

The Policy Implementation of Social Ministry's Cash Assistance Program During Covid-19 Pandemic in Jakarta

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Abstract: This research is entitled Implementation of the Ministry of Social Cash Social Assistance Policy during the Covid 19 Pandemic Period in Central Jakarta Administrative City. The Ministry of Social's Cash Social Assistance Policy is one of the Government's programs to maintain the purchasing power of people directly affected by the Covid-19 pandemic. The purpose of this study is to analyze and evaluate the implementation of cash social assistance policies during the Covid-19 pandemic, analyze the factors that hinder the successful implementation of cash social assistance policies during the COVID-19 pandemic, and analyze the factors that support the implementation of social assistance policies during the COVID-19 pandemic. The research method used is descriptive qualitative. Informants in this study were bureaucrats, policy implementers, and the community as beneficiaries. This study found that there was non-compliance with policy implementers in the standard and policy targets by deliberately violating them for certain benefits. Factors inhibiting cash assistance policy implementation include ineffective and inefficient policy output to target intended beneficiaries, lack of recipient's name in the Integrated Social Welfare Data (DTKS), inaccurate redistribution of social assistance benefits, and inappropriate use of social assistance funds to purchase non-basic needs. Supporting factors are government strict supervision and evaluation monitoring on the use of social assistance funds that may reduce cash transfer and impair intended beneficiaries access to scarce resources in times of contemporary Covid-19 pandemic crisis-related society.

Keyword: *Implementation; Policy; Paid plastic bags; PLS-SEM; Depok City.*

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INTRODUCTION

Since 2020, several (democratic) countries worldwide including Indonesia encountered the outbreak and spread of the covid-19 pandemic disaster that severely impacted the lives of many Indonesian households, in particular, vulnerable communities (Esien, 2020b; UNICEF, 2021). In March 2019, the data from SUSENAS suggest 25 million people in Indonesia were living under the poverty line (9.4 percent of the population) and other 55 million people (or 20.6 percent of the population) live slightly above the poverty line which indicates their vulnerability

to becoming poor and exposure to the multifaceted social inequalities (Esien, 2020b; UNICEF, 2021). Couple with the pandemic, this indicates a possibility that up to 30 per cent of the country's population are at risk of poverty and living under the poverty line. In fact, society needs government expenditures, multi-sectoral policies, and targeted welfare programmes under the social protection system to counter the socio-economic impacts of COVID-19 on vulnerable groups, families, children, and households at risk of poverty in Indonesia (UNICEF, 2021).

There is a considerable body of research that suggests one of the policies taken by the Government is to issue a Cash Social Assistance Policy by the Ministry of Social Affairs of the Republic of Indonesia to target the needs of the poor and people who have a socio-economic impact due to the Covid-19 pandemic. The legal basis for this policy is the Decree of the Minister of Social Affairs of the Republic of Indonesia Number 54/HUK/2020 concerning the Implementation of Cash Social Assistance in Handling the Impact of Covid-19. Based on the Ministerial Decree, Cash Social Assistance is social assistance in the form of cash transfers to the poor, underprivileged, and vulnerable families affected by the Covid-19 outbreak. Approximately 9 million families access these cash benefits with an assistance value of Rp. 600,000 / month, which was given for three months, starting from April to June 2020. According to the Ministry of Social Affairs, Cash Social Assistance is disbursed only to targeted people affected by the Covid-19 Pandemic and who are not registered as recipients of other aid programs. There is no accumulation of aid beneficiaries. The Regional Government is responsible for the complete entitlement regulation (Fadilah et al., 2021; Fitria et al., 2021; Zakiyah et al., 2020).

