

EVALUATION OF VILLAGE GOVERNMENT POLICY ON POVERTY ALLEVIATION IN KWALA SERAPUH VILLAGE, TANJUNG PURA DISTRICT, LANGKAT REGENCY

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Abstract

Poverty is a multidimensional social problem that remains a major challenge in development, particularly in rural areas. As the frontline of local government, village authorities play a strategic role in formulating and implementing poverty alleviation policies that match local needs. This study aims to evaluate the policies of the Kwala Serapuh Village government in addressing poverty, focusing on the form of policies, the implementation process, the effectiveness of policies, and the supporting and inhibiting factors of implementation. The study uses a qualitative approach with a descriptive case-study method. Data were collected through in-depth interviews, field observation, and document studies involving village officials, the Village Consultative Body (BPD), village facilitators, community leaders, and beneficiary residents. Data were analysed using the interactive model of Miles and Huberman through data reduction, data presentation, and conclusion drawing. The findings show that poverty alleviation policies in Kwala Serapuh have been moderately effective in supporting the basic needs of poor households through social assistance programmes, particularly the Direct Cash Assistance from Village Funds (BLT-DD) and basic infrastructure development. However, the policies have not fully addressed the structural roots of poverty, such as the absence of stable income and limited access to economic resources. Supporting factors include the commitment of village officials, the support of BPD, and the role of village facilitators. Inhibiting factors include limited human-resource capacity, inaccurate poverty data, and suboptimal community participation. Strengthening empowerment-based policies is therefore essential for sustainable poverty alleviation at the village level.

Keywords: Policy Evaluation; Village Government; Poverty Alleviation; Village Fund; Kwala Serapuh Village

I. INTRODUCTION

Poverty is a multidimensional social problem associated not only with low income but also with limited access to basic services, employment opportunities, and economic resources. In rural areas, poverty is often rooted in structural conditions such as lack of a steady income, dependence on the informal sector, and limited market access (Chehafudin, Wibawa, & Wibowo, 2022; Zam, 2025). Due to its multidimensional nature, poverty alleviation policies cannot be addressed by a single type of intervention.

Since the enactment of Law Number 6 of 2014 concerning Villages, village governments have been granted greater authority and resources to design poverty alleviation programs tailored to the local context (Republik Indonesia, 2014; Wildatul, 2025). In the 2025 fiscal year, the central government allocated Rp 71 trillion in Village

Funds, with a maximum of 15 percent prioritized for Direct Cash Assistance (BLT) for poor families and a minimum of 20 percent for food security (Ministry of Finance of the Republic of Indonesia, 2024; Ministry of Villages, Disadvantaged Regions, and Transmigration, 2024). This allocation scale positions village governments as strategic actors in poverty alleviation efforts.

However, the effectiveness of poverty alleviation policies at the village level is often limited by a number of structural issues. Previous studies have noted that the accuracy of poverty data, program management capacity, and community participation are critical variables (Sari, Sugianor, & Munawarah, 2025; Anisa, Noor, & Nugroho, 2024). Furthermore, the dominance of direct charitable assistance approaches is considered insufficient to address the structural roots of poverty, making long-term welfare improvements difficult to achieve without economic empowerment (Tampubolon, 2024; Wahyu, Susanti, & Rahmat, 2024).

Most evaluations of poverty alleviation policies in Indonesia focus on the Family Hope Program (PKH), or national social assistance. Studies examining poverty alleviation policies formulated and implemented by local village governments, using William N. Dunn's evaluation framework and the Van Meter and Van Horn implementation model, are relatively limited. Case studies in North Sumatra, particularly Langkat Regency, are also scarce.

Kwala Serapuh Village, Tanjung Pura District, Langkat Regency, was selected as the research location. This village implements several poverty alleviation programs, including Direct Cash Assistance (BLT-DD), basic infrastructure development, labor-intensive programs, and food aid. The characteristics of Langkat's coastal villages, with their economic structure based on plantations and fisheries, make this village relevant for research, particularly to understand the dynamics of poverty alleviation policies in the context of the rural economy of North Sumatra.

