



Article

Does the Village Fund Policy during the COVID-19 Pandemic become Community Conflict Sources?

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Abstract: In Indonesia, villages are the spearhead of development implementation, including economic and social governance, as well as assistance tasks. Various forms have been developed to ensure the development implementation. One of them is the village fund program. However, it can cause issues, such as conflict among communities, especially in Aceh, Indonesia. Thus, the present study investigates how the village fund has been a source of conflict in society in the Nagan Raya Regency. The research is conducted using a qualitative method. Primary and secondary data are used to identify the source of conflict from the misused of the village fund. A public policy implementation model developed by Van Meter Van Horn was used to investigate how the fund is implemented in the village in Nagan Raya Regency, Aceh Province. This study identified that the Indonesian government had allocated a fund for developing the village. The society committees in the village manage the fund. However, a lack of skill and knowledge of village administration has led to a social conflict in the community. The study found that lack of public participation has caused mistrust in using the fund.

Keywords: policy implementation; village fund; community conflict; COVID-19 pandemic.



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1. Introduction

Villages are one spearhead focus of development implementation in Indonesia in the fields of economic and social governance, as well as assistance tasks, which cannot be separated from one another (Arifin et al., 2020). Along the way, villages have developed in various forms, so they must be empowered to become advanced, independent, and democratic to carry out government and build a just, prosperous and prosperous society. According to Law Number 6 of 2014 concerning Villages, customary villages or what is called by other names are legal community units with territorial boundaries. They are authorised to regulate and manage government affairs and the interests of local communities based on community initiatives, original rights or traditional rights recognised and respected in the system of government of the Unitary State of the Republic of Indonesia. Law Number 9 of 2015 concerns granting regional autonomy authority to regencies/cities. The law was created on the basis of decentralisation, deconcentration, and assistance tasks in realising broad, real, and responsible autonomy. Regional autonomy is the right of authority and the

obligation of autonomous regions to regulate and manage their government affairs and the local community's interests by following laws and regulations (Sarga, 2021). Indonesia and dealing directly with the community are very important. The success or failure of achieving the target of regional autonomy depends on how well the Village Government implements the roles, functions, and authorities as public servants.

In the operation of the village, realising village autonomy requires a budget (Antlöv, 2003). In Law Number 6 of 2014 concerning Villages states that village finances are all village rights and obligations that can be valued in money and everything in the form of money and goods related to the implementation of village rights and obligations that generate income, spending, village finance and financial management. According to Law Number 6 of 2014 concerning Villages, the sources of village finance are as follows: a. Regional Original Income b. Allocation of State Revenue and Expenditure Budget (Village Fund) c. Share of Regional Taxes and Retribution for Regency/City d. Village Fund Allocation: e. Financial Assistance from Provincial APBD and Regency/City APBD f. Non-binding Grants and Contributions from Third Parties; g. Other Legitimate Village Income. One source of village finance is the Village Fund. The new Village Fund was implemented in 2015 with the issuance of Government Regulation Number 60 of 2014 concerning Village Funds sourced from the State Revenue and Expenditure Budget. The priority of using the Village Fund is to finance the implementation of local village-scale programs and activities in the field of village development and village community empowerment.

The allocation of Village Funds to regencies/cities is based on the number of villages by considering the population, poverty rate, area, and level of geographical difficulty. This study examines the suitability of managing the Langkak Village Fund, Nagan Raya Regency, with statutory regulations. Langkak Village has become a self-sufficient village that has village potential and development that has generated PAD for the village since 2019 until now. This study examines the extent to which the management of Village Funds in Langkak. Government Regulation Number 60 of 2014 concerning Village Funds originating from the State Revenue and Expenditure Budget and its amendments, Minister of Home Affairs Regulation Number 113 of 2014 concerning Management Village Finance, Minister of Home Affairs Regulation Number 114 of 2014 concerning Guidelines for Village Development and Regulation of the Minister of Villages, Development of Disadvantaged Regions and Transmigration concerning Priority Determination of the Use of Village Funds originating from the State Revenue and Expenditure Budget from 2015 to 2021.

