



THE IMPLEMENTATION PROBLEM OF VILLAGE FUND UNCONDITIONAL CASH TRANSFER DISTRIBUTION IN SIDOARJO REGENCY DURING COVID-19 PANDEMIC

Bagus Nuari Harmawan^{1,*}, Richul Munawaroh², Annis Oktaviani³, Rinda Purwati⁴

¹ Department of Public Administration, UPN Veteran Jawa Timur Rungkut Madya St. No.1 Gununganyar, Surabaya City, Indonesia

² Department of Public Administration, UPN Veteran Jawa Timur Rungkut Madya St. No.1 Gununganyar, Surabaya City, Indonesia

³ Department of Public Administration, UPN Veteran Jawa Timur Rungkut Madya St. No. 1 Gununganyar, Surabaya City, Indonesia

⁴ Department of Public Administration, UPN Veteran Jawa Timur Rungkut Madya St. No. 1 Gununganyar, Surabaya City, Indonesia

* author correspondent

Email : bagus.nuari.adneg@upnjatim.ac.id

Abstract

The Covid-19 pandemic has impeded economic activity, reduced the number of employees, and lessened purchasing power, potentially diminishing the well-being of the population. It led to an increase in the number of impoverished individuals and families in Indonesia, particularly in Jedong Cangkring Village, Sidoarjo Regency. This study attempts to determine how the Village Fund Unconditional Cash Transfer was administered in Jedong Cangkring Village, Prambanan District, Sidoarjo Regency, during the Covid-19 pandemic. The authors implemented a qualitative method with a descriptive approach for this study. This study examined indicators of effective policy implementation in the distribution of Village Fund Unconditional Cash Transfers in Jedong Cangkring Village, Prambon District, Sidoarjo Province. There are six indicators of successful implementation: (1) standards and policy objectives; (2) resources; (3) inter-organizational relations; (4) characteristics of implementing agents; (5) social, economic, and political conditions, and (6) executor disposition or attitude. Village apparatuses, neighborhood leaders, and citizens who received Village Fund Unconditional Cash Transfers were used as informants for this study. The data for this study were collected through interviews, documentation, and literature reviews. The findings of this study indicate a number of issues regarding implementation indicators. Village Fund Unconditional Cash Transfer distribution needs to be brought back on track; there is a lack of coordination between the center and the village; and there is no role for NGOs as third parties in monitoring Village Fund Unconditional Cash Transfer distribution. The social, economic, and political conditions did not go according to plan, and there is also a problem with technology, as many elderly employees still struggle with it. On the other hand, policy implementers strive to adhere as closely as possible to regulations from above or the central government.

Keywords: Village Fund Unconditional Cash Transfer, Policy Implementation, Covid-19 Pandemic.

Abstrak

Pandemi Covid-19 telah menghambat kegiatan ekonomi, mengurangi jumlah tenaga kerja, dan menurunkan daya beli, sehingga berpotensi menurunkan kesejahteraan penduduk. Hal ini menyebabkan bertambahnya jumlah individu dan keluarga miskin di Indonesia, khususnya di Desa Jedong Cangkring Kabupaten Sidoarjo. Penelitian ini mencoba untuk mengetahui bagaimana penyelenggaraan Bantuan Langsung Tunai Dana Desa di Desa Jedong Cangkring Kecamatan Prambanan Kabupaten Sidoarjo pada masa pandemi Covid-19. Penulis menerapkan metode kualitatif dengan pendekatan deskriptif untuk penelitian ini. Penelitian ini mengkaji indikator efektivitas implementasi kebijakan dalam penyaluran Bantuan Langsung Tunai Dana Desa di Desa Jedong Cangkring, Kecamatan Prambon, Provinsi Sidoarjo. Ada enam indikator keberhasilan implementasi: (1) standar dan tujuan kebijakan; (2) sumber daya; (3) hubungan antar organisasi; (4) karakteristik agen pelaksana; (5) kondisi sosial, ekonomi, dan politik, dan (6) watak atau sikap pelaksana. Perangkat desa, tokoh lingkungan, dan warga penerima Bantuan Langsung Tunai Dana Desa digunakan sebagai informan dalam penelitian ini. Data untuk penelitian ini dikumpulkan melalui

wawancara, dokumentasi, dan kajian literatur. Temuan studi ini menunjukkan sejumlah isu terkait indikator implementasi. Penyaluran Bantuan Langsung Tunai Dana Desa perlu dikembalikan pada jalurnya; kurangnya koordinasi antara pusat dan desa; dan tidak adanya peran LSM sebagai pihak ketiga dalam pengawasan penyaluran BLT Dana Desa. Kondisi sosial, ekonomi, dan politik tidak berjalan sesuai rencana, dan ada juga masalah teknologi, karena masih banyak pekerja lanjut usia yang kesulitan menggunakannya. Di sisi lain, para pelaksana kebijakan berupaya semaksimal mungkin untuk mematuhi peraturan dari atas atau pemerintah pusat.

Kata Kunci: Bantuan Langsung Tunai Dana Desa, Implementasi Kebijakan, Pandemi Covid-19.

I. INTRODUCTION

The COVID-19 pandemic has impeded economic activities; workforce reductions resulted from insufficient operational funds to pay salaries, thereby reducing investment, private and public consumption. The aforementioned unfavorable condition decreased economic growth. Various policies were issued by the government of the Republic of Indonesia in order to safeguard the lives of low-income individuals who were vulnerable to the COVID-19 outbreak. The things behind the COVID-19 assistance disbursed by the government in each country are ; (1) establish centralized and high-level control and management of COVID-19 measures, for example, under the Governance; (2) raise and pool together public and private resources, which standard budget practices may not allow; (3) ring together different sectors and regional and local governments affected by the pandemic to facilitate implementation of emergency spending; (4) streamline or bypass some steps in the budgeting, spending, or procurement processes which, however necessary in normal times, may slow down the response to the crisis; and (5) separate COVID-19 spending from other spending to enhance financial transparency and accountability, and create a clearly defined audit trail (Rahim et al, 2020).

