

Analysis of Village Fund Policy Implementation in Improving Village Independence in Lombok Tengah Districtnusa Tenggara Barat Province

Lalu Satria Utama

Institut Pemerintahan Dalam Negeri

E-mail: satriabideko@gmail.com

Khasan Effendy

Institut Pemerintahan Dalam Negeri

Ngadisah

Institut Pemerintahan Dalam Negeri

Lalu Wildan

Institut Pemerintahan Dalam Negeri

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Abstract

The purpose of this study is to analyze the implementation of village fund policies in Central Lombok seen in its performance of increasing village independence. The research method used is qualitative research design (case study). Determination of informants, researchers used purposive and snowball techniques. Data collection techniques through in-depth interviews, observation, and documentation techniques. The Village Fund's policy is not optimal in increasing the independence of the village in terms of content and policy context. a) interests that are affected: the freedom of the village in managing the budget requires the need to measure the efficiency of the program / activity; b) type of benefit, more activities lead to infrastructure and not optimal participation of citizens, this happens because of some difficulties; c) desired target changes, different targets lead to lengthy policy controls, the

oversight system is not optimal; d) the location of decision making, is still limited to the perception of the village elite; e) implementing the program, there TPK actually shows the inability of the village to build collective awareness of the community; f) resources allocated, the use of technology in the operation of the Village Fund has not been optimal, the education level of the village apparatus is an average high school equivalent and a hamlet head of junior high school is equivalent; g) the power, interests and strategies of the actors involved, this difference causes a mixture of values in the implementation of policies that give birth to manipulative legalistic; h) characteristics of regimes and institutions, there are feudalistic, capitalistic practices in political affiliation and village government management; i) compliance and responsiveness, there is a relationship between compliance with transparency of activities, compliance with the consistency of policy implementers, and the relationship between compliance and commitment.

Keywords: policy implementation, village fund, village independence

1. Introduction

Every year the central government allocates village funds that are large enough to be given to villages. In 2015, village funds were budgeted at Rp. 20.7 trillion, with an average of each village receiving an allocation of Rp. 280 million. In 2016, village funds increased to Rp. 46.98 trillion with an average of Rp. 628 million per village and in 2017 again increased to Rp. 60 Trillion with an average of Rp. 800 million per village (Village Fund Pocket Book, Ministry of finance, 2017). Likewise with the results of the three-year evaluation, the village funds have proven to have produced facilities / infrastructure that are beneficial to the community, including the construction of more than 95.2 thousand kilometers of village roads; 914 thousand meters of the bridge; 22,616 clean water connection units; 2,201 boat mooring units; 14,957 PAUD units; 4,004 units of Polindes; 19,485 well units; 3,106 village markets; 103,405 drainage and irrigation units; 10,964 Posyandu units; and 1,338 (Village Fund Pocket Book, Ministry of finance, 2017). National success, not necessarily that this policy has been completed in all aspects of its implementation, there are still some obstacles that actually have the potential to be a stumbling block to the success of this policy, for example, it was noted that until the 2018 period runs, there are 900 cases of village heads across Indonesia indicated to misuse funds village (<https://www.merdeka.com/uang/gurih-gurih-sedap-korupsi-dana-desa-sampai-900-kades-ter-ciduk-aparat.html>, diakses oktober 2018).

Central Lombok Regency HDI is classified as the lowest compared to other regencies / cities in NTB, which ranks ninth (9) out of ten (10) districts / cities in NTB (NTB Province Bappeda Report, 2016). In line with the low HDI number, from the effective implementation of the DESA FUNDS in 2015 until the research was appointed in 2018, there was no Maju / Mandiri village in Central Lombok, on average there were still Developing Villages, and there were even ten (10) Disadvantaged Villages / Very Disadvantaged (Source: TAPM Data, Central Lombok District, 2017). Based on the explanation above, the researcher assumes that the policies / programs aimed at the regions / villages still encounter many obstacles so that they have not been able to optimally have an impact on improving people's welfare. These

constraints include, first, the programs that are carried out at the stage of policy / program formulation have not been in line with the needs of problem solutions at the lower level, second, the programs / policies that are implemented still encounter obstacles in program implementation such as issues of synergy and coordination, synergy between programs (Danial, 2018) implemented and inter-layer coordination of government, Third, the level of regional difficulties and natural disasters, the fourth mechanism of monitoring / controlling weak policies / programs, so that the implementation of the program does not bring a learning effect to the improvement of policies / programs.

