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Implementation of The Village Fund Cash Assistance Program 2026 in Pepelegi Village, Sidoarjo

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Article Information	Abstract
Article history: Accepted 25-07-2026 Fixed 25-07-2026 Approved 21-08-2026 Keywords: <i>BLT-DD; Village Fund; Policy Implementation; Public Policy; Grindle Model</i>	Abstract: The Direct Cash Assistance Village Fund Program (BLT-DD) is one of the Indonesian government's social protection policies aimed at reducing poverty and supporting economically vulnerable communities at the village level. The implementation of this program requires effective coordination, transparency, and responsiveness from village governments to ensure that assistance is distributed appropriately and in accordance with policy objectives. This study aims to analyze the implementation of the BLT-DD program in Pepelegi Village, Waru District, Sidoarjo Regency, using Merilee S. Grindle's policy implementation model. This research employed a descriptive qualitative approach to understand the implementation process comprehensively through the perspectives of actors involved in the program. Data were collected through observation, interviews, and documentation involving village officials, program implementers, and beneficiary communities. The findings indicate that the implementation of BLT-DD in Pepelegi Village generally has been carried out in accordance with government regulations and village deliberation mechanisms. The program provides significant benefits for economically vulnerable households, particularly in fulfilling daily basic needs. However, several obstacles were identified, including limited Village Fund allocations, changes in beneficiary data, administrative constraints, and limited human resources in program management. In addition, the implementation process was influenced by the responsiveness of village officials, community participation, and institutional coordination among stakeholders involved in the program. Using Grindle's implementation framework, this study found that both policy content and implementation context significantly affected the success of the BLT-DD program. Therefore, strengthening administrative capacity, improving data accuracy, and enhancing community participation are necessary to support more effective and accountable implementation of BLT-DD at the village level.

Introduction

Village development has become one of the Indonesian government's strategic priorities in realizing equitable national development. Development is no longer focused solely on urban areas but also directed toward rural regions that possess strategic roles in supporting national governance and economic stability. Along with the shift in development paradigms, villages are currently positioned not merely as objects of development but also as active subjects capable of planning, implementing, and managing their own development processes

according to local needs and potentials. This transformation was strengthened through the enactment of Law Number 6 of 2014 concerning Villages, which grants broader authority to village governments to regulate and manage governance affairs, development activities, community empowerment, and public services based on local initiatives and community aspirations.

The implementation of village autonomy is closely related to the government's commitment to strengthening village financial capacity through the Village Fund Program. Village Funds are sourced from the State Budget (APBN) and distributed to villages through regional governments to support governance administration, infrastructure development, social empowerment, and poverty alleviation programs. The presence of Village Funds reflects the government's effort to reduce development disparities between urban and rural areas while improving community welfare at the village level. Through this policy, villages are expected to become more independent in determining development priorities and managing programs that directly address community needs.

The urgency of Village Fund implementation becomes increasingly important considering the large number of villages in Indonesia. According to data from the Central Bureau of Statistics (BPS), Indonesia has tens of thousands of villages spread across various regions with different social and economic characteristics. This condition requires the government to establish a development policy capable of accommodating local conditions while simultaneously ensuring equitable distribution of development outcomes. Therefore, Village Funds are expected not only to support physical infrastructure development but also to strengthen social protection and community empowerment programs.

One of the priority programs funded through Village Funds is the Direct Cash Assistance Village Fund Program (BLT-DD). BLT-DD is a social assistance policy aimed at reducing extreme poverty and helping economically vulnerable communities meet their basic needs. The program became increasingly significant after various economic pressures experienced by communities in recent years, particularly among low-income households in rural areas. Through this program, eligible beneficiary families receive direct financial assistance funded through Village Funds and managed by village governments. In its implementation, the government has regulated BLT-DD through various policies, including the Regulation of the Minister of Villages, Development of Disadvantaged Regions, and Transmigration concerning Village Fund priorities.