Regulation of the Minister of Village, Development of Disadvantaged Regions, and Transmigration Number 6 of 2020 on Amendments to the Regulation of the Ministry of Village, Development of Disadvantaged Regions, and Transmigration Number 11 of 2019 on Priority Use of Village Funds for 2020 stipulates the provision of Village Fund Unconditional Cash Transfer (Village Fund-UCT) as one of the policies.

The previously mentioned regulation is the primary basis and is used as a government decree for issuing Village Fund-UCT to villagers who are economically disadvantaged and adversely affected by the COVID-19 pandemic. However, the problem that frequently arises with government-disbursed social funds is that the beneficiaries must be on target. In the meantime, each fund has been categorized according to a variety of criteria for its beneficiaries. It can be said that the beneficiaries, including the Village Fund-UCT social fund, are ineffective.

Beneficiaries should be accomplished and the Village Fund-UCT should be disbursed promptly if the economic situation becomes significant. The utilization of reliable and precise data sources must be carefully considered in order to avoid six errors while recording the beneficiaries. The village authorities must be able

to take swift action so that Village Funds-UCT can be distributed promptly to those in need (Sutanto & Hardiningsih, 2021).

According to a previous study (Arumdani et al., 2021) conducted in Mojoruntut Village, Krembung District, Sidoarjo Regency, the Village Funds Program utilized for Unconditional Cash Transfer was disbursed on time and effectively. However, it still faced difficulties when selecting its beneficiaries. Thus, this research is essential for government institutions because it generates an input that improves the effectiveness, efficiency, and targeting of the Unconditional Cash Transfer so that nepotism practices in the aforementioned region do not occur in other regions.

In this instance, the authors analyzed this research to determine how the implementation of the Distribution of Village Fund Unconditional Cash Transfer in Jedong Cangkring Village, Prambon District, Sidoarjo Regency during the COVID-19 Pandemic in 2020 will be carried out. According to additional research (Azhari & Suhartini, 2021) conducted in Brebek Village, Waru District, Sidoarjo Regency, Village Government in Brebek has effectively distributed Village Funds to those in need and afflicted by the Covid-19 pandemic. However, more efficient use of the funds could have been achieved if those who were beneficiaries had sought to develop them through entrepreneurial endeavors. Beneficiaries were only assisted when funds were available, and it was uncertain whether the level of aid would increase if the distribution of these funds ceased. Another result of research conducted by (Zabibah & Sukmana, 2022) in Lebo Village, Sidoarjo District, Sidoarjo Regency was that there were obstacles to the implementation of UCT distribution in the research location. There was still an abundance of residents who had not been enrolled in the UCT program, and the central government delayed the process of distributing Covid-19 UCT funds. Another study conducted by (Sofi, 2021) involved the implementation of quantitative research applying a descriptive methodology, with a total sample size of 33 villages representing the archipelago, which is divided into six regions: Sumatra, Java, Kalimantan, Sulawesi, Bali Nusa Tenggara, and Maluku Papua. In terms of regulations, duties, functions, and plans, a village UCT can be highly effective. Effectiveness from a regulatory standpoint has been attained through the easing of requirements to expedite distribution, and data collection on village UCT beneficiaries has been conducted through village-specific deliberation. The

efficacy of the village UCT implementation as measured by the proportion of outcomes to outputs is 114,93%. However, implementing the effectiveness in several regions is hampered by a number of obstacles, including the limited budget available from the Village Fund for Village UCT, which is not proportional to the number of Human Development Cadres in the village, the discrepancy between Integrated Social Welfare Data and actual data in villages to determine beneficiaries, including Village UCT, and the lack of adequate distribution infrastructure.

LITERATURE REVIEW

Covid-19 is a previously unknown disease that first appeared in December 2019 in Wuhan, China (Ekotrans et al., 2021). Novel Coronavirus 2019 (2019-nCoV), also known as Severe Acute Respiratory Syndrome-Coronavirus 2 (SARS-CoV-2) (Weiss & Murdoch, 2020), is the causative agent of Covid-19. Coronavirus is recognized as a cause of acute respiratory infections like Middle East Respiratory Syndrome (MERS) and Severe Acute Respiratory Syndrome (SARS). Covid-19 is transmitted via droplets or sprays released when an infected person coughs, sneezes, or speaks (WHO, 2020).

The rapid transmission of Covid-19 has a significant impact on the global population, particularly in Indonesia (Nirwana et al., 2022). In March of 2020, the first cases of Covid-19 were reported in Indonesia (Aditya, 2021). From the beginning of the emergence of the Covid-19 case to the end of December of 2022, it was determined that 6,733,912 Indonesian residents tested positive for Covid-19, and 160,884 Indonesian citizens perished as a result of Covid-19 (Kemenkes RI, 2022). COVID-19 in Indonesia caused uncontrollable situations in multiple sectors, including health, tourism, commerce, the economy, and household requirements (Susilawati et al., 2020). The economic restrictions imposed by the Indonesian government in response to the Covid-19 pandemic have led to the loss of many jobs and an increase in destitution (Sihombing et al., 2022).

