



Utilization of Village Funds for Social Safety Net Cash Direct Assistance (Study on the Implementation and utilization of the Village Funds in 2020 in Pujon District, Malang Regency, of Indonesia)

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ABSTRACT

The purpose of this study in general is to describe, analyze and interpret the phenomenon of social safety nets oriented to the government's efforts to reduce the burden of the poor in rural areas due to the impact of Covid-19, especially Malang Regency. This study uses a qualitative method. The results of the study show that the Village Fund Direct Cash Assistance (BLT DD) policy is very beneficial for the Village community affected by Covid-19 in Pujon District, by implementing it according to the procedures and mechanisms that have been determined in Permendes No. 6 of 2020 is able to cover the most vulnerable people in Pujon District. The implementation of the BLT DD policy in Pujon District in general has reflected the values of justice, expediency and very good legal policies. If the BLT DD policy is carried out well, according to the existing procedures and rules, BLT DD will provide a sense of justice for the poor, weak, jobless, marginal and have not received any assistance from any agency. Supporting factors for policy implementation, namely good coordination and communication, strong will and commitment from the village government in Pujon District to help poor communities affected by the Covid-19 pandemic are capital in implementing policies that can run well even though there are still shortages, the presence of volunteers and village community participation and involvement. While the inhibiting factors are the discrepancy of data with the number of beneficiary families (KPM), delays in the distribution of the BLT DD distribution process, lack of coordination, and the lack of public understanding regarding the use of direct cash assistance (BLT DD).

Keywords: Direct Cash Assistance, Social Safety Nets, Village Funds.

1. INTRODUCTION

Pujon District has a village that is used as a pilot and independent village in Indonesia, the success of one of the villages in Pujon District received a special award as the best village at the National level based on the 2018 Building Village Index (IDM) by the Ministry of Villages, Transmigration and Development of Disadvantaged Regions with an Index of 0,94 have shown that Pujon District has succeeded in organizing and improving village development administration with programs that are acceptable to the community, especially in infrastructure and human development. This achievement is an effort by the local government of Malang Regency in alleviating poverty and making the village a barometer of regional progress. The success of the labor-intensive program and the transparent and accountable use of village funds made the level of public trust in the village government very high. This success is also inseparable from the management of village funds by prioritizing the interests of infrastructure development for the welfare of the community.

At the beginning of 2020 the world community was shocked by the emergence of the Co-Vid 19 pandemic which completely brought down the world economy, including Indonesia. As a result of the pandemic, the government has implemented very strict social restrictions and health protocols. As a result of the policies taken by the central government to suppress the spread of COVID-19, many people feel the direct impact.

The Direct Cash Assistance (BLT) program using the Village Fund (DD) is very helpful for local governments, especially village governments in dealing with the Covid-19 pandemic problem which has completely paralyzed all movements of people living in villages. Poor people in rural areas who experience loss of income due to layoffs, as well as the agricultural sector which is paralyzed due to many agricultural products that cannot be distributed properly. The impact of Covid-19 has caused high concern for the central government because it will cause poverty in the village. Covid-19 is a problem that is difficult to overcome by the central government, the central government then looks for a solution by making a policy to help the problem of poverty in villages due to Covid-19 through the BLT DD program aimed at preventing the emergence of extreme poverty in the village. Social policy is closely related to poverty which is a social problem. Poverty is a social personality that cannot be

separated from social policies implemented by the government. Poverty alleviation efforts have been carried out with various policies that have been implemented to alleviate poverty by distributing substantial funds provided by the government. The Minister of Finance in January 2019 explained that there was an increase in the amount of the government's budget for social protection. in 2014 it was 120.03 trillion, in 2015 it was 140 trillion, in 2016 it was 137.7 trillion, in 2017 it was 148.9 trillion, in 2018 it was 161.5 trillion and in 2019 it was 200.8 trillion.

In the implementation of the assistance policy using village funds in the Pujon sub-district, the village government in Pujon really did well coordinating the distribution of this central government policy. Pujon District with its 10 villages, most of which are independent villages, makes Pujon District advanced and its economy develops even though it is not evenly distributed in all villages. During the Covid-19 pandemic, all villages in Pujon District felt the direct impact of the Covid-19 Pandemic. The implementation of BLT distribution using village funds is based on the policy to control the impact of CoVid-19 with the Minister of Village Regulation No. 6 of 2020, after the implementation of Permendesa PDTT No. 6 of 2020 regarding the Amendment to Permendesa No. 11 of 2019 concerning Priorities for Use of Village Funds in 2020, poverty has become one of the problems that the government has not resolved due to the Covid-19 issue. The implementation of the BLT DD policy is carried out based on the technical guidelines that have been regulated in PERMENDES No. 6 of 2020. Parmenides NO. 6 of 2020 clearly stipulates that the recipients of assistance are village communities who are entitled to benefit from Direct Cash Assistance (BLT) and this village is 1. Workers in plantations and farmers, Workers for fishermen and fishermen, Workers in factories, 4 Others including teachers. Meanwhile, the following terms and procedures apply: Requirements to receive Cash Assistance from the Village Fund (BLT DD): 1. Poor local village families, have not received other government social assistance, 3. Take advantage of the nearest NIK, 4. Farmers can buy fertilizer with BLT, 5. Rules for naming BLT recipients are determined by the village head, 6. The Ministry of Social Affairs uses integrated data in recipient data, and the following guidelines also govern how Village Fund Direct Assistance (BLT DD) is obtained: All registrant activities must be reported to the volunteer village head against COVID-19, f. Data collection documents are discussed in the Special Village Deliberation forum (Musdesus) for validation, finalization, and determination of data on recipients of Village Fund Direct Cash Assistance (BLT DD), g. Documents set forth in the minutes signed by the Village Head and representatives of the Village Consultative Body (BPD), h. The document is then submitted to the Regent or Mayor.

Table 1. Number of Recipients of the Village Fund Direct Cash Assistance Program (BLT-DD) in Pujon. District

Villages in Pujon District	TOTAL KK	KK BLT-DD (data collection)			KK BLT-DD (determination)			KK BLT-DD (distribution)		
		2020	2021	2022	2020	2021	2022	2020	2021	2022
Bendosari	1.346	75	95	125	99	50	119	99	50	119
Madiredo	2,645	65	85	110	22	50	205	22	50	205
babble	2.660	60	45	150	53	15	146	53	15	146
Ngroto	2.070	80	60	150	71	45	122	71	45	122
Pandesari	3.328	174	50	160	80	36	145	80	36	145
Pujon Kidul	1,249	47	48	120	37	37	118	37	37	118
Pujon Lor	2,470	80	71	180	79	65	157	79	65	157
Sukomulyo	1,927	147	143	156	145	141	156	145	141	156
Tawang Sari	2,155	90	45	170	84	25	160	84	25	160
Wiyurejo	1,685	78	60	131	78	50	120	78	50	120

Source: Managed By Researchers.

In order to protect the lives of the poor affected by the Covid-19 outbreak, the government of the Republic of Indonesia has issued various policies. One of the policies established is through the rules stipulated in the Regulation of the Minister of Villages, Development of Disadvantaged Regions and Transmigration Number. 06 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 the Use of Village Funds in 2020, namely by providing Direct Cash Assistance (BLT) sourced from the Village Fund (DD). The government provided assistance in order to expand the Social Security Network Program (JPS). This regulation is also used as the main basis and is used as a government decree to issue Direct Cash Assistance to Village Funds (BLT DD) for community members who are experiencing economic difficulties and poor families who are badly affected by Covid-19 in the village (Heri Sutanto, Pancawati Hardiningsih, 2021).

