 do not receive direct cash assistance even though they have met the existing criteria, this is because the quota provided by the government does not meet the people affected. The quota owned by Pao Village is only 155 family heads whose budget is sourced from From village funds, the Pao Village Fund 2020 budget is Rp. 912,626,000 which is allocated for direct cash assistance as much as 30 percent or around Rp. 279,787,800 which is intended for 155 family heads which is valid for three months from May 2020 with a total received IDR 1,800,000 for one family head and an estimated budget of 600,000 per month. In terms of distribution, it is done in cash at the Pao village office, but the problem is that there are many people who do not meet the Covid 19 health protocol standards, in other words, do not use masks and hand sanitizer, because the village government only prepares two hand washing stations while the reception schedule is only one day. Therefore, people pile up at the village office and do not keep their distance, the thing that causes people not to use masks is because of the scarcity of masks and hansanitaires in Pao Village in May 2020.

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