Due to the accelerated spread of Covid-19, the World Health Organization has issued the following recommendations for preventing the disease (WHO, 2019): a) wash hands with alcohol or soap and water to kill the virus regularly; b) maintain a social distance of 1 meter from other people; c) avoid crowded places and allow contact with other people; d) do not touch eyes, nose, or mouth directly before washing hands; e) stay at home to avoid contact with other people; f) if experiencing the common symptoms of Covid-19, seek medical attention immediately; and g) consistently access proven and reliable information regarding Covid-19. People also experience a new existence indirectly. During the Covid-19 pandemic, maintaining a safe distance, washing hands, and remaining at home have become cultural norms (Djalante et al., 2020). In addition, strict government regulations result in pure air (Caraka et al., 2020). The quantity of currency in circulation is growing relative to electronic money. Additionally, bank deposits have evolved into reserves

that can be accessed at any time (Silaswara et al., 2020). During the Covid-19 pandemic, national income had a positive impact on the money supply and money circulation (Ferlicia et al., 2022).

The Village Fund Unconditional Cash Transfer (Village Fund-UCT) is one of the central government programs whose authority is delegated to villages in order to alleviate the burden of Covid-19-affected poor people. Village Fund-UCT is a source of aid for the poor that is derived from village funds. Using their economic and social resources, particularly the village government budget, village funds can contribute to the control of Covid-19 (Rachaju, 2021). Regulation of the Minister of Village, Development of Disadvantaged Regions, and Transmigration Number 6 of 2020 on Amendments to the Regulation of the Ministry of Village, Development of Disadvantaged Regions, and Transmigration Number 11 of 2019 on Priority for the Use of Village Funds in 2020 outlines the regulations. This rule serves as the fundamental foundation. It is used as a government decree to issue Village Funds-UCT to community members in the village who are experiencing economic hardships and are adversely affected by Covid-19. This is a novel instrument designed to mitigate the economic effects of the Covid-19 pandemic. Under certain conditions, the regulation states that it is necessary to prioritize the use of budget allocations for particular activities (refocusing), modify allocations, or reduce or delay the distribution of budget transfers to regions and village funds (Ulumudin et al., 2022). In addition, the explanation states that "prioritizing the use of village funds" refers to the fact that village funds can be used, among other things, for unconditional cash transfers to persons experiencing poverty in the village and its activities (Achmad, 2022).

According to Donald S. Van Meter and Carl E. Van Horn (1975) in (Weimer & Vining, n.d.) state six variables that affect implementation performance, which are (1) standards and policy objectives; (2) resources; (3) inter-organizational communication and activity reinforcement; (4) the characteristics of the executing agent; (5) implementer's disposition; (6) social, economic and political conditions (Rulandari et al., 2022). This theory can depict the ideal circumstance and occurrence on the scene.

According to Government Regulation Number 43 of 2014, Village Funds originating from the State Budget are intended for villages, which are then transferred through the village government budget and are used to administer the government, including development, community empowerment, and community empowerment (Arumdani et al., 2021). In order to determine who will receive an unconditional cash transfer, a Pre-Deliberation is held in the village, which is followed by the validation determination stage, finalization, and the determination of recipient data for the Village Fund-UCT in 2020 (Rahayu & Gufon, 2020). In the regulations, it is stated that Village Fund-UCT recipients are families who have lost their means of subsistence due to layoffs, families who have not been recorded as receiving the Family

Hope Program, Non-Cash Food Assistance, or pre-employment cards, and families with members suffering from chronic or chronic illness (Sofi, 2021).

The Direct Cash Transfer Program is a government assistance program in the form of cash handouts, which are given to the poor to help them make ends meet. The government introduced the Direct Cash Transfer program to the community for the first time in 2005 (Izzati et al., 2020). The amount of government expenditure on Village Fund-UCT is Rp600,000 every month for each poor family that meets the criteria and is given for 3 (three) months and Rp300,000 every month for the following three months. Village Fund-UCT is tax-free so that the Village Fund-UCT program provided by the government to the poor can be used to meet their living needs. Because this Village Fund-UCT program is temporary, this program is only held in certain circumstances, for example the increase in Fuel Oil or the world economic crisis (Dewi & Andrianus, 2021).

Brazil was the first country to initiate the Direct Cash Transfer and this program was subsequently adopted by many other countries. There are differences regarding the amount of budget disbursed and the procedures implemented in the Direct Cash Transfer program depending on the policies of the country's government. Indonesia is one of the countries implementing the Direct Cash Transfer program, through cash compensation, food, health insurance, and education. The objectives of the program are three levels of targets, namely the near-poor, the poor, and the very poor (Sofi, 2021).

Unconditional cash transfers, where recipients can spend money on products of their choosing, have grown in popularity as a tool for economic development and poverty alleviation. A growing number of countries in sub-Saharan Africa have implemented or are in the process of implementing some type of cash transfer program (Walker, 2015). The appeal of unconditional cash transfers lies in the fact that i) they allow the recipient to spend the money they find most effective; ii) they have low administrative costs because there is no need for procurement, training, or monitoring, so a larger proportion of funds can be provided as direct assistance (Margolies & Hoddinott, 2015); and iii) existing evidence finds positive benefits for recipient households and that households do not spend transfers on temptation items (Evans & Popova, 2014).

