

EXAMINING THE IMPLEMENTATION BEHIND THE DISTRIBUTION OF VILLAGE FUND DIRECT CASH ASSISTANCE

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ABSTRACT

Research Objectives - This study aims to analyze the implementation of the Village Fund Direct Cash Assistance Program (BLT-DD) in Wonokerto Village using George C. Edwards III's policy implementation model, particularly its four dimensions: communication, resources, disposition, and bureaucratic structure, and their implications for targeting accuracy and information transparency.

Method - This study employed a descriptive research approach. Data were collected through interviews, observations, and documentation, and analyzed using qualitative descriptive analysis based on Edwards III's policy implementation model and the interactive analysis framework of Miles et al.

Research Findings - Village officials demonstrated support for the implementation of BLT-DD and had established communication practices and administrative procedures for aid distribution. However, implementation continued to face operational resource constraints, the need for data updating, potential overlaps among aid recipients, and suboptimal information transparency. These findings indicate that procedural compliance does not necessarily guarantee accurate beneficiary targeting or equitable access to information for the community.

Theory and Practical Implications - This study reinforces the relevance of Edwards III's model for analyzing the implementation of social protection policies at the village level. Village governments should strengthen identity verification, beneficiary data updating, coordination among implementing actors, transparency regarding beneficiary eligibility criteria, and public complaint mechanisms.

Novelty - This study provides a context-specific analysis linking the four dimensions of Edwards III's policy implementation model to beneficiary data quality, operational constraints, and transparency in the determination of BLT-DD recipients in Wonokerto Village.

INTRODUCTION

The Village Fund Direct Cash Assistance Program (BLT-DD) is one of the government's social protection instruments designed to help poor and vulnerable populations meet their basic needs and alleviate household economic pressures. In the context of rural development, the success of social assistance programs depends not only on budget availability but also on the accuracy of beneficiary identification, management transparency, and consistent policy implementation at the village government level. Aulia et al. (2026) examined the relationship between Village Fund Direct Cash Assistance and poverty reduction using empirical evidence from Indonesia's Village Fund program, while a study published in the Journal of Development Planning investigated the impact of village cash transfers on the economic well-being of rural households (The Impact of Village Cash Transfer on Rural Households' Economic Well-being, 2023). Both studies highlight the importance of positioning BLT-DD within broader discussions of social protection and community welfare. However, program outcomes are closely linked to the quality of policy implementation, particularly in beneficiary data collection, verification, selection, and assistance distribution. Therefore, examining BLT-DD implementation at the village level remains relevant for understanding how government

policies are translated into public service practices and how administrative constraints may affect the accuracy of beneficiary targeting (Aulia et al., 2026; Purnawan et al., 2022).

Several previous studies have examined BLT-DD implementation from different perspectives and within diverse local contexts. Purnawan et al. (2022), for example, investigated the implementation of BLT-DD policy in Taba Air Pauh Village, Kepahiang Regency, focusing on policy execution and village government strategies. Yanti and Sukmana (2024) examined the implementation of the BLT-DD program in Sidodadi Village, highlighting factors contributing to successful implementation and the obstacles encountered, including issues related to targeting accuracy and beneficiary data reliability. Meanwhile, Qomariyah and Choiriyah (2024) investigated BLT-DD implementation in Gelam Village, emphasizing the importance of standard operating procedures and village government leadership in promoting transparency in aid distribution. These findings establish that social assistance implementation is an administrative and institutional process requiring coordination, clear procedures, and effective data management. Nevertheless, differences in regional characteristics, administrative capacity, and community social conditions mean that findings from one village cannot be directly generalized to another. Accordingly, further context-specific research is needed to examine beneficiary data collection and BLT-DD implementation in Wonokerto Village, particularly regarding the consistency of beneficiary identification records, the updating of social welfare data, and information transparency for the community.