Langkak Village is the best village in the transparency of Village Fund management and has the highest PAD Income at the Kuala Pesisir District level. Its management has several problems, such as delays in Village Fund distribution, preparation of RKP and APBG in Nagan Raya, and procedures for implementing activities that do not comply with the rules. The problem is caused by several factors, including (i) Adequate human resources (HR), both in terms of quantity and quality. (ii) Lack of facilities and infrastructure in financial management in the village. (iii) Low community participation in village financial management. (iv) District and village officials lack understanding of statutory regulations. Thus, this study aims to investigate Village Fund management in Nagan Raya with the laws and regulations that govern it and how to overcome the discrepancy with the rules in the management of the Village Fund.

The policy implementation model with a top-down perspective developed by the Village Fund is one of the policies of the Central Government to strengthen villages. Village Fund management is based on several policies ranging from Laws, Government Regulations, and Ministerial Regulations to Regional Head Regulations. Implementing policies in managing the Village Fund can be good if the three perspectives above are running well because the management of the Village Fund is following its laws and regulations. Suppose one of the three perspectives does not run smoothly. In that case, this means implementing the Village Fund management policy not running well or not under the laws and regulations governing it. According to Government Regulation Number 60 of 2014, Village Funds are sourced from the State Revenue and Expenditure Budget designated for Villages. They are transferred through the district/city Regional Revenue and Expenditure Budget and are used to fund government administration, implementation of development, community development, and community empowerment. The amount of the budget allocated directly to the village is determined, namely 90 per cent of the Basic Allocation divided equally among all villages and 10 per cent of the Formula Allocation. The distribution of the Allocation Formula is calculated based on the number of villagers, the area of the village, the poverty rate, and the level of geographical difficulty.

The level of geographical difficulty is determined by factors including the availability of basic services, infrastructure conditions, transportation and communication from villages to districts/cities (Mustafakulov, 2017). Data on the number of village residents, village area, village poverty rate, and level of geographical difficulty are sourced from the Central Statistics Agency. Current government policies are mostly directed at efforts to overcome poverty and improve the welfare of the Indonesian people, so it is hoped that people can meet basic needs properly and improve the quality of life for themselves and their families. It certainly impacts improving the nation's quality of life so that it can compete in the international arena, especially when it is now entering the era of globalisation. The main goals of development should revolve around eradicating poverty, creating jobs, improving people's welfare, and filling independence in the political field with economic development (Kingsbury, 2002).

In the current COVID-19 Pandemic, which is engulfing the world, including Indonesia, the number of poor people in Indonesia is increasing. In recent months the economy seems to be paralysed. Many layoffs have resulted in an

accumulation of unemployment and many people with no income. Corona Virus or COVID-19 is a disease outbreak that attacks the respiratory tract and can be fatal such as death (Ozbay et al., 2021; Rose-Redwood et al., 2020). The case of this virus is suspected to be related to the animal market in Wuhan, which sells various types of animal meat, including those not commonly consumed by the public, such as snakes, bats, and various types of rats. Cases of pneumonia infection or this mysterious pneumonia are often found in the animal market. COVID-19 is thought to be carried by bats and other animals consumed by humans so that transmission occurs.

To overcome the economic impact caused by the COVID-19 pandemic, the government carried out various policies to restore the community's economy and regenerate people's purchasing power. One of them is providing cash assistance to the poor affected by COVID-19. Direct cash assistance (BLT) is one of the government's efforts to help communities affected by COVID-19, namely by providing cash assistance of IDR 600,000 every month to low-income families (KK) affected by COVID-19. One of the sources of funds used by the government to provide cash assistance to the poor affected by COVID-19 is to use the Village Fund (DD). This Village Fund Direct Cash Assistance (BLT – DD) has been distributed to the community from April 2020 to December 2020.