Despite government expenditure to finance households in *duree* situations, there are frequent problems facing cash social assistance accessibility. First, there are eligible people who need financial support but are not recorded, which indicates low coverage (Devandas, 2017; Esien, 2019). In contrast, people who are considered capable get assistance that improves their household income and welfare production. Nevertheless, this governance in redistributive politics is imperative to challenges in terms of equity and efficiency because targeted cash social assistance program generate ethical issues that may infringe social solidarity, reinforce divisiveness and inequalities by including specific groups and leaving out other (Devandas, 2017; Esien, 2019). On the other hand, some people used to be able but later fell into poverty. Therefore, the awareness of the people who are capable and are still registered as recipients of Social Assistance transfer should be able to report themselves so that their rights can be replaced with other residents who need it more. In this case, the Data Verification and Validation Team from each Provincial and District/City Social Service has an important role in determining targeted beneficiaries' eligibility rights to access the relief aid (Hanoatubun, 2020; Sihaloho, 2020).

The second problem is that the data used is sourced from the Integrated Social Welfare Data (DTKS) obtained from the village through the neighborhood Association (RT)/ citizens Association (RW) (Zakiyah et al., 2020). Often outsourced governance in cash transfer program implementation process is challenged because RT/RW or village bureaucrats faces "information asymmetry, low administrative capacity, and performance management to accurately monitor, administer", and provide the latest data on residents affected by COVID-19, such as those who have lost their jobs or cannot work to acquire basic income for their daily needs. Therefore, people who feel they need it but are not registered by the RT/RW can directly report to the ward office to be recorded. (Esien, 2019, 2020b)

The third problem is that migrants, such as those who live in rented houses or boarding houses, are often ignored by the RT/RW associations because their ID cards and family cards are not native to the area. Migrant residents living in rented houses affected by Covid-19 can also register to receive social assistance by making a Domicile Certificate from the local Village/Kelurahan with a cover letter from the RT/RW. Registration can be done directly at the ward office. The problem of being accepted or not will be verified and validated by officers from the City/Regency Social Service by showing the original KTP and KK (Fitria et al., 2021).

Another problem that was also found was that the community still lacked understanding about the types of social assistance and its complex criteria design. Even though they had entered the PKH or BPNT Program, they questioned the different types and amounts of assistance. The Ministry of Social Affairs has previously issued various welfare redistributive policies in

assistance programs for the poor. The Family Hope Program, Non-Cash Food Assistance, and Basic Food Assistance (specifically for Jabodetabek), for instance, redistribute scarce resources to the targeted population. In addition to the Ministry of Social Affairs welfare policies, there is also the Village Funds Direct Village Cash Assistance Program (BLT-DD) issued by the Ministry of Villages, Development of Disadvantaged Regions and Transmigration (PDRT) (Fadilah et al., 2021).

This study examines the Government Policy on Cash Social Assistance of the Ministry of Social Affairs. The concept of public policy includes programs, goals, objectives, and expected impacts/changes in society through a set of values allocated to the community. Based on this concept, the policy study is aimed at knowing the extent to which the Government's Policy Implementation on Cash Social Assistance of the Ministry of Social Affairs is implemented to achieve changes, impacts, and benefits that are felt by the community from the Implementation of Government Policy on Cash Social Assistance of the Ministry of Social Affairs. This research on the Implementation of Government Policy on Cash Social Assistance program of the Ministry of Social Affairs is also to find out the factors supporting and inhibiting the Implementation of Government Policy on Cash Social Assistance of the Ministry of Social Affairs to improve the socio-economic quality of the community. Factors influencing the implementation of government policies on cash assistance, Ministry of Social Affairs (Mufida, 2020). The analysis uses the policy implementation concept of Van Meter and Van Horn (Meghani et al., 2021; Potucek & Rudolfova, 2016). Six factors that can affect policy performance and implementation, namely policy standards and objectives, resources, inter-organizational relationships, characteristics of implementing agents, social, economic, and political conditions, and disposition/ implementing attitude (Weimer & Vining, 2017).

