

Social Assistance Program during the Covid-19 Pandemic

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Abstract

In an effort to implement a social safety net to overcome threats that endanger the national economy and financial system stability for people affected by Covid-19, the Government of the Republic of Indonesia, through the Ministry of Social Affairs, has issued a policy on basic food social assistance and cash social assistance through a decree numbered 54 Years. 2020. However, in the implementation of the social assistance program during the Covid-19 pandemic in Selangkau Village, Kaliorang District, East Kutai Regency, there were problems, including the presence of beneficiaries who were "allegedly" not from the poor and vulnerable, and there were "alleged" beneficiaries. also get other similar social assistance so this of course has caused social jealousy in the midst of society. Based on these problems, this study aims to describe and analyze the implementation of social assistance programs during the Covid-19 pandemic based on the Decree of the Minister of Social Affairs of the Republic of Indonesia Number 54 of 2020 in Selangkau Village, Kaliorang District, East Kutai Regency, and to describe and analyze the factors that influence support and hinder the implementation of social assistance programs during the Covid-19 pandemic. This descriptive-qualitative research was studied based on Edward III's Theory of Public Policy Implementation with data collection techniques through interviews, observations, and documentation; and data analysis techniques through the stages of data condensation, data presentation, and drawing conclusions/verification. The results of this study indicate that: First, the social assistance program during the Covid-19 pandemic based on the Decree of the Minister of Social Affairs of the Republic of Indonesia Number 54 of 2020 in Selangkau Village, Kaliorang District, East Kutai Regency, has been successfully implemented even though there are still some obstacles. Second, the supporting factors for the implementation of the social assistance program during the Covid-19 pandemic were the attitude or high commitment of the leadership elements, and the availability of strong regulations. While the inhibiting factors are the lack of communication with the target group, the lack of competent staff resources, and the lack of coordination with related work units.

Keywords: Covid-19 Pandemic; Implementation; Poor and vulnerable communities; Social assistance program; Village government

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1. Introduction

Corona Virus Disease 2019 (Covid-19) which appeared in Indonesia in early 2020 has a negative impact on various aspects of life, one of which is the socio-economic aspect of society. In March 2020, the percentage of poor people in Indonesia increased by 0.37% compared to the percentage in March 2019. In addition, Indonesia's economic growth in the second quarter of 2020 experienced a contraction of 5.32% against economic growth in the second quarter of 2019. Even though since from September 2015 to September 2019, the percentage of poverty of the number of poor people in Indonesia has decreased successively (Muthiah, 2021: 8).

This condition encourages the government to run various programs in order to provide a Social Safety Net for people affected by Covid-19. The Social Safety Net is a tool used by the government to reduce the social impact of a crisis. The Social Safety Net is intended for low-income people.

The Social Safety Net is a coordinated and integrated instrument in the development program aimed at overcoming the crisis situation (crash program). Social safety nets can also be in the form of regular development programs designed to address various development problems such as inequality, poverty and underdevelopment. Programs that are included in the Social Safety Net are considered capable of protecting families from crises caused by disasters, economic problems, and so on (Muthiah, 2021: 10).

One of the Social Safety Net programs run by the government during the Covid-19 pandemic is the Basic Food Social Assistance and Cash Social Assistance. The program was launched by the government

after the stipulation of Covid-19 as a national disaster. The Social Safety Net Program is designed to be an economic stimulus for the 40% of households with the lowest welfare levels and other groups most affected by Covid-19 (Muthiah, 2021: 8).

Selangkau Village is one of the villages located in Kaliorang District, East Kutai Regency, East Kalimantan Province which is currently implementing a social assistance program, in this case the Cash Social Assistance (BST), during the Covid-19 pandemic. However, in the implementation of the Social Assistance Program there are problems, including the existence of beneficiaries who are "allegedly" not from the poor and vulnerable communities, and there are beneficiaries who are "allegedly" also receiving other similar social assistance so that this of course has caused jealousy. in the midst of society.

Based on the background of the problem above, the authors are interested in researching further about: "Social Aid Program during the Covid-19 Pandemic (Study on Policy Implementation Based on the Decree of the Minister of Social Affairs of the Republic of Indonesia Number 54 of 2020 concerning the Implementation of Basic Food Social Assistance and Cash Social Assistance in Handling The impact of Covid-19 in Selangkau Village, Kaliorang District, East Kutai Regency).

This study aims to describe and analyze the implementation of social assistance programs during the Covid-19 pandemic based on the Decree of the Minister of Social Affairs of the Republic of Indonesia Number 54 of 2020 in Selangkau Village, Kaliorang District, East Kutai Regency. In addition, it aims to describe and analyze the supporting and inhibiting factors in the implementation of social assistance programs during the Covid-19 pandemic based on the Decree of the Minister of Social Affairs of the Republic of Indonesia Number 54 of 2020 in Selangkau Village, Kaliorang District, East Kutai Regency.