The implementation of BLT-DD requires transparency, accountability, and accuracy in beneficiary targeting to ensure that the program effectively achieves its objectives. Village governments play a crucial role in determining eligible beneficiaries through village deliberation mechanisms involving community participation. However, despite having clear regulatory foundations, the implementation of BLT-DD in practice still encounters various challenges. Problems related to inaccurate beneficiary data, unequal distribution, limited village resources, and administrative constraints are still frequently found in several villages. These issues indicate that policy implementation success is influenced not only by policy formulation but also by the conditions and capacities of implementing actors at the local level. Recent research specifically on BLT-DD management by Isa et al. (2026) similarly identifies inaccurate beneficiary targeting, limited socialization, and weak monitoring as challenges to managing village cash assistance as a public service. This evidence reinforces the need to examine both policy design and the capacity of local implementers in Pepelegi Village.

Theoretically, the implementation of public policy can be analyzed using various implementation models. One of the most relevant approaches for examining BLT-DD implementation is the policy implementation model developed by Merilee S. Grindle (1980). Grindle explains that policy implementation success is influenced by two major dimensions, namely content of policy and context of implementation. The content of policy dimension concerns the substance of the policy itself, including the interests affected, types of benefits, degree of change envisioned, implementing actors, and resources allocated. Meanwhile, the context of implementation dimension emphasizes environmental factors influencing policy execution, such as institutional characteristics, actor interests, power relations, political conditions, and implementers' responsiveness. Through this approach, policy implementation can be understood more comprehensively because it considers both policy substance and implementation environment simultaneously.

Several previous studies have examined Village Fund implementation from various perspectives. Purnawan et al. (2022) found that the implementation of BLT-DD in Taba Air Pauh Village still faced obstacles related to inaccurate beneficiary targeting and distribution mechanisms. Juvira and As'ari (2024) explained that Village Fund implementation was strongly influenced by the quality of village human resources and the managerial capacity of village officials. Meanwhile, Ningsih et al. (2022) emphasized transparency and accountability aspects in village financial management through the implementation of the SISKEUDES system. Research conducted by Putri and Choiriyah (2025) also revealed that Village Fund implementation contributed positively to community empowerment despite several obstacles related to technological adaptation and limited operational procedures. Furthermore, Wahyuni and Yulistiyono (2021) highlighted that community participation and supervision remained important challenges in realizing effective Village Fund governance. Evidence from other Indonesian studies also shows that the contribution of Village Funds to poverty reduction depends on implementation conditions and local governance. Sulila (2020), identifies supporting and inhibiting factors in village fund policy implementation, while Saragi et al. (2021) note that poverty reduction through the Village Fund requires coordinated efforts across levels of government. These studies support examining BLT-DD through both policy content and implementation context.

Although previous studies have discussed Village Fund implementation extensively, most of them focused only on specific aspects such as village financial management, community empowerment, leadership roles, or governance principles. Studies specifically analyzing the implementation of BLT-DD comprehensively using Grindle's policy implementation framework are still relatively limited, especially at the village government level. In addition, research discussing the implementation dynamics of BLT-DD in Pepelegi Village, Waru District, Sidoarjo Regency has not been widely conducted. This condition indicates the existence of a research gap that becomes the scientific novelty of this study.

Pepelegi Village was selected as the research location because it represents a village experiencing implementation challenges in managing BLT-DD amidst budget limitations and changing social-economic conditions. In 2026, the village experienced a significant reduction in Village Fund allocations, which consequently affected the number of beneficiary families receiving BLT-DD assistance. Despite these limitations, BLT-DD remained one of the village government's priority programs in supporting economically vulnerable communities. This condition makes Pepelegi Village an important case for understanding how policy

implementation operates under limited resource conditions and varying community responses.

Based on these conditions, this study focuses on analyzing the implementation of the Direct Cash Assistance Village Fund Program (BLT-DD) in Pepelegi Village using Merilee S. Grindle's policy implementation model. This study seeks to identify the implementation process, analyze supporting and inhibiting factors, and examine how the dimensions of content of policy and context of implementation influence policy implementation outcomes at the village level. Therefore, the objective of this study is to analyze and describe the implementation of the Direct Cash Assistance Village Fund Program (BLT-DD) in Pepelegi Village, Waru District, Sidoarjo Regency.