II. METHOD

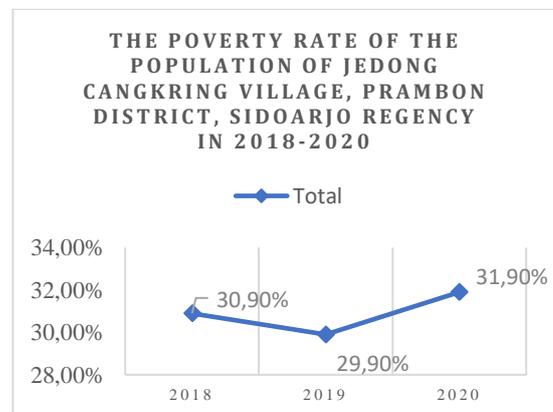
In this study, the authors used a qualitative approach and a descriptive approach in order to provide a comprehensive and detailed description of the research study. According to the book *Qualitative and Quantitative Research Methods* (Hardani et al., 2022), qualitative research aims to identify the characteristics and phenomena that belong to a single category; furthermore, the authors seek to determine the relationship between phenomena by comparing differences/similarities, such as the various symptoms

discovered. This study was conducted in Jedong Cangkring Village, Prambon District. Qualitative research approaches must determine the focus of research in order to make it easier to do research, authors with a qualitative research approach must establish a research focus. The authors measure the implementation of Village Fund-UCT distribution in Jedong Cangkring Village, Prambon District, Sidoarjo Regency using the theory presented by Weimer and Vining (2017) regarding implementation indicators. There are six indicators of implementation success, including standards and policy objectives, resources, inter-organizational relations, characteristics of implementing agents, socio-economic and political conditions, and implementers' dispositions and attitudes (Rulandari et al., 2022). In this research, a technique called purposive sampling was employed to identify informants and sources. Jedong Cangkring Village, Prambon District, is the apparatus for determining critical informants. The following individuals are able to provide the necessary data or information: Village apparatus as policy implement (3), the neighborhood head who participates in assisting the village apparatus chooses who are eligible to receive assistance (5) and Village Fund-UCT beneficiaries (10). From September to November, the authors conducted investigations for this study.

III. DISCUSSION

The poverty rate of the population of Jedong Cangkring Village, Prambon District, Sidoarjo Regency in 2018 was 30.9%. In 2019 it was 29.9%. In 2020 it was 31.9%. So it is known that in 2019 there has been a decrease in the poverty rate of Jedong Cangkring Village, Prambon District, Sidoarjo Regency, and experienced an increase in poverty rate in 2020 due to the Covid-19 epidemic.

Chart 4 1 The poverty rate of the population of Jedong Cangkring Village, Prambon District, Sidoarjo Regency in 2018-2020

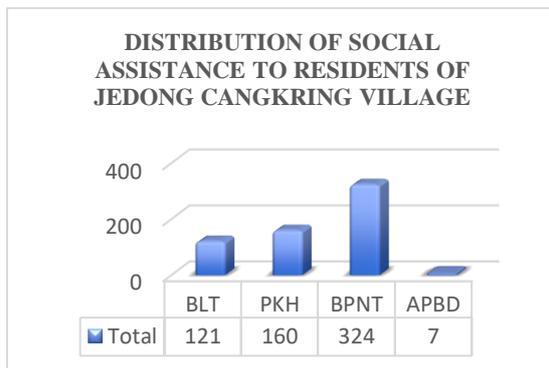


Source: Jedong Cangkring Village

There are 4 types of social assistance distributed by the Regional Government in Jedong Cangkring Village, including Non-Cash Food Assistance, Family Hope Program, Village Fund-UCT, and Social

Assistance sourced from the Regional Budget. There are 121 households receiving Village Fund-UCT in Jedong Cangkring Village, Prambon District, Sidoarjo Regency.

Chart 4 2 Distribution Of Social Assistance To Residents Of Jedong Cangkring Village



Source: Jedong Cangkring Village

In this study, the authors refer to the Regent Regulation Number 43 of 2020 on Amendments to Regent Regulation Number 8 of 2020 on Procedures for Calculation and Distribution of Village Fund Amounts in Sidoarjo Regency for the 2020 Fiscal Year and Regulation of Village Minister Number 6 of 2020 concerning Amendments to Minister of Village, Development of Disadvantaged Regions and Transmigration Regulation Number 11 of 2019 on Priorities for Development of Village Funds for 2020. In this instance, the authors use the Implementation theory by Donald S. Van Meter and Carl E. Van Horn (1975) in (Weimer & Vining, 2017) to argue that there are six indicators in implementation, including: (A) policy standards and objectives; (B) resources; (C) inter-organizational communication and activity reinforcement; (D) the characteristics of the executing agency; and (E) the implementer's disposition. (F) social, economic and political conditions.

A. Standards And Policy Objectives

To avoid misunderstandings between various parties involved in implementing the policy, the policy standards and objectives should be explicit and measurable. Village Fund-UCT was distributed in Jedong Cangkring Village, Prambon District, Sidoarjo Regency, during the Covid-19 pandemic in 2020 so that the affected communities could be assisted in meeting their basic or daily needs as a result of massive layoffs during the pandemic, as well as to prevent a decline in public welfare.

"The distribution is still not comprehensive; some poor people should get Village Fund-UCT during the Covid pandemic," said the Neighborhood Head in an interview in 2022.

This was supported by the assertions of villagers who received Village Fund-UCT that their neighbors should have received it but did not.

"There are still neighbors who have not received UCT; sometimes the distribution is also late," said a Village Fund-UCT beneficiary in an interview in 2022.

Thus, the distribution of Village Fund-UCT in the village of Jedong Cangkring has not yet been effectively implemented in terms of standard indicators and policy goals. Implementation of Village Fund-UCT distribution can be evaluated based on the achievement of predetermined objectives and policy standards. The disposition of policy implementers is closely related to standards and policy objectives. With defined policy standards and goals, implementers will concentrate more on doing their jobs.

In the policy's standard indicators and goals, the inadequate implementation of Village Fund-UCT distribution in Jedong Cangkring village could be attributable to residents who had recently lost their jobs. However, the data had not been updated, so potential recipients who should have received aid did not. In this instance, some Covid-19 affected villagers are still unable to meet their basic needs. Village Fund-UCT implementation must include monitoring and evaluation in order to meet standards and policy objectives..