RESEARCH METHOD

This research uses a qualitative approach and an exploratory paradigm, from a case study perspective. Qualitative research claims to describe lifeworlds 'from the inside out from the view of the people who participate'. Qualitative researchers study things in their natural settings, trying to make sense of or interpret phenomena in terms of the meanings people bring to them (Sugiyono, 2019a). The informants in this study were as following: The implementing officer as the person in charge of implementing Government policies on the Ministry of Social Cash Social Assistance in the DKI Jakarta Provincial Government; Central Jakarta Administration City implementing the Ministry of Social Cash Social Assistance policy at the DKI Jakarta Provincial Government; Central Jakarta Administration City; and the community as end beneficiaries of the cash transfer. Government policy on Cash Social Assistance of the Ministry of Social Affairs within the DKI Jakarta Provincial Government, Central Jakarta Administration City. Three sub-districts were taken from the eight sub-districts, namely Johar Baru District, Cempaka Putih District, and Menteng District. From each sub-district, 6 (six) informants will be taken, consisting of 3 (three) government officials at the sub-district, the ward level, citizens Association heads, neighborhood Association heads, and 2 (two) policy beneficiaries.

Regarding the research methods and approaches, the data collection process was carried out in natural settings through participant observations, in-depth interviews, and documentation. Corresponding to Marshall and Rossman's argument that the fundamental methods of qualitative researchers to gather data relied on participation in the setting, direct observation, in-depth interviewing, and document review. Based on this data triangulation approach, this research uses the following data collection techniques; (1) Observation (2) Interviews to obtain information through open question and answer processes that can construct shared meaning about the topic; and (3) Documentation through the study of personal documents and official documents. The data analysis technique used in this study follows the data analysis technique consists of three stages, namely data reduction, data presentation, and conclusion (Sugiyono, 2019b).

RESULT AND DICUSSION

Based on the research results in the field, the data obtained were classified into 2 (two) categories, namely primary and secondary data. Primary data were obtained from interviews, while secondary data used in this study were in the form of supporting documents such as letters, reporting documentation, statutory regulations, and other supporting documents. This secondary data material confirms and strengthens the primary data analysis process. The Administrative City of Central Jakarta is the center of the provincial and national Government. Apart from being the center of Government, Central Jakarta also functions as a center for business, trade, service activities, and the main area of infrastructure development, social and public facilities. In Central Jakarta, several lands serve government purposes for provincial and national levels of administrations. As a symbol of the center of Government, in Central Jakarta, there are important government buildings such as the state palace, vice president's palace, and the city hall. Administratively, Central Jakarta Administrative City is divided into following eight sub-districts:

Table 1. Regional Division of Central Jakarta Administrative City

Subdistricts	Regional Division by Subdistrict	
	Area (Km ²)	Percentage
Tanah Abang	9.3	19.3%
Menteng	6.5	13.6%
Senen	4.2	8.77%
Johar Baru	2.38	4.94%
Cempaka Putih	4,69	9.75%
Kemayoran	7.25	15.07%
Sawah Besar	6.16	12.79%
Gambir	7.59	15.77%
Central Jakarta	48.13	100%

Source: (Badan Pusat Statistik DKI Jakarta, 2020)

Through the BST policy, the Central Jakarta City Government intends to fulfill and guarantee citizen's basic needs or meet the basic needs of the community, maintain community economic stability, and ensure that BST is delivered to poor people in need due to the impact of the pandemic Covid-19. In short, factors that influence the implementation of government policies on cash social assistance programs using the concept of Van Meter and Van Horn with its six factors model may influence policy and implementation performance (Lowe et al., 2020; Valente et al., 2019). The principle and factors affecting Social Cash Assistance policy implementation output include policy standards and objectives, resources, inter-organizational relations, characteristics of implementing agents, conditions social, economic and political, and Disposition/Attitude of implementers. In the next subsections, we elaborate on these principles to disseminate the findings and answer the research questions (Potucek & Rudolfova, 2016; Weimer & Vining, 2017).