Method

This study employed a descriptive qualitative research method to analyze the implementation of the Direct Cash Assistance Village Fund Program (BLT-DD) in Pepelegi Village, Waru District, Sidoarjo Regency. A qualitative approach was chosen because this study aimed to understand the implementation process of public policy comprehensively through the perspectives, experiences, and interactions of the actors involved in the program implementation.

The research focused on analyzing the implementation of BLT-DD using Merilee S. Grindle's policy implementation model, which emphasizes two dimensions: content of policy and context of implementation. The content of policy dimension includes interests affected, types of benefits, extent of change envisioned, site of decision making, program implementors, and resources committed. Meanwhile, the context of implementation dimension includes power and interests of actors involved, institutional characteristics, and the responsiveness and compliance of implementers.

The research was conducted in Pepelegi Village, Waru District, Sidoarjo Regency, because the village experienced changes in Village Fund allocations that affected the implementation of the BLT-DD program. In addition, the village was considered relevant for examining policy implementation dynamics at the village government level. Data were obtained from both primary and secondary sources. Primary data were collected through interviews and direct observations involving village officials, BLT-DD program implementers, and community members receiving assistance. Secondary data were obtained from official village documents, government regulations, journals, previous studies, and other supporting documents related to Village Fund policies and BLT-DD implementation.

Data collection techniques in this study included observation, interviews, and documentation. Observations were conducted to understand the implementation conditions of the BLT-DD program directly in the field. Interviews were carried out with informants selected purposively based on their involvement and understanding of the program implementation. Documentation techniques were used to support and strengthen research findings obtained during the field study. The data analysis technique used in this study referred to the interactive analysis model developed by Miles and Huberman, which consists of data collection, data reduction, data presentation, and conclusion drawing. The validity of the data was tested using source triangulation techniques to ensure the credibility and consistency of the research findings.

Result and Discussion

1. Result

The implementation of the Direct Cash Assistance Village Fund Program (BLT-DD) in Pepelegi Village involved various interests from both the village government and the community as the target beneficiaries. The program was intended to support economically vulnerable households affected by changing socio-economic conditions and unstable income levels. Based on interview results, village officials explained that the determination of beneficiaries was conducted through village deliberation meetings involving local stakeholders and neighborhood representatives to minimize social conflict within the community.

One village official stated that the beneficiary selection process attempted to prioritize fairness and transparency in accordance with government regulations. The informant explained that: "The determination of BLT-DD beneficiaries is carried out through village deliberation meetings by considering the economic conditions of the community and the data owned by the village".

However, several challenges were still found during implementation, particularly regarding differences in public perceptions related to beneficiary eligibility. Some community members considered that several households deserved assistance but were not included in the beneficiary list. The BLT-DD program also provided direct economic benefits for beneficiary households in Pepelegi Village. The assistance was primarily used to fulfill daily necessities such as food, electricity payments, educational expenses, and healthcare needs. Beneficiaries explained that the program helped reduce financial burdens, particularly for low-income families. One beneficiary stated: "This assistance is very helpful for daily needs because the current economic condition is quite difficult".

Based on field findings, the program successfully provided temporary economic relief for beneficiaries. However, the level of social and economic change achieved remained relatively limited because the assistance was distributed periodically and depended on Village Fund allocation availability. In 2026, the reduction in Village Fund allocations also affected the number of beneficiaries receiving assistance. This finding is consistent with Aulia et al. (2026), whose national analysis reports that BLT Dana Desa can improve food expenditure and reduce the probability of poverty, while errors in beneficiary targeting remain. Thus, the immediate benefits reported by recipients in Pepelegi Village should be interpreted alongside the program's limited coverage and the need for accurate targeting. A village official explained: "Because the Village Fund budget has decreased, the number of BLT-DD beneficiaries also had to be adjusted".