2. Literature Review

Social Assistance Concept

Social Assistance emerged as one of the government's ways to solve the problem of poverty. Assistance can be in the form of cash or non-cash given directly to the beneficiary. Social assistance itself has various definitions, namely (1) The Asian Development Bank defines social assistance as a program designed to help the most vulnerable individuals, households and communities to meet and improve their standard of living (Supriyanto, et.al., 2014: 9), (2) The International Monetary Fund (IMF) defines social assistance as an instrument aimed at mitigating the adverse effects of various forms of changing conditions for people who are classified as poor (Supriyanto, et.al., 2014: 9), and (3) The Minister of Social Affairs No. 1 of 2019 defines social assistance as assistance in the form of money, goods, or services to a person, family, group or community who are poor, unable, and/or vulnerable to social risks.

The implementation of social welfare in Indonesia includes social rehabilitation, social security, social empowerment and social protection. Social assistance is included in social protection. Social assistance is carried out without the need for contributions from the beneficiary. In addition to social assistance, there is social security which also has almost the same purpose as social assistance. However, unlike social assistance, social security provided to the community is carried out with contributions from the community itself.

In its implementation, social assistance in Indonesia is divided into two types. The types of social assistance are (1) Cash Social Assistance. Cash social assistance is assistance given to beneficiaries in the form of money with a certain nominal/amount, and (2) Non-Cash Social Assistance. Non-cash social assistance is assistance provided in a non-cash way through certain mechanisms.

At this time, social assistance in Indonesia is quite diverse. Social assistance is made according to a particular focus and aspect. Social assistance is designed to target specific foci. Several ministries have also released various social assistance programs. One of them is the Ministry of Social Affairs which has presented various kinds of social assistance programs. The social assistance programs by the Ministry of Social Affairs are (1) Joint Business Group (KUBE), is a group of poor families formed to conduct Productive Economic Enterprises (UEP), (2) Social Rehabilitation of Uninhabitable Houses (RS-RTLH), is a non-cash assistance carried out to renovate the houses of the poor to make them more livable, (3) Environmental Infrastructure Assistance (SARLING), is non-cash assistance through transfers to group accounts for the need for the procurement of environmental infrastructure facilities, (4) Basic Food Assistance, previously known as Non-Cash Food Assistance (BPNT), is a non-cash aid given to beneficiaries in the form of rice, eggs, and other protein sources, (5) Cash Social Assistance (BST), is social assistance in the form of cash given to recipients of social assistance, and (6) The Family Hope Program (PKH), is an assistance targeting poor families with certain criteria to improve the quality of life of poor families.

Social Assistance According to the Decree of the Minister of Social Affairs Number 54/HUK/2020

The Decree of the Minister of Social Affairs Number 54/HUK/2020 concerning the Implementation of Basic Food Social Assistance and Cash Social Assistance in Handling the Impact of Corona Virus Disease 2019 (Covid-19) in the Fourth Dictum explained that the Basic Food Social Assistance was carried out in the territory of the Special Capital Region of Jakarta; Regional Government of Bogor Regency, including Cibinong District, Gunung Putri District, Klapanunggal District, Bojong Gede District, Jonggol District, Cileungsi District, and Citeureup District; Regional Government of Depok City; Tangerang City Regional Government; South Tangerang City Government; and the Bekasi City Government.

In the Fifth Dictum it is explained that Cash Social Assistance is carried out outside the area as referred to in the Fourth Dictum. And in the Sixth Dictum, it is explained that the technical guidelines for the implementation of Basic Social Assistance and Cash Social Assistance are determined by the Director General of Social Protection and Security and the Director General of Handling the Poor.

The Decree of the Director General of Handling the Poor Number 18/6/SK/HK.02.02/4/2020 concerning Technical Guidelines for the Distribution of Cash Social Assistance in Handling the Impact of Corona Virus Disease 2019 (COVID-19) in Chapter II concerning the Implementation of Cash Social Assistance is explained: 1) The amount of Cash Social Assistance is Rp. 600,000.00 (six hundred thousand rupiah) per family per month. (2) Distribution of Cash Social Assistance is carried out by disbursing Cash Social Assistance funds through direct payments (LS) from the State Treasury to bank accounts and/or Channeling Posts. (3) The disbursement of Cash Social Assistance funds made through direct payments (LS) from the State Treasury to the Channeling Bank account is carried out by way of book-entry from the Channeling Bank account to the Cash Social Assistance KPM account. (4) The disbursement of Cash Social Assistance funds made through direct payments (LS) from the State Treasury to the channeling post account is carried out by giving cash from the channeling post account to the Cash Social Assistance Beneficiary Families by the Distribution Post officer. (5) The distribution of Cash Social Assistance to Beneficiary Families of Cash Social Assistance is carried out by the Channeling Bank/Post, which may be assisted by the Provincial Government and/or City/Regency Regional Government with due observance of health protocols.