Table 2. Total Population of Central Jakarta Administration City

No.	District	Population		Total
		Male	Female	
1	Tanah Abang	88,908	80,467	169,375
2	Menteng	40,067	38,710	78,778
3	Senen	57,436	54,179	111,616
4	Johar Baru	71,581	65,674	137,255
5	Cempaka Putih	52,089	46,376	98,465
6	Kemayoran	135,708	122,363	258,071
7	Sawah Besar	59,071	57,178	116,249
8	Gambir	46,469	43,961	90,430
Total		551,330	508,910	1,060,240

Source: (Badan Pusat Statistik DKI Jakarta, 2020)

Implementation of the Ministry of Social Cash Social Assistance Policy During the Covid-19 Pandemic

Policy Standards and Targets

Based on the results of interviews with research informants, it is known that this social cash transfer policy is carried out to maintain people's purchasing power during the Covid-19 pandemic, reduce the burden on people affected by the pandemic so that they can meet their basic needs, and maintain economic stability. The targeted end beneficiaries are the poor and vulnerable people affected by the pandemic (Shamsuddin, 2020).

The interest of the Central Jakarta Administration City Government in the Implementation of the Ministry of Social's Cash Social Assistance Policy is to fulfill and guarantee basic needs and maintain economic stability through the distribution of BST to the community. Standard Operating Procedures for Cash Social Assistance Policy of the Ministry of Social Affairs, Ministry of Social Affairs RI begins with data sources and requirements for KPM Cash Social Assistance originating from DTKS, proposals from district/city local governments and other data sources. The national allocation of the BST is to 10 million recipients. And the amount of funds disbursed to the beneficiaries is 300 thousand per family. PT Pos Indonesia distributed and transferred the financial assistance to the targeted groups

Resources

The elements involved in the Cash Social Assistance policy are the Central Jakarta City Administration Social Service Sub-department and the implementing unit of the District Social Service. After the completion of the aid transfer process, these institutions give a report to the mayor through coordination meetings. The Johar Baru Sub-District Government coordinates starting from socialization activities to reporting activities. The Rawasari Village government apparatus always coordinates both the District and the Heads of RW and RT. Village officials are assisted by various elements of the community in its implementation.

Government officials have tried their best with good performance. Performance management at the city government level is quite good, but at the sub-district, ward, and RT/RW levels there is still need for improvement (not good). Government officials in the Cash Social

Assistance process assistance have certainly tried their best through the coordination of meetings related to the distribution of cash social assistance by the DKI Jakarta Provincial Social Service Sub-Dept. Participants in the meeting include multi-agency that consist of the DKI Jakarta Provincial Social Service, PT POS Representatives, and also the Sub-district.

Relations between Organizations

Coordination is carried out by the Ministry of Social Affairs of the Republic of Indonesia as the leading sector. The Ministry coordinates with PT Pos as a distributor, as well as the Provincial Social Service and district/city social services, in the implementation of the BST program. This is also supervised by the Government Internal Supervisory Apparatus that consist of the Inspectorate General of the Ministry of Social Affairs, Supervision units of non-ministerial government agencies, provincial inspectorates, and city inspectors. The Ministry of Social Affairs carries out centralized coordination. All agencies carry out coordination. All technical aspects of the policy are always coordinated and directly supervised. Coordination is carried out from the preparation stage to reporting. The Johar Baru Sub-District Government coordination governance starts from socialization activities to reporting activities. The Rawasari Village government apparatus always coordinates both the District and the Heads of RW and RT. Village officials are assisted by various elements of the community in implementation.

Policy stakeholders are interested in helping and to improve the economic conditions of the people affected by COVID-19 to launch the Cash Social Assistance program. Interested parties in this BST policy are policymakers or the Government, affected communities, and multi stakeholders. There is no major conflict of interest in the implementation of the BST policy. Sometimes, however, there are problems in coordinating recipient data, but this can be overcome with the relevant multi stakeholders coordination process. . The Government is not in conflict, and there is no significant conflict in this BST policy. If a conflict of interest arises, it is resolved with multi-agency and multi stakeholders coordination governance (Marsden & Docherty, 2021).