The decision-making process regarding BLT-DD implementation in Pepelegi Village was conducted through village deliberation meetings involving village officials, community leaders, and neighborhood representatives. This mechanism aimed to ensure that decisions regarding beneficiary selection and fund allocation reflected community conditions and complied with government regulations. According to interview findings, village authorities remained the primary actors responsible for final decision-making because they possessed administrative authority and access to official beneficiary data. However, community representatives were also involved in providing recommendations and verifying beneficiary eligibility.

The implementation of BLT-DD was primarily managed by village officials responsible for administrative management, beneficiary verification, and fund distribution. The effectiveness of implementation depended significantly on the capacity and responsiveness of

village administrators in managing the program. Interview findings revealed that village officials attempted to implement the program according to existing regulations despite facing several technical and administrative constraints. One implementor stated: "We try to implement the program according to the regulations even though there are sometimes data and administrative obstacles". The implementation of BLT-DD in Pepelegi Village also depended heavily on Village Fund allocations provided by the central government. Financial resources became one of the most important factors influencing program continuity and beneficiary coverage.

Based on field findings, the reduction in Village Fund allocations in 2026 significantly affected the implementation process because the village government had to adjust the number of beneficiaries and prioritize households considered most vulnerable. In addition to financial limitations, the implementation process was also constrained by limited administrative personnel and supporting facilities.

2. Discussion

2.1 Content of Policy

A. Interests Affected

The research results show that the implementation of the Village Fund Direct Cash Assistance (BLT-DD) Program in Pepelegi Village is aimed at vulnerable community groups, such as the extremely poor, the elderly, people with disabilities, people with chronic illnesses, and those without a steady income. Mr. Herman, representing the village government, explained that the program's implementation adheres to the Village Minister's Regulation, which stipulates the priority use of Village Funds to support extreme poverty alleviation. This confirms that BLT-DD is indeed focused on priority target groups, namely communities with high levels of economic vulnerability who require government assistance.

Based on interviews with beneficiaries, it was discovered that BLT-DD has had a significant impact in helping meet daily needs, particularly for basic necessities and healthcare costs. Furthermore, a statement by Ms. Murtini, a member of the Village Consultative Body (BPD), indicates that the village government is striving to direct aid distribution to ensure it reaches communities with the most socioeconomic needs. When examined using Merilee S. Grindle's (1980) policy implementation theory, the implementation of the Direct Cash Assistance (BLT-DD) in Pepelegi Village can be deemed to have considered the interests of the target group, as assistance was provided to residents who truly needed economic support from the government.

However, the research also found that some residents felt they met the criteria for assistance but were not yet included in the list of Beneficiary Families. This situation triggered social jealousy within the community, given that the number of residents needing assistance exceeded the available recipient quota. Thus, although attention to the poor has been a priority in policy, its implementation has not been able to fully reach all poor communities due to limited Village Fund budgets. The targeting issue also reflects findings from Isa et al. (2026), who identify outdated beneficiary data and limited public information as barriers to effective BLT-DD management. Saragi et al. (2021) likewise emphasize that poverty-reduction outcomes require coordinated implementation across village, regional, and national levels. For Pepelegi Village, transparent eligibility criteria, periodic data verification, and accessible complaint channels are therefore important safeguards for accountability and public trust.

B. Type of Benefits

The Village Fund Direct Cash Assistance (BLT-DD) program essentially aims to help communities meet their basic daily needs. Each beneficiary family receives Rp.300,000 per month, which is then disbursed quarterly, totaling Rp900,000 for each distribution period. Interviews with recipients revealed that the funds were mostly used to cover basic needs, healthcare or medical expenses, and other household needs. Furthermore, some recipients used the assistance as additional capital to develop small businesses, thereby helping improve their families' economic conditions.

These findings indicate that BLT-DD not only plays a role in meeting the community's daily consumption needs but also contributes to improving the economic conditions of some recipients. Therefore, this program can be understood as a form of social protection distributed by the village government to poor and vulnerable groups. If linked to Merilee S. Grindle's theory (1980), the type of benefits aspect in the implementation of BLT-DD in Pepelegi Village can be assessed as having run well, because the benefits of the program were truly felt directly by the aid recipients.