Based on this background, this research aims to address four issues. First, to identify the forms of poverty alleviation policies and programs in Kwala Serapuh Village. Second, to analyze the policy implementation process using the Van Meter and Van Horn models. Third, it evaluates the effectiveness, efficiency, adequacy, equity, responsiveness, and appropriateness of the policy using Dunn's criteria. Fourth, it identifies supporting and inhibiting factors in policy implementation. The novelty of this study lies in the application of a dual evaluation framework to interpret village policies in the coastal area of Langkat.

II. RESEARCH METHODS

This research employed a qualitative approach with a descriptive case study method (Nurhayati, Apriyanto, Ahsan, & Hidayah, 2024; Mulyana et al., 2024). The qualitative approach was chosen because the research focused on an in-depth understanding of policy dynamics and the perceptions of policy actors and recipients. The research location was purposively selected in Kwala Serapuh Village, Tanjung Pura District, Langkat Regency, North Sumatra Province, considering that this village implements several poverty alleviation programs and has a varied distribution of poverty among hamlets. The research was conducted from March to May 2025.

Informants were selected through purposive sampling, with the composition presented in Table 1. Data collection was conducted using three complementary techniques: in-depth interviews, field observations, and documentation studies (Sari, Aprisilia, & Fitriani, 2025). The documentation study included the Village Budget (APBDes), Village Work Plan (RKPDs), a list of Direct Cash Assistance (BLT-DD) recipients, and program implementation reports. Data analysis used the Miles and Huberman interactive model. Data validity was maintained through source triangulation. The analytical framework used the Van Meter and Van Horn implementation model to interpret the process, and William N. Dunn's evaluation criteria to assess policy performance.

Table 1. Composition of Research Informants

No	Informant	Role in Poverty Alleviation
1	Kwala Serapuh Village Head	Policy and program authority holder
2	Village Secretary	Program administration and reporting coordinator
3	BPD Chair	Implementation supervisor and community voice channeler
4	Village Facilitator	Technical advisor and program supervisor
5	Community Leaders and Hamlet Heads	Social perspective provider at the hamlet level
6	Beneficiaries (KPM)	Impact and targeting accuracy assessor

Source: Processed by researchers (2025).

III. RESULTS AND DISCUSSION

Poverty Profile and Forms of Village Policy

Kwala Serapuh Village is administratively divided into four hamlets, with an economic structure based on plantations, fisheries, and the informal sector. This situation places some residents in the economically vulnerable category, especially those who depend on fluctuating daily income. The distribution of Beneficiary Families (KPM) for the poverty alleviation program per hamlet is presented in Figure 1. Hamlet III has the highest number of KPM (40 KPM), followed by Hamlet I (35 KPM), Hamlet II (28 KPM), and Hamlet IV (22 KPM). This pattern reflects internal village inequalities that need to be considered in policy strategies.