Various problems that arise from the process of distributing aid, among others, regarding the criteria for recipients of assistance; the data collection process, whether to use the existing Social Welfare Integrated Data (DTKS) or to re-data; whether the data collection refers to the 14 poverty criteria set by the Central Statistics Agency (BPS); there is no place for complaints, if there are problems related to data collection and distribution; what about several heads of family (KK) who live in the same house,

but do not have their own Family Card (KK); whether the village can cut the amount of Direct Cash Assistance (BLT) with the intention that it can be distributed equally to other residents who have been registered and meet the criteria but the budget is not enough. Other obstacles that commonly occur in distribution are: First, there are villages that have not set the Village Revenue and Expenditure Budget (APBDes). Both distributions on a monthly basis are difficult to do because of geographical conditions that are difficult to reach. Especially the large villages and require greater operational costs, where the condition of Malang Regency is extensive. The three aid payments to beneficiaries cannot be paid on an accumulated basis. So it must be paid every month. So there are consequences that are periodically faced in the field. In addition, other obstacles are also caused by the length of the process of recording the Beneficiary Family data (KPM) every month. This makes it slow in the distribution of aid. In its development, the Ministry of Finance and the Ministry of Finance will extend BLT until 2023. In fact, the distribution of BLT DD has been given by the village government in Pujon District to the people who are entitled to receive it.

The purpose of this study in general is to describe, analyze and interpret the phenomenon of social safety nets oriented to the government's efforts to reduce the burden of the poor in rural areas due to the impact of Covid-19, especially Malang Regency. Specifically, the objectives of this research are: Implementation of Social Safety Net Policy in Malang Regency. 1) The product of the social safety net from the Village Deliberation involving the community is the implementation of BLT DD. In accordance with the criteria set out in the related Village Deliberations, the majority of village communities affected by COVID19 are the intended recipients of the Village Fund. Direct Cash Assistance (BLT DD). Benefits are also determined in village meetings, which in the end become the goals to be achieved by the village. Besides that, The method of distributing Village Fund Direct Cash Assistance (BLT DD) will also receive certain considerations. Villages are required to quickly implement the distribution of BLT DD as a new policy. How the Malang Regency Government implements the BLT DD Social Safety Net effectively and appropriately, especially in Pujon District. 2) Understanding the factors that support or hinder the implementation of the policy on the use of Village Funds (DD) to make it effective.

2. LITERATURE REVIEW

2.1. Public Policy Theory

The meanings contained in the terminology (terms) of policy (policy) are actually very non-contextual or non-textual, but all are contextual (Wahab, 2008:17). When public policies are designed, from formulation to implementation, policy makers can freely assess what phenomena will occur textually and conceptually. In simple terms it can be interpreted that public policy is the strategic use of existing resources to solve public or government problems. Therefore, it can be concluded that public policy is not homogeneous. In a certain sense, it can be said that in reality, public policies can vary according to socio-economic and political actions that occur in society and depend on people's perceptions (Wahab, 2008:17). This is also reinforced by the expert on public policy, Hary Laswell, who explains that the term "policy" indicates the need for an explanation of social goals that must be provided by the scientific field of Laswell in Parsons, (2008: 19). Meanwhile, according to Dye and other experts define public policy as; Dye defines public policy as "policy is whatever the government chooses, whatever the government does or doesn't do is public policy, while Jenkins in Wahab (2017:15) analyzes public policy as: "... a progression of interrelated choices. created by a political actor or collection of political actors, whose goals have been chosen and the resources to achieve what is happening.

2.2. Public Policy Implementation

According to Michael and Hupe, policy implementation is simply "...what happens between policy expectations and (perceived) policy outcomes" and has the dual character of "...a concern for explaining what is happening and an interest in influencing what happens." Etymologically the notion of implementation according to Webster quoted by Tachjan, (2006:25) that: Implementation is a translation of the word implementation, derived from the word to implement. The meaning of the word to implement from the Latin implementum and the origin of the words impere and plere. The word implementation is meant to fill up; to fill in, means full; complete, while plere means to fill, that is to fill. The word to implement is meant as (1) bringing to the result (effect); complete and complete. (2) provide (tools) to do something; give a practical result for something. (3) to provide or equip tools.

Policy implementation is an activity that is interconnected in the completion of a job by using the means (tools) to carry out something and obtain results. The results obtained generally have an impact or consequence, including laws and regulations, government regulations, judicial decisions and policies. The study of public policy implementation has grown since the case study of Pressman and Wildavsky in the city of Oakland, California, found difficulties in implementing personnel training programs in the late 1960s. The publication of Pressman and Wildavsky's (1973-08-01) "Implementation: How Great Hopes in Washington Are Crushed in Oakland", and the 1970s to 1980s has made the study of public policy implementation enter a golden era. Since that, Policy implementation experts have made many important contributions to understanding policy implementation and the broader policy process. At that time the top-down realization model was pioneered by Van Meter and Van Horn (1975), Sabatier and Mazmanian (1979, 1983).

2.3. Community Empowerment Theory

Empowerment in the Big Indonesian Dictionary is a process, a way, to create, to empower, derived from the word power, namely the ability to do something or the ability to act (KBBI, 2008:234). In English, empowerment, namely empowerment which means "giving power" because power is not just "style", but is "power" so that the word "daya" does not only mean "capable", but also "has power" (Wrihatnolo in Rosidin, 2019:69). The term empowerment can be interpreted as an effort to fulfill the needs desired by individuals, groups, and the wider community so that they have the ability to make choices and control their environment to fulfill their desires, including their accessibility to resources related to their work, as well as their social activities (Totok in Rosidin, 2007). 2019: 60). Empowerment means an effort or strength made by individuals or communities to be efficient in meeting their needs in a more modest direction.

2.4. Agency Theory

Agency theory is how the cooperation relationship between the two parties, namely the principal and the agent. Agency theory regulates the relationship between certain parties called principals who delegate work to other parties who are then referred to as agents who do the work. Agency theory stipulates that company management as an agent for shareholders will act consciously for their own interests (self-interest) not as a wise and prudent party and fair to shareholders as assumed in management theory (Solihin, 2008). Agency theory has always been the answer to the problem between the agent and the principal in cooperation to achieve common goals and the division of different tasks and functions.

Public sector organizations are built on Agency theory which basically regulates the public organization system to reduce internal conflicts. This can be seen in the problems in areas where there are frequent conflicts of public sector organizations. The problems that occur are relationship and agency problems (Abdul and Abullah, 2005). According to Bergman and Lane (1990) many public sector organizations need agency theory to be applied in organizational conditions that are experiencing conflict. He argues that modern democracy is based on a series of principal-agent relationships. The same thing was stated by Moe (1984) who explained the economic concept of public sector organizations using agency theory. Bergman and Lane (1990) analyze public policy commitment as the main framework for the principal and agent relationship.

3. RESEARCH METHODS

3.1. Research Approach

This study uses a qualitative method. Researchers are expected to be able to fully and comprehensively describe the phenomenon to be studied using a qualitative approach, which is outlined in the research focus, so that in the end it can answer the questions that have been formulated.

3.2. Research focus

By referring to the background, problem formulation, objectives and theory and after making adjustments to the conditions of the research area, the focus of this research is:

- 1) Implementation of the distribution of Village Fund Direct Cash Assistance (BLT DD) to prevent poverty due to Covid-19
 - a) Distribution of BLT DD for poverty prevention
 - b) Implementation Process in Program Implementation
 - c) Procedure for the Implementation of the Assistance Program
 - d) Village Apparatus in the Distribution and Supervision of the Implementation of the Village Cash Direct Assistance Program (BLT DD)
- 2) Factors that influence the policy of the implementation of the aid program
 - a) Supporting factors
 - b) Obstacle factor

3.3. Data Analysis Techniques

According to Ahmad (2015: 180), in qualitative research, "the process of analyzing data is theoretically carried out before entering the research location, while at the location, and after leaving the research site." After data collection is complete, qualitative data analysis is often carried out during the process. The interactive model of Miles, Huberman, and Saldana will be used to analyze the data because the research to be carried out takes place in the field, especially through interviews, documentation of these interviews, and observations on the research object. To ensure that the data is appropriate, qualitative data analysis activities are carried out interactively and continuously until they are completed.