Langkak Village, one of the villages in Nagan Raya affected by COVID-19, has also distributed BLT-DD to poor families affected by COVID-19. Of the 100 low-income families in Langkak Village, 60 families received BLT-DD assistance of IDR 600,000 for 9 (nine) months, from April 2020 to December 2020. While 37 poor families who did not receive BLT-DD receive assistance from the Ministry of Social Affairs in the form of Cash Social Assistance (BST), the amount of which ranges from IDR 200,000 – IDR 300,000 per month. The nominal amount of assistance received by the poor affected by COVID-19, which turned out to be not as large, turned out to be jealousy in the community, especially for those who received a smaller nominal amount. They are jealous of their friends or neighbours who receive assistance with a larger nominal. They also did not understand what criteria were used by village officials to determine who was entitled to receive the higher amount of aid. But they are still grateful to get help from the government, which can help their lives during the COVID-19 pandemic. Problems that arise in the field, as mentioned above, in connection with the provision of direct assistance in the form of cash, are the jealousy of some community members who are not touched by assistance or receive assistance with a nominal amount that is smaller than others. They sometimes compare them, especially when community members are under the obligation to work together. People who do not receive assistance or receive assistance with a smaller nominal become lazy to participate in cooperation.

2. Literature Review

Public policy is an effort chosen by the government to be carried out or not carried out in the form of goals or objectives of government programs (Vedung, 2017). According to Alfatih et al. (2018), public policy is any decision or action made intentionally and legitimately by the government to protect the public interest, solve public problems, empower the public, and create public welfare. The forms of public policies in Indonesia are Laws, Government Regulations, Presidential Regulations, Ministerial Regulations, Regional Regulations, and so on, which are regulated in Law Number 12 of 2011 concerning the Establishment of Legislation.

Public Policy Implementation is a dynamic process where policy implementers carry out an activity or activity so that they will get a result that is under the goals or objectives of the policy (Gerston, 2014). According to Meyers et al., (2007) implementation is essentially an activity to distribute policy outputs (to deliver policy output) carried out by implementers to the target group (target group) as an effort to realise the policy. According to Alfatih et al., (2018), policy implementation is applying what is mandated by a policy correctly and adequately to achieve the policy's objectives. Meanwhile, according to Van Meter & Van Horn (1975) stated that policy implementation is an action taken by the government and private individuals (and groups) directed at achieving the goals and objectives that have been set. From the above understanding, it can be concluded that policy implementation consists of three things, namely (1) policy goals or objectives, (2) activities or activities to achieve goals, and (3) activity results. Policy implementation is difficult because the problems encountered are sometimes not the same as the existing concepts. The difficulty that is often encountered is the inconsistency of implementation. In implementing policies, there can be obstacles and deviations made by policymakers and those carried out by policy implementers.

Its implementation, directly and indirectly, impacts the public policy model. In this theoretical approach, four variables affect the success of implementing a policy: 1. Communication is needed so that decision-makers and implementers will be more consistent in implementing every policy that will be implemented in society. 2. Resources Another variable for successfully implementing a policy is resources, including human and financial resources. 3. Disposition Included in this variable are the character and characteristics of the implementer, such as commitment, honesty, and democratic nature. 4. Bureaucratic structure must be strong to improve policy implementation. According to Lindsay & Ripley (1994), there are three dominant ways for the success of policy implementation: 1. The level of compliance with applicable regulations, the success rate of policy implementation can be measured by looking at the level of compliance with the contents of the policy with the regulations that have been regulated. 2. Smooth execution of function routines. The procedure itself must be carried out to achieve a goal with the smooth routine of an implementation of an activity program can make good implementation as well so that successful policy implementation

can be characterised by smooth routine functions and the absence of problems faced. 3. The realisation of the desired performance and impact, that the existence of good performance and impact is a manifestation of the successful implementation of the policy.