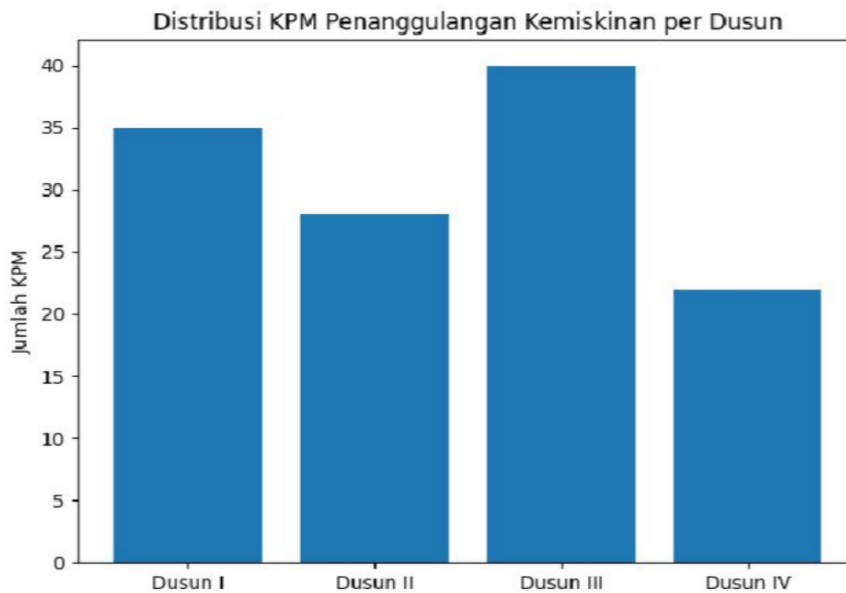


Figure 1. Distribution of Beneficiary Families (KPM) of the poverty alleviation program per hamlet in Kwala Serapuh Village

The poverty alleviation policy implemented by the Kwala Serapuh Village government encompasses four main programs. First, direct cash assistance (BLT-DD) for poor and vulnerable families. Second, labor-intensive programs utilizing local labor for infrastructure development. Third, food assistance, especially for the elderly and families with irregular incomes. Fourth, basic infrastructure development (roads, drainage, clean water facilities) to support residents' economic activities. This combination of charitable and development programs aims to address short-term needs and create a more conducive economic environment.

Policy Implementation: Van Meter and Van Horn Analysis

The Van Meter and Van Horn (1975) model identifies six variables as determinants of successful implementation: policy standards and objectives, resources, communication, implementing agent characteristics, socio-economic conditions, and implementer disposition. In the context of Kwala Serapuh Village, policy standards and objectives are clearly stated in the Village Budget (APBDes) and Village Work Plan (RKPDDes), providing implementers with a standard reference. Financial resources come from the Village Fund, while human resources come from village officials and village facilitators.

Policy communication from the village government to residents is carried out through village deliberations and information boards. The implementing agent characteristics are quite adequate, although technical capacity for managing poverty data still needs improvement. The socio-economic conditions of coastal villages, which rely heavily on the informal sector, make verifying poverty data a challenge, as residents' incomes are not formally documented. Implementer disposition is relatively positive, with the commitment of the village head and village facilitators serving as the main pillars of implementation.

Policy Evaluation Based on William N. Dunn's Criteria

The effectiveness scores for each poverty alleviation program are presented in Figure 2. Infrastructure development programs received the highest score (4/5), followed by Village Fund Direct Cash Assistance (BLT) and Food Assistance (3/5), and labor-intensive programs received the lowest score (2/5). This pattern suggests that interventions that produce physical outputs and measurable impacts tend to be perceived as more effective by residents, while temporary labor-intensive programs are perceived as less likely to address structural needs.

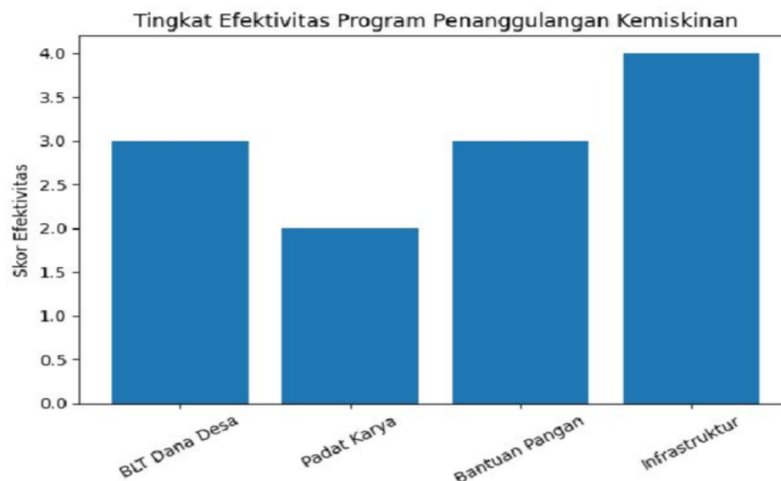


Figure 2. Score of effectiveness of poverty alleviation programs in Kwala Serapuh Village based on residents' perceptions

Effectiveness. The policy demonstrated considerable effectiveness in meeting short-term basic needs, particularly through the Direct Cash Transfer (BLT-DD) and food assistance. However, its effectiveness in alleviating structural poverty (increasing fixed incomes and access to economic resources) remains limited. This finding aligns with Sari et al. (2025) who found that charitable policies had a positive impact on consumption but weakly on production.