In CHAPTER III concerning Accountability and Supervision of Cash Social Assistance, it is explained that the supervision of the distribution of Cash Social Assistance is carried out by APIP in accordance with the provisions of laws and regulations which include (1) Achievement of the target of realization of Cash Social Assistance to Beneficiary Families of Cash Social Assistance, (2) The suitability of the Cash Social Assistance with the designation and accuracy of the targets for the provision of BST, (3) Accountability for the preparation of BST distribution reports, (4) Transparency in the distribution of Cash Social Assistance, and (5) Implementation of the responsibilities of the provincial government, district/city government, echelon II work units at the Directorate General of Handling the Poor who handle Cash Social Assistance, Center for Social Welfare Data and Information, as well as Bank/Post channeling in the distribution of Cash Social Assistance .

In CHAPTER IV on Accountability and Supervision of Cash Social Assistance it is explained that APIP reports the results of supervision to interested parties in accordance with statutory provisions. APIP can coordinate with the provincial government, district/city government, echelon II work units at the Directorate General of Handling the Poor who handle Cash Social Assistance, Center for Social Welfare Data and Information, and Bank/Post channeling in the distribution of Cash Social Assistance in the context of supervision of the distribution of Cash Social Assistance.

Covid-19 pandemic

Corona virus is categorized as a very dangerous disease that can infect from human to human. Corona viruses are a large family of viruses that can cause disease in humans and animals. In humans it usually causes respiratory infections, from the common cold to serious illnesses such as Middle East Respiratory Syndrome (MERS) and Acute Respiratory Syndrome (SARS). This disease mainly spreads to everyone through respiratory droplets from coughing (droplets) and sneezing (Sanjaya, 2020).

The World Health Organization (WHO), on March 11, 2020, has declared a new outbreak of Covid-19 as a global pandemic. WHO is coordinating global efforts to manage the impact and declare Covid-19 a global pandemic. The scale of the impact is unprecedented, and research suggests it may take more than a decade for the world to recover socially and economically. On January 30, 2020, WHO declared that the SARS-CoV2 outbreak was a public health emergency. Epidemiologically, the novelty of Covid-19 (SARS-CoV2) is caused by a strain of the corona virus, so there is a lack of readiness due to its sudden and rapid spread, which infects many governments around the world that are not ready (Lestyowati, 2020).

Public Policy Implementation Theory

Public policy in fact has helped many implementers at the level of the government bureaucracy and politicians to solve public problems. Public policy is a decision intended for the purpose of overcoming problems that arise in certain activities carried out by government agencies in the context of government administration (Mustopadidja, 2002).

Subarsono (2005) states that public policies can be in the form of Laws, Government Regulations, Provincial Government Regulations, City/Regency Government Regulations, and Mayor/Regent Decrees; including statements of public officials. The basis is that public officials are one of the policy actors who play a role in implementing the policy itself. The various definitions concluded that public policy is a series of activities or processes in achieving goals as well as overcoming existing obstacles.

In solving a problem faced by public policy, Dunn (in Tangkilisan, 2003) suggests that there are several stages of analysis that must be carried out, namely: policy agenda (agenda setting), policy formulation (policy formulation), policy adoption (policy adoption), policy implementation (policy implementation), and policy evaluation (policy assessment).

At the policy implementation stage, a policy has been implemented by certain executor units (government bureaucracy) by mobilizing funding and other resources (technology and management). Implementation relates to various activities directed at realizing the program, where in this position the executive manages the way to organize, interpret and implement the selected policies. So that by organizing, an executive is able to effectively and efficiently manage resources, units and techniques that can support program implementation (Tangkilisan, 2003).

Edward III's model of public policy implementation (1980) states that the implementation of a program or policy is influenced by four variables, namely communication, resources, disposition, and bureaucratic structure.

Communication

According to Edward III (1980), communication must be transmitted to the right personnel, and must be clear, accurate and consistent. Orders to implement policies must be transmitted to the appropriate personnel, and they must be clear accurate, and consistent. In this case, Edward III added that if the decision maker hopes that the implementation of the policy is in accordance with what he wants, he must provide the right information. Proper communication also avoids discretion on implementers because they will try to translate general policies into specific actions. This discretion does not need to be exercised if there are clear and specific rules about what needs to be done. However, rules that are too rigid can also hinder implementation because it will make it difficult for implementers to adapt. In this case, it is necessary to transmit policies to implementing agencies that are appropriate, clear, and consistent, but do not hinder the adaptation of these implementing agencies.