3. Materials and Methods

According to Creswell et al., (2007), there are several characteristics of good qualitative research using appropriate data procedures. Having clear characteristics in the research focus and methods that can be carried out in detail in data collection, analysis or report writing, as well as using a detailed analysis with the suitability of research indicators that the readers can persuasively understand. The data analysis process reviews all available data from various sources, namely interviews, observations and FGDs written down in field notes, personal documents, official documents, pictures, photos and so on. The data analysis takes place interactively: data collection, data reduction, data presentation and verification or drawing a conclusion (Brandt & Brandt, 1998). Testing the credibility of data was conducted through extended observations, increased persistence in research, triangulation, discussions with colleagues, and member checks (Hancock et al., 2001). Before starting all stages of qualitative research, the first thing to do is to determine the research question or focus (A. Moser & Korstjens, 2018). Implementing the Village Fund Direct Cash Assistance (BLT-DD) Policy for the poor affected by COVID-19 in Langkak Village, Kuala Pesisie District, including the target group, is the policy's main goal. Strategic management is needed to support the behaviour change process of the target group (target group). Managerial capabilities include developing adequate supervision as a program that does not fiscally mismanagement and upholding the morale of the implementers, and internal conflict management. Supporting factors and inhibiting factors for implementing the Village Fund BLT policy for the poor affected by COVID-19 in Langkak Village, Kuala Pesisie District, include internal and external factors. Providing BLT-DD to the poor affected by COVID-19 in Langkak Village, Kuala Coastal District, includes positive and negative impacts.

4. Results

4.1. Village Fund Policy Implementation

4.1.1. Communication

A good organisational communication climate always marks organisational dynamics that are always alive and growing (Schein, 1993). The actualisation of a good climate is creating active and effective communication between leaders and subordinates, between subordinates and co-workers, and between leaders, subordinates and the public in an organisation (Bäckström et al., 2016). The formation of the organisational climate described above is needed to accelerate the coordination, cooperation and achievement of organisational goals. It is necessary to realise all of it and create a good organisational communication climate. Understanding this, some objects will be observed empirically, showing that the scope of government in the village in implementing the communication climate between organisations shows symptoms of an ineffective organisational communication climate. The observations in the field offer a miscommunication gap between leaders and subordinates, subordinates and their colleagues between work units. Structurally, government organisations led by village heads, assisted by structural position groups and community groups, have not established a good organisational communication climate.

Various problems are often found in carrying out their main tasks and functions to advance the organisation. Problems that often arise today are miscommunication and vertical communication between leaders and groups of structural positions and the community in the village (Kadushin et al., 2005). Communication errors often occur horizontally between functional position groups and functional position groups (fellow subordinates) in various organisational programs and activities. Including communication errors also often occur diagonally between leaders and structural/community groups and the public related to the implementation of organisational service activities. For example, vertically, the village head with structural position groups and the community sometimes disagree with implementing main tasks and functions. Horizontally, fellow subordinates in implementing programs and activities often have communication disagreements. And diagonally, the leaders, subordinates, and the public served cannot communicate the program of service activities in an integrated manner.

Errors that often occur in organisational communication are the impact of declining work performance and employee performance in carrying out their main tasks and functions properly. Therefore, it is necessary to make efforts to cultivate an effective organisational communication climate by bringing up various actions or communication activities among the parties communicating with each other in an organisation. The actualisation of communication activities that are often carried out is to talk, discuss, meet and collaborate as often as possible in discussing various programs and activities related to the implementation of work tasks. because leaders often apply communication that is difficult to implement and translate by structural and functional positions due to the frequency and effectiveness of the communication that is not properly socialised. Communication climate is often neglected among structural and functional groups when discussing various programs and activities (Moser, 2010). These groups tend to lack

communication and are less effective in communicating personally, in groups and work units, so there is often a vacuum in carrying out their main duties and functions in carrying out assigned or authorised programs and activities.

Organisational communication is a link in the development of various messages conveyed through a channel from the source to the message recipient. Usually in an organisation there are parties as sources of recipients of information and as providers of information to produce an effective organisational competence in processing messages and channels as feedback and feedback from the effects of communication in advancing the organisation (Spitzberg & Cupach, 2009). Organisational communication is the motive of a purpose for communicating people. It is expressed consciously that involves many interests following the use of effective communication media to produce an effective organisational communication that cannot be separated from the existence of internal and external communication. Internal communication can be done vertically, horizontally and diagonally. And external communication is carried out through the provision of information, discussion and cooperation involving conversations using messages that are easy to understand (Beebe et al., 2002). Internal organisational communication involves giving and receiving messages from superiors to subordinates or other people, resulting in vertical, horizontal and diagonal internal communication. The form of this communication varies according to the form of organisational activities in implementing effective organisational communication. Nawi (2015) stated that vertical internal organisational communication is an act of command, reprimand, praise and instructions for all activities communicated to achieve organisational goals. Horizontal internal organisational communication is a communication act mediating between leaders, employees and work units in discussing an organisational activity to achieve goals. Diagonal internal communication between superiors and subordinates of work units communicates with each other in understanding a message that is received and sent.

