

## Public Policy Implementation Effectiveness (Case Study Of Village Fund Implementation In Linggo Pasuruan)

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### Abstract

Overview of this research, researchers try to understand the phenomenon of empirical gaps/reality, theorists, and normative problems village fund implementation from portraits Process effectiveness Implementation Research method using qualitative research types sourced from human instruments, events, and documents. Data collection techniques with an in-depth interview, observation, and documentation. While the data analysis used is interactive model data analysis initiated by Miles Huberman, and Saldana (2014). The results of this study revealed that, in the process of implementing village funds in general based on the fact in the field that it is already running, but there are still many weaknesses found ranging from communication between actors that have not been maximal or even socialization related to village funds are very minimally carried out by the Village Government to the Community, in addition to the Government Apparatus Resources at the beginning of the year the implementation of the Village Fund program still requires adaptation to existing laws and regulations. So the objectives of the Village Fund have not been achieved maximally.

**Keywords:** Effectiveness, Policy Implementation, Village Fund

### INTRODUCTION\*

The existence of the village is formally juridically recognized in Law No. 6 of 2014 on Villages. Based on this law, it is explained in the general provision that the village is a village and a traditional village or so-called by another name, hereinafter referred to as Village, is a unity of the legal community that has a territorial boundary authorized to regulate and manage government affairs, the interests of local communities based on community initiatives, rights of origin, and /or traditional rights recognized and respected in the system of government of the Unitary State of the Republic of Indonesia.

One of the sources of village income is the Village Fund. Village Fund is a fund derived from the State Budget intended for villages that are transferred through the District / City Budget and used to finance the implementation of government, implementation of development, community development, and community empowerment. The provisions governing village funds are Government Regulation No. 60 of 2014 concerning Village Funds derived from the State Budget as the implementation of the provisions of Article 72 paragraph (1) letter b and paragraph (2) of [1].

The allocation of village funds is calculated based on the number of villages and allocated by taking into account the population, poverty rate, area, and geographical difficulty level. In Government Regulation No. 60 of 2014 and its Amendment, Namely Government Regulation No. 22 of 2015 in Article 11 paragraph (2) of the Village Fund is allocated by calculating the basic allocation and allocation calculated by considering the number of residents, area, poverty rate, and geographical difficulty level.

Related to Village Fund in Regulation of the Minister of Finance No. 93/PMK.07/2015 concerning Procedures for Allocation, Distribution, Supervision, Monitoring, and Evaluation of Village Funds described in Article 3 states that the basic allocation of the percentage rate is 90% of the village fund budget. While the remaining 10% in Article 4 is divided proportionally, namely the population of 25%, a poverty rate of 35%, an area of 10%, and the geographical difficulty of 30%.

With the certainty of a clear source of financing, this should make the stimulus for the village to build and make the village more sovereign and independent. Success related to the implementation of village funds as a whole depends on the ability of human resources in the village. Cooperation must be required that must be synergized from all components be it the Central Government, Provincial Government, District Government, Village Government, and the whole community so that the large Village

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Fund is not perverted so that it can be used fully for development in the village. The important thing to note is the ability of the apparatus in the village and all stakeholders to interpret the regulation and implement the purpose of the regulations that are formed.

The Central Government in this case the Ministry related to the Village Fund has made technical regulations ranging from the distribution, use, monitoring, and evaluation of village funds. The Ministry of Finance issued Regulation of the Minister of Finance No. 93/PMK.07/2015 concerning Procedures for Allocation, Distribution, Use, Monitoring, and Evaluation of Village Funds, in the regulation mentioning, the disbursement of Village Funds from the state general cash account to the general cash account of the region is carried out after there is a regulation of the regent related to the allocation of Village Funds from the Village. Before the regent regulation is made, the village can submit budget details to the regent.

In the Regulation of the Minister of Villages, Development of Disadvantaged Regions, and Transmigration of the Republic of Indonesia (Permendes PDDT) Number 5 of 2015 concerning The Determination of Priority Use of Village Funds has actually provided an overview of how the principle of using village funds, the priority of using village funds both for village development and for the empowerment of village communities. As stated in Article 5 of Permendes No. 5 the year 2015 mentioned that the priority of using village funds for development is used to meet basic needs, development of village facilities and infrastructure, development of local economic potential, and sustainable utilization of natural and environmental resources.