B. Resources

The significance of resources in the successful implementation of policies that depend on the capacity to utilize available resources is crucial. The resources mentioned are relevant to all sources that can be used to determine the viability of a policy or program, including both human and financial resources (Sasuwuk et al., 2021). During the implementation of the Village Fund-UCT distribution in Jedong Cangkring Village, Prambon District, Sidoarjo Regency, a number of village institutions selected their wealthy relatives; this was confirmed by neighborhood leaders who were interviewed.

"There are still many people who have not received Village Fund-UCT because the apparatuses choose their relatives," –said a Neighborhood Head in an interview in 2022.

In addition, one of the village apparatuses stated that this was unavoidable because it had become a long-standing tradition. Moreover, this case demonstrates that the resources and village apparatuses that assist in distributing Village Fund-UCT are unable to determine which families should be given Village Fund-UCT priority. Inappropriate policy aims and objectives have been aided by village infrastructure. In addition to human resources, financial resources are another indicator of successful policy implementation that must be calculated. In an interview with village apparatuses, one individual noted discrepancies between the central government-provided list of beneficiary households and the list in the village.

"For example, if the central government gives a list of beneficiaries, there are as many as 150 people, but the actual data in the village, only 100 people should receive it; it may be because the central government did not update the data, so we will continue to distribute the rest to our relations" –said a village apparatus through the interview, 2022.

Each phase of policy implementation necessitates human resources of a particular caliber in accordance

with the work specified by the policy. The effectiveness of policy implementation is contingent on the utilization of available resources. Implementers play a crucial role in deciding who should receive Village Fund-UCT grants. Significant contributors to the failure of the implementation of the Village Fund-UCT distribution are the insufficiency of funds and the inadequacy of resource management by implementers.

Through these interviews, it can be seen that the village apparatuses are not wise in managing financial resources because according to the previous neighborhood head, there are still a number of people who have not been registered; therefore, with excess funds from the central government, the Village Fund-UCT should be able to be distributed to those who have not been registered in the past. In addition to a lack of coordination between the central government and village apparatuses, inaccurate data regarding the recipients of the Village Fund-UCT in Jedong Cangkring Village, Sidoarjo Regency, was collected.

C. Inter-Organizational Communication and Activity Reinforcement

Inter-organizational communication significantly influences the achievement of public policy implementation objectives. If the relationship is poor, the implementation of the program will fail. Implementation activities are linked to inter-organizational communications. Effective policy implementation will be promoted by the comprehension and accountability of each implementer for the program and its goals. It will be easier for implementers to communicate in order to achieve policy objectives if they have a complete understanding.

Top-down and bottom-up government programs often involve various parties in order to achieve the goals that have been set in a policy. Therefore, coordination and cooperation between agencies are required for the success of a program. Coordination is an effective method for implementing public policy, so this is possible. The greater the coordination and communication between the parties implementing the policy, the lower the probability that an error will be accepted, and vice versa (Pramithasari, 2015).

Inter-organizational communication in the process of policy implementation requires precision and suitability of understanding. Therefore, it is necessary to have techniques and Standard Operating Procedures (SOP) that enable all policy implementers to comprehend in order for them to act with intent (Sasuwuk et al., 2021). Jedong Cangkring Subdistrict collaborates with state-owned banks and Non-Governmental Organizations (NGOs) in the implementation of the Village Fund-UCT policy.

Jedong Cangkring Village and the State-Owned Enterprise (SOE) Bank have maintained a harmonious relationship. Excellent communication exists between these organizations, according to a statement from the village,

"Coordination with the bank has been running smoothly. We (the village side) are also waiting for the

schedule to disburse the funds from the bank. The problem is that the bank must also synchronize its data with the Social Service. However, the bank always provides the latest information if there is a change in schedule or other information" – said a village apparatus, 2022.

However, the performance of NGOs in Jedong Cangkring Village differs from their responsibilities. According to the website (Noerkaisar, 2021), one of the functions of NGOs is to participate in carrying out, observing, and designing development processes and outcomes in a sustainable manner, not just in the present. NGOs must be active in order for national and state development to be successful. However, during the distribution of the Village Fun-UCT, the NGOs had to fulfill their responsibilities properly. The NGOs only signed formally and did not oversee the distribution of the Village Fund-UCT. This was explicitly confirmed by the village officials, who stated as much,

"NGOs here only work as a formality, signing the paper, after receiving the money, they immediately went home" – A village apparatus, 2022.

This was also indirectly confirmed by the community members, who said they did not know that other parties were participating in implementing the Village Fund-UCT. The community only knows that in implementing this program, the parties involved are only village officials and the bank appointed to disburse funds. The community did not know that other parties, namely NGOs, took part in the Village Fund-UCT program in Jedong Cangkring Village.

In addition, effective communication in coordination is a crucial factor in attaining the policy implementation objective. As stated previously, the implementation of the Village Fund-UCT program in Jedong Cangkring Village cannot be separated from the numerous implementing agencies involved. Therefore, effective communication is required for the success and fulfillment of the Village Fund-UCT program's objectives. In implementing the Village Fund-UCT program in the village of Jedong Cangkring, coordination and communication between government agencies, including internal, external, horizontal, vertical, and diagonal communications, continue to face obstacles. The need for coordination between institutions and the absence of participation by village institutions in supervising the implementation of the Village Fund-UCT program in Jeong Cangkring Village were the obstacles encountered.

D. The Characteristics of The Executing Agency

The implementing agency is comprised of a bureaucratic structure. One factor that has contributed to the successful implementation of policies is bureaucratic structure. If there are deficiencies in the bureaucratic structure, policy implementation may also be unsuccessful. Bureaucratic structure is defined as the characteristics, norms, and patterns of relationships that recur in executive agencies with prospective and actual relationships with those they serve by implementing policies. The design of the bureaucratic structure determines the extent to which the mechanism or

program flow system can support the implementation of policies so that programs determined at a higher level can be implemented using existing procedures. The authors use the formal and informal connections between an agency and a policy-making body or policy implementer as indicators of bureaucracy (Engkus, 2021).

