

# **The Implementation of Cash Transfers Policy (Case Study on Kumurkek Village, Aifat District, Maybrat Regency, West Papua Province)**

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## **Abstract**

The Village Fund Cash Transfers (BLT-DD) is assistance for the poor that comes from the Village Fund. This article aims to examine and analyze the implementation of Regulation chapter 6 verse (2) letters c and d of the Minister of Villages, Development of Disadvantaged Regions and Transmigration (Permendes PDTT) no. 7 in 2021 concerning Priority for the Use of Kumurkek Village, Aifat District, Maybrat Regency, West Papua Province. The research method used is an empirical legal research method with a sociological approach because it examines the implementation of a Village Fund Cash Transfers policy. The results show that the priority for the Use of Village Funds has not yet been achieved. In its implementation, there are still many cases of abuse of using The Cash Transfers by some Beneficiary Families (KPM) in Kumurkek Village, Aifat District, Maybrat Regency, West Papua Province, including to use The Cash Transfers to buy liquor, gambling, and lottery and some people are lazy to work. This will be a concern for analysis regarding the implementation and substance of Permendes PDTT no. 7 of 2021 which has not explained in detail the use of Cash Transfers. And also, what innovative steps must be taken by the Kumurkek Village Government so that the Priority of the Village Fund in poverty alleviation can be realized.

**Keywords:** Implementation; The Cash Transfers; The Permendes PDTT

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## **1. Introduction**

Corona Virus Disease or better known as COVID-19 is a global health problem, included Indonesia. This started from the information of the World Health Organization (WHO) on December 31, 2019 about the existence of a new cluster case of pneumonia with an etiology in Wuhan City, Hubei Province, China and then developed outside China. On January 30, 2020, COVID-19 was declared an International Public Health Emergency (PHEIC) (Hamzah, 2021). COVID-19 has resulted in the current global economic slowdown and has greatly impacted Indonesia's economic growth (Nasution, 2020). In addition, a very extraordinary impact is also felt by villages in Indonesia. These villages rely on assistance from the Government, especially in the field of economy and development (Sarip, 2020).

In dealing with these problems, the Government issued a policy by issuing Law no. 2 in 2020 concerning the determination of PERPU no. 1 in 2020 which has provided a new instrument in minimizing the impact of the COVID-19 pandemic on the village economy. In the general explanation of the regulation, it's stated that what is meant by "prioritizing the use of Village funds" is that Village funds can be used for the distribution of Village Fund Cash Transfers for communities affected by COVID-19 in the village. The

nominal amount of Cash Transfers received by each Beneficiary Families is regulated in chapter 33 verses (5) and (6) of PMK no. 128/PMK.07/2021 every month of IDR 300,000 and distributed every 3 (three) months (Saroh, 2021).

The priority of using village funds in 2022 is regulated in the Permendes PDTT no. 7 in 2021. The articles that can be related to the use of Cash Transfers by Beneficiary Families, as follows: (a) Chapter 6 verse (2) letter c on strengthening vegetable and animal food security to realize a village without hunger. (b) Chapter 6 verse (2) letter d on stunting prevention to realize a healthy and prosperous village.

This is what Beneficiary Families has not understood in using The Cash Transfers, causing abuse. The purpose of writing this article is to analyze and review the implementation of the policy of article 6 paragraph (2) letter c and d of the Minister of PDTT Regulation no. 7 in 2021 concerning the Priortas of the Use of Village Funds by taking a research location in Kumurkek Village, Aifat District, Maybrat Regency, West Papua Province. The main focus of this research is what issues/problems arise during the implementation of the policy, as well as how the challenges faced in realizing the policy. This will be a special concern, where the Minister of PDTT no. 7 in 2021 concerning the Priority of Village Fund Use has not explained in detail about the use Cash Transfers by Beneficiary Families. There is a need for innovative steps from the Kumurkek Village Government so that the Priority of Using Village Funds in poverty reduction can be realized properly in the future.