4. DISCUSSION

4.1. Implementation of the Village Fund Direct Cash Assistance Program (BLT DD) in Alleviating Poverty Due to the Impact of Covid-19 in Pujon District

Covid-19 has deconstructed all orders and lifestyle patterns (Suryajaya, 2020; ižek, 2020), the economic downturn is one of the negative effects of Covid-19 felt by Indonesia. Nationally, the Indonesian economy in the first quarter contracted -2.42% compared to the fourth quarter of 2019. The second quarter contracted -4.19% compared to the first quarter. Meanwhile, when compared to the second quarter of 2019, the Indonesian economy in the second quarter of 2020 contracted by -5.32% (BPS, 2020).

In response to the impact of Covid-19 which has caused slow national economic growth, the government has made a policy of “National Economic Recovery (PEN)” (Ministry of Finance of the Republic of Indonesia, 2020). The PEN policy was revealed in various programs including the Family Hope Program (PKH), Non-Cash Food Assistance (BPNT), Basic Food Program, cash social assistance (bansos), Pre-Employment Cards, Village Fund Cash Assistance (BLT DD), Banpres for Productive MSMEs, Salary Subsidy, and Electricity Discount.

Discussions during Covid19 have been carried out by Baso Iping (2020) regarding the benefits of Village Fund Direct Cash Assistance (BLT DD) in terms of increasing purchasing power and opportunities for social conflict, Binar Dwiyanto Pamungkas et al (2020) regarding the use of Village Funds (DD) in various aid schemes in Sumbawa, one of which was in the form of direct cash assistance, and Wildan Rahmansyah et al (2020) who studied mapping the problem of distributing social safety nets, including BLT in Indonesia. From some of the BLT studies, there are still gaps in the good practice of managing data collection and distribution. Whereas the discussion of good governance is the key to a successful policy so that misuse of aid such as illegal fees, inclusion errors, and residents who do not receive assistance does not occur. Community empowerment through COVID-19 Tangguh volunteers who are the backbone of distribution in Pujon District is a phenomenon in itself because it involves the village community completely. The program can run well in Pujon District due to the synergy between all institutions starting from the Regency, District, and Village levels.

In the observations of researchers, this is a social policy carried out by the government in an effort to reduce the impact caused by Covid-19. Social policy in the form of Direct Cash Assistance (BLT) is often carried out by the government when it sees social problems that occur in the community and is related to social problems such as disasters and poverty.

4.2. The Process for the Implementation of the Village Fund Direct Cash Assistance Program (BLT DD) in Mitigating the Impact of Covid-19 in Pujon District

The BLT national program is one of the government program mechanisms to overcome the effects of Covid-19. This program helps the poor in an effort to accelerate poverty reduction and economic recovery after the Covid-19 pandemic in rural areas due to Covid-19. This Covid-19 impact management program can be said to be the largest non-natural disaster management program in the country. In practice, this program focuses on activities for the poorest Indonesians in rural areas. This program provides instant financial facilitation to rural communities throughout Indonesia who are affected by Covid-19, data collection, volunteer training, supervision, distribution is handed over directly to the village. In its implementation, the Village Fund Direct Cash Assistance (BLT DD) program is carried out in several work mechanisms,

The mechanism used in the distribution according to the researcher's observations is distribution because the distribution in the Village Fund Direct Cash Assistance (BLT DD) policy is divided into several stages with a nominal amount that has been determined by the ministry of finance. Distribution is carried out in stages to the community directly. The amount of direct cash assistance funds in Article 33 paragraph (5) of the Minister of Finance Regulation 190 of 2021, it is stated that the amount of the 2022 Village Fund Cash Assistance (BLT DD) is set at Rp.300,000 (three hundred thousand) for the first month to the second month. twelve per beneficiary family. Then, BLT payments to beneficiary families are carried out starting in January and can be paid for a maximum of three months at a time. In the payment of Village Fund Direct Cash Assistance (BLT DD) the second month to the twelfth month is greater than the need for assistance, then the payment for the difference in underpayment of the second month to the twelfth month uses the Village Fund (DD) for Direct Cash Assistance (BLT). Every month. The number of families receiving BLT benefits from the second month to the twelfth month should not be smaller than the number of families receiving direct cash assistance (BLT) for the first month.

Another interesting thing is that when a beneficiary's family dies or no longer meets the criteria as a potential beneficiary, the Village Head is obliged to replace it with a new beneficiary family. Finally, if there is a change in the beneficiary family and or an increase in the number of beneficiary families, then the change and or addition of the beneficiary family needs to be redefined in the Village Head Regulation or Village Head Decree.

During the Covid-19 pandemic, two days after the Central Government declared a national disaster emergency, the Malang Regency Government established a Task Force at the Village level with the name Desa Tangguh Responding Covid-19. This Task Force is coordinated by the Head of the Pujon Sub-district, the Village Head consisting of Village Apparatus, Hamlet Head, Head of RT, Village Institutions, and Volunteers. The scope of the task of the Task Force-19 volunteers is to prevent, handle, and overcome the impact of Covid-19 from social, clinical and economic aspects. Direct Village Fund Cash Assistance (BLT DD) is one of the efforts to mitigate the economic impact that is escorted by Tangguh volunteers in Pujon District. This is an effort to map the distribution of vulnerable groups as well as to determine the priority scale based on the level of vulnerability. The mapping of vulnerable groups aims to ensure that the assistance that will be given later can be ascertained according to the needs and right on target. All data taken by all village volunteers are then gathered and determined at the village deliberation. The determination of the beneficiaries is based on the rules issued by the government regarding the 2020, 2021, and 2022 Village Fund Cash Direct Assistance.

The mechanism in implementing the Village Fund Direct Cash Assistance Program in Pujon District in an effort to reduce the impact of poverty due to Covid-19 which is intended for directly affected communities is really very helpful for rural communities who experience it firsthand (Based on the results of interviews with informants 1, 3, 4, and 6). However, in its implementation there are many things that are not perfect due to restrictions on human movement but with the empowerment of volunteers, it makes this program easier. Another problem with this program is the use of village funds for BLT with a minimum limit of 40% (forty percent) in 2022, budgeting in 2022 which directly sets a minimum limit of 40% (forty percent) for funding the activities of the Direct Cash Assistance Program (BLT) using village funds greatly disrupts development program plans in the village. The frequent occurrence of many policy changes raises the anxiety of village heads who feel that the use of the Village Fund (DD) can still be used for other developments (Based on 5,2,7 informants).

4.3. Coordination of Program Implementation in Poverty Reduction Due to the Impact of the Covid-19 Disaster in Pujon District

George R. Terry & Leslie W. Rue (2003:72) states that coordination is a regular effort to carry out a synchronous effort and direct the implementation of activities as in the policy implementation process so that the same action occurs on subordinates for predetermined goals. By looking at the description above, it can be clearly seen that the Malang district center is very far due to the long distance between coordination in the implementation of the Village Fund Cash Direct Assistance Program in poverty alleviation due to the Covid-19 disaster through assistance to the community in Pujon District. The Regional Head of Malang Regency to his subordinates (bureaucratic apparatus) who carry out the direct cash assistance program for village funds to the poor directly. This coordination is important to do so that it is synchronized between the wishes of policymakers, in this case, the Regional Head of Malang Regency, with the implementation of their duties and functions in the community, so that the purpose of the implementation of the direct village fund cash assistance program is targeted to the poor in Pujon District. However, the facts on the ground that currently exist show that the coordination from the Regional Head of Malang Regency to his subordinates (bureaucratic apparatus) in charge of the implementation of the BLT Assistance Program in poverty alleviation is strictly monitored to avoid the possibility of misuse of aid for the personal interests of the village head or other village officials., where this is evidenced by the frequent visits made by the head of the service to villages in Pujon, with the many visits made by the Malang Regency government, especially the DPMD to Pujon District to monitor and supervise the implementation of policy implementation, even the number of visits was added to the number of meetings with village heads in Pujon (Based on the results of interviews with informants 7 and 6) frequent visits to Pujon District by the Malang Regency government greatly help the village government in carrying out distribution activities according to procedures that have been made by the government ah (Based on the results of interviews with informants 5, 16, and 12).