C. Extent of Change Envisioned

One of the primary objectives of the Village Fund Direct Cash Assistance Program (BLT-DD) is to alleviate the economic burden on the poor while promoting the well-being of village residents. Research findings indicate that this program has had a significant impact on recipients, particularly in helping to meet the basic needs of economically vulnerable communities. However, the changes expected from the program's implementation have not yet been fully realized, given that the number of recipients remains limited by the available Village Fund budget at the village government level. Additionally, village government officials have noted that many residents who actually meet the criteria and need assistance cannot be included as recipients due to the limited number of available slots. When examined through Merilee S. Grindle's (1980) policy implementation theory, specifically regarding the "degree of change" or the expected level of change, the implementation of this policy still faces obstacles, particularly related to resource constraints and budget capacity. Therefore, the goal of poverty reduction through the BLT-DD program has not yet been optimally achieved because the available funds have not been sufficient to reach all those in need.

D. Site of Decision Making

The research findings indicate that the selection of BLT-DD recipients is conducted through a Special Village Consultative Forum (Musdesus) involving various stakeholders, ranging from the village government, the Village Council (BPD), neighborhood units (RT/RW), community leaders, to resident representatives. In addition to the consultative process, the village government and the BPD also conduct surveys and on-site verifications at residents' homes to ensure that prospective recipients truly meet the established criteria. This mechanism demonstrates that the decision-making process in the BLT-DD program is carried out transparently, is participatory in nature, and involves various relevant parties at the village level.

The importance of participatory village governance is also reflected in Sulila's (2020) analysis of Village Fund implementation in Bone Bolango, which highlights the role of institutional processes and local factors in determining policy effectiveness. In Pepelegi, deliberation and household verification can strengthen legitimacy, provided that decisions are documented and criteria are communicated consistently to residents.

When linked to Merilee S. Grindle's (1980) theory of policy implementation, the aspect of the "site of decision-making" becomes a crucial element, as it relates to the actors involved in both the formulation and implementation of the policy. The involvement of various community elements in the process of determining aid recipients indicates that the village government is striving to foster transparency and minimize the potential for social conflict in the implementation of the BLT-DD program.

E. Program Implementors

The implementation of the BLT-DD program in Pepelegi Village involves a number of parties, including the village government, the Village Council (BPD), neighborhood units (RT/RW), village facilitators, military liaison officers (Babinsa), community police officers (Bhabinkamtibmas), and the bank responsible for distributing the aid. Each of these entities has its own roles and responsibilities in supporting the program's implementation, ranging from the data collection process to the distribution of assistance to the community. The involvement of these various actors reflects the inter-institutional coordination that takes place during the implementation of the BLT-DD program.

In implementing the BLT-DD program, the village government does not act alone but actively involves various community members and other village institutions to ensure the process is transparent and reaches the intended beneficiaries. The involvement of these various parties reflects a form of collaboration in supporting the success of the implemented program. When linked to Merilee S. Grindle's (1980) policy implementation theory, the capacity and capabilities of policy implementers are one of the key factors influencing the success of program implementation. Based on the research findings, the village government is assessed as having sufficient capacity to implement the BLT-DD in accordance with established rules and procedures.

F. Resources Committed

The primary source of funding for the implementation of the Village Fund Direct Cash Assistance Program (BLT-DD) comes from the Village Fund received by the village government. However, research findings indicate that the Village Fund in Pepelegi Village is not only allocated for the BLT-DD but also for various other priority programs, such as the health sector, stunting prevention, food security, and disaster mitigation at the village level. This situation has resulted in a limited number of BLT-DD beneficiaries being reached. Furthermore, the number of Beneficiary Families in 2026 also decreased compared to the previous year, due to a reduction in the allocation of Village Funds received by the village government. From the perspective of Grindle's (1980), the availability of resources is a critical element that significantly influences the success of policy implementation. In line with this, budget constraints have become one of the primary obstacles in the implementation of the BLT-DD program in Pepelegi Village.