## **2. Literature Review**

### **Overview of Kumurkek Village**

Kumurkek Village is located in Maybrat Regency, West Papua Province, Indonesia. Maybrat Regency was formed in 2009 as a division of Sorong Regency, which has an area of about 5,461.69 km<sup>2</sup>. The total population of Maybrat district in 2018 reached 40,649 people, 17,412 males and 16,804 females. Its seat of government is in Kumurkek Village, part of Aifat District. Aifat District itself is located in the highlands, precisely in Plato Ayamaru, where it has a relatively low fertility rate, evidenced by the low Cation Exchange Capacity (KTK) or alkaline saturation. Meanwhile, the geographical condition of Kumurkek Village with regional boundaries: the west is bordered by Feitmayaf Village, the east is bordered by Aisyo Village, the south is bordered by Sabur Village, and the north is bordered by Ayawasi Village.

Therefore, the Kamurkek people in meeting their basic needs, are more likely to hunt in the forest or there are still very dependent on nature, and only some of them use land for agriculture and manage forest products. The constraints on economic movement in the area are related to transportation, where land transportation is still unreliable due to limited road infrastructure. As for the existing public transportation, there are still not too many and the price is still relatively expensive.

### **Village Fund Cash Transfers Concept**

The chapter 1 verse 18 of Permendes PDTT no. 7 of 2021 concerning priority use and a village, explains that: "Village Fund Cash Transfers is an activity of providing The Cash Transfers in the form of cash funds sourced from Village Funds to Beneficiary Families with criteria that agreed and decided through the village community."

The Cash Transfers is a type of protection and social security effort from the Government with the aim of increasing people's prosperity. More on the definition of protection and assurance can be explained by (Yohandarwati et al. 2003) as: "All policy actions taken to provide protection and a sense of security to the poor, especially for the poorest and the poor."

The first country to implement The Cash Transfers program was Brazil, and this program was later adopted by other Countries. The difference between the amount of budget disbursed and the procedures implemented in The Cash Transfers program depends on the wisdom of the state government. Indonesia, for example, uses the means of providing cash compensation, food, health insurance, and education. The targets in the terse program include people who are almost poor, people who are poor, and people who are very poor (Hafif, 2015).

The Cash Transfers program in Indonesia was first initiated by Mr. Jusuf Kalla in 2005 (Rosfadhila, 2013). Through Presiden Instruction (Inpres) no. 12 in 2005, the unconditional Cash Transfers Program began to be implemented in October 2006 until December 2006 with a target of 19.2 million poor families. The nominal amount of Cash Transfers at that time reached IDR300,000/3 months, continued in 2008 with the existence of Presidential Instruction no. 3 in 2008 which was given for 7 months with a nominal value of Rp. 700,000,-. The payment is carried out in 2 periods, namely the first period of IDR 300,000 and the

second period of Rp. 400,000,-. In addition, in 2013, the program was named Temporary Community Cash Transfers (BLSM), in the form of a nominal amount of IDR 100,000/ month.

This Cash Transfers program was run by the Government as an answer to the rising price of Fuel Oil (BBM) in the world at that time. The main purpose of this program is to help the poor to be able to meet their daily needs. Where in the current context, The Cash Transfers program initiated by the Central Government through the Permendes PDTT is no longer through a Presidential Instruction, and its implementation is more to wards overcoming the community or poor communities/families affected by the COVID-19 pandemic. In its implementation, The Cash Transfers program is considered successful/effective to help the community's economy in the midst of the transition during the COVID-19 pandemic, as evidenced by research related to the distribution and effectiveness of Village Funds by Irfan Sofi's brother from the Directorate General of Financial Balance, Ministry of Finance, Jakarta, where the person concerned in his journal, stated that the implementation of Cash Transfers can run very well effective from the aspects of regulations, functions and tasks, plans and results (Sofi, 2021).

The requirements of Cash Transfers recipients are in accordance with chapter 33 verse (1) letter a of PMK no. 128/PMK.07/2022 as follows: (1) Poor families residing in the village concerned and prioritized for poor families belonging to the extreme poverty category; (2) Loss of livelihood; (3) Have family members who are prone to chronic illness; (4) Poor families receiving social safety nets from the state budget that has stalled; (5) Poor families affected by the *Corona Virus Disease* 2019 (COVID-19) pandemic and have not received assistance; or (6) Households with elderly single household members.