Some of the indications of the above constraints as the cause of failure or inadequate program policies were also felt in the implementation of village funds in Central Lombok District, until the research proposal was raised, there were nineteen (19) cases of village / village apparatus involved in legal problems due to alleged misappropriation of APBDes funds, some have even been convicted of imprisonment. Seeing the conditions of the above problems, researchers are interested in conducting studies on implementation analysis to find out the system / pattern of implementation of village funds and measuring the extent of policy performance, the factors that determine the successful implementation of village fund policies and the most ideal model for implementing this policy. The policy analysis process is a process to produce recommendations for solving problems (problem solving) faced by the community. While the analysis of policy implementation is a study that is not merely about the implementation of policies that have been received, but looks at new demands that can emerge, which must be transformed again in the mechanism of policy formulation (policy formulation). So as a consequence, the initial policy (originally) must be revised or even replaced if necessary (Muchlis Hamdi, 2014).

2. Method

This study aims to analyze the implementation of village fund policies in increasing the independence of villages in Central Lombok District, seen from the three elements that form the implementation of the policy namely the policy content which consists of: The interests affected, the types of benefits, the desired change targets, the location of decision making, implementor programs, allocated resources. The second element, the Policy Context, consists of: Power, interests and strategies of the actors involved, characteristics of the regime and institutions, compliance and responsiveness, the last element is the implementation process, consisting of: Tension, interaction patterns, new institutions, feedback (feedback). Documents collected for the needs of this study consist of: Central Lombok Regency RPJMD, Central Lombok PMD Office Strategic Plan as the leading sector of village development, several RPJMDes-RKPDDes documents (to strengthen data analysis), Village Index Documents (ID), Permendes and related Permendagri implementation of village autonomy and its derivatives at the regency / provincial level, evaluation documents related to village fund performance reports and village head APBDes implementation reports.

3. Result and Discussion

The Process of Implementing Village Fund Policies in improving Village Independence in Central Lombok Regency.

3.1 Legal Standing and Distribution of Village Fund Scheme

Regulation of Law No. 6/2014 on Villages has included rules regarding Village Fund management. However, for its implementation there are 3 (three) ministries directly involved namely the Ministry of Home Affairs, Ministry of Finance, and Ministry of Health and the local government involved starting from the beginning to the end in the distribution and use of Village Funds.