Characteristics of Executing Agent

The characteristics of the program delivery are regulated in the applicable regulations, although the implementation in the field is very diverse and may also cause problems, different characteristics, and produce various performances. The characteristics of policy implementers at the lower levels are indeed very diverse to cause problems. The implementation of the BST policy is binding and regulated in the technical guidelines that have been set. Differences in the characteristics of policy implementers also affect policy implementation performance, where some officials perform well whereas others performance are still poor.

Economic, Social, and Political Conditions

Concrete benefits felt by the community with the Ministry of Social's Cash Social Assistance Policy: BST financial assistance helps ease the burden on households, citizens, and people's lives to meet their basic needs. These are necessities that help reduce poverty amid the COVID-19 pandemic, reduce inequalities, and increase households' income. Some of the problems that residents complain about include the continuous decrease of the number of recipients. Those who originally could be suddenly crossed out from the list of recipients need a DKI ID card which really poor people could not acquire (Purwanto et al., 2020)

It is difficult to change people's mindsets and attitude not to rely on only temporary cash assistance targeted schemes. However, it must be admitted that the number of poor people is increasing due to the Covid-19 pandemic. In addition, before COVID-19, for instance, Indonesia was making great strides to alleviate poverty. Between 1998 and 2018, the poverty rate fell from 24.2% to 9.66%. During those first few months of the pandemic, poverty has risen by 1.8% and has likely risen higher since early 2020. Moreover, the COVID-19 pandemic has proven dangerous for Indonesia. One of the easiest ways to maintain the stability of the community's economy is through this BST policy to help alleviate the problems. Although it is difficult to

change the mindset of BST recipients, the educational process is still carried out so that there is no dependence on BST (Hanoatubun, 2020) .

The Disposition or Attitude

The disposition or attitude of the Central Jakarta Administration City Government Strategy Implementation in the Implementation of the Ministry of Social Cash Social Assistance Policy is through the synergy with multi-agency and various parties and the BST policy scheme (which program is delivered in the form of cash transfer only to targeted residents whose names are listed in the DTKS. To avoid criminal acts of corruption, supervision is carried out directly by the Government Internal Supervisory Apparatus (APIP), which strictly enforces the BST implementation process. Therefore, BST corruption can only be carried out at the Ministerial level, while in the field, what happens is illegal levies (extortion) from unscrupulous environmental administrators. This misconduct may impair a peaceful, just, and strong institution to build an effective, accountable, and inclusive democratic environment for targeted cash transfer. In the context of supervising the distribution of targeted Cash Social Assistance transfer, APIP can coordinate with multi-agency that consist of the provincial Social Service, district/city social services, and echelon II work units of the Director-General of PFM who handle BST. Furthermore, APIP reports the results of supervision to the interested parties in accordance with the provisions of the legislation (Esien, 2020c).

Inhibiting Factors in the Implementation of Cash Social Assistance Policy

In implementing the policy of the Minister of Social Affairs of the Republic of Indonesia Number 54/HUK/2020 concerning the Implementation of targeted Cash Social Assistance in Handling the Impact of Covid-19 in Central Jakarta. There are some factors that hinder its implementation, which include the negative impact of policies and public resistance to policies. The policy's negative impact is that BST is often not well-targeted and not received by the rightful end beneficiaries; Thus, this leads to opportunities for criminal acts and corruption (such as extortion and embezzlement). In addition, most BST recipients of funds may probably not use the financial cash transfers to buy basic needs and necessities that are relevant for their welfare production. In this case, misusing a huge sum of taxpayers' money in times of crisis and the welfare state challenge with fiscal impasse and budgetary deficit (Esien, 2021). Despite challenges and uncertainties, this negative policy impact continues to be suppressed through intensive mobilization and socialization in the neighborhoods. Regarding BST cash transfer in the community, there is no rejection or resistance. In contrast, with the assistance of necessities and Rice for the Poor (Raskin) (that is in-kind transfer), there is resistance due to the poor quality of necessities and rice. In addition, people need cash transfer more than groceries (that is in-kind transfer) (Fadilah et al., 2021).