### **Previous Research**

Research on The Cash Transfers in the era of the COVID-19 Pandemic has been carried out a lot, one of which was conducted by Irfan Sofi (2021) regarding the Effectiveness of Village Fund Cash Transfers in Economic Recovery in Villages, the purpose of this study is to understand the effectiveness of Cash Transfers implementation and constraints in the economic recovery of Villages in Indonesia. The results showed that the effectiveness of the implementation of Cash Transfers from the aspects of regulations, functions and tasks, plans and results can run very effectively. We can also see this from the results of the division between the *outcome* and *the output* of The Cash Transfers implementation which shows a figure of 114.93 percent. However, in its implementation there are obstacles faced, including there are limitations in the Village Fund budget for The Cash Transfers, data discrepancies in the determination of beneficiaries including The Cash Transfers recipients and the availability of distribution infrastructure.

Taking almost the same case, Suci Welia (2021) conducted research on the Implementation of Permendes PDTT no. 6 in 2020 concerning Priority Use of Village Funds (Case Study in Nagari Sungai Nanam, Gumanti Valley District, Solok Regency). The research approach used in this research is a qualitative approach with a case study method. The findings of the researchers that the implementation of the Permendes PDTT, has been done well. As evidenced by the dam construction program (DAM) and others that are running in accordance with the mechanism, the priority of using village funds for The Cash Transfers distribution has also gone well. However, compliance and implementing responses in the implementation of the Permendes PDTT are inhibiting factors, due to the lack of public awareness in preventing the spread of COVID-19 related to the use of masks in crowds.

Still related to the same thing, Ajeng et al (2021) discussed the implementation of Cash Transfers according to Permendes no. 6 in 2020 concerning Priorities for the Use of Village Funds in 2020 for communities affected by COVID-19 (Study in Asrikaton Village, Pakis District, Malang Regency) to answer questions about the title, this writing uses the Empirical Juridical writing method with a Sociological Juridical approach. As for the results obtained, the Asrikaton Village Cash Transfers program uses non-cash transactions or through accounts, this raises many problems, because the majority of beneficiaries are elderly and some residents still use non-electronic ID cards, making it difficult to open an account, so it is difficult for village officials to carry out this policy.

Furthermore, the core issue that we can explore, that most researchers regarding a Cash Transfers focus on highlighting aspects of the obstacles that exist in the process of distributing the aid funds, so we strive to present something different, by examining the misuse of Cash Transfers by individuals of Beneficiary Families for interests that are not beneficial and violate the applicable positive legal rules, by taking the object of study in Kumurkek Village, Aifat District, Maybrat Regency, West Papua Province.

### 3. Methods

The method used in this research is an empirical research method or it can also be called a sociological legal research method, while the approach used is a juridical-sociological approach. The empirical method seeks to invite thinking in solving problems that not only think about legal problems that are normative but rather shift to wards the awareness of community law. Meanwhile, the juridical-sociological approach is to see a legal reality in society by looking at legal aspects related to social interaction in society, which serves as a support for identifying and clarifying findings of non-legal materials for the purposes of legal research or writing (Zainudin, 2014). From a socialscience perspective, it is more than just legal norms and techniques of operation, but also a social symptom and relates to human behavior in the midst of a unique and compelling social life to be examined not from its prescriptive nature, but descriptive (Sonata, 2014). In analyzing and reviewing problems or facts that are not in accordance with the provisions, it is carried out through an interview process carried out with a sociological approach or prioritizes descriptive rather than prescriptive aspects. From the interview activities with questions that have been prepared based on literature reviews to test the implementation of Cash Transfers, then answers are obtained that can be displayed in the form of Results and Discussions. In this study will interview 7 residents (respondents) of Kumurkek Village, Aifat District, Maybrat Regency in the period from October 27 to October 2022.