Theoretically, this study adopts George C. Edwards III's policy implementation model, which identifies four principal variables influencing implementation success: communication, resources, disposition, and bureaucratic structure (Edwards, 1980). Communication concerns the clarity and consistency of policy information; resources encompass the availability of personnel, information, authority, and facilities; disposition refers to implementers' attitudes and commitment; and bureaucratic structure concerns procedures and the distribution of responsibilities. This model is relevant to BLT-DD implementation because beneficiary selection requires coordination among the village government, the Village Consultative Body (Badan Permusyawaratan Desa, BPD), data collection officers, and the community. However, applying this model should be complemented by an examination of substantive issues identified in the field, as compliance with administrative procedures does not necessarily ensure that assistance reaches the households most in need. According to the research documentation from Wonokerto Village, the identified issues include potential similarities in names associated with different population identification records, beneficiary data that has not been updated to reflect current circumstances, and information dissemination perceived as insufficiently transparent. The documentation also records instances in which community members who believed they met the eligibility criteria had not received assistance. These circumstances indicate an empirical gap between program requirements and implementation practices, reinforcing the need to examine the relationship between communication, resources, implementer commitment, and bureaucratic procedures, on the one hand, and data collection quality and information transparency, on the other. Accordingly, Edwards III's model is used not only to identify implementation factors but also to assess how these factors relate to beneficiary targeting accuracy and public service accountability at the village level.

The novelty of this study lies in its in-depth examination of BLT-DD implementation in Wonokerto Village by linking Edwards III's policy implementation model to concrete issues in beneficiary data management. Unlike previous studies that have focused on policy implementation in other villages, the importance of standard operating procedures, or the use of computational methods to assist beneficiary selection, this study examines the consistency of population identification records, beneficiary data updating, and information transparency as empirical issues within a specific local context. The studies by Yanti and Sukmana (2024) and Qomariyah and Choiriyah (2024) provide relevant points of comparison because both examine BLT-DD implementation. However, the present study places particular emphasis on the relationship between policy implementation factors and administrative data collection issues identified in the research documentation. This novelty is contextual and analytical rather than a claim that BLT-DD implementation or beneficiary targeting issues have never been studied before. The expected contribution is to enrich public administration scholarship on village-based social protection and

provide targeted recommendations for improving identity verification, beneficiary data updating, coordination among implementing actors, and information dissemination to the community.

Based on the foregoing discussion, this study aims to analyze the implementation of the Village Fund Direct Cash Assistance Program in Wonokerto Village, Sukamaju Selatan Subdistrict, North Luwu Regency, using Edwards III's four policy implementation variables: communication, resources, disposition, and bureaucratic structure. It also examines their relationship with beneficiary data collection, targeting accuracy, and information transparency. This study is expected to contribute theoretically to public policy implementation research while providing practical recommendations for village governments to improve social assistance management. Nevertheless, the study has certain limitations because it focuses on a single village and employs a descriptive qualitative approach involving interviews, observations, and documentation. Consequently, the findings primarily explain implementation conditions and processes within the local context under investigation rather than measuring the causal effects of BLT-DD on poverty reduction or household welfare. The limited geographical scope, the number and characteristics of informants, and the dependence on the completeness of available documents and information should also be considered when interpreting the findings. Future research could expand the geographical coverage, include beneficiaries and eligible prospective recipients who have not received assistance, and employ quantitative or mixed-methods approaches to examine the relationships between implementation quality, targeting accuracy, and program outcomes more systematically.

METHOD

This study employed a qualitative approach with a descriptive research design to analyze the implementation of the Village Fund Direct Cash Assistance Program (BLT-DD) in Wonokerto Village, Sukamaju Selatan Subdistrict, North Luwu Regency. This approach was selected because the study focuses on developing an in-depth understanding of policy implementation processes, implementers' experiences, and issues related to beneficiary data collection and assistance distribution under actual field conditions, rather than statistically testing relationships between variables. Hamilton and Finley (2019) explain that qualitative methods in implementation research are useful for understanding how and why a policy or intervention succeeds or encounters obstacles through interviews, observations, and document analysis. Qualitative case studies also enable researchers to examine implementation processes while considering the organizational and environmental contexts in which policies are implemented. Consistent with this approach, the study draws on previous research by Purnawan et al. (2022) on BLT-DD implementation in Taba Air Pauh Village, which examined the implementation of village cash assistance policies within a local government context. The descriptive qualitative approach was considered appropriate for providing a detailed account of how the Wonokerto Village Government collects beneficiary data, verifies recipient identities, disseminates information, and distributes assistance, including the challenges encountered and the measures taken to address them.