The biggest obstacles and challenges are the very limited amount of social assistance and the DTKS data that has not been updated; so many people deserve to receive it but do not receive it because their names are not listed in the DTKS. In addition, population data is still overlapping, and there are still corruption practices and illegal levies (extortion). The challenge for the Central Jakarta Administration City government is related to the process of socialization and complaints from the public. In this view, they are obliged to make the public understand the current ongoing targeted Cash Social Assistance transfer. With the socialization to the community, of course, the implementation of policies often affects complaints. In this case, the complaint handling system may be optimized so that the community will be more familiar and clearer about the policy to accept BST. This will further enable the community to support the BST policy measures and seek for the funding. Continues as the number of recipients continues to increase.

Supporting Factors for the Implementation of the Cash Social Assistance Policy

In implementing the policy of the Minister of Social Affairs of the Republic of Indonesia Number 54/HUK/2020 regarding the Implementation of Cash Social Assistance in Handling the Impact of Covid-19 in Central Jakarta. There are some factors that support the policy measure

implementation, which include responsiveness implementers, obstacles, and challenges, community support, and the degree of change achieved.

The responsiveness of government officials implementing policies to the negative impacts arising from policies is by carrying out intensive mobilization and socialization to the community. In addition, the government apparatus carries out strict supervision through performance monitoring and evaluation activities on the management and use of BST funds.

The degree of change achieved through the implementation of the targeted Cash Social Assistance Policy measure of the Ministry of Social Affairs is a decrease in the Poverty Depth Index and Poverty Severity Index, although the numbers are not significant and only temporary, namely if the community receives BST so that the degree of change automatically disappears when the policy is stopped. Based on data released by the Central Statistics Agency in March 2021, the Poverty Depth Index (P1) decreased by 0.027 to 0.642 from September 2020 (0.669). The Poverty Severity Index (P2) fell 0.015 to 0.136 from September 2020 conditions (0.152) (Badan Pusat Statistik, 2020).

The implementation of the targeted cash social assistance policy program of the Ministry of Social Affairs is related to the political and administrative processes that involve the objectives and/or aims of the policy (policy goals). Regarding the policy measure implementation, this relates to the power, interests, and strategies of policy actors, the characteristics of institutions and regimes, and the implementation permits and responses to policies. More broadly, the policy implementation process is concerned with the administrative bodies responsible for implementing the program and targeting end beneficiaries' individual responsibilities and the network of political, economic, and social forces that can directly influence the target group. It also targets the actors and institutions behaviour and actions involved in the implementation process and which ultimately affects the expected and unexpected policy output and impacts (Carroll & Prentice, 2021; Kartal et al., 2021).

The performance of policy implementation can be measured by the success of the measures and policy objectives that are realistic with the socio-cultural existing at the level of policy implementers. It may not be easy to realize when the size and policy objectives are too ideal (utopian). Van Meter and Van Horn suggest that to measure the performance of policy implementation certain standards and targets must be achieved by policy implementers. This indicates policy performance as a regulatory tool to assess the achievement level of policy standards and target goals (Schmidt et al., 2021).

For effective public policy implementation, according to Van Horn and Van Mater, policy implementers must be competent, trustworthy, and committed to understand and facilitate the standard objectives to achieve the intended Cash Social Assistance policy objectives for successful implementation (Esien, 2020a; Weimer & Vining, 2017). Implementers' attitude could have a strong positive influence on the general public, especially the targeted groups. Therefore, the standards and objectives must be communicated to the implementers. not forgetting their willingness to sacrifice time, energy and resources for successful implementation (Potucek & Rudolfova, 2016). In this case, communication in the framework of delivering information to policy implementers about the standards and objectives must be consistent and uniform (consistency and uniformity) from various sources of information (Habib et al., 2021). Similarly, the role of "fixers" who facilitate any communication between actors are needed for successful policy implementation (Kephart et al., 2021). They may serve as the implementer's "ears and eyes", supplying him/her with sufficient information about development in the arena (Potucek & Rudolfova, 2016).