### 4. Results and Discussion

This study was conducted for one week by taking 7 residents (respondents). The questions given to respondents were open-ended questions. Respondents consisted of the upper middle and lower middle class. The implementation of the Village Fund Cash Transfers policy in Kampung Kumurkek is presented in the form of an interview as follows.

Do Kaka and Mama always get every Cash Transfers disbursement?

All respondents said that every The Cash Transfers disbursement can always be obtained since the promulgation of Law no. 2 in 2020 concerning Public Works no. 1 in 2020 concerning State Financial Policy and Financial System Stability for Handling the Corona Virus Disease 2019 (Covid-19) Pandemic and or In Order to Face Threats that Endanger the National Economy and or Financial System Stability into Law, the Kumurkek Village Government has disbursed The Cash Transfers in June 2020. Until now, all respondents have received The Cash Transfers 9 (nine) times. And the respondent of each disbursement received The Cash Transfers of IDR 300,000.

*Tn. Y. M.: "Yes Sir, I'm Beneficiary Families always get"*

*Tn. K.A.: "Every disbursement always get, tong dapat"*

*Tn. R.B.: "I got it, Sir"*

*Ny.A.K.: "Get it, Sir"*

*Ny.M.B.: "Get it Sir, but the stage 4 is not yet."*

*Ny.S.B.: "I always get"*

*Ny.Mt. B.: "From the first disbursement till now, I got"*

After receiving The Cash Transfers, are residents required to report their use to the Village Government?

All respondents answered that after receiving The Cash Transfers they were not asked to provide a report.

*Tn. Y. M.: "Usually Sir, after I receive The Cash Transfers, I sign it, after that it's up to us what we want to use it for"*

*Tn. K.A.: "Yes Sir, like that, So I immediately used the money, after that there is no more business with the government"*

*Tn. R.B.: "I just use"*

*Ny. A.K.: "After receiving it, I immediately used it and had nothing to do with the government anymore"*

*Ny. M.B.: "Just use it right away, the important thing is that it's signed"*

*Ny. S.B.: "Nothing Sir, I just use it"*

*Ny. Mt. B.: "The Government doesn't take care of it anymore, the important thing is that it's been distributed"*

Do Kaka and Mama know the function of Cash Transfers?

All respondents gave answers that they did not know, because there was no socialization about the use of Cash Transfers.

*Tn. Y. M.: "That's already...I don't know because there's no socialization"*

*Tn. K.A.: "The Government was never given socialization"*

*Tn. R.B.: "Yes Sir, I've never been socialized here"*

*Ny. A.K.: "The Government only gives The Cash Transfers, I was never given an understanding of Cash Transfers"*

*Ny. M.B.: "Sir...The Government should tell you what this function is for, then how to manage it, so here I can know how to use it."*

*Ny. S.B.: "The Government is just acting, it has never explained what the function of Cash Transfers."*

*Ny. Mt. B.: "Yes Sir...I just accept it, I have never been given an understanding."*

Does Village-Owned Enterprises (BUMDes) in Kukurkek Village exist?

All respondents answered, there used to be but now it is no longer and the Government is not continuing it.

*Tn. Y. M.: "It used to exist, and is very functional, we used to manage it to plant mountain rice on the land of Kukurkek Village, but now it doesn't exist anymore."*

*Tn. K.A.: "Now in Maybrat Regency there is only Ayawasi Village."*

*Tn. R.B.: "There is no more now"*

*Ny. A.K.: "Yes Sir, no more now, and don't know why the Government doesn't continue anymore."*

*Ny. M.B.: "I don't know Sir, Why the Government doesn't continue anymore."*

*Ny. S.B.: "I wish there were Village-Owned Enterprises, because the needs of the community can be met"*

*Ny. Mt. B.: "There is no more Sir, I don't know how the Government works"*

Has the ever been given in the form of basic necessities?

All respondents answered that The Cash Transfers was always in the form of cash, never in the form of basic necessities.