The fact that the regulation field cannot be implemented properly, one of the contributing factors is the absence of clear guidelines on how to use it even though the Minister of Finance has issued Regulation of the Minister of Finance (PMK) No. 93/PMK.07/2015 on Procedures for Allocation, Distribution, Use, Monitoring, and Evaluation of Village Funds. In fact, in the area, many villages still experience confusion because there is a sense of concern in their management. The existence of village funds should not be a scourge or even a disaster for many officials in the region and village officials because it is considered unaccountable.

At the stage of distribution or distribution in 2015, based on observations of researchers in the field and news in the media, the distribution

or distribution of village funds is still not running as targeted. One of the causes is complicated guidelines and tend to be difficult to understand and implement by the region. Village funds are expected to be distributed immediately to the villages without having to inflate in the Regency Government. On the other hand, the regency government itself has not dared to distribute directly to the villages without any clear rules.

The implementation of village funds will run effectively if the achievement indicators set by the Government have been achieved. Indicators of the success of village fund implementation include programs planned in the Regional Budget (RAPBDes) following the established village fund policy outline, the implementation strategy in the field under environmental conditions by remaining by the prevailing rules and regulations.

Implementation Effectiveness as stated by [2] as follows: To carry out programs successfully, it is essential for implementers to have a clear sense of the results desired to help shape implementation activities. But often it is difficult to narrow down the possible options. One can easily ask, "Desired results according to whom, and for what purpose?" However, just because desired results are often subjective it does not imply that anything goes.

That to carry out the program until it is successful, it is very important for implementors that the clarity of the desired results as a reference for implementors about the form of activities to be carried out. But it is often difficult to narrow down the possibilities of choice. For example, the question arises: Who do you want results for, and for what purpose? However, just because the desired results are often subjective, then it does not mean that anything can happen.

Referring to the above idea, the fact that most villages in formulating RAPBDes, RPJMDs, and LKPD still use consulting services, indicates that the agency of village government resources is still minimal in that matter. The basic logic that arises is if its formulation alone is not able to carry out, as well as in its implementation later.

The fact in Linggo Village, Kejayan District, Pasuruan Regency, that the use of village funds is actually used in the improvement of village office development, floor improvement, fence, interior renovation of village offices. Another fact related to the management of village funds, namely the optimal use of village funds that lead to community empowerment. The Village Government in this case the Agent is still preoccupied with activities that only focus on the

routine activities of the village. Concerning the problem, the field is not optimal in paying attention to activities related to community empowerment activities.

All the facts above prove that in the implementation of village fund policy in Linggo Village Kejayan sub-district has not been effective in its implementation, it is needed to understand the resources of village apparatus Against village fund management through the application of the principle of implementation effectiveness.

## **MATERIAL AND METHOD**

The type of research used in this research is qualitative research. The approach used in this study is a descriptive approach. Descriptive qualitative methods are used in this research to solve problems by describing portraits of village fund policy management in Linggo Pasuruan, whether the behavior of village officials, community groups and so on, at present or based on facts that appear or are as is.

Data Analysis Techniques in this study used interactive model data analysis developed by [3]. They argue that analysis is four streams of activities that run simultaneously: 1) Data Collection, 2) Data Condensation, 3) Data Presentation) and 4) Conclusion/verification.

### **Data Collection**

In the process of data collection conducted in Linggo Village, Kejayan sub-district uses several data collection techniques, in-depth interviews, documentation, and observations.

## **RESULT AND DISCUSSION**

To implement the program until it is successful, it is very important for implementors that clarity of desired results as a reference for implementors regarding the form of activities to be carried out. But there are often difficulties in narrowing down the possibility of conjuring up options. For example, the question arises: Who do you want results for, and for what purpose? However, just because the desired results are often subjective, then it does not mean that anything can happen.

To implement a program until it is successful, it takes the role of actors to better understand more broadly related to the results to be achieved through the implementation, this can help in the form aspects of the program implementation. But in fact, it is very complicated to define the objectives of policy implementation. The standardization of

objectives still hints at more dominant political interests.

To get an assessment of the quality of the implementation process and satisfactory results can be obtained from several stages including:

1. If the operating system changes synergized with the result of the quality of the process will depend on the delivery of the quality of the program
2. If the change in the target group is synergized with the results of the quality of the process then it will get the satisfaction of the target group of the results of the cross with the program
3. If the change of operating system is synergized with the ultimate result then there must be the integration of program processes in daily operations
4. If the target group change is synergized with the ultimate result then there must be a desire for a change of the behavior or condition of the target group

The size of the policy implementation objectives is still stuck on a classic issue, or better known as the measure of policy success that tends to question the position of actors of policy implementation. [2] explain some indicators of implementation success depending on the implementation of principal effectiveness.