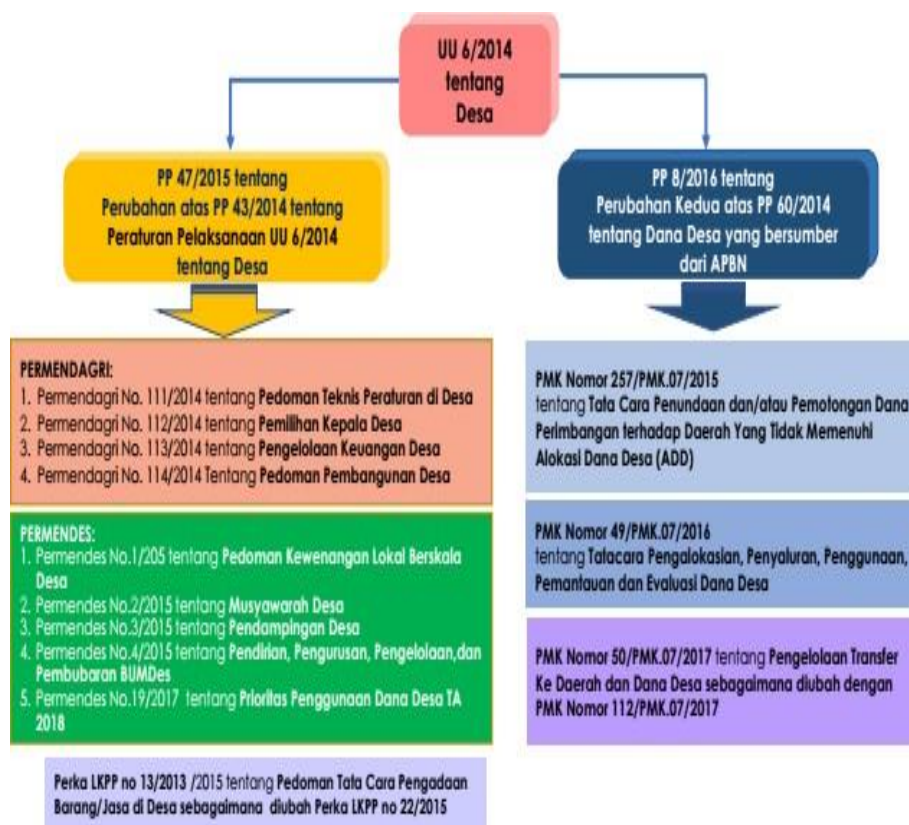


Figure 1. Legal standing of Village Funds

3.2 Village Funds Distribution

The distribution of village funds to villages is done in stages. In 2015 as explained previously there were 3 (three) stages in the distribution of village funds, and in 2016 there were changes to 2 (two) stages. The distribution of village funds in stages and not all at once with consideration, that in the first quarter (January - March), development is still in the process of preparation while the largest financing needs are estimated from April to August. Then the distribution of village funds based on the needs of the village treasury and reduce the state treasury, because at the beginning of the year state revenue was not optimal while the state also had to channel funds to other regions. In addition to receiving village funds, the village also manages funds that come from other income sources, such as village funds, DBH PDRD, etc., so that if given at the same time it will be difficult for the village government in its management, bearing in mind the capacity and capabilities of village human resources are inadequate.

3.3 Village Funds Governance

Village funds, as one of the sources of village income, are managed within the framework of village financial management. Village finance is managed based on the principles of transparency, accountability, participation, and is carried out in an orderly and budgetary discipline. In accordance with Permendagri No.113 / 2014, the stages of village fund management include the stages of planning, implementation, administration, reporting and accountability.

a. Planning, The village secretary prepares a draft village regulation on village budget which will be discussed and agreed between the village head and the BPD; APBDesa is submitted to the Regent / Mayor through the District Head no later than October of the current year; The APBDesa is evaluated by the Regent / Mayor for a maximum of 20 working days, and the Village Head must make improvements for 7 days if the APBDesa is declared inappropriate. and Priorities for the use of Village Funds are stipulated in village deliberations between BPD, Village Government, and Community Elements; **b. Implementation**: Expenditures and receipts are carried out through the Village Cash account or in accordance with district / city government regulations, with complete and valid evidence support; The village government is prohibited from making fees other than those stipulated in the village regulation; The treasurer can save money in the village treasury and the amount is determined by regional head regulation; The procurement of goods and / or services in the village is regulated by a regional head regulation; and the use of unexpected costs must be made details of the Budget Plan, and endorsed by the Village Head; **c. administration**: must be carried out by the village treasurer; recording every receipt and expense; close the books at the end of every month; account for money through reports; reports are submitted monthly to the village head no later than the 10th of the following month; and use: General Cash Book, Tax Assistant Cash Book, and Bank Book. 4.) Reporting and Accountability: the village head submits a report to the regent / mayor through the Camat consisting of reports on the realization of the APBDesa implementation of the first semester and the end of the year semester; accountability report on the realization of the APBDesa implementation, submitted at the end of the fiscal year consisting of income, expenditure and financing, which is determined by village regulations; and attachments to the report format: a) Accountability for the realization of the APBDesa in the fiscal year concerned; b) village property as of December 31 of the fiscal year concerned; and c) government & local government programs that enter the village.

3.4 Data and Analysis of the Performance of the Village Fund Policy Implementation in Increasing Village Independence in Central Lombok District

That the change factor in the form of outcome variables as an indicator of increasing village independence, cannot yet be expressed simply to facilitate monitoring, this is relevant to the opinion of Mardiasmo, 2004. According to the researchers, the changing factors on the dimensions of village independence that are not suitable are actually more directed to village development / progress indicators compiled by the Ministry of Home Affairs for the purpose of measuring local self-government (village progress index). So, the composite development in table 4.31. which shows the status of village independence (village resilience) is doubtful.

The measurement of outcomes through a variable factor is more appropriate by using a number of useful frames that are relevant to the translation of village independence, first, improving the quality of life of the community as a result of improving basic infrastructure. secondly, improving welfare, increasing economic access, or increasing income as a result of increased economic activities of village funds and third, data showing progress in better environmental management. Based on that we got the answer that the majority of the data sources mentioned that they were not sure what the village government was doing in terms of improving the quality of life through the construction of basic infrastructure, they argued that basic infrastructure such as public health center, basic education infrastructure, village roads had existed before village funds were available, they believe that village funds are used only for minor rehabilitation (not substantive / basic). Next, the satisfaction expected from basic infrastructure services is not enough. It is undeniable that several village alleys / roads have been repaired, however the quality is not encouraging. Second, the significance of an increase in composite numbers on economic independence does not mean that the community has improved their welfare, their income has increased, but that the score is only nominal, obtained as an institution related to village economic activities, such as kiosks, markets and financial institutions. In the opinion of SBM (aged 32, having his address at Puyung Village), it was precisely this village fund that was most clearly the result of a third-party shopping place for village heads, and the artisans used by the village head to work on village activities.