4.4. Procedure for the Implementation of BLT DD in Mitigating the Impact of Covid-19 in Pujon District

The procedure for implementing the Village Fund Cash Assistance Program in Pujon District which is aimed at mitigating the impact of the Covid-19 pandemic by establishing and recruiting COVID-19 Tangguh volunteers by empowering the community through several stages, namely the Village Deliberation (MUSDES), data collection, and distribution. After that, the results of the Musdes are submitted to the Pujon District Government, and then submitted to the Malang Regency government to determine the amount of the transfer budget from the center for the implementation of the Village Fund Cash Assistance Program (Based on the results of interviews with informants 12, 7, and 5).

The establishment of a Covid-19 volunteer task force (task) as a census of prospective family cards (KK) recipients of village direct cash assistance (BLT-DD) in every village in Pujon District in order to carry out data collection activities for prospective beneficiaries as expected, where as long as This Covid-19 volunteer task force in every village in the Pujon District is an organization filled with local people from the Pujon District who have long been involved in community empowerment. (Based on the results of interviews with informant 13). Then, in carrying out its duties and functions, Covid-19 task force volunteers who are in every village in Pujon District are under the coordination of the Village Government and Pujon District The duties and

functions of these volunteers are not only limited to collecting data but also ideas for the purpose of smooth implementation of the Village Fund Cash Assistance (BLT) implementation. DD) in Pujon District (Based on the results of interviews with informants 12). The professionalism of these Covid-19 volunteers can help the Village Government in finding and registering people who really should receive benefits from the Village Fund Direct Assistance (BLT DD) (Based on the results of interviews with informant 5).

4.5. Village Government Apparatus in Charge of Running the Village Fund Direct Cash Assistance Program (BLT DD) in Pujon District

The implementation of public policies is very diverse, it requires the collaboration of many policy makers. In this case, there is a need for conducive conditions in village government, when in the implementation of policies there is no collaboration, what happens is ineffectiveness and hinders the course of policy programs. Based on the explanation above, understanding the bureaucratic or institutional apparatus is a fundamental factor for reviewing the implementation of public policies, including understanding the implementation of government programs in overcoming the impact of poverty due to Covid-19 which is aimed at protecting the poor affected by Covid-19 in the village.

The success of implementing a policy can be seen from how the implementers of activities are able to understand and understand what things are being done related to their duties and functions. Three things that need to be considered in communication are consistency, transmission, and clarity. Consistency Consistency relates to the certainty and clarity of orders that must be carried out by the implementer in order to affect the effectiveness of implementation, one form of consistency is the government's commitment to implement policies. Parsons (1994: 112-113) states that the empowerment process is generally carried out collectively. According to him, there is no literature that states that the empowerment process occurs in a one-on-one relationship between individuals and individuals or between individuals and groups or institutions, even with the community.

According to Djogo (2003), institutionalization is an order and pattern of relationships between community members or mutually binding organizations that can determine the form of relationships between humans or between organizations that are embodied in an organization or network and are determined by limiting and binding factors in the form of norms, code of ethics formal and informal rules for controlling social behavior as well as incentives to work together and achieve common goals. Institutions can develop well if there is institutional infrastructure (containers), institutional arrangements (structures) and institutional mechanisms (rules). Where the rules are mutually agreed upon and clear duties and functions within the organization.

Utilization of village funds in the context of implementing the program is the right of the Village Government, both in determining the target of assistance and the distribution mechanism. However, this must still be guided by the applicable regulations. In collecting data and determining the Beneficiary Families (KPM), villages in Pujon District use the data collection mechanism for the Rukun Tetangga (RT) or Rukun Warga (RW). And the Village Head in the Pujon sub-district issues a SK (Decree) for the appointment of the data collection team. In the data collection process, RT/RW collect data on residents. Prior to submission to the Village Office, each hamlet holds a Hamlet Meeting in order to validate, finalize, and determine the hamlet level. Furthermore, the results of the data collection are then submitted to the Village Office.

The institutions or bureaucratic apparatus in charge of implementing the program aimed at reducing poverty due to the impact of Covid-19 in Pujon District are all employees in the entire Village Government of Pujon District who have been delegated by the Malang Regency government and partnered with parties with all community and government parties. such as the police, Koramil and other community institutions (Based on the results of interviews with informants 14, 15, 3 and 10).

From the observations made by the author, the problems that arise from the Bureaucratic apparatus in charge of implementing the Constraints of having to record the Population Identification Number (NIK) of recipients of assistance raise the potential that some residents who are eligible to receive Village Fund Cash Direct Assistance (BLT DD) do not receive assistance.. This obstacle is in accordance with the results of previous research from Kurniawan (2020) which said that the provisions were too rigid. At first, the Madiredo Village was worried that the distribution was not right on target because of this population data affair. However, after the Ministry of Villages, Development of Disadvantaged Regions and Transmigration issued a Letter of the Directorate General of Village Community Development and Empowerment (Dirjen PPM) No. 12/PRI.00/IV/2020, Madiredo Village can provide assistance to families who are entitled but do not have population data. The letter gave the village flexibility to channel aid to families eligible to receive assistance even though they did not have population data.

The main problem with the distribution of BLT DD is that the provisions regarding the distribution of aid are not flexible and are launched in an urgent manner so this is also a new thing for village government officials. It is undeniable that the state of the Covid-19 pandemic is indeed very urgent so the government does not have much time to prepare guidelines for the implementation of distribution properly, because, in the field of war, village heads and village officials become very dominant. The village head is encouraged to continue to coordinate with the Malang Regency DPMD to determine the many criteria and

distribution mechanisms that burden and confuse the village. There are four causes of problems in the distribution of Village Fund Direct Assistance (BLT DD) in Madiredo Village. First, the problem arises because the verification of data on Prospective Beneficiary Families (KPM) is very slow because it goes through a fairly long process. Second, the problem arises because many villagers are vulnerable to the Population Administration and one of the conditions that must be met is to include a Population Identification Number (NIK). The third problem is that the village does not have data on residents who have received assistance from the Pre-Employment Card Program so the village cannot meet the criteria for Non-Pre-Employment Card Beneficiary Families (KPM). The last problem is the physical and mental limitations of the Beneficiary Families (KPM) causing the village to need to come directly to the Beneficiary Family's (KPM) house for distribution. Of the four problems that have caused five effects on distribution in villages in Pujon District. These effects include distribution that is not timely, not well targeted, creates the potential for injustice, the village needs to prepare a Domicile Certificate, and data adjustment takes a lot of time. If this is allowed, it is feared that it will lead to distrust of the village community of the government (Based on the results of interviews with informants 15). Those who handle bureaucratic activities of the village community apparatus have worked according to applicable procedures while the problem that occurs above is when the time for data collection by volunteers is limited due to social restrictions so that it interferes with bureaucratic work in problematic villages. This problem was caused by several factors, namely human resources in the village bureaucratic apparatus which were not ready to face the problems in the early days of Covid-19 as well as the lack of community participation due to the impact of Covid-19 and social restrictions on weak community supervision (Based on the results of interviews with informants 14, 15, 10, 5, 16).

4.6. Communication in the Implementation of the Village Fund Direct Cash Assistance Program (BLT DD in Mitigating the Impact of Covid-19 in Pujon District)

Today, in Indonesia, the process of government communication between institutions such as the Social Service, the Ministry of Villages, Development of Disadvantaged Regions and Transmigration, the Ministry of Finance seems to have overlapped policies. The village government seems to have started experiencing development problems in 2022 due to the policy of the 40% (forty percent) Limit of the Village Fund (DD) for Direct Cash Assistance (BLT). This issue causes confusion because many village heads in Pujon sub-district think that economic recovery does not have to be with direct cash assistance (BLT) using Village Funds (DD) but can use other programs such as empowerment. We can see this problem in the case of public policy making. There are too many government policies that are not pro people, not even in accordance with the wishes of the people. Whereas in terms of achieving state goals, there are people's goals. This means that government communication is not going well. The policies made are not in accordance with the wishes of the people.