In addition, authors need to comprehend the characteristics of this program's implementing agents and their impact on the 2020 implementation of the Village Fund-UCT program in Jedong Cangkring Village. Thus, several implementing agencies, including the Jedong Cangkring Village Management, banks appointed by the government to channel aid funds, non-governmental organizations, and neighborhood heads, were involved in the implementation of the UCT program.

Regarding the Standard Operating Procedure (SOP) for the Village Fund-UCT program in Jedong Cangkring Village, it can be concluded from this study that the Village Head and distribution staff, as policy implementers, have standard operating procedures in the form of documents containing distribution process standards. A Village Fund-UCT program that is decided upon and determined. The Village Fund Unconditional Cash Transfer Program is regulated by Sidoarjo Regent Regulation 43 of 2020.

However, the characteristics of implementing agents are constrained during its implementation. Among them is the fact that many Jedong Cangkring Village officials are elderly, resulting in a lack of comprehension of the new rules and mechanisms in place. Elderly employees require a deeper comprehension of the newly introduced mechanisms and regulations. Furthermore, the scope or area of policy implementation must be considered when determining the implementing agency. The greater the scope of policy implementation, the greater the number of agents with suitable qualities that are involved. This is corroborated by the Village Fund-UCT recipient community in Jedong Cangkring Village, which stated that the program's Jedong Cangkring Village implementers were not yet optimal. This is due to the fact that village institutions do not yet comprehend the existing mechanisms. In addition to elderly employees who are technologically illiterate, according to the community, village institutions have committed additional errors in administering the Village Fund-UCT.

This was indirectly affirmed by the Head of the Neighborhood, who stated that the village's assistance was occasionally off-target. The head of the neighborhood explained that some residents should have received the Village Fund-UCT. Consequently, the recipients of aid were relatives of the village administrators. In implementing the Village Fund-UCT in Jedong Cangkring Village, the aforementioned findings suggest that the implementing agents must possess characteristics that correspond to their respective duties and responsibilities. This can be confirmed by the Fund-UCT recipient community in Jedong Cangkring Village who said that the

implementation of the Village Fund-UCT program in Jedong Cangkring Village is still not optimal. Because the village institution still does not understand the existing mechanisms. According to the community, in addition to elderly employees who stutter in technology, there are still other negligence committed by village institutions, namely not being right on target in distributing aid.

E. Implementer's Disposition

Important to the implementation of the Village Fund-UCT program is the attitude or position of policy implementers. Effective policy implementation requires knowledge of what must be done and the ability to execute it without bias. Important in the disposition is the effect of the disposition or attitude of the implementers, which will create natural barriers to the implementation of the policy if the existing employees do not carry out the officials' desired policies. Therefore, members with high morale and commitment must be chosen and appointed as policy implementers (Sasuwuk et al., 2021).

In the policy of Village Fund-UCT, it is clear that the policy disposition of the Jedong Cangkring Village Government in distributing Village Fund-UCT in 2020 is directed toward the interests of the community, particularly people experiencing poverty who have been affected by the COVID-19 pandemic, from the position of the policy direction targeting the safety of the community's economic sector, with the Village Government as the executor and person responsible for the distribution. This is the outcome of interviews with village apparatuses.

"We distribute it as much as possible to those who need it and share it equally among the people; for example, social assistance from the Social Services data is only for 100 people, while the data for the poor/needy reaches 150 people. Ultimately, we divided it evenly among those recorded in Jedong Cangkring Village, hoping there would be no social jealousy" – Village Apparatus, 2022.

As the executor and individual in command of the Village Fund-UCT program in Jedong Cangkring Village, the Village Government possesses the qualities of an executor. This is bolstered by the responsibility of village apparatuses as representatives of the village administration. Village institutions ensure the equitable distribution of funds throughout the community. This is done in the hopes that the distributed funds will help those affected to survive. Village apparatuses can carry out policies and the desires of policymakers.

Meanwhile, the results of interviews with villagers showed that village officials as policy implementers committed fraud by prioritizing close relatives compared to people who were more in need. They assume that close relatives benefit from having relatives in the village apparatus. Thus, the village apparatus is not objective in selecting Village Fund-UCT recipients.

F. Social, Economic, and Political Conditions

Social and economic environmental involvement in the implementation of the Village Fund-UCT program in Jedong Cangkring Village is dependent upon the social, economic, and political relationships involved in implementing the policies proposed by Van Meter and Van Horn. Assessing the efficacy of public implementation requires taking into account the extent to which the external environment contributes to the success of the established public policies. Unfavorable social, economic, and political conditions may contribute to the failure of policy implementation performance. Therefore, efforts to implement policies must also take the external environment into account (Sasuwuk et al., 2021). In the Jedong Cangkring Village community, there is still social rivalry regarding the distribution of Village Fund-UCT, as indicated by the findings of the interviews conducted during the research. They believe that the distribution of social assistance must be properly targeted. It is believed that the Village Fund-UCT will only reach those whose data has not been updated since the previous distribution, such as those affected by mass unemployment and the elderly who have passed away. Based on interviews with village officials, the following transpired:

"Of course, there are people who are jealous. For example, widows who have recently been abandoned by their husbands, elderly people who are alone or have no relatives to support them, and people who have just been laid off." – A Village Apparatus, 2022.