We concluded that the Village Head had communicated the application of organisational communication applied to the Village Government along with the ranks of the work unit and his subordinates in carrying out the main tasks and functions of the Village Government, so the researcher gave suggestions that need to be improved and improved on the implementation of organisational communication that has been implemented so far. by avoiding miscommunication in receiving policy authority and carrying out the main tasks of each involved to create a conducive communication climate in government organisations. It is necessary to improve and understand the importance of organisational communication in the village government to carry out the BLT program and activities that have been communicated vertically, horizontally and diagonally.

4.1.2. Resources

In connection with the provision of direct assistance in the form of cash, are the jealousy of some community members who are not touched by assistance or receive assistance with a nominal amount smaller than others. They sometimes compare them, especially when community members are under the obligation to work together. People who do not receive assistance or receive assistance with a smaller nominal become lazy to participate in mutual cooperation. What is also a concern in implementing the Village Fund BLTD distribution, which is a government policy to help poor families affected by the COVID-19 pandemic, is the morale of the implementers and avoiding internal conflicts, in this case the conflict of policy implementers. One of which is the direct implementer of the BLT-Dana Desa program in Langkak Village, it can be seen that the process of distributing cash assistance through the BLT-Dana Desa program should prioritise the morale of the implementers and avoid internal conflicts so that the program can run smoothly and arrive correctly at the target group, in this case, the poor families affected by the COVID-19 pandemic. The implementers must have a high commitment, prioritise honesty and have a fair spirit in the process of distributing the aid. It is in accordance with what is offered by Sabatier & Mazmanian (1980) that implementation as a policy model recognises the morale of the implementers and internal conflict management—also, following what was conveyed by Edwards III.

According to O'Higgins (2010), four factors support and hinder organisational communication climate: leadership, HR behaviour, work groups and external organisations. Leaders, basically every action taken by the leader affects the organisational communication climate in several ways such as organisational rules, policies and procedures related to issues related to personnel issues, distribution of rewards, communication styles, methods used to motivate, techniques and actions discipline, interaction between management and groups, interaction between groups, attention to the problems that HR has from time to time, as well as the need for satisfaction and welfare of HR. HR behaviour affects the organisational communication climate through the personality, especially the needs and actions taken to satisfy these needs (Yesil & Sozbilir, 2013). Communication between HR plays an important part in shaping the climate (Grojean et al., 2004). The way a person communicates determines the level of success or failure of human relationships. Based on a person's normal style of living or managing things, it can either add to it a positive climate or it can reduce it to a negative one. Work groups, in this case there are certain needs in most people in terms of friendly relations, a need that is often satisfied by groups in organisations. Groups develop in two ways: formally, primarily in work groups and informally as groups of friendship or common interests. External organisations affect the organisational communication climate seen from the economic situation as the main factor influencing the climate (Damanpour & Schneider, 2006), pressure to increase profits, government policies in setting rules and determining wages (Soskice, 1990).

4.1.3. Disposition

One of the variables in policy implementation is disposition, namely the character and characteristics of the implementor, such as commitment, honesty, and democratic nature (Jacoby et al., 1977). If the implementor has a good disposition, then he will be able to carry out the policy well as desired by the policy maker. Furthermore, in every policy implementation there will always be a negative impact from the policy. This negative impact is not expected by the government but is something that will indeed be very difficult to avoid. Based on field interviews, supported by the results of direct observations in the field at the research location, in every policy there will always be a negative impact. These negative impacts are unexpected but difficult to avoid. This is in accordance with what was conveyed by (Ali et al., 2013), that one of the dimensions of the impact of public policy is unintended consequences, namely that some people are reluctant to try hard to get jobs because they are happy to wait for subsidies from the government. For this reason, the government and all stakeholders involved in implementing the policy of providing BLT-Village Funds, especially those in Langkak Village, should try as much as possible to convey to the community, especially poor families who receive assistance so that they can take advantage of the assistance to help ease the burden of their family life. Do not use the aid money for unnecessary things. Or even the Langkak Village government officials could threaten to impose sanctions on cutting off the assistance or no further assistance would be provided if there were caught using the aid money not in accordance with what was recommended by the government. Moreover, it is used for negative things, such as buying cigarettes, buying liquor, gambling and other negative things.