Public policy includes all policies originating from the government, such as economic policies, transportation, communication, defense, and security, as well as other public facilities. According to Thomas R. Dye, public policy is defined as "Whatever the government chooses to do or not to do". Meanwhile, according to Young and Quinn, one of the key concepts of public policy is a response to problems and needs in the real world. The purpose of public policy is to meet real needs or problems that arise in society. It is further explained that a set of actions with goals is public policy. In most cases, public policy does not consist of a single decision but rather a number of choices of actions or strategies made to achieve certain goals for the benefit of the people.

Similar to the description above, the BLT policy can be replaced with a community empowerment program aimed at reducing poverty in Pujon District because by empowering the bureaucratic apparatus to the community so that the community participates in the implementation of empowerment programs, in addition to achieving the expected goals, namely poverty reduction due to Covid-19 intensively in Pujon District can restore the economy of the Pujon District as a tourist area (Based on the results of interviews with informant 6).

There are a number of problems in the communication of the Bureaucratic apparatus to the public. One of the variables that influence the success of implementation according to Mazmanian and Sabatier (1983) is the characteristics of the policy. The indicator to see the characteristics of this policy is the clarity of policy content. The clearer and more detailed a policy is, the easier it will be to implement. On the other hand, the unclear content of the policy will lead to distortions in policy implementation (Subarsono, 2008). The policy for distributing BLT for Covid-19 management is regulated by many regulations. The regulations governing Village Fund Direct Assistance (BLT-DD) are always changing, it can be seen that in April 2020 there were 5 (five) regulations issued, namely first, Regulation of the Minister of Villages, Development of Disadvantaged Regions and Transmigration 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 the Priority of the Use of Village Funds in 2020; Second, the Letter of the Minister of Villages, Development of Disadvantaged Regions and Transmigration Number. 1261/PRI.00/IV/2020 regarding Notification; Third, the Letter of the Directorate General of Community Development and Empowerment Number. 9/PRI.00/IV/2020 regarding Technical Guidelines for Family Data Collection for Candidates for Assistance; Fourth, Letter of the Directorate General of Community Development and Empowerment Number.

10/PRI.00/IV/2020 Regarding Confirmation of Technical Guidelines for Family Data Collection for Candidates for Direct Village Fund Cash Assistance; and Fifth, Letter of the Directorate General of Community Development and Empowerment Number. 12/PRI. 00/IV/2020 Regarding Confirmation of Village Fund Cash Direct Assistance. Of these several regulations, the content of the policy that has become a polemic in the field is related to the target recipient and the distribution mechanism.

This regulatory inconsistency has been seen since the beginning of the policy issuance. This can be seen from the many regulations issued by the government, both those that regulate the target recipients, the distribution mechanism, the implementation period, and the distribution of Village Funds (DD). This constantly changing regulation confuses the government at the lower level, namely the village government as the implementer of the policy. According to Edwards, if policy implementation is to be effective, the implementation orders must be consistent and clear (Winarno, 2008).

The distribution policy, which was originally only 3 months (April, May, June) was extended to 6 months (July, August, September), and then extended again to 9 months (October, November, December). The inconsistency of regulations related to the distribution of Village Fund Direct Cash Assistance (BLT DD) into 3 phases makes it difficult for the Village Government to refocus the Village Fund (DD) budget which then has an impact on reducing the number of recipients. This happened because the Village Fund (DD) had been used for Covid-19 Safe Village activities, stunting and the Village Cash Intensive Work (PKTD).

4.7. Disposition in the Implementation of Village Fund Direct Cash Assistance (BLT DD) in Pujon District

Disposition has an understanding of the character and characteristics or attitudes possessed by the implementor (implementing policies in the field) such as commitment, honesty, and democratic nature. In this study, the implementors (policy implementers in the field) are bureaucratic apparatus in charge of implementing the Village Fund Direct Assistance Program (BLT DD) in reducing poverty due to the impact of Covid-19 through the Covid-19 response task force volunteers in Pujon District, namely the District, volunteers, and the Head of the Neighborhood Association (RT). Regarding each disposition (character and characteristics) which includes the commitment, honesty, and democratic nature of each bureaucratic apparatus as mentioned above, of course it can be seen clearly when they carry out their duties and functions, namely in terms of empowering the poor in Pujon District (Based on the results of interviews with informant 6). Disposition is the attitude of implementing the policy. Edward III stated that one of the suggested techniques to overcome the problem of propensity of implementers is to manipulate incentives. In this way it is hoped that it can be a driving factor that makes policy implementers carry out their duties well. According to the Head of the Malang Regency Community and Village Empowerment Service (DPMD), the form of honorarium or incentives given to the Covid-19 Volunteer Team is in the form of providing food and drink for officers. He said that: "Initially we allowed the village to provide incentives in the form of money to Covid-19 volunteers but after the Technical Guidance (bimtek) from the Financial and Development Supervisory Agency (BPKP), we were reprimanded because the provision of monetary incentives to Covid-19 volunteers could be used as findings by the government. inspectorate, but incentives in the form of eating and drinking are still allowed. So that the mention of the officer's honorarium at this time is only changed to the cost of eating and drinking for officers".

The Head of Pujon Kidul Village also conveyed the same thing that the provision of food and drink incentives for the Covid-19 Volunteer Team was only in the form of eating and drinking. Incentives are very influential for the volunteer team to assist the village in supporting the implementation of the distribution of Direct Cash Assistance (BLT), although there are still few people who want to help. Based on the results of these interviews, the author concludes that providing incentives to the community is important. Considering that the Covid-19 Volunteer Team has quite a lot of tasks, especially in the process of updating village community data. However, because the positions given are volunteers, which means people who are willing to sacrifice, the form of activity that should be carried out is a form of dedication and an attitude of helping each other. Based on this explanation, the author concludes that, Incentives are very influential with the performance of the Covid-19 Volunteer Team, considering that they have quite a lot of tasks (Based on the results of interviews with informants 14 and 8).

4.8. Supporting and Inhibiting Factors in the Implementation of the Village Fund Direct Cash Assistance Program (BLT DD) in Pujon District

1) Supporting Factors

The success of the village in carrying out the program is influenced by at least three key factors: First, the readiness and commitment of program implementing actors in the village who are able to cooperate with volunteers who are directly involved starting from the data collection process for potential beneficiaries to the time of distribution of assistance. The hard work of volunteers in the implementation of this assistance is regulated in the circular letter of the Minister of PDTT No. 8 of 2020 concerning Villages Responding to Covid-19 and Affirmation of Village Cash Intensive Work before the BLT DD policy was

established. Along with the issuance of Regulation of the Minister of Villages, Development of Disadvantaged Regions and Transmigration Number. 6 of 2020, the volunteer team was given an additional task, namely to record and verify potential beneficiaries. In Pujon, the driving force for the volunteer team is the village youth. Together with village officials and the head of the Rukun Tetangga/Dusun, they collected data in a short time. Appreciation for their performance was also conveyed by both the Village Head and the recipient community. Second, the potential beneficiaries have criteria that are not too difficult. This is very helpful for the village in the data collection process. The government also gives the village government the flexibility to add criteria when facing difficulties in data collection. In addition, villages have the authority to regulate who deserves assistance, for example, by comparing conditions between potential recipients, including ranking. Third, the community is directly involved in all stages of the policy, including determining potential beneficiaries. The institutional activity that is effectively used is deliberation. Through deliberation, transparency efforts can be carried out by assessing the feasibility of a family to become a beneficiary. In fact, in the Pujon sub-district the accountability of assistance is carried out by the village government so that all communities know the process of implementing the program.

From the results of the author's observations, the factors that can be a driving force in the implementation of the direct cash assistance program for poverty reduction due to the impact of Covid-19 through community empowerment are related to the state of Natural Resources (SDA) in Pujon District which is so abundant from agricultural and tourism resources (Based on the results of interviews with informants 20). So, natural resources in Pujon District are one of the factors that can encourage poverty alleviation due to the Covid-19 outbreak in Pujon District, because the results from natural resources are so large, and if the profits from these natural resources are used for development purposes in the District, will be very useful and can overcome poverty intensively (Based on the results of interviews with informants 5).