*Tn. Y. M.: "In Cash, Sir"*

*Tn. K.A.: "Yes Sir, always give cash"*

*Tn. R.B.: "Not primary commodity Sir, The Government gives a cash."*

*Ny. A.K.: "Yes Sir, I give cash"*

*Ny. M.B.: "Give a cash Sir"*

*Ny. S.B.: "Yes Sir, in a cash"*

*Ny. Mt. B.: "The Government gives a cash, Sir"*

How do Kaka and Mama use The Cash Transfers to meet their daily needs?

From several respondents, 4 people said that it was to fulfill their daily needs and partly to buy lottery, 3 people said they were processed directly (alcohol, gambling, and lottery).

*Tn. Y. M.: "Usually when I get The Cash Transfers, I'll process it right away... (while laughing)"*

*Tn. K.A.: "I'll process it right away, Sir... (while laughing)"*

*Tn. R.B.: "Yes Sir, I'll process it right away... (while laughing)"*

*Ny. A.K.: "Usually after we get it, we buy our daily needs, yes but... I also buy some of the lottery."*

*Ny. M.B.: "Yes Sir, only part to buy lottery"*

*Ny. S.B.: "Yes Sir, I bought some of the lottery"*

*Ny. Mt. B.: "Yes Sir, only part to buy lottery, but now there isn't anymore."*

The results of interviews conducted with the Kukurkek Headman are as follows:

How many periods have you been as Headman?

*Headman: "I have served as village head for almost 2 terms."*

Does Kukurkek Village have a Village Regulation?

*Headman: "Yes Sir, This Village have a Village Regulation in book and there is in The Village Office."*

Has the Cash Transfers been shared?

*Headman: "Yes Sir, for stage 3 already shared" for stage 3 (three) has been distributed.*

What the percentage of Cash Transfers has been given?

*Headman: "About 40% of your Village Fund. I have disbursed once 3 months amounting to Rp. 300.000,-."*

How to manage the use of Cash Transfers that has been received by Beneficiary Families?

*Headman: "At the time of disbursement, please take a photo of receiving Cash Transfers, then you have to sign, after that it's their business what they want to do with Cash Transfers."*

## Data Analysis

The government has regulated the mechanism for distributing Cash Transfers to Beneficiary Families in detail, related to the requirements for The Cash Transfers recipients further explained in chapter 33 verse (1) letter a PMK No. 128/PMK.07/2022. The results of the data analysis obtained from interviews with responden/ Beneficiary Families Kumorkek Village, Aifat District, Maybrat Regency with 7 speakers, explained that the Beneficiary Families did not understand in detail about the flow of distribution, designation and benefits of The Cash Transfers. Thus, of the 7 of Beneficiary Families samples, 3 of them use The Cash Transfers for sprees, and 4 of them use part of The Cash Transfers for life needs, and some of them to buy lottery. This is due to the absence of socialization and control on the use of The Cash Transfers by the Village Government.

Furthermore, the priority of the use of village funds in 2022 is regulated in the Minister of PDDT Regulation No. 7 in 2021. One of the articles that we make the object of research related to The Cash Transfers is chapter 6 verse 2 letter c and d, which explains about "Ensuring plant-based and animal food to realize a village without hunger and stunting prevention to realize a healthy and prosperous village". The reason we chose the letter as the knife of analysts in this study is because it looks at and observes the conditions of related locations, some of whose communities still need appropriate means of basic necessities to prevent hunger and *stunting*, so it would be nice if The Cash Transfers designation was used for this. However, the facts on the ground are different, so in our opinion there is a need for innovative steps from the Kampung Kumorkek government to educate a Beneficiary Families so that they can use The Cash Transfers wisely.

## The Role of Government

In the Village Government Technical Coach Training Reading Material, it is explained that: (Director General of Village Government Development. 2019). "The Village Government is domiciled as an element of the village administration, which is domiciled with the Village Consultative Body and organizes the affairs of The Government which is an authority of the village." The Village Government in carrying out Government affairs must guide The SPM which is regulated in Permendagri No. 2 of 2017 concerning SPM as follows (Director General of Village Government Development. 2019): (1) Bringing service closer to the community; (2) Facilitate service to the community; (3) Openness of service to the community; and (4) Effectiveness of service to the community. Meanwhile, the issuance of policies on Village SPM aims to (Director General of Village Government Development. 2019): (1) Encouraging the acceleration of service to the community; (2) Provide services to the community according to their authority; and (3) As a means of community control over the performance of the Village Government. In terms of providing services to the community, it must be in accordance with the laws and regulations in the village, which are: (Director General of Village Government Development. 2019): (1) Regulation of village; (2) Regulation with headman; and (3) Regulation of headman.