4.1.4. Bureaucratic Structure

Another internal factor that supports the implementation of the BLT-Village Fund policy in Langkak Village is the availability of sufficient resources, in this case in the form of human resources and financial resources. Based on field observations resulting from discussions with officials in Langkak Village who are also the implementers of the BLT-Village Fund policy implementation in Langkak Village, it can be seen that the availability of human resources in this case the village apparatus as implementing the BLT-Village Fund policy, as well as the existence of financial resources namely the predetermined budget, which is 35% of the village fund budget received from the central government, becomes an internal supporting factor for the implementation of the BLT-Village Fund policy in Ambengan Village. This is in accordance with what was conveyed by C.Edwards III. Udjiyanto et al. (2021) added that resources become an influential variable in policy implementation. The resources in question are human resources, namely the competence of the implementor, and financial resources. Resources are an important factor for effective policy implementation. Without resources, policies will only remain on paper as documents.

Furthermore, the implementation of the BLT-Village Fund policy in Langkak Village is supported by external factors, namely the existence of clear rules that have been set by the government so that the procedure is not too complicated. Based on the statements submitted by the community supported by observations at the research location at the time of disbursement of BLT-Village Funds in Langkak Village, it can be seen that externally, the supporting factor for implementing the BLT-Village Funds policy in Langkak Village is the existence of clear rules contained in the Permendes PDDT regarding the rules, procedures, and requirements for receiving BLT-Village Funds. This certainly makes it easier for policy implementers to implement the policy. This is of course in accordance with what was conveyed by C.Edwards III (Udjiyanto et al., 2021) regarding the bureaucratic structure as one of the variables that influence policy implementation. The bureaucratic structure in question is the existence of SOPs (Standard Operating Procedures) which serve as guidelines for each implementor in implementing policies

The supporting factors mentioned above are also in accordance with what was conveyed by Grindle (2017), that the success of policy implementation is influenced by two major variables, namely the content of the policy (context of policy) and the implementation environment (context implementation), where the variable content of the policy is incorrect. the other contains the types of benefits received by the target group (target group).

4.2. Conflict Dynamics in Village Fund Management

From the sociological point of view, society is always in change and every element in society always contributes to the occurrence of conflict. One of the causes of conflict. One of the causes of conflict is due to an imbalance between human relations such as socio-economic aspects and power. For example, uneven prosperity and unequal access to resources will then cause problems in society (Fisher et al., 2014). According to Madden (2008), the factors causing conflict includes:

- a. There are individual differences which include differences in attitudes and feelings, because every human being is unique, and has different attitudes, feelings for each other. This difference in attitudes and feelings will be a factor causing social conflict, because in carrying out one's social relationships an individual is not always like with an individual or group.

- b. Differences in cultural backgrounds so as to form different personalities, individuals will more or less be affected by the patterns of thought and group stance and that will result in individual differences that can trigger conflict.
- c. Differences in interests between individuals or groups, individuals have different backgrounds of feelings, attitudes and cultural backgrounds. When at different times simultaneously each individual or group has different interests. Sometimes people can do the same activities, but different goals. This conflict of interest can also involve the political, economic, social, and cultural fields.
- d. The factor of conflict can also be caused by rapid changes in values and conceptions in society. Change is something that is common and natural, but if the change is fast or possible, the change can trigger social conflict. For example, in rural communities that are experiencing industrialisation, social conflicts will arise, because the old values in traditional societies which are usually agricultural in nature quickly turn into industrial values.