During the COVID-19 pandemic, economic involvement led to the deterioration of the Indonesian economy, resulting in an expanding poverty rate among the Indonesian population. As a result, the Government of Indonesia invested a great deal of money into improving the economic conditions of the Indonesian people, in the hope that the social assistance distributed will aid those in need and those who are suffocating during the pandemic. One of these social assistance programs is the Village Fund-UCT, which targets rural residents. This is anticipated to stimulate the stagnant Indonesian economy by beginning with a minor sector. With the government's distribution of the Village Fund-UCT, it is anticipated that the economic, social, and political conditions of the community will improve. This support is in accordance with Regulation of the Minister of Finance of the Republic of Indonesia No. 94/PMK.07/2021 as it pertains to assisting those dealing with the coronavirus pandemic and its effects.

IV. CONCLUSION

The Covid-19 pandemic worsened the economic and social instability in Indonesia. The pandemic has increased the rate of destitution; layoffs have occurred everywhere, and all social, political, and socio-cultural activities have been abruptly halted for the survival of all humankind. This action was taken to prevent tens of millions of Indonesians from falling victim to the ongoing Covid-19 pandemic. Indonesia experienced a decrease in purchasing power as a result of these issues,

so economic activity did not increase and even paused and decreased. Thus, the Government of Indonesia took the initiative to improve Indonesia's economic situation through the distribution of social assistance, one of which was Village Fund Unconditional Cash Transfer (Village Fund-UCT), which targeted rural communities. In Jedong Cangkring Village, Prambon District, Sidoarjo Regency, the fund was mentioned.

Based on results referring to the Regent Regulation Number 43 of 2020 on Amendments to Regent Regulation Number 8 of 2020 on Procedures for Calculation and Distribution of Village Fund Amounts in Sidoarjo Regency for the 2020 Fiscal Year and Regulation of Village Minister Number 6 of 2020 concerning Amendments to Minister of Village, Development of Disadvantaged Regions and Transmigration Regulation Number 11 of 2019 on Priorities for Development of Village Funds for 2020. In this instance and use the Implementation theory by Donald S. Van Meter and Carl E. Van Horn (1975) in (Weimer & Vining, n.d.) that there are six indicators in implementation, including: (A) policy standards and objectives; (B) resources; (C) inter-organizational communication and activity reinforcement; (D) the characteristics of the executing agency; and (E) the implementer's disposition. (F) social, economic and political conditions. These indicators is still off target in terms of channeling community interests and coordinating between the center and the village, and the absence of the role of NGOs as third parties in supervising the distribution of Village Fund-UCT are problematic. Consequently, some elderly employers lack technological expertise. Moreover, the executors have adhered as closely as possible to Central Government regulations despite the fact that social, economic, and political conditions have not yet gone according to plan.

On the basis of the research findings, the researchers present a number of recommendations that can be used as input and contemplation for the successful implementation of the Village Fund-UCT program in Jedong Cangkring Village. The recommendations consist of the following: (1) The role of non-governmental organizations must be maximized in overseeing the distribution of Village Fund-UCT; (2) Efforts must be made to update data on beneficiaries of village fund unconditional cash transfers recorded between the social service and Jedong Cangkring Village; and (3) With respect to excess financial resources, the village party should be allocated evenly and fairly based on basic allocation, affirmation allocation, performance allocation, and formula allotment. (4) socialization and coaching for employees, particularly technologically savvy elderly employees; (5) the need for technological innovation that can connect social service data with existing data in the village.

V. ACKNOWLEDGMENTS

The author is very grateful to those who have help finish writing this article, starting from research until the publication of this article in the journal of government policy.