The above three regulations must not contradict the principle of "*Lex Superior Derogat Legi Inferiori*". The principle states that a higher law overrides a lower law. So that the substance of the regulations in the Village must not conflict with the regulations on it. The substance of chapter 6 verse 2 letter c and d of the Permendes PDDT No. 7 of 2021 is food security, fulfillment of nutritional needs, health, and welfare. This means that a Beneficiary Families should spend the Cash Transfers in the form of basic necessities. As for non-basic necessities which are usually for medical and educational expenses. This is an educational material that must be socialized by the Kumorkek Village Government to its residents. In addition to socialization, it is also necessary to implement control from the Kumorkek Village Government over the use of Cash Transfers by The Beneficiary Families. One form of effective control is by utilizing BUMDes managed on the [Pasardesa.id](https://pasar.desa.id) website (e-commerce) in the form of a Whatsapp Group (WaG), initiated by Panggungharjo Village by cooperating with 4 other villages in Bantul (Achidsti, 2020).

By using E-commerce [Pasardesa.id](https://pasar.desa.id) as a means of community control over the performance of the Village Government, because every financial transaction will be recorded and displayed in the WaG. So that this will avoid village heads and village officials from corruption cases. And vice versa, The Beneficiary Families cannot abuse The Cash Transfers for spree and detrimental purposes. With *the existence of e-commerce* [Pasardesa.id](https://pasar.desa.id) will accelerate services to the community, because it has transaction procedures

managed by admins, as follows: (1) There is an order from Beneficiary Families; (2) Pick-up of orders by courier at the seller's place; (3) Checking orders by the admin at the Outlet; and (4) Delivery of orders to Beneficiary Families. If The Beneficiary Families does not have a digital device, so it cannot access the Pasardesa.id website, it can make transactions offline by coming to Pasardesa.id outlet to order directly to the admin. After that, the mechanism will run according to the SOP. This is an innovative step that can be adopted by the Kumurkek Village Government so that the priority of using the Village Fund can be realized.

## 5. Conclusion

After we analyze further about the problem of using Cash Transfers by Beneficiary Families in Kumurkek Village, then we as authors give the view that the occurrence of deviations in the use of Cash Transfers is caused by: There is no socialization from the Kumurkek Village Government about what The Cash Transfers is and its functions to the Beneficiary Families. Absence of control to the Beneficiary Families regarding the use of Cash Transfers. Lack of innovation by the Kumurkek Village Government in order to create effective The Cash Transfers governance. Our obstacle in conducting this study is a lack of presenting valid data related to demografi and the geography of Kumurkek Village.

This is because when researchers go to the Kumurkek Village Office, it is often closed. So suggestions related to some of these issues, including: It is necessary to have written and binding rules that are mutually agreed upon by the Kamurkek Village Government regarding the rights and obligations for Beneficiary Families, as well as socializing and educating Beneficiary Families more about what The Cash Transfers is and how it should function. In addition to the above, it is also necessary to implement control over the use of The Cash Transfers by Beneficiary Families. One form of effective control is a use of Pasardesa.id, which includes e-commerce which is specifically designed to market superior village products through a network of resellers spread throughout Indonesia, this was successfully initiated by Panggunharjo Village by cooperating with 4 other villages in Bantul (Achidsti, 2020).

The government of Kumurkek Village must further improve its services to the community by understanding and guiding the Village SPM, namely: (Director General of Village Government Development, 2019). "Provisions on the type and quality of services that are the affairs of the village that every village community has the right to obtain at a minimum." Thus, we would like to thank all those who have helped with the research. Hopefully the research results will be useful for The Kumurkek Village Government in determining better village policies and government.

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