As for the inhibiting factor for the internal implementation of the BLT-Dana Desa policy to people who are vulnerable to the COVID-19 outbreak in Langkak Village, the character and character of the policy implementer. The statements submitted by the informants, it can be seen the character and implementers of the policy in this case the dishonest village officials based on the internal inhibition of the BLT-Village Fund policy in Ambengan Village. This is in accordance with what was conveyed by C.Edwards III (Jacoby et al., 1977) that disposition is one of the variables that influence policy implementation. Disposition is the character and characteristics possessed by the implementor, such as commitment, honesty, and democratic nature. Furthermore, externally, an inhibiting factor in the implementation of the BLT-Village Fund policy in Ambengan Village, is that the available funds are insufficient to be distributed to the poor affected by the COVID-19 pandemic. Based on the statements submitted by three informants, namely the Ambengan Village Perbekel, the Finance Officer, and the Ambengan Village BPD Chair, it can be seen that the inhibiting factors for the implementation of the BLT-Village Fund policy in Langkak Village include not all poor families receiving assistance, and the amount insufficient budget allocation to provide assistance to all poor families in Langkak Village. This is in accordance with what was conveyed by Arifin et al., (2020) and Udjiyanto et al., (2021) that the proportion of the target group to the population can be an obstacle to policy implementation, where a program will be relatively difficult to implement if the target group is smaller than the population. Also related to the size of the allocation of financial resources to the policy.

5. Discussion

The COVID-19 pandemic, which has been going on since the beginning of 2020, has really destroyed the joints of people's lives (Ozbay et al., 2021). Various sectors of people's lives and slumped due to the COVID-19 pandemic, which is most felt by the community, of course, is the economic sector (Ozbay et al., 2021; Rose-Redwood et al., 2020). Even nationally, Indonesia's economic growth has reached minus 6 (Jawa Pos, 2 June 2021). The poor are certainly the most affected by the decline in the economic sector due to the COVID-19 pandemic. To ease the burden on the lives of the poor so as not to get worse, one policy implemented by the government is direct cash assistance whose funds are taken from the Village Fund, commonly called BLT- Village Fund. BLT-Dana Desa is a direct cash assistance to poor families in the village which has been given since April 2020 with a nominal value of each poor family getting IDR 600,000, - every month, for 3 (three months) namely for April, May and June. Furthermore, due to limited funds and the increasing number of poor families who must be given this financial assistance, since July 2020 the nominal has been reduced to IDR 300,000, - until now.

Ambengan Village as one of the villages where the community has also been affected by the COVID-19 pandemic, has also implemented a policy of providing BLTD Dana Desa to the poor, especially poor families who have not been touched by government assistance through the Prosperous Family Program (PKH). Based on field observations, discussions with the Head of Welfare, and poor families receiving the BLT-Village Fund, it can be seen that the distribution of cash to poor families through the BLT-Dana Desa policy is indeed targeted at poor families affected by the COVID-19 pandemic, by the goal is to ease the burden on people's lives due to the COVID-19 pandemic so that it doesn't get worse. This is in accordance with the model of policy implementation offered by Abdul Wahab (2001), namely implementation as policy management, where the target group or target group is the main goal of the policy. So the implementation of the policy for distributing BLT-Village Funds in Langkak Village so far is deemed to have been right on target, namely the group of poor families affected by COVID-19, and the goal is clear to reduce the burden on the lives of these poor families. It is also supported by what was conveyed by C.Edwards III, which highlights the success of policy implementation requiring implementors to know what to do. What are the goals and objectives of the policy must be transmitted to the target group so that it will reduce the distortion of implementation?

Furthermore, in the implementation of the policy for distributing BLT-Village Funds to the poor affected by the COVID-19 pandemic, it must be supported by the ability of the implementers of the policy, especially those in the village in managing and determining who is entitled to receive assistance. It is also hoped that there will be a change in the behavior of poor families after they receive the assistance.

The results of direct observations in the field, it can be seen that the implementation of the policy of providing cash assistance through the BLT-Village Fund can be managed with a good and correct strategy from the process of collecting data on prospective aid recipients to the process of delivering the assistance. This assistance is also expected to be used as best as possible by the target group in this case poor families so that later they can ease the burden of life due to the economic crush of the COVID-19 pandemic. It is in accordance with what was conveyed by Sabatier & Mazmanian (1980), that implementation as a policy model requires the ability of management strategies to support the behavior change process of the target group (target group).