Another supporting factor is indicated by the emergence of concern for a small part of the community in Pujon District who from an economic point of view of middle to upper or well-established and successful in their careers and business to most of the poor people in Pujon District. The majority of the community are entrepreneurs. The businesses founded by local entrepreneurs indirectly open job vacancies for the community (Based on the results of interviews with informants 14).

Then, the last supporting factor is the emergence of breakthroughs from several villages as milk producing villages and independent village tourism (Pujon Kidul Village, Pandesari Village, Bendosari Village, Madiredo, and Ngroto) to separate attracting investors to Pujon because the people in Pujon District want to live prosperously. In the midst of abundant natural resources. The desire to form new tourist villages is actually one of the factors that can encourage the improvement of community welfare and intensive poverty alleviation, in addition to creating a better government wheel by achieving effectiveness and efficiency in the field of public services. So far, the results and benefits of the production of natural resources in Pujon District are felt by the community as a whole, because they are allocated less evenly.

2) Obstacle factor

Implementation of the program requires villages to move quickly. Regulation of the Minister of Villages, Development of Disadvantaged Regions and Transmigration Number. 6 of 2020 which became the operational basis for the policy was set on April 13, 2020. However, villages have been targeted to distribute aid in the April–June 2020 period. Villages also face various obstacles that come from the supra-village government. These obstacles include, among others, (i) the dualism of the target criteria set by the Ministry of Villages, Development of Disadvantaged Regions, and Transmigration (Kemendes PDTT); (ii) provisions that are not “flexible”, such as data collection which requires prospective recipients to have a Population Identification Number (NIK) and distribution of assistance which must be in the form of non-cash; (iii) District governments that are slow in verifying data on the results of the Musdesuss or even revising the Regent's Regulation (perbub); and (iv) Social Assistance (bansos) with overlapping target data. At the beginning of the data collection process, there were two sources of criteria that made it difficult for actors in the village. The first source is the Regulation of the Minister of Villages, Development of Disadvantaged Regions and Transmigration No. 6 of 2020 which stipulates three targeting criteria. The second source is the Letter of the Minister of Villages, Development of Underdeveloped Regions and Transmigration Number. 1261/PRI.00/IV/2020 April 14, 2020 Regarding Notification; In this regulation, the attachment on the guideline for collecting data on Prospective Assistance Recipients contains 14 (fourteen) criteria similar to the criteria for Poor Households (RTM) from the Ministry of Social Affairs. In general, the informant objected to the 14 (fourteen) criteria. They stated that it was very difficult to find a family that met the 9 (nine) criteria for Candidates for Social Assistance (Bansos), let alone 14 (fourteen) criteria. This anxiety is exacerbated by the administrative requirements for Candidates for Social Assistance (Bansos) and a non-cash distribution scheme for social assistance. In data collection, the requirement to record a Population Identification Number (NIK) as a condition for obtaining assistance, causes some families who actually deserve to receive their rights because they do not have the document. Meanwhile, non-cash distribution will be difficult because not all poor people have bank accounts. The Ministry of Villages, Development of Disadvantaged Regions and Transmigration immediately responded to this problem by updating the distribution regulations regulated through the Letter of the Director General of Village Community Development and Empowerment (Dirjen PPMD) No.

12/PRI.00/IV/2020 Regarding Confirmation of BLT DD. According to the letter, villages can distribute cash assistance by observing health protocols. Prospective recipients are also not required to have a Population Identification Number (NIK), but their domicile address must be recorded in full. The most important thing is that the regulation (i) changes the criteria for prospective recipients in accordance with the Regulation of the Minister of Villages, Development of Disadvantaged Regions and Transmigration No. 6 of 2020 and (ii) shifting the timing of the distribution of the first phase to the first week of May 2020.

However, in some areas, the changes regulated in the Letter of the Director General of Village Community Development and Empowerment (Dirjen PPMD) have not been followed. There are still district governments (pemkab) who insist on non-cash distribution, although several village heads have said that the Ministry of Villages, Development of Disadvantaged Regions and Transmigration has allowed cash distributions. There are also local governments that still make ownership of a Population Identification Number (NIK) as one of the requirements for recipients of assistance so that there are prospective recipients who should be entitled to receive assistance which are crossed out from the list of potential recipients.

In some areas in Malang Regency, the Malang Regency Government seems to be waiting to verify the list of recipients determined by the village. In fact, until the data collection in this study was completed on May 18, 2020, there were still village governments that had not adjusted the regulations in their area to the Regulation of the Minister of Villages, Development of Disadvantaged Regions and Transmigration No. 6 of 2020. As a result, there are villages that have not started the process of distributing Village Fund Direct Cash Assistance (BLT DD) because they are still waiting for technical regulations from the regent. The delay seems to be influenced by the overlapping data of various social assistances.

As a result of the successive, overlapping, and uncoordinated programs, the village was forced to make adjustments to the data several times. In fact, there are villages that have to hold a Special Village Deliberation (musdesus) up to two or three times. This was done simply because the village wanted to ensure that the potential recipients were not receiving assistance from another program.

The inhibiting factors above show the weak coordination between government institutions in regulating disaster management policies with broad impacts, such as the Covid-19 pandemic. Weak coordination of policies, data collection, and distribution in the field places the village as the party that is forced to often give in. As a consequence, distribution to potential recipients was delayed. The villages in this study generally only disbursed funds in the third and fourth week of May 2020.

The technical factor referred to in this research is related to the distribution process. The mechanism that must be taken by the village government can be said to be quite long until it reaches the channel stage. The first thing that must be taken by the village government is to establish a Village Volunteer Decree (SK). After this Decree (SK) was issued, the volunteer began to collect data at the Neighborhood Association (RT), Rukun Warga (RW) and Village levels. This data collection is based on the criteria set by the regulations. This data collection process takes quite a long time due to changes in recipient criteria.

After the village volunteers received the data for the Candidates for Assistance, a Special Village Deliberation (musdesus) was held to verify and finalize the existing data. This process also went through a long debate between Village Volunteers, Village Government, and the Village Consultative Body (BPD) regarding the prospective recipients of the Village Fund BLT to be determined. If the data on the prospective recipients have reached a consensus, the candidate recipients will be determined through a Village Head Decree (SK). However, if an agreement has not been reached, the Prospective Assistance Recipient must be re-collected.

If the 2020 Aid recipients have been determined, the village government together with the Village Consultative Body (BPD) will conduct discussions related to budget refocusing. This was done because the Village Fund Direct Cash Assistance (BLT DD) was not previously budgeted for in the APBDes. So that to divert the activities that have been previously determined, discussions are carried out with the Village Consultative Body (BPD). If the refocusing discussion is complete, the village government will make changes and elaboration of the APBDes which is stipulated through a Village Head Regulation. After all the series of processes are completed, the village government can distribute the Village Fund Direct Cash Assistance (BLT DD) (Based on the results of interviews with informants 16, 2, 4).

Table 1. Exiting Research Model on the Use of Village Funds for Social Safety Nets Direct Cash Assistance (Study on Implementation of Village Funds in Pujon District, Malang Regency)