Transferring news down within the organization or from one organization to another and other communicators often experiences distortion, whether intentional or not. Suppose different communication sources provide interpretations inconsistent with a standard and purpose, or the same information source provides conflicting interpretations, then at one time. In that case, policy implementers will face an "implementation deficit" and find it difficult to implement a policy consistently (Esien, 2020a). Moreover, the policy implementers in public policy measures may face difficulties because of difficult foresight, risk of unintended consequences of measures taken, growing complexity of societal relations, no policy is realised in isolation, societal

development can be modified, changes in value and behaviours, and the problem of policy simulation (Esien, 2020c; Potucek & Rudolfova, 2016; Weimer & Vining, 2017).

Interested actors, institutions, parties, and multi-agency in this BST policy are implementers/policymakers, bureaucrats and/or Officials or the Government, affected communities who are end beneficiaries, and multi stakeholders delivering services. As the implementer of targeted Cash Social Assistance policy measure, the Government interventionist role is the provision of public spending to help improve the economic conditions of the people affected by the Covid-19 pandemic (Esien, 2019, 2020b, 2020c). The poor directly affected economically due to the pandemic are also interested in implementing the BST policy. With this policy design, the burden of their lives to meet their basic needs of welfare production becomes lighter. In addition to the Government interventionist role and the community receiving BST, the parties interested in this BST policy are multi stakeholders, which consist of elements from community leaders, mass media, academics, and the private sector in the multi-level governance administering the targeted cash transfer. These multi stakeholder interest groups also oversee the implementation of the BST policy, "exercise effective collective action" and ensure that the policy is right on target and free from fraud and corruption (Schmidt et al., 2021; Tokey, 2021).

The relationship between policy implementing organizations has been regulated in detail under the policy legal binding regulations for bureaucracy and administration. Each implementing organization already has a clear and assigned administrative responsibilities and authority (Tanrivermiş, 2020). However, the implementation in the field is often still overlapping. For example, the targeted Cash Social Assistance policy socialization activities carried out in stages are not carried out evenly in all wards; even if they are implemented, socialization activities are less attractive to environmental management such as RW and RT heads so that residents do not receive good information. This, of course, resulted in a confusion of information and among residents regarding the list of BST recipients. The result implied bad choice of instruments may cause policy failure in our growing complex society with its implementation difficulties (Esien, 2019; Potucek & Rudolfova, 2016)



Figure 1. Target BST Recipients Stage 5 and 6

BST Stages 5 and 6 are no longer taken at the Post Office, causing crowds and long queues that have the potential to increase the spread of the Covid-19 pandemic but are transferred to each beneficiary's account so that recipients can collect BST funds at any time as needed. In this way, it can avoid crowds during the distribution of BST.

To achieve the goals and objectives of the BST policy, of course, a suitable policy strategy is needed. The strategies adopted by the Government in implementing the BST policy include that all assistance is provided in cash transfer and is no longer in the form of necessities which are very vulnerable to corruption.

The next strategy is that BST is only given to poor people whose names are listed in the Social Welfare Integrated Data (DTKS), updated according to the inputs submitted by the RW and RT heads through the work units at the sub-district level. However, not all names submitted were approved to receive BST due to limited budget availability. This then triggered complaints and protests from residents who felt they had been proposed as recipients but did not receive BST (Keshteli et al., 2021).

In the third strategy, policy implementers synergize with multi-agency and multi stakeholders, consisting of community leaders, religious leaders, academics, and the mass media, to supervise the implementation of BST policies. If things are not in accordance with the rules and guidelines, they can immediately report to the authorized government apparatus for immediate action. With the three strategies above, it is hoped that problems that occur in implementing BST policies can be minimized (Wang, 2021).

The external environment, which consists of the social, economic, and political environment, also influences the successful implementation of public policies. An unfavorable social, economic, and political environment can be a source of problems for the failure of policy implementation performance. Therefore, efforts to implement policies require a conducive social, economic, and political environment. The external environment is the environment that is outside the policy implementing organization and needs to be analyzed to determine the opportunities and threats that the implementing organization will face. Van Meter and Van Horn put forward two perspectives for conceptualizing the external environment. First, the perspective that views the external environment as a vehicle that provides resources and human potential, social and intellectual capital. Both perspectives view the external environment as a source of information (Han et al., 2020).