In detail, Edward III (in Widodo, 2010) describes that policy communication has several dimensions, including the dimensions of transmission, clarity and consistency. (a) The transmission dimension requires that public policies be conveyed not only to policy implementers but also to policy target groups and other interested parties either directly or indirectly. (b) The dimension of clarity requires that policies be transmitted to implementers, target groups and other interested parties clearly so that each of them knows what the aims, objectives, targets, and substance of the public policy are so that each of them will know what must be prepared and implemented to make the policy effective and efficient. (c) The consistency dimension is needed so that the policies taken are not confusing so as to confuse policy implementers, target groups and interested parties.

Resources

Edward III (1980: 11) explains that regardless of how clear and consistent the implementation order is and regardless of how accurately the order is transmitted, if the implementor who implements the policy lacks resources, then the implementation will not be effective. Thus, the resource factor has an important role in policy implementation.

According to Edward III (in Widodo, 2010: 98-103), these resources include human resources, budget resources, and equipment resources and authority resources. (a) "Human resources" is one of the variables that influence the success of policy implementation. (b) Regarding "budgetary resources", Edward III stated in the conclusion of his study that the limited available budget causes the quality of services that should be provided to the community is also limited. Edward III stated that the limited incentives given to implementers were the main cause of the failure of program implementation. Edward III concludes that limited budget resources will affect the success of policy implementation. In addition to the program cannot be implemented optimally, budget constraints cause the disposition of policy actors to be low. (c) Edward III stated that "equipment resources" are the means used to operationalize the implementation of a policy which includes buildings, land, and facilities, all of which will facilitate the provision of services in policy implementation. (d) Another resource that is quite important in determining the success of a policy

implementation is "authority resources". According to Edward III that: sufficient authority to make their own decisions owned by an institution will influence the institution in implementing a policy. This authority becomes important when they are faced with a problem and require it to be resolved immediately with a decision. Therefore, Edward III stated that the main policy actors should be given sufficient authority to make their own decisions to implement the policies under their authority.

Disposition

Edward III (1980) places disposition as an important factor of the implementor, in addition to communication and resources. Edward III emphasized that attitude or disposition is crucial because if the policy implementer has a disposition that is opposite to the direction of the policy, then this perspective can also result in a mismatch between the actual policy objectives and the implementation of the policy in the field.

Edward III (in Widodo, 2010) asserts that if policy implementation is to succeed effectively and efficiently, implementors not only know what to do and have the ability to implement the policy, but they must also have the will to do so. to implement the policy.

The factors that are of concern to Edward III (in Agustinus, 2006) regarding the disposition in policy implementation consist of: (a) the appointment of the bureaucracy. The disposition or attitude of the implementer will create real obstacles to policy implementation if the existing personnel do not implement the policies desired by higher officials. Therefore, the appointment and selection of policy implementing personnel must be people who are dedicated to the policies that have been set, more specifically to the interests of the community. (b) Incentives are one of the suggested techniques to overcome the attitude problem of policy implementers by manipulating incentives. Basically, people move based on their own interests, then manipulate incentives by policy makers to influence the actions of policy implementers. By increasing certain profits or costs, it may be a driving factor that makes the implementers carry out orders well. This is done as an effort to fulfill personal or organizational interests.

Bureaucratic Structure

According to Edward III (1980), two sub-variables that have a major influence on the bureaucracy are Standard Operating Procedures (SOP) and fragmentation. Regarding SOPs, Edwards III explained that SOPs are responses that arise from implementers to answer work demands due to lack of time and resources and the desire for uniformity in complex organizational operations. On the one hand, this SOP provides a positive side, namely clarity for the public in the service standards they can expect, while on the other hand mechanistic service standards can also make the public feel different. Regarding fragmentation, Edward III explained that fragmentation is the distribution of responsibility for a policy in several organizational units.

Edward III (in Widodo, 2010) says that a fragmented (split or scattered) bureaucratic structure can increase the failure of communication, because the opportunity for its instructions to be distorted is very large. The more distorted policy implementation is, the more intensive coordination is needed.

3. Research Method

Types of research

This study uses the type of research "descriptive-qualitative". According to Nazir (1998: 63), descriptive-qualitative research is a type of research to examine the status, groups of people or objects, conditions, systems of thought or a class of events in the present, with the aim that descriptive research is to make descriptions, factual descriptions. and accurate about the facts, properties and relationships between the phenomena under investigation.

Research focus

Implementation of social assistance programs during the Covid-19 pandemic based on the Decree of the Minister of Social Affairs of the Republic of Indonesia Number 54 of 2020 in Selangkau Village, Kaliorang District, East Kutai Regency. With variables: communication, resources, implementing commitment, and coordination. Supporting and inhibiting factors in the implementation of social assistance programs during the Covid-19 pandemic based on the Decree of the Minister of Social Affairs of the Republic of Indonesia Number 54 of 2020 in Selangkau Village, Kaliorang District, East Kutai Regency (with variables: supporting factors and inhibiting factors).