Research Problem	Research focus	Data	Research Findings	Major Proposition	Minor Proposition
<p>Problem 1:</p> <p>How is the implementation of the Village Fund (DD) distribution policy for the social safety net of Cash Direct Assistance (BLT-DD) in Pujon District, Malang Regency?</p> <p>What are the driving and inhibiting factors in implementing the policy on the use of Village Fund Direct Assistance (BLT-DD) for social safety nets?</p>	<p>Focus 1:</p> <p>1. Implementation of the Village Fund Direct Cash Assistance Program (BLT-DD)</p> <p>a. Procedure for Implementation of Village Fund Direct Cash Assistance (BLT-DD)</p> <p>b. Mechanisms in implementing Village Fund Direct Assistance (BLT-DD) in Pujon. District</p> <p>c. Coordination of the implementation of the Village Fund Direct Cash Assistance Program (BLT-DD) in Pujon. District</p> <p>d. Communication on the implementation of the Village Fund Direct Cash Assistance (BLT-DD) program in Pujon. District</p> <p>e. Disposition on program implementation in Pujon. District</p> <p>2. Supporting Factors for Program Implementation</p> <p>3. Factors Inhibiting Program Implementationhelp</p>	<p>Data 1:</p> <p>BLT-DD is a central government program in dealing with the direct impact of Covid-19 and this policy is top-down.</p> <p>Data 2:</p> <p>The BLT-DD procedure is the direct distribution of assistance using transferred village funds and the gradual distribution of many overlapping recipient data</p> <p>Data: 3</p> <p>The mechanism for distributing BLT-DD is carried out entirely by the village from the data collection stage to the distribution stage</p>	<p>Finding 1:</p> <p>The many changes to the rules in implementing the BLT-DD policy have caused a lot of confusion in the village government, researchers found that the last policy that was burdensome was Presidential Regulation (PERPRES) Number 104 of 2021 concerning the Details of the State Budget for Fiscal Year 2022. With the automatic minimum limit, villages are less able to implement village work program in the form of infrastructure development.</p> <p>Finding 2:</p> <p>The problem of overlapping village poverty data between institutions makes the village government have to be careful in determining beneficiaries, this is further complicated by the large number of social assistance from the government through social safety nets, creating confusion in the village in actually using the 14 conditions that have been determined by the government.</p> <p>Finding 3:</p> <p>BLT-DD in distribution experienced significant obstacles, namely the existence of social restrictions so that the village government distributed directly to homes and village halls.</p>	<p>Major Proposition 1:</p> <p>The implementation of the program is constrained by many rules</p> <p>Major Proposition 2:</p> <p>The number of discrepancies in the data of recipients of direct cash assistance from village funds</p> <p>Major Proposition 3:</p> <p>Direct cash assistance using village funds has succeeded in helping poor rural communities survive the COVID-19 pandemic</p>	<p>Minor Proposition 1:</p> <p>Direct Village Fund Cash Assistance (BLT DD) must have clarity regarding implementation instructions</p> <p>Minor Proposition 2:</p> <p>The existence of multiple recipients during the implementation of direct cash assistance from village funds.</p> <p>Major Position 3:</p> <p>The direct cash assistance from village funds has succeeded in helping the economy of the poor in the village</p>

5. CONCLUSIONS AND RECOMMENDATIONS

5.1. Conclusion

Based on the results and data analysis that has been described in the previous chapters, some conclusions that can be drawn from this research are:

- 1) The Village Fund Direct Cash Assistance (BLT DD) policy is very beneficial for the village community affected by Covid-19 in Pujon District, by implementing it according to the procedures and mechanisms that have been determined in Permendes No. 6 of 2020 is able to cover the most vulnerable people in Pujon District. However, the policy stipulated in PERMENDES NO. 6 of 2020 still has some weaknesses in its implementation. Because in several cases in Pujon District it was found that at the beginning the Village Government policy was not ready due to a lack of human resources. The readiness of the Village Government as a policy implementer is the main factor in the success of policy implementation. However, not all recipients of BLT DD in villages in Pujon sub-district are poor, weak, chronically ill, have lost their jobs, marginal and have not received any assistance. There are still many beneficiary families of BLT DD in villages in Pujon sub-district who come from wealthy people, have very large lands, successful entrepreneurs, community leaders, are still close relatives/relatives of the village apparatus, BPD, premen who support the lurah, have many trucks and private vehicles and have performed Hajj. Because not all Beneficiary Families are people who meet the criteria, the socio-economic impact is less significant. BLT DD that is given to people who are not entitled to it will reduce the economic impact and benefits because the funds are not used to buy basic needs, but instead are used to buy tertiary goods. BLT DD will have a positive impact on the socio-economic life of the community if it is distributed to people who are entitled to receive,
- 2) The implementation of the BLT DD policy in Pujon District in general has reflected the values of justice, expediency and very good legal policies. If the BLT DD policy is carried out properly, according to existing procedures and rules, BLT DD will provide a sense of justice for the poor, weak, jobless, marginal and have not received any assistance from any agency. This BLT DD makes the weak, poor, marginal, jobless and chronically ill community groups feel that the government has treated them fairly. So far, there are still many poor people who have not received any assistance from the government, either PKH, BPNT, BST assistance from the POLRI, TNI and Regency Government so that they feel that they are being treated unfairly. With BLT DD targeting the lowest and most vulnerable groups of society, then they will feel cared for by the government and treated fairly. In addition to reflecting justice, the Village Fund Direct Cash Assistance (BLT DD) also brings benefits to the poor, weak, marginal, jobless and chronically ill in the face of the COVID-19 pandemic.
- 3) Supporting Factors and Inhibiting Factors for Policy Implementation.

a. Supporting factors

- (1) There is good coordination and communication between the Village Government, District, and Malang Regency Government, especially the Community and Village Empowerment Service (DPMD) in implementing policies in Pujon District so that they can be handled properly even though they are faced with the Covid-19 Pandemic.
- (2) The existence of a strong will and commitment from the village government in the Pujon District to help the poor who are affected by the Covid-19 pandemic is the capital in implementing policies that can run well even though there are still shortcomings.
- (3) Volunteers as the backbone of the implementation of BLT DD in Pujon District have had a very significant impact. the village volunteer team against COVID-19 (volunteer team) Pujon District was formed based on the Minister of Village Regulation PDTT No. 6 of 2020, the volunteer team was given an additional task, namely to record and verify prospective BLT DD recipients. In many villages, the driving force for the volunteer team is the village youth. Together with the village apparatus and the head of the RT/hamlet, they collected data in a short time. Appreciation for their performance was also conveyed well and much appreciated by the Malang Regency Government
- (4) The participation and involvement of the Village community in implementing the Cash Direct Assistance (BLT) policy in determining prospective beneficiaries through special village meetings has eliminated mutual suspicion between communities in the village.

b. Inhibiting Factors:

- (1) Incompatibility of Data with Number of Beneficiary Families (KPM) in Distribution in Pujon District In this case because in the implementation of BLT DD distribution still using old data, causing families belonging to the provision of assistance to not receive programmed assistance, then people who are not classified as provision of grants recorded in the distribution of BLT DD.

- (2) Delays in the distribution of the BLT DD distribution process. The implementation of the BLT DD program which was carried out in Pujon District aims to help people classified as underprivileged, have lost their livelihoods and have a history of chronic illness after the spread of the COVID-19 virus, but in implementation it has been delayed in several stages so that some have received assistance, there are several communities. also those who have not received this make the distribution process run ineffective considering that some of the community cannot receive the assistance.
- (3) Lack of coordination between village government officials and district governments in the distribution of Village Fund Direct Cash Assistance (BLT DD). The coordination of the Village Fund Direct Cash Assistance (BLT DD) program organizers carried out between village government officials and the center is still not well coordinated, because there are still many inconsistencies in the directions in the distribution of assistance to the community.
- (4) There is no public understanding regarding the use of direct cash assistance (BLT DD). In the implementation of the BLT DD program, people who received assistance did not understand the use of the assistance, there were still many people who did not use the assistance properly to meet their daily needs.
- (5) Another inhibiting factor is the lack of coordination between the Social Service and DPMD in the matter of beneficiary data because during the pandemic conditions in Pujon District, a lot of government assistance was channeled through other social safety net programs, so that in the beginning of the pandemic many poor people were already covered by government assistance. Others are managed by the Ministry of Social Affairs.
- (6) Implementation Procedure It is known that in the implementation of the data collection there were obstacles or problems faced by the implementation process, especially in the implementation of the data collection and the inaccuracy of the BLT DD target. There are still poor people who do not receive BLT DD assistance and there are people who are not in the poor category who receive assistance so that distribution in Pujon District is still not on target.