The first perspective is based on the premise that the external environment is a vehicle that provides critical resources for policy implementation. This perspective also implies external potential in threatening internal resources owned by policy implementers. Changes to the law, for example, have the potential to damage internal resources owned. The second perspective relates information to environmental uncertainty (environmental uncertainty). Environmental uncertainty refers to conditions in the external environment that are difficult to predict. This relates to the ability of the implementing organization to make decisions (decision making).

Factors that support the implementation of government policies on targeted cash social assistance from the Ministry of Social Affairs during the Covid-19 pandemic include strict supervision from the Government through performance monitoring and evaluation activities on the use of BST funds. Residents of the Central Jakarta Administrative City are very supportive of the BST policy and demand the continuation of this policy with increased recipients. The degree of change achieved from the BST policy is a decrease in the Poverty Depth Index and the Poverty Severity Index. However, the numbers are not significant and only temporary, so that the degree of change automatically disappears when the policy is stopped.

CONCLUSION

Based on the research results and discussion described in the previous chapter, some conclusions can be drawn as follows. *First*, the Government's policy on targeted cash social assistance from the Ministry of Social Affairs during the COVID-19 pandemic, there was still non-compliance. Policy implementing officials often did not comply with the standard targets and policy targets by deliberately violating the policy conditions for individual benefits. The

resources for implementing social assistance policies vary due to the absence of management training in carrying out their duties. The bureaucracy and administration run slowly and hinders the achievement of the objectives of policy implementation. The relationship between policy implementing multi-agency and organizations runs inharmoniously; there is still a sectoral ego that makes coordination between institutions unable to run properly. The characteristics of policy implementers who tend to take advantage of opportunities for certain interests are, of course, very contrary to the objectives of implementing targeted cash social assistance policies. Socio-economic and political conditions amid a pandemic that tends to be unstable also influence policy implementation goals. *Second*, the implications of factors that hindered the successful implementation of government policies on targeted cash social assistance policy schemes from the Ministry of Social Affairs during the COVID-19 pandemic, among others, were the discovery of BST recipients who were not on target, recipient names were not listed in the DTKS, BST was not received in full due to deductions. Carried out by environmental administrators or government officials for reasons of transportation costs and others, as well as the use of BST funds by recipients not to buy basic needs and necessities, but other needs. *Third*, the factors that support the implementation of government policies on targeted cash social assistance from the Ministry of Social Affairs during the Covid-19 pandemic, namely the existence of strict supervision from the Government through performance monitoring and evaluation activities on the use of BST funds. Residents of the Central Jakarta Administrative City are very supportive of the BST policy and ask that this policy be continued with increased recipients. The degree of change achieved from the BST policy is a decrease in the Poverty Depth Index and Poverty Severity Index. However, the numbers are not significant and only temporary, namely as long as the community accepts BST, so that the degree of change automatically disappears when the policy is stopped. With the conclusions above, following recommendations may improve the achievement of the objectives of cash social assistance policies implementation: (1) Viewed from the performance indicators of implementing officials, requiring stricter supervision, APIP needs to increase its role so that there are no violations in the distribution of BST; (2) The resources of the implementing apparatus need to be provided with management leadership training that is useful in carrying out their duties; (3) Relationships between policy implementing organizations can be improved by eliminating sectoral egos that make coordination between actors and institutions work better, (4) Characteristics of policy implementing officials who tend to take advantage of opportunities need reform and retraining for integrity and increase professionalism, and (5) there is a need for a strong political will from the central Government to help make efforts to achieve the objectives of policy implementation. This research has limitation to the implementation of the Ministry of Social's Cash Assistance policy which was carried out in 2020 in the Central Jakarta Administrative Region. Therefore, it is hoped that there will be further research on the implementation of cash assistance policies in other regions in Indonesia with different research methods.

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