Data source

Sources of data in this study include primary data sources and secondary data sources. Primary data is data obtained directly from informants by using interview techniques and observation techniques. And

secondary data is data sourced from available data obtained through books, journals, and relevant documents.

Data collection technique

This research uses interview, observation, and documentation techniques. The interview technique is done by asking a number of oral questions in depth to the informants who have been determined using the interview guide instrument. The observation technique is carried out by involving the researcher directly on the object being observed, with the aim that the researcher can obtain complete and accurate data. Documentation techniques are carried out by observing various documents, both in the form of books, journals, and related documents.

Research Instruments

This study uses a qualitative approach, therefore the main instrument in this study is the researcher himself. While the supporting instruments are in the form of tools used to collect data so that research can run easily and systematically. Auxiliary instruments used in this study include mobile phones, laptops, printers, and other stationery.

Data analysis

This study uses an analytical model from Miles, Huberman & Saldana (2014: 10-19), which includes the stages of data condensation, data presentation, and conclusion drawing/verification. (1) Data condensation in this study refers to the process of selecting, focusing, simplifying, abstracting, and transforming the data contained in field notes and transcripts, (2) Data presentation is done in the form of brief descriptions, tables, and charts. The presentation of data is in the form of tables and charts that show an overview of the social context that is designed to combine information that is arranged in a form that is available and easily accessible, and (3) Conclusion drawing/verification is put forward to answer the problem formulation that has been determined. The data that has been described can be concluded in general terms. The conclusion includes elements of transivity, the relationship between elements of transivity and social context, and elements of transivity used in social contexts. Once concluded, data analysis is back at the initial stage until all data is complex.

4. Results

Policy Implementation

The focus of research on the implementation of social assistance programs during the Covid-19 pandemic based on the Decree of the Minister of Social Affairs of the Republic of Indonesia Number 54 of 2020 in Selangkau Village, Kaliorang District, East Kutai Regency uses variables: communication, resources, implementing commitment, and coordination.

Communication

In the communication variable, indicators of distribution and clarity are used. Judging from the distribution indicators, communication in the implementation of social assistance programs during the Covid-19 pandemic based on the Decree of the Minister of Social Affairs of the Republic of Indonesia Number 54 of 2020 in Selangkau Village, Kaliorang District, East Kutai Regency has not been distributed evenly so that information about the policy has not reached remote villages.

And judging from the clarity indicators, communication on the implementation of social assistance programs during the Covid-19 pandemic based on the Decree of the Minister of Social Affairs of the Republic of Indonesia Number 54 of 2020 in Selangkau Village, Kaliorang District, East Kutai Regency has not been carried out clearly, causing different understandings in the community. .

Thus, it can be concluded that in the implementation of social assistance programs during the Covid-19 pandemic based on the Decree of the Minister of Social Affairs of the Republic of Indonesia Number 54 of 2020 in Selangkau Village, Kaliorang District, East Kutai Regency, communication has not been distributed evenly so that it has not reached all corners of the village. And in the implementation of the policy, clear communication has not been carried out so that it creates a different understanding in the midst of society.

Resources

In this resource variable, indicators of staff resources, information resources, and facility resources are used.

Judging from the staff resource indicators, in the implementation of the social assistance program during the Covid-19 pandemic based on the Decree of the Minister of Social Affairs of the Republic of

Indonesia Number 54 of 2020 in Selangkau Village, Kaliorang District, East Kutai Regency, there is still a shortage of competent staff resources.

As for the indicators of information resources, in the implementation of social assistance programs during the Covid-19 pandemic based on the Decree of the Minister of Social Affairs of the Republic of Indonesia Number 54 of 2020 in Selangkau Village, Kaliorang District, East Kutai Regency, there are strong regulations as the basis for policies.

Meanwhile, judging from the indicator of facility resources, in the implementation of the social assistance program during the Covid-19 pandemic based on the Decree of the Minister of Social Affairs of the Republic of Indonesia Number 54 of 2020 in Selangkau Village, Kaliorang District, East Kutai Regency, there are already sufficient facilities resources.

Thus, it can be concluded that in the implementation of the social assistance program during the Covid-19 pandemic based on the Decree of the Minister of Social Affairs of the Republic of Indonesia Number 54 of 2020 in Selangkau Village, Kaliorang District, East Kutai Regency, there is still a shortage of competent staff resources. However, in the implementation of these policies, there are information resources in the form of strong regulations as the basis for policies, and there are adequate facilities resources.

Implementing Commitment

In this variable, the implementer's commitment uses indicators of staff appointments and incentives. Judging from the staff appointment indicators, in the implementation of the social assistance program during the Covid-19 pandemic based on the Decree of the Minister of Social Affairs of the Republic of Indonesia Number 54 of 2020 in Selangkau Village, Kaliorang District, East Kutai Regency, staff appointments have been carried out with strict selection.