5.2. Suggestion

Efforts to introduce and apply the concept of social policy in social services due to Covid 19 in Pujon District:

- 1) Upaya peningkatan kualitas penerima manfaat dan pembangunan infrastruktur desa hendaknya menjadi agenda utama melalui efisiensi penerapan standart dalam penyaluran dan pendataan yang dilaksanakan secara tegas dan konsisten.
- 2) Efforts to increase data collection need to be carried out using a data collection system using Information technology (IT) carefully and systematically by maximizing the potential of the organization to improve the quality of village apparatus and volunteers. For this reason, it is necessary to carry out intensification and extensification consistently without creating new burdens for the community and not harming the village government.
- 3) Economic thinking as an effort to gain profits or increase village fund receipts needs to be included in the practice of village government in providing strengthening village funds, namely by considering costs and results. Efficiency in the use of village budgets is directed at community needs and village development which has an impact on results and minimizes development problems due to the use of village funds for Direct Cash Assistance (BLT).
- 4) To improve data collection and distribution, the right strategy should be implemented through revitalizing village government organizations and volunteers by improving a consistent structure and increasing professional village apparatus resources. To realize the competence of human resources reflects professionals in public services. The village government in Pujon needs to make every effort to include higher education and training/courses/workshops. It is necessary to open opportunities for wider participation to the public by opening the flow of information through an on-line system and supported by adequate facilities and human resources so that services lead to service standards desired by the community and eliminate the gaps that have occurred so far. Participation needs to be carried out through clear and firm partnerships and effective communication skills in establishing good relations with the public; Identify the real needs based on a survey of the service needs, facilities needed and modify the time according to what the public wants and apply in policy. It is necessary to maintain a balance between the interests of the organization and its public so as not to create inequality.
- 5) Hierarchical, centralized, bureaucratic environmental factors need to be reformed in a flexible direction. Human resources are improved through intensive education and training and balanced with adequate incentives. Anticipating inhibiting factors that have a negative impact both from patrional culture, technology and the ability to recover the village economy that does not depend on Direct Cash Assistance (BLT).

5.3. Theoretical Implications

1) The implementation of the Cash Direct Assistance (BLT) policy during the pandemic really helped the village community, especially farmers, farm workers, bus drivers, tour guides which really had a direct impact in Pujon District. The success of the Village Fund Direct Assistance (BLT-DD) in Pujon District is influenced by the content of policies that are in accordance with the conditions of the people in Pujon who are heavily affected by the Covid-19 pandemic. According to Merilee S. Grindle in Subarsono (2006: 93), the success of policy implementation is influenced by two major variables, namely the content of the policy and the implementation environment (context implementation).

The content variables of this policy include:

- a. Interests of the target group. The interest of the village government that is affected by the policy concerns the extent to which the interests of the target beneficiary groups are contained in the content of the policy. The Government's interest in tackling the impact of Covid-19 through Direct Cash Assistance (BLT) is related to various interests that have an influence on the implementation of a policy. This indicator argues that the implementation of the direct cash assistance (BLT) policy is influenced by many factors, each with its own interests.
- b. Type of benefit, namely the type of benefit received by the target group. In policy content, the benefits of this policy seek to show and explain that in a policy formulated by policy makers there must be several types of benefits that contain and produce positive impacts by implementing the policies to be implemented, in this case the Government as the policy maker also gets the impact. positive from society.
- c. Desired degree of change, namely the extent to which the desired change from the existence of a policy. In the implementation of the Direct Cash Assistance (BLT) policy, there must be a degree of change that shows the direct impact of the implementation of the Direct Cash Assistance (BLT) policy using Village funds on the Pujon community, as well as what changes occur on a measurable scale from policy implementation.
- d. Place decision making. Whether the policy decisions of this program are on target or not in implementation. Because the direct cash assistance policy is all decision making with the village head and village government, making a decision in a policy plays an important role in the implementation of a policy, therefore in this section it must be explained where the decision making of a policy to be implemented is located.
- e. Program implementation. In the implementation of the Permendes PDTT policy no. 6 of 2020 as a preventive policy at the beginning of the pandemic can be accepted by the implementer, namely the Village Government.
- f. The resources involved in implementing the policy are the Village Government, Village Community Volunteers, MUSPIKA, and DPMD. This has been regulated in Permendes PDTT No. 6 of 2020 as a preventive policy.

While the policy environment variables include:

- a. How much power is the Village Government, interests, and strategies owned by the Village Government in implementation as an actor involved in implementing this policy. In the policy of using Village Funds for Direct Cash Assistance (BLT) the Government considers the power, interests, and strategies as policy makers as well as actors involved in the implementation of this policy.
- b. Characteristics of institutions and rulers, how is the existence of institutions and regimes in power. The policy environment for Direct Cash Assistance (BLT) using Village Funds (DD) by using Village Government institutions as implementers greatly influences the policy and success of Direct Cash Assistance (BLT) as a result of Covid-19.
- c. The level of compliance and responsiveness of the target group, namely the poor due to the impact of Covid-19. As well as compliance and response from the Village government as the executor is also considered to be an important aspect in the policy implementation process, with the existing compliance of the beneficiaries making it easier for the Village Government to implement the Direct Cash Assistance (BLT) policy using Village Funds (DD).

In a policy implementation process, what is assessed is the design of an action program to influence implementation activities which can later produce an impact on the community or individual as well as the desired power of change so that from the design and program actions are formulated to be implemented until the achievement of a goal of an implementation process. The content of the implementation itself contains the interests affected, the types of benefits, the desired changes, the implementation program, and the resources deployed. Meanwhile, in the context of implementation, it is about the strengths, strategies and actors involved, the characteristics of the regime and institutions and the power of compliance in implementing the implementation.

- 2) In this study, it was found that in the process of implementing the Direct Cash Assistance (BLT) policy using Village Funds, it was a social policy taken by the central government in overcoming social problems due to the pandemic that threatened many people. Grindle's (1980) model views policy implementation as determined by the content of the policy and the context of the implementation of policies made by the government. According to Grindle, the success of implementing a policy will be largely determined by the "Content and Context" of the policies made by the government in the case of the Cash Direct Assistance (BLT) policy taken from the Village Fund (DD), the content of the policy is data collection, distribution, and supervision. by the village government. The village is an important factor in determining the outcome of this initiative to implement the Direct Cash Assistance (BLT) policy. However, it is also very much determined by the existing socio-political and economic conditions. In general, there are several factors that can influence policy implementation. According to Bessant, Watts, Dalton, Smith in (Suharto, 2020: 12): "...In short, social policy refers to what governments do when they seek to improve people's quality of life by providing various income support, community services, and support programs). That is, in short, social policy refers to what is done by the government as an effort to improve the quality of human life through the provision of various income allowances, community services and other social benefit programs.
- 3) This study also found that the central government was inconsistent in implementing the law with many changes to the rules in a not too long period of time, this has caused confusion among implementers so that it can lead to conflicts of interest and suspicions in the community towards policy implementers or policy implementers. implementer. Permendes PDTT No. 6 of 2020 as a preventive policy at the beginning of the pandemic can be accepted by the implementer, namely the Village Head, but with the issuance of Presidential Decree No. 104 of 2021 by providing a minimum limit, it creates new problems and the emergence of suspicion on the part of the implementer that there has been a "politics of social assistance" from the government. center. This reality shows, implementation of the policy from the outset involved a very complex rational and emotional process. So, it is not only concerned with the mechanism of political elaboration into routine procedures through bureaucratic channels, but more than that. Implementation studies inevitably enter the realm of conflict, complex decisions, and issues of who gets what, how much from a policy (see and compare Grindle, 1980). Therefore, it is not too wrong to say that policy implementation is an important aspect of the entire policy process, even an African policy expert, Udoji (1981: 32), has firmly said that "the execution of policies is as important if not more important. than policy making.

5.4. Practical Implications

As a practical implication of the results of this study there are several suggestions that can be recommended, as follows:

- 1) The implementation of laws and regulations should be carried out consistently so that the objectives to be achieved from these regulations are realized.
- 2) In the process of determining the policy, the government needs to involve the participation of the community, especially the Village Head, so that the policy can accommodate the interests of the community at large.
- 3) It is necessary to think about so that post-pandemic village development can run. Again with the development of infrastructure in the village by no longer using Village Funds for Cash Direct Assistance, the issue of using Village Funds for Cash Direct Assistance poses a dilemma for the village government.
- 4) This year's direct cash assistance should be able to use the budget from the Social Service and be directly under the coordination of the Social Service so that it no longer uses Village Funds.

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