2.2 Context of Implementation

A. Power, Interests, and Strategies of Actors Involved

The implementation of the BLT-DD program in Pepelegi Village involves a number of parties, including the village government, the Village Council (BPD), neighborhood units (RT/RW), the Village Defense Officer (Babinsa), and community leaders, each of whom has a role and interest in supporting the program's implementation. To address issues of social jealousy arising within the community, the village government, together with the BPD, has implemented outreach efforts to residents through RT/RW forums, PKK activities, and various

other community meetings. These efforts were undertaken to ensure that the community understands the criteria for aid recipients and recognizes the limited budget of the Village Fund available to the village government. This illustrates that policy implementation is not solely determined by formal regulations but is also significantly influenced by the evolving social dynamics and conditions within the community.

B. Institutional Characteristics

The research findings indicate that the implementation of the BLT-DD in Pepelegi Village adheres to central government regulations and follows established administrative procedures. The village government also applied the principle of transparency through the holding of village deliberations and the documentation of every stage of the aid distribution process. These conditions indicate that the institutional characteristics of the village government sufficiently supported the successful implementation of the BLT-DD program. Furthermore, the organizational structure and governance system of the village government were assessed as functioning sufficiently well in supporting the implementation of this social assistance program.

C. Compliance and Responsiveness

The research findings reveal that the Pepelegi Village government has demonstrated a fairly high level of compliance in implementing the Village Fund Direct Cash Assistance Program (BLTDD). Every stage of the program—from the data collection of potential recipients, through the data verification and validation process, the conduct of village deliberations, to the distribution of assistance—was carried out in accordance with the rules and procedures established by the central government. In addition to demonstrating compliance with regulations, the village government also exhibits good responsiveness to community conditions. This is evident in the routine annual evaluation of beneficiary data, as well as the provision of administrative accommodations for the elderly and those who are ill, specifically through the use of power of attorney in the aid disbursement process.

When analyzed using Merilee S. Grindle's (1980) policy implementation theory, the aspects of compliance and the responsiveness of implementers are key factors that determine the success or failure of a policy's implementation. In line with this, adherence to applicable procedures and the village government's ability to adapt to community conditions are factors supporting the successful implementation of the BLTDD program in Pepelegi Village. Isa et al. (2026) similarly argue that the effectiveness of BLT-DD as a public service depends not only on procedural compliance but also on responsiveness, citizen participation, transparency, and monitoring. This comparison suggests that Pepelegi's administrative accommodations are a positive practice, while continuing data verification, public information, and community-based oversight remain important for improving implementation quality.

Conclusion

The implementation of the Direct Cash Assistance Village Fund Program (BLT-DD) in Pepelegi Village, Waru District, Sidoarjo Regency generally has been carried out in accordance with existing regulations and village deliberation mechanisms. The program has provided important benefits for economically vulnerable communities, particularly in helping beneficiaries fulfill their daily basic needs amidst changing socio-economic conditions. The implementation process also reflects the important role of village governments in managing social assistance programs at the local level through coordination, community participation, and administrative management.

Using Merilee S. Grindle's policy implementation model, this study found that the success of BLT-DD implementation was influenced by both the content of policy and the

context of implementation. Policy objectives, beneficiary targeting, resource availability, institutional coordination, and the responsiveness of village officials significantly affected the implementation process. Although the program was implemented relatively well, several obstacles remained, including limited Village Fund allocations, administrative constraints, changing beneficiary data, and limited human resources in program management.

This study implies that strengthening administrative capacity, improving data accuracy, and enhancing coordination among stakeholders are essential to support more effective and accountable implementation of BLT-DD. In addition, increasing community participation and transparency in determining beneficiaries can help improve public trust and policy effectiveness at the village level. Therefore, village governments are expected to continuously improve program management to ensure that social assistance policies can achieve their intended objectives more optimally.

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