Judging from the indicators of providing incentives, in the implementation of the social assistance program during the Covid-19 pandemic based on the Decree of the Minister of Social Affairs of the Republic of Indonesia Number 54 of 2020 in Selangkau Village, Kaliorang District, East Kutai Regency, there has been appropriate incentives for staff.

Thus, it can be concluded that in the implementation of the social assistance program during the Covid-19 pandemic based on the Decree of the Minister of Social Affairs of the Republic of Indonesia Number 54 of 2020 in Selangkau Village, Kaliorang District, East Kutai Regency, there is a high implementation commitment to the policy as a result of the existence of a staff appointment system. selective and the provision of appropriate incentives for staff.

Coordination

The coordination variable uses indicators for the distribution of responsibilities to work units, and coordination between work units.

Judging from the indicators of the distribution of responsibilities to work units, in the implementation of the social assistance program during the Covid-19 pandemic based on the Decree of the Minister of Social Affairs of the Republic of Indonesia Number 54 of 2020 in Selangkau Village, Kaliorang District, East Kutai Regency, there has been a distribution of responsibilities to these units. work units clearly based on their main tasks and functions.

Meanwhile, judging from the indicators of coordination between work units, in the implementation of social assistance programs during the Covid-19 pandemic based on the Decree of the Minister of Social Affairs of the Republic of Indonesia Number 54 of 2020 in Selangkau Village, Kaliorang District, East Kutai Regency, there has been no good coordination between units. work in the organization.

Thus, it can be concluded that in the implementation of the social assistance program during the Covid-19 pandemic based on the Decree of the Minister of Social Affairs of the Republic of Indonesia Number 54 of 2020 in Selangkau Village, Kaliorang District, East Kutai Regency, there has been a clear distribution of responsibilities to work units based on the main tasks. and its function. However, there is no good coordination among work units within the organization.

Supporting and Inhibiting Factors

The focus of research on supporting and inhibiting factors in the implementation of social assistance programs during the Covid-19 pandemic based on the Decree of the Minister of Social Affairs of the Republic of Indonesia Number 54 of 2020 in Selangkau Village, Kaliorang District, East Kutai Regency, uses the following variables: supporting factors and inhibiting factors.

Supporting Factor

In this supporting factor variable, indicators of internal supporting factors and external supporting factors are used.

Judging from the indicators of internal supporting factors, the implementation of the social assistance program during the Covid-19 pandemic based on the Decree of the Minister of Social Affairs of the Republic

of Indonesia Number 54 of 2020 in Selangkau Village, Kaliorang District, East Kutai Regency has been supported by factors: the existence of information resources in the form of regulations that strong policy basis, the existence of adequate facility resources, the existence of a high implementation commitment to the policy as a result of a selective staffing system and the provision of appropriate incentives for staff, and the distribution of responsibilities to work units. clearly based on the main tasks and functions.

As for the indicators of external supporting factors, the implementation of the social assistance program during the Covid-19 pandemic based on the Decree of the Minister of Social Affairs of the Republic of Indonesia Number 54 of 2020 in Selangkau Village, Kaliorang District, East Kutai Regency, did not find external supporting factors.

Thus it can be concluded that the supporting factors in the implementation of social assistance programs during the Covid-19 pandemic based on the Decree of the Minister of Social Affairs of the Republic of Indonesia Number 54 of 2020 in Selangkau Village, Kaliorang District, East Kutai Regency are: the existence of information resources in the form of strong regulations as a basis policy, the existence of adequate facilities resources, the existence of a high implementation commitment to the policy as a result of the existence of a selective staffing system and the provision of appropriate incentives for staff, and a clear distribution of responsibilities to work units based on main tasks and functions.

Inhibiting Factor

In the inhibiting factor variables, the indicators of "internal inhibiting factors" and "external inhibiting factors" are used. Judging from the "internal inhibiting factor" indicator, the implementation of the social assistance program during the Covid-19 pandemic based on the Decree of the Minister of Social Affairs of the Republic of Indonesia Number 54 of 2020 in Selangkau Village, Kaliorang District, East Kutai Regency was hampered by factors: the distribution of communication has not been done evenly so that it has not reached all corners of the village, there has not been clear communication that has led to different understandings in the community, there is still a shortage of competent staff resources, and there is no good coordination among work units within the organization.

Meanwhile, judging from the indicators of external inhibiting factors, in the implementation of the social assistance program during the Covid-19 pandemic based on the Decree of the Minister of Social Affairs of the Republic of Indonesia Number 54 of 2020 in Selangkau Village, Kaliorang District, East Kutai Regency, no external inhibiting factors were found.

Thus it can be concluded that the inhibiting factors in the implementation of social assistance programs during the Covid-19 pandemic based on the Decree of the Minister of Social Affairs of the Republic of Indonesia Number 54 of 2020 in Selangkau Village, Kaliorang District, East Kutai Regency, are: the distribution of communication has not been done evenly so that it has not reached all in remote villages, clear communication has not been carried out, resulting in different understandings in the community, there is still a shortage of competent staff resources, and there is no good coordination among work units within the organization.