Data were collected through in-depth interviews, direct observation, and documentation. In-depth interviews were conducted to obtain information about BLT-DD implementation, beneficiary data collection and selection mechanisms, coordination among village officials, information transparency, and challenges arising during program implementation. The research informants included the Head of Wonokerto Village as the key informant, the village secretary, the village treasurer, the Chairperson of the Village Consultative Body (Badan Permasyarakatan Desa, BPD), and BLT-DD recipient community members as supporting informants, as specified in the research documentation. Direct observation was conducted to understand program implementation conditions and administrative practices relevant to the research focus, while documentation was used to examine beneficiary records, administrative documents, program implementation regulations, and other available supporting information. The use of these three techniques enabled the researcher to compare informants' accounts with field conditions and documentary evidence, thereby enhancing the credibility of the findings through source and methodological triangulation. Hamilton and Finley (2019) emphasize that interviews and observations are important methods in implementation research because they can explain policy processes and the experiences of the parties involved.

Furthermore, Basseches (2024) highlights the importance of combining document review, targeted interviews, and source triangulation to develop a more robust understanding in policy studies. Accordingly, data collection in this study was designed to provide a comprehensive account of BLT-DD implementation in Wonokerto Village based on information that could be traced and compared across sources.

The research instruments comprised an interview guide, an observation guide, documentation, and George C. Edwards III's policy implementation framework. The interview guide was used to elicit information from informants, the observation guide facilitated systematic recording of field conditions and program implementation processes, and documentation was used to assess the consistency of informants' accounts with the available administrative evidence. The collected data were analyzed using qualitative descriptive analysis through data organization, thematic categorization, interpretation of findings, and conclusion drawing. To strengthen the analytical structure, the study adopted the interactive analysis model of Miles et al. (2014), which comprises data condensation, data display, and conclusion drawing and verification. During data condensation, information obtained from interviews, observations, and documentation was selected and categorized according to the research focus. During data display, the information was organized into narrative descriptions and thematic matrices to facilitate systematic examination of the relationships between field findings and theoretical indicators. Conclusions were then formulated by comparing information from different sources and verifying the consistency of the evidence supporting each finding. Edwards III's theoretical framework guided the interpretation through four dimensions: communication, resources, disposition, and bureaucratic structure (Edwards, 1980). These four dimensions were subsequently linked to BLT-DD implementation issues in Wonokerto Village, particularly beneficiary data collection, identity verification, data updating, coordination among implementing actors, and information transparency. Consequently, the analysis was expected not only to describe program implementation but also to explain the factors that facilitate or hinder its implementation.

RESULTS AND DISCUSSION

Communication in the Implementation of the BLT-DD Program. Communication is a critical dimension of public policy implementation because it determines the extent to which program objectives, procedures, and requirements are understood by implementers and the communities targeted by the policy. Based on the research interviews, the Head of Wonokerto Village explained that information regarding BLT-DD distribution was communicated directly to the community, including through door-to-door visits. This approach indicates that the village government made efforts to reach beneficiaries and ensure that they were informed about the distribution of assistance. Furthermore, interviews with village officials revealed that one of the communication challenges was ensuring that all residents received clear and accurate information. These findings indicate that program communication has been carried out; however, its effectiveness should be assessed not merely by whether information is disseminated but also by whether community members understand the eligibility criteria, selection process, and reasons why individuals receive or do not receive assistance.

According to Edwards (1980), successful policy implementation depends on the communication of information that is clear, consistent, and understandable to those responsible for implementing the policy. In the context of Wonokerto Village, direct communication represents a relevant approach, but it needs to be supported by transparent mechanisms for communicating the results of beneficiary data collection and selection. This is particularly important because the research documentation identifies community members who believe they meet the eligibility criteria but have not received assistance or have not been provided with adequate explanations regarding their status. This situation suggests that administrative communication with selected beneficiaries may not be sufficient to ensure transparency for all community members who may qualify for assistance. Consistent with this concern, Suryadarma and Yamauchi (2013), in the *Journal of Development Economics*, emphasize the importance of examining the distinction between funds allocated for social assistance and the assistance actually received by intended beneficiaries when evaluating

poverty alleviation programs. Although their study examines a different type of poverty alleviation intervention, its findings provide a relevant reminder that administrative information and actual assistance receipt must be carefully assessed. Therefore, communication in the implementation of BLT-DD in Wonokerto should be strengthened through consistent dissemination of eligibility criteria, clear explanations of verification outcomes, and accessible complaint channels that enable community members to seek clarification.