Efficiency. Budget efficiency was quite good, with a maintained ratio of costs to physical output. However, the efficiency of BLT-DD distribution was influenced by data accuracy, potentially leading to inefficiencies when targeting was inaccurate.

Adequacy. The adequacy of the policy remains an issue, particularly for residents on the poverty line. The assistance provided was sufficient to alleviate short-term pressures, but not enough to lift families out of poverty permanently.

Equity. The varied distribution of Beneficiary Families (KPM) across hamlets indicates that equity is an area requiring attention. Hamlets III and I have more Beneficiary Families (KPM), thus requiring different priority strategies than other hamlets.

Responsiveness and Accuracy. Village governments have been relatively responsive to residents' aspirations through village deliberations and informal channels. However, targeting accuracy still depends on data accuracy, and in some cases, complaints have arisen regarding inconsistent recipient criteria.

Supporting and Inhibiting Factors

A summary of supporting and inhibiting factors is presented in Figure 3. The composition of 5 supporting factors and 6 inhibiting factors shows that there are still relatively more obstacles than supporting factors, so that opportunities for improvement are still open.



Figure 3. Summary of supporting and inhibiting factors for poverty alleviation policies in Kwala Serapuh Village

Supporting factors include the commitment of the village government, the support of the Village Consultative Body (BPD) in oversight, the role of village facilitators in technical supervision, the support of community leaders in maintaining social legitimacy, and the continued strength of mutual cooperation (gotong royong) social capital. Inhibiting factors include limited human resource capacity of civil servants, suboptimal poverty data accuracy, unequal community participation, dependence on the central budget, a weak empowerment approach, and regulatory uncertainty regarding beneficiary criteria.

Addressing these inhibiting factors requires an integration of charitable and empowerment approaches. Tampubolon's (2024) study emphasized that alleviating structural poverty requires investment in human capital (education, skills), economic capital (access to credit, markets), and social capital (community networks). This integrated approach needs to be translated into village programs in stages, so that BLT-DD (Direct Cash Assistance) becomes not an end in itself, but rather a gateway to community empowerment.

IV. CONCLUSION

Poverty alleviation policies in Kwala Serapuh Village are implemented through four main programs: Direct Cash Assistance (BLT-DD), labor-intensive programs, food aid, and basic infrastructure development. Based on Dunn's criteria, the policies demonstrate sufficient effectiveness in meeting basic needs, but are not yet optimal in alleviating structural poverty. The distribution of beneficiaries (KPM) between

hamlets remains variable, while data accuracy and human resource capacity are critical factors for efficiency and targeting accuracy. Based on the Van Meter and Van Horn model, implementation is supported by the commitment of the village government and village facilitators, while the main obstacles stem from the technical capacity for data management and unequal community participation.

V. SUGGESTION

Village governments need to improve the accuracy of poverty data through hamlet-based verification and regular updates. Village governments also need to integrate empowerment approaches into poverty alleviation programs, including through skills training, access to productive working capital, and the formation of joint business groups. The Village Consultative Body (BPD) needs to strengthen its oversight function to ensure accurate targeting. Village facilitators need to expand their technical capacity development for civil servants. The district government can consider an integrated poverty data facilitator scheme that connects village information systems with an integrated social welfare database. Further research is recommended using comparative studies between villages in Langkat Regency to map best practices in empowerment-based poverty alleviation.

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