The next thing that needs to be done regarding the distribution of BLT-Village Funds to the poor affected by the COVID-19 pandemic in Langkak Village is that the distribution must be managed properly, especially in terms of supervision from the data collection process for prospective aid recipients to the delivery of assistance to people who are entitled to receive it. Because this program is a fiscal program and so that there are no mistakes in managing it. The implementation of the BLT-Village Fund policy must be about and beneficial for the target group in this case the poor families who are affected by the COVID-19 pandemic. For this reason, the relevant authorities must really supervise the process of distributing the aid, including monitoring the use of the aid money by poor families who receive aid. Do not let the cash assistance be misused for things that are not the basic needs of the family. If necessary, sanctions are applied for those who violate by cutting off assistance for the next period.

The implementer of the BLT-Village Fund policy, especially at the village level, should maximise the supporting factors and minimise the obstacles that occur so that the implementation of the policy can run well and smoothly and on target and objectives. All parties involved in implementing the BLT-Village Fund policy must make every effort to increase the positive impact and minimise the negative impact. The sacrifices made by cutting 35% of village funds to be given to poor families must really be useful to reduce the burden of the economic life of poor families who are squeezed by the COVID-19 pandemic which has lasted for more than a year and does not know when it will end.

One expert opinion state that state policy guidelines, which include both efforts to administer and to cause real consequences/impacts on society (Sabatier & Mazmanian, 1980). Every policy implemented by the government will certainly have an impact, especially on the target group for which the policy is implemented. The impact of policies is the consequences and consequences caused by the implementation of policies (Ali et al., 2013). In connection with the implementation of the policy of providing BLT-Village Funds to the poor affected by the COVID-19 pandemic, there are positive and negative impacts.

6. Conclusions

Implementing the BLT-Village Fund policy for the poor affected by COVID-19 in Langkak Village, including the target group (e.g., poor family), is the policy's main goal. There is also a need for strategic capabilities to support changes in the target group's behaviour. Furthermore, supervision of implementing these policies is very much needed so there are no mistakes in mismanagement. In the end, good morals from the executor, especially the saint's commitment, honesty and democratic nature, are needed and avoid internal conflicts. Internal supporting factors for implementing the BLT-Village Fund policy for the poor affected by COVID-19 in Langkak Village are complete and accurate data on prospective beneficiaries and the presence of human and financial resources. While the external supporting factors are the rules and procedures for the distribution of BLT-Village Funds which are not complicated and uncomplicated. The internal inhibiting factor is the dishonest character and characteristics of unscrupulous village officials as policy implementers. The external constraining factor is that the available funds are insufficient, and they must propose again to the Regent. The impact of the implementation of the BLT-Village Fund policy on the poor affected by COVID-19 in Langkak Village is a positive impact, namely the expected impact where the assistance is put to good use to ease the burden on the lives of poor families as a result of the COVID-19 pandemic.

While the negative impact is unexpected, with the provision of such assistance by the government, the community becomes spoiled and always waits for help from the government. Also, the aid is used for negative things such as buying cigarettes, buying liquor, and gambling. The outbreak of the COVID-19 outbreak since the beginning of 2020 has destroyed people's lives in almost all aspects. Especially in the economic field, the COVID-19 outbreak caused the economy's collapse and led to the emergence of new poor families. To help ease the burden on poor families affected by COVID-19, the government disbursed cash assistance through the BLT-Village Fund so that the community felt helped by the central government program through the distribution of BLT and BST. From the results it was found that the implementation of the BLT-DD policy in Langkak Village included: the village government target is the main goal of the policy, a management strategy is needed to change the behavior of the target group, the ability to supervise so as not to mismanagement, and the morale of policy implementers who are committed and uphold honesty. and avoid internal conflicts. It was also found that the supporting and inhibiting factors for the BLTDD policy were internal factors and external factors. Meanwhile, the impact of providing BLT-DD on the lives of poor families affected by COVID-19 includes positive impacts, namely it can ease the burden on poor families, and negative impacts, namely it can create a sense of community dependence.

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