Resources in the Implementation of the BLT-DD Program. Resources encompass the availability of human resources, information, authority, facilities, time, and financial support required to implement a policy. The research findings indicate that Wonokerto Village officials involved in BLT-DD implementation were aware of the policy and the mechanisms for collecting beneficiary data. The village government also considered that officers had conducted data collection in accordance with the applicable criteria. However, the findings presented in the thesis conclusion indicate a limitation in operational financial support, particularly concerning the provision of refreshments for community members during assistance distribution. This finding should be interpreted proportionately: the operational support constraint represents one aspect of service delivery identified in the research, but it does not, in itself, demonstrate that the entire distribution process failed or that the financial assistance received by beneficiaries was insufficient.

Edwards (1980) emphasizes that the availability of personnel alone does not guarantee successful implementation; implementers also require adequate information, clear authority, and supporting facilities. Similarly, Van Meter and Van Horn (1975) highlight the importance of policy resources in supporting administrative processes and program implementation. In Wonokerto Village, officials' knowledge of implementation procedures provides a positive foundation, but it needs to be supported by more rigorous beneficiary data verification, well-organized documentation, and adequate operational funding in accordance with applicable regulations. Aulia et al. (2026), in their study of Village Fund Direct Cash Assistance in Indonesia, also situate the program within the context of community-based targeting and social protection policy. This perspective underscores the importance of examining beneficiary selection processes rather than focusing solely on program budget availability. Accordingly, strengthening resources in Wonokerto should prioritize improving the capacity of data collection officers, ensuring access to updated information, and providing accountable operational support so that program implementation is more orderly and transparent.

Disposition of Implementers in the Implementation of the BLT-DD Program. Disposition refers to the attitudes, commitment, and willingness of policy implementers to carry out a policy in accordance with its established objectives. The interview findings in the research documentation indicate that the Head of Wonokerto Village supports BLT-DD implementation because the assistance is considered beneficial to economically disadvantaged community members. Officials involved in beneficiary data collection were also described as understanding and supporting the policy. Information provided by beneficiaries indicates that the target groups include vulnerable households, particularly those whose members have irregular livelihoods, work as laborers, or experience difficulties meeting their daily needs. Nevertheless, the study also identified limitations in the number of beneficiaries due to funding constraints. This situation demonstrates that implementers' support for the policy is a positive factor but is not sufficient to resolve issues concerning equitable distribution and accurate beneficiary targeting.

In Edwards IIP's model (1980), implementers' supportive disposition can facilitate policy implementation, whereas attitudes that conflict with policy objectives may create obstacles. However, positive attitudes must be accompanied by consistent and verifiable administrative practices. In Wonokerto, the village government's commitment needs to be reflected in regular data updating, eligibility verification for prospective beneficiaries, and fair explanations for community members who do not receive assistance. Limitations in beneficiary quotas should also be communicated transparently so that the community understands that beneficiary selection must be based on the applicable criteria and available budget rather than solely on subjective considerations. This finding is consistent with Aulia et al. (2026), who examined Village Fund Direct Cash Assistance in the context of community-based cash transfer targeting in Indonesia. Their study provides a relevant basis for

emphasizing that targeting design and beneficiary selection processes are important components in assessing program implementation. Therefore, the disposition of implementers in Wonokerto Village can be considered positive based on the informants' accounts, but the consistency of this commitment must still be assessed through the quality of beneficiary selection decisions and the transparency of the selection process.

Bureaucratic Structure in the Implementation of the BLT-DD Program. Bureaucratic structure concerns the allocation of responsibilities, operating procedures, coordination, and oversight mechanisms used to implement a policy. According to the research documentation, the Wonokerto Village Government conducted beneficiary data collection and assistance distribution with the involvement of village officials, hamlet heads, the Village Consultative Body (BPD), community leaders, and village BLT facilitators. Interviews with the village head and village secretary indicated that program implementation was understood to have followed the applicable procedures. Assistance distribution was also carried out through activities involving village government representatives and other relevant parties. These findings indicate the existence of an implementation structure and administrative procedures that serve as the foundation for program delivery. However, community members' statements regarding the need for more careful beneficiary data verification suggest that the existence of formal procedures does not fully guarantee the prevention of overlapping beneficiaries across different social assistance programs.