V. REFERENCES

- Achmad, W. (2022). Social Action and Social Solidarity: Community Empowerment in the Digital Age. *Neo Journal of Economy and Social Humanities (NEJESH)*, 1(3), 179–184.
- Aditya, A. (2021). Covid-19 : Epidemiologi, Virologi, Penularan, Gejala Klinis, Diagnosa, Tatalaksana, Faktor Risiko Dan Pencegahan. *Jurnal Penelitian Perawat Profesional*, 3(November), 653–660.
- Arumdani, N., Rahmania, S. N., Nafi'ah, Z., & Tukiman. (2021). Efektivitas Bantuan Langsung Tunai Dana Desa (Bltd) Di Desa Mojojuntut Kecamatan Krembung Kabupatensidoarjo. *Jurnal Indonesia Sosial Teknologi*, 2(5), 6.
- Azhari, A., & Suhartini, D. (2021). Efektivitas Dana Desa Untuk BLT Sebagai Bentuk Kesejahteraan Masyarakat di Masa Pandemi Covid-19. *Jurnal Proaksi*, 8(2), 354–362. <https://ojs3.umc.ac.id/index.php/JPK/article/view/1830/1294>
- Caraka, R. E., Lee, Y., Kurniawan, R., Herliansyah, R., Kaban, P. A., Nasution, B. I., Gio, P. U., Chen, R. C., Toharudin, T., & Pardamean, B. (2020). Impact of COVID-19 large-scale restriction on environment and economy in Indonesia. *Global Journal of Environmental Science and Management*, 6(Special Issue), 65–84. <https://doi.org/10.22034/GJESM.2019.06.SI.07>
- Djalante, R., Lassa, J., Setiamarga, D., Sudjatma, A., Indrawan, M., Haryanto, B., Mahfud, C., Sinapoy, M. S., Djalante, S., Rafliana, I., Gunawan, L. A., Surtiari, G. A. K., & Warsilah, H. (2020). Review and analysis of current responses to COVID-19 in Indonesia: Period of January to March 2020. *Progress in Disaster Science*, 6. <https://doi.org/10.1016/j.pdisas.2020.100091>
- Ekotrans, J. I., Yendra, M., Putri, W., & Wetsi, M. (2021). JIEE : Dampak Bantuan Langsung Tunai (BLT) Dana Desa Covid-19. *JIEE: Jurnal Ilmiah Ekotrans & Erudisi*, 1(2), 14–22.
- Engkus. (2021). Komunikasi Kebijakan Pendaftaran Penduduk Tidak Permanen Melalui E-Punten. *Jurnal Penelitian Komunikasi*, 24(2), 191–206. <https://doi.org/10.20422/jpk.v24i2.781>
- Ferlicia, S., Suhel, S., & Andaiyani, S. (2022). Non-Cash Instruments and Money Supply in Indonesia During Pandemic Covid-19. *Signifikan: Jurnal Ilmu Ekonomi*, 11(2), 383–398. <https://doi.org/10.15408/sjie.v11i2.26491>
- Hardani, Auliya, N. H., Andriani, H., Fardani, R. A., Ustiawaty, J., Utami, E. F., Sukmana, D. J., & Istiqomah, R. R. (2022). Metode Penelitian Kualitatif & Kuantitatif. In *Jurnal Multidisiplin Madani (MUDIMA)* (Vol. 1, Issue 1).
- Nirwana, K. P., Sakir, S., & Sutan, A. J. (2022). Analisis Kebijakan BLT Dan Desa dalam Upaya Penanganan Covid-19 pada Sektor Desa. *JiIP: Jurnal Ilmiah Ilmu ...*, 7(2), 137–150. <https://doi.org/10.14710/jiip.v7i2.15135>
- Pramithasari, A. W. (2015). Implementasi Program Keluarga Berencana (Kb) Di Kelurahan Jeruk Kecamatan Lakarsantri Kota Surabaya. *Publika*, 3(1).
- Rachaju, K. (2021). Effectiveness of Cash Assistance (BLT) for Communities Affected by The Pandemic Covid-19 : A case study in Sirnajaya Village, Cibadak sub-district, Sukabumi District. *Legal Brief*, 11(1), 320–330.
- Rahayu, T. I., & Gufron, A. (2020). Implementasi Kebijakan Penggunaan Dana Desa Dalam Pencegahan Covid-19 Di Desa Turitempel Kecamatan Guntur Kabupaten Demak Tahun 2020. *Majalah Ilmiah FISIP UNTAG Semarang*, 1(21), 144–166.
- Rulandari, N., Natision, A., Esien, E. B., & Kesmawan, A. P. (2022). The Policy Implementation Of Social Ministry's Cash Assistance Program During The Covid-19 Pandemic In Jakarta. *Journal of Governance and Public Policy*, 9(1), Layouting. <https://doi.org/10.18196/jgpp.v9i1.13113>
- Rahim, F., Allen, R., Barroy, H., Gores, L., & Kutzin, J. (2020). COVID-19 Funds in Response to the Pandemic. *Fiscal Affairs (Special Series on COVID-19)*. <https://data.imf.org/GFS>
- Sasuwuk, C. H., Lengkong, F. D., & Palar, N. A. (2021). Implementasi Kebijakan Penyaluran Bantuan Langsung Tunai Dana Desa (Blt-Dd) Pada Masa Pandemi Covid-19 Di Desa Sea Kabupaten Minahasa. *Jap*, VII(108), 78–89.
- Sihombing, T., Lubis, B., Sihombing, E., Waruwu, L., & Henuk, Y. L. (2022). Reviewing the Impact of the Covid-19 Pandemic on the Current Indonesian Economy. *Proceedings of the Second International Conference on Public Policy, Social Computing, and Development (ICOPOSDEV 2021)*, 642(Icoposdev, 2021), 421–424. <https://doi.org/10.2991/assehr.k.220204.064>
- Silaswara, D., Gunawan, I., & Fung, T. S. (2020). Analysis of Money Circulating in Indonesia During the Covid-19 Pandemic. *Primanomics : Jurnal Ekonomi & Bisnis*, 18(3), 36. <https://doi.org/10.31253/pe.v18i3.390>
- Sofi, I. (2021). Efektivitas Bantuan Langsung Tunai Dana Desa Dalam Pemulihan Ekonomi Di Desa. *Indonesian Treasury Review: Jurnal Perbendaharaan, Keuangan Negara Dan Kebijakan Publik*, 6(3), 247–262. <https://doi.org/10.33105/itrev.v6i3.280>
- Susilawati, S., Falefi, R., & Purwoko, A. (2020). Impact of COVID-19 Pandemic on the Economy of Indonesia. *Budapest International Research and Critics Institute (BIRCI-Journal): Humanities and Social Sciences*, 3(2), 1147–

1156. <https://doi.org/10.33258/birci.v3i2.954>
- Sutanto, H., & Hardiningsih, P. (2021). Akuntabilitas Pengelolaan BLT-Dana Desa Pada Masa Pandemi Covid-19. *InFestasi*, 17(1), InPres. <https://doi.org/10.21107/infestasi.v17i1.9932>
- Ulumudin, A., Triana, Y., Mulyaningsih, M., & Akbar, G. G. (2022). The Effectiveness of Direct Cash Village Fund Program in 2021. *Journal of Governance*, 7(4), 894–902. <https://doi.org/10.31506/jog.v7i4.17665>
- Weimer, D. L., & Vining, A. R. (n.d.). *Policy Analysis Concepts and Practice*.
- Weiss, P., & Murdoch, D. R. (2020). *Since January 2020, Elsevier has created a COVID-19 resource center with free information in English and Mandarin on the novel coronavirus COVID- the company s public news and information website. Elsevier hereby grants permission to make all its COVID-19-r. 395(January), pp. 1015–1018. https://doi.org/10.1056/NEJMoa2002032.9*
- Zabibah, I., & Sukmana, H. (2022). Communication Analysis Of The Implementation Of The Implementation Of The Cash Direct Assistance (Blt) Program For The Impact Of Covid-19 : Analisis Komunikasi Dari Implementasi Program Bantuan Langsung Tunai (Blt) Terdampak Covid-19. *Indonesian Journal of Public Policy Review*, 18, 1–13.