5. Discussion

Policy Implementation

Communication

On the communication variable, the results of this study reveal that in the implementation of the social assistance program during the Covid-19 pandemic based on the Decree of the Minister of Social Affairs of the Republic of Indonesia Number 54 of 2020 in Selangkau Village, Kaliorang District, East Kutai Regency, communication has not been distributed evenly so that it has not reached all corners of the village. And in the implementation of the policy, clear communication has not been carried out so that it creates a different understanding in the midst of society.

The results of this study are in line with the opinion of Edward III (1980: 10) that communication must be transmitted to the right personnel, and must be clear, accurate and consistent. If the decision maker hopes that the implementation of the policy is in accordance with what he wants then he must provide the right information. Proper communication also avoids discretion on implementers because they will try to translate general policies into specific actions. Discretion is not necessary if there are clear and specific rules about what needs to be done. However, rules that are too rigid can also hinder implementation because it will make it difficult for implementers to adapt. In this case, it is necessary to transmit policies to implementing agencies that are appropriate, clear, and consistent, but do not hinder the adaptation of these implementing agencies.

Resources

On the resource variable, the results of this study reveal that in the implementation of the social assistance program during the Covid-19 pandemic based on the Decree of the Minister of Social Affairs of

the Republic of Indonesia Number 54 of 2020 in Selangkau Village, Kaliorang District, East Kutai Regency, there is still a shortage of competent staff resources. However, in the implementation of these policies, there are information resources in the form of strong regulations as the basis for policies, and there are adequate facilities resources.

The results of this study are in line with the opinion of Edward III (1980: 11) that regardless of how clear and consistent the implementation order is and regardless of how accurately the order is transmitted, if the implementor who implements the policy lacks resources, then the implementation will not be effective. Thus, the resource factor has an important role in policy implementation.

Implementing Commitment

On the variable of implementing commitment, the results of this study indicate that in the implementation of the social assistance program during the Covid-19 pandemic based on the Decree of the Minister of Social Affairs of the Republic of Indonesia Number 54 of 2020 in Selangkau Village, Kaliorang District, East Kutai Regency, there is a high implementing commitment to the policy as a result of from the existence of a selective staffing system and the provision of appropriate incentives for staff.

The results of this study are in line with the opinion of Edward III (in Widodo, 2010: 104-105) that if policy implementation is to be effective and efficient, implementers not only know what to do and have the ability to implement the policy, but also have the ability to implement the policy. they must also have the will to implement the policy.

The factors that are of concern to Edward III (in Agustinus, 2006: 159-160) regarding the disposition in policy implementation consist of: (a) the appointment of the bureaucracy. The disposition or attitude of the implementer will create real obstacles to policy implementation if the existing personnel do not implement the policies desired by higher officials. Therefore, the appointment and selection of policy implementing personnel must be people who are dedicated to the policies that have been set, more specifically to the interests of the community. (b) Incentives are one of the suggested techniques to overcome the attitude problem of policy implementers by manipulating incentives. Basically, people move based on their own interests, then manipulate incentives by policy makers to influence the actions of policy implementers. By increasing certain profits or costs, it may be a driving factor that makes the implementers carry out orders well.

Coordination

On the coordination variable, the results of this study reveal that in the implementation of the social assistance program during the Covid-19 pandemic based on the Decree of the Minister of Social Affairs of the Republic of Indonesia Number 54 of 2020 in Selangkau Village, Kaliorang District, East Kutai Regency, there has been a distribution of responsibilities to work units in an integrated manner. clearly based on the main tasks and functions. However, there is no good coordination among work units within the organization.

Related to the results of this study, Edward III (1980) stated that there are two sub-variables that have a major influence on the bureaucracy, namely Standard Operating Procedures (SOP) and fragmentation. Regarding SOPs, Edwards III explained that SOPs are responses that arise from implementers to answer work demands due to lack of time and resources and the desire for uniformity in complex organizational operations. As for fragmentation, Edward III explained that fragmentation is the distribution of responsibility for a policy in several organizational units.

Edward III (in Widodo, 2010) states that a fragmented (split or scattered) bureaucratic structure can increase the failure of communication, because the opportunity for its instructions to be distorted is very large. The more distorted policy implementation is, the more intensive coordination is needed.

Supporting and Inhibiting Factors

Supporting Factor

On the supporting factor variables, the results of this study reveal that the supporting factors in the implementation of social assistance programs during the Covid-19 pandemic based on the Decree of the Minister of Social Affairs of the Republic of Indonesia Number 54 of 2020 in Selangkau Village, Kaliorang District, East Kutai Regency are: the existence of information resources in the form of strong regulation as a policy basis, the existence of adequate facilities resources, the existence of a high implementation commitment to the policy as a result of the existence of a selective staffing system and the provision of appropriate incentives for staff, and the distribution of responsibilities across units. work units clearly based on their main tasks and functions.