According to Edwards (1980), bureaucratic structure can facilitate implementation through clear responsibilities and procedures but may also create obstacles when coordination and implementation mechanisms are ineffective. In Wonokerto, the identified issues concern similarities in names despite differences in population identification records, the use of outdated data, and limited transparency regarding beneficiaries. These issues indicate the need to strengthen administrative verification by examining identification records comprehensively, including national identification numbers and addresses, rather than relying solely on name similarities. In addition, beneficiary data collection should be accompanied by records of changes in household economic circumstances, complaint mechanisms, and procedures for correcting discrepancies. Suryadarma and Yamauchi (2013) highlight the importance of examining actual assistance receipt when evaluating poverty alleviation programs, suggesting that beneficiary selection information should be compared with available evidence of assistance distribution. Accordingly, the bureaucratic structure in Wonokerto Village should be understood not merely as an organizational arrangement but also as a control system designed to ensure data accuracy, coordination among implementing officers, and accountability in BLT-DD implementation.

Synthesis of BLT-DD Program Implementation in Wonokerto Village. Based on the analysis of the four dimensions, BLT-DD implementation in Wonokerto Village reflects two concurrent conditions. On the one hand, village officials demonstrate support for the program, understand its implementation mechanisms, and make efforts to conduct beneficiary data collection and assistance distribution in accordance with established procedures. On the other hand, the study identifies issues related to limited beneficiary quotas, the need for data updating, the accuracy of identity verification, operational support, and information transparency. Therefore, program implementation should not be evaluated solely on the basis of statements that procedures have been followed; the assessment should also consider whether those procedures produce accurate beneficiary lists and decisions that can be justified and held accountable.

This perspective is consistent with Edwards (1980), who conceptualizes communication, resources, disposition, and bureaucratic structure as interrelated factors in policy implementation. Furthermore, Aulia et al. (2026) provide empirical context concerning the importance of Village Fund Direct Cash Assistance targeting within Indonesia's social protection policy, while Suryadarma and Yamauchi (2013) demonstrate the importance of distinguishing between assistance allocation and actual receipt by intended beneficiaries when evaluating social assistance programs. These studies reinforce the argument that implementation success depends not only on the existence of a program and procedural compliance but also on data quality and the actual delivery of benefits. Therefore, improvement priorities in Wonokerto Village should focus on regular data updating, more rigorous

identity verification, transparent communication of eligibility criteria and beneficiary selection decisions, and stronger coordination and complaint mechanisms. These recommendations represent analytical implications derived from the research findings rather than the results of an evaluation of the effectiveness of corrective measures already implemented.

CONCLUSION

Based on the research findings, the implementation of the Village Fund Direct Cash Assistance (BLT-DD) policy in Wonokerto Village, Sukamaju Selatan Subdistrict, North Luwu Regency, has been carried out through communication between the village government and the community, the availability of human resources, the commitment of village officials, and bureaucratic procedures governing assistance distribution. Viewed through George C. Edwards III's policy implementation model, communication has been conducted through the direct dissemination of information to beneficiary households, while human resources and implementers' disposition have generally supported policy implementation. However, BLT-DD implementation continues to face several challenges, including limited operational resources, issues concerning beneficiary data accuracy and updating, potential overlaps with other social assistance programs, and complaints from community members who have not received assistance. Consequently, BLT-DD implementation has not yet been fully optimized, particularly in ensuring accurate beneficiary targeting, transparency in beneficiary selection, and equitable access to information for the community.

These findings reinforce the study by Purnawan et al. (2022), which examined Village Fund Direct Cash Assistance implementation and highlighted the importance of policy implementation factors in determining the success of assistance distribution. The findings concerning beneficiary targeting accuracy are also relevant to Suryadarma and Yamauchi (2013), who highlighted targeting challenges in social assistance programs in Indonesia. The novelty of this study lies in identifying the relationships among direct communication by the village government, operational constraints, beneficiary data quality, and transparency in beneficiary selection within the context of Wonokerto Village. This study demonstrates that officials' understanding and commitment alone are insufficient to ensure effective implementation unless accompanied by regular data validation, coordination to prevent overlapping social assistance receipt, and transparent mechanisms for disseminating information and addressing community complaints. Therefore, the village government needs to strengthen beneficiary data updating, improve transparency regarding eligibility criteria, and enhance operational support to ensure that BLT-DD distribution is more accurately

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