3.5 Model of Village Fund Policy Implementation in Increasing Village Independence

This study found a model of policy implementation resulting from the analysis of the implementation of the Village Fund policy in improving Village Independence in Central Lombok District, referring to the theory of context content and the policy process. Based on this, the implementation of the Village Fund policy in Central Lombok Regency has not run optimally to achieve the policy objectives. In this case, what seems to be seen is the cause: related to the determination of the policy outcome variable / indicator itself, the problem of supervision, the problem of compliance, the problem of the deliberation process, the behavior of the village head / village apparatus, social / social institutions that are not functioning optimally. This policy implementation is not optimized due to the absence of a learning process in the interaction of this policy, the normative policy approach takes part in shaping this policy situation (legalistic manipulative) so that the space for aspiration, initiation and local wisdom is not free to develop due to the poor quality of deliberations built. The policy approach that tends to integrate the concept of local self-government level to build villages and the level of self-government approach to village-level development is a necessity to be able to accommodate both, guarantee high accountability for the management of public resources (APBDes) and foster social capital development as the main identity of villages to be the core of the village. from the Model we call the Empowerment Interaction Policy Implementation Model. This model emphasizes the strength of interaction between the four main components in policy implementation namely the village government as the implementer of the policy, the village community as the target group, the policy environment as a supra village in its interaction combining the two approaches as an ideal concept accepted in the paradigmatic perspective of the village.

The interaction of the four components must be accompanied by the basic conditions that must be met, so that the interaction results in the formation of institutionalized village values-norms and customs. The power of social control creates harmony (shared vision) in the nuances of justice, democracy and happy village inclusiveness. Performance measurement with tools such as IDM is not oriented to the substance of the real problem, IDM is a senayan perception. Financial resource power through village funds must not make villages a recipient of policy burdens, so an analysis of outcomes that benefit the improvement of quality of life, increase economic access and welfare and sustainable environmental management must be based on the strength of learning and commitment in the community by pay attention to local wisdom and resources. Policy outcome indicators are basically closely related to changes in community conditions that are the target group of the policy, namely the initial conditions that are not desired to lead to new conditions that are more desirable.

Table 1. The Difference between Grindle, Smith and Interaction-Empowerment Model

Aspect	Grindle Model	Smith Model	Interaction-Empowerment Model
Name	Implementation as a political and administrative process	Implementation as Interaction	Interaction-Empowerment Model
Policy Determinant	Content: the extent to which the interests of the target group are included, the types of benefits received, the target groups, the extent of the desired change, the location of a program, the policy implementation and resource support. Context: how much power the interests and strategies of the actor, the characteristics of the institutions and regimes are satisfied, the level of compliance and responsiveness of the target group.	Policy implementers, target groups, and the policy environment in their interactions for idealized policies: the process then forms Tensions, transactions, institutional formation as policy feedback.	The policy implementer, the target group, the policy environment, in their interactions embody idealized policies: the process then forms the strength of institutionalized social system structuring, the learning process and the process of building shared vision.
Interaction scheme	In the form of actor interests	It is a bargaining negotiation process	In the form of commitment in a shared vision

Source: Analysis result, 2019.

4. Closing

The implementation of the village fund policy in Central Lombok Regency (2015-2018) has

not yet proceeded in accordance with the objectives of achieving its policy. From the performance dimensions of policy implementation in increasing village independence, it seems that there are problems with planning documents, supervision, low HR issues, compliance issues, deliberation process issues, village head / apparatus behavior problems, social institution dysfunction issues, variable outcome indicators / indicators independence, the issue of clarity of authority. So, the achievements in each dimension of village independence are a) Dimensions of increasing social independence; b) Dimensions of increasing economic independence. Dimensions of increasing environmental independence, The optimization of village fund policies in increasing village independence is influenced by the anatomy of village fund policies, namely content and context, including a) the interests that are affected; b) Type of benefits; c) Targets of desired changes; d) Location of decision making; e) Implementing the program; f) Resources allocated; g) Power of interests and strategies of the actors involved; h) Characteristics of regimes and institutions.

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