The results of this study are in line with the opinion of Edward III (1980: 9-11) that the implementation of a program or policy is influenced by four variables, namely communication, resources, disposition, and bureaucratic structure. According to Edward III, communication must be transmitted to

the right personnel, and must be clear, accurate and consistent. Edward III explains that regardless of how clear and consistent the implementation order is and regardless of how accurately the order is transmitted, if the implementor who implements the policy lacks resources, then the implementation will not be effective. Edward III emphasized that attitude or disposition is crucial because if the policy implementer has a disposition that is opposite to the direction of the policy, then this perspective can also result in a mismatch between the actual policy objectives and the implementation of the policy in the field. And according to Edward III, there are two sub-variables that have a major influence on the bureaucracy, namely Standard Operating Procedures (SOP) and fragmentation.

Inhibiting Factor

On the variable inhibiting factors, the results of this study reveal that the inhibiting factors in the implementation of social assistance programs during the Covid-19 pandemic based on the Decree of the Minister of Social Affairs of the Republic of Indonesia Number 54 of 2020 in Selangkau Village, Kaliorang District, East Kutai Regency, are: evenly distributed so that it has not reached all corners of the village, clear communication has not been carried out so that it creates a different understanding in the community, there is still a shortage of competent staff resources, and there is no good coordination among work units within the organization.

The results of this study are in line with the opinion of Edward III (in Winarno, 2005: 127), that there are several common obstacles that commonly occur in the transmission of communication, namely: "First, there is a conflict between policy implementers and orders issued by policy makers. Such contradictions will lead to distortions and direct barriers to policy communication. Second, information is conveyed through layers of bureaucratic hierarchies. Distortion of communication can occur due to the length of the information chain which can lead to information bias. Third, the problem of capturing information is also caused by the perception and inability of the implementers to understand the requirements of a policy.

The results of this study are also in accordance with the opinion of Edward III (in Agustino, 2016: 138) that staff is the main resource in policy implementation. One of the failures that often occur in policy implementation is caused by insufficient, adequate, or incompetent staff in their fields. The addition of the number of staff or implementers is not sufficient, but it is also necessary to have sufficient staff with the necessary skills and abilities (competence and capability) in implementing the policy or carrying out the tasks desired by the policy itself.

6. Conclusion and Suggestions

Conclusion

The social assistance program during the Covid-19 pandemic based on the Decree of the Minister of Social Affairs of the Republic of Indonesia Number 54 of 2020 in Selangkau Village, Kaliorang District, East Kutai Regency, has been successfully implemented although there are still some obstacles. On the communication variable, in the implementation of the policy, communication has not been distributed evenly so that it has not reached all corners of the village, and clear communication has not been carried out so that it creates a different understanding in the midst of the community. In the resource variable, in the implementation of the policy there is still a shortage of competent staff resources, however, there are information resources in the form of strong regulations as the basis for policies, and there are adequate facilities resources. In the variable of implementing commitment, in the implementation of the policy there is a high implementation commitment to the policy as a result of the existence of a selective staff appointment system and the provision of appropriate incentives for staff. On the coordination variable, in the implementation of the policy there has been a clear distribution of responsibilities to work units based on their main tasks and functions, however, there is no good coordination among work units within the organization.

Supporting factors in the implementation of social assistance programs during the Covid-19 pandemic based on the Decree of the Minister of Social Affairs of the Republic of Indonesia Number 54 of 2020 in Selangkau Village, Kaliorang District, East Kutai Regency, are: the existence of information resources in the form of strong regulations as a policy basis, the existence of adequate facility resources, high implementation commitment to the policy as a result of a selective staffing system and the provision of appropriate incentives for staff, and a clear distribution of responsibilities to work units based on their main duties and responsibilities. function. While the inhibiting factors in the implementation are: the distribution of communication has not been carried out evenly so that it has not reached all corners of the village, there has not been clear communication so that it creates a different understanding in the community, there is still a shortage of competent staff resources, and there is no shortage of competent staff. there is good coordination among work units within the organization.

Suggestions

In order for information about the implementation of social assistance programs during the Covid-19 pandemic to reach all corners of the village and can be clearly understood by the target group, the implementing parties (central level, regional level, and field level) are advised to carry out socialization activities evenly and intensively through mass media, online media, and other media to all target groups, In order for staff resources in the implementation of social assistance programs during the Covid-19 pandemic to have adequate competence, the implementing parties (central level, regional level, and field level) are advised to carry out education and training activities as well as intensive technical guidance regarding competencies required, and (3) In order for social assistance programs during the Covid-19 pandemic to be managed effectively and efficiently, it is necessary to carry out intensive coordination between related work units.

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