### **Contexts affecting Change (participants, resources, power resources, and cultural values)**

In implementing a policy, several factors are needed to ensure that the policy can be conveyed properly, one of the key policy indicators can be said to be effective if the context that affects the policy can be detected properly. [2] stated that there are several elements to know the context of the change including:

#### **a. Participants**

The participants referred to in this case are community participation in policy implementation, with the participation of the community is expected to be implemented properly by the targets that have been set.

#### **b. Resources**

The resources referred to in this case are the bureaucracy of policy implementation officials. It can be understood together if the good resources and qualifications will be easier the policy can be implemented properly if the human resources implementing the policy is not good, then the policy implemented is not by the objectives that have been set.

**c. Source of power**

The source of power referred to in this case is the bureaucratic structure of policy implementation, if in the implementation of the policy there is intervention from the source of power then it is not impossible in the implements policy will deviate from the corridor that has been set

**d. Cultural Values**

Cultural values referred to in this case are the cultural values of the community as the object of policy, as we know together Indonesia has a variety of cultures, then the existing policies if it is to be implemented properly, it must adjust the cultural values that exist in society.

In the Implementation of Village Fund Policy in Linggo Village, Kejayan sub-district, four elements based on [2] opinion above hinted that there are 2 categories that researchers call internal elements and external elements as implementation actors of the Village Fund Policy.

The two elements of the above categories in the implementation of village funds in Linggo Village, Kejayan sub-district can be said to be all illustrated above. The main element in the categorization is village apparatus resources with all staff and stakeholders. Then another element is how the relationship between the Village Government establishes Communication and Coordination with the District Government and District Government in this case the Village Community Empowerment Office (DPMD).

While the external elements included in this study are Participants and Cultural Values, where both become supporting in maximizing the implementation of the Village Fund Policy in Linggo Village, Kejayan District. The participation of linggo village community in Kejayan sub-district in the process of implementing the program can be said to be active participation, in addition to the cultural values of Gotong Royong in conducting programs such as paving, irrigation Compact community in doing work together because in their minds the village is getting better and more advanced.

Facts in the field with the presence of external elements above do not affect the execution of village funds, although the existence of participants and cultural value cooperation some programs in the field of completion is not by the target time that has been set.

While the internal elements are still encountered some problems that become obstacles to the implementation of village funds

in the village linggo Kejayan district. This is shown in the adaptation of Linggo Village Government with the District Government and District Government there must be an emphasis on harmonization of communication to implement village fund policy in Linggo Village is not hampered.

Based on the results of theoretical and normative elaboration, as well as the reality in the field of both internal and external elements above is the key to the success of the effectiveness of village fund policy implementation, it is needed good managerial in controlling internal and external factors. The ability of the village head's leadership resources is very dominant in the arrangement of the two elements, the internal elements require good harmonization of communication and coordination, external elements have required the ability to manage and control participants and cultural values.

**Core programs (viable options, the logic of change and coordination) and identify changes to achieve public values**

In the Implementation of Village Fund we can see from several stages of implementation in the field as described below:

**Distribution Stage**

The distribution stage is the distribution of village funds carried out by book-entry form RKUN (State Cash General Account) to RKUD (Regional General Cash Account) for further book-entry form RKUD to RKD (Village Cash Account). Before channeling village funds, the details of the village fund of each village in Semarang regency are carried out. Details of village funds are determined by the Semarang Regency Government by calculating the basic allocation and formula allocation. Basic allocation is the basic allocation of districts divided by the number of villages and coupled with the allocation of the formula that is the calculation of the formula taking into account the number of residents, poor people, area, and level of geographical difficulty. Then for the distribution stage, village funds are carried out in two stages, first in April by 60% and in August by 40%.

Distribution can be distributed after several requirements are met such as APBDesa, RKPDes, realization reports, and other files. Linggo District Kejayan experienced delays in the distribution in both phase I and phase II due to time inaccuracies in conveying the requirements

for complete disbursement of village funds, in addition to the schedule of activities that retreated and the lack of executive ability became the cause.

### **Stage of Use**

The phase of use is the core process of implementing village fund policies using existing resources to achieve policy objectives. Village funds are used to finance village development and community empowerment. The priority of using village funds is based on the principles of one of which is the principle of priority needs and participatory principles. However, it is sometimes overlooked in the use of village funds, such as the association of use with the principle of priority needs that have been included in RKPDes and RPJMDes that are not yet appropriate. This happened in Linggo village, Kejayan sub-district, where the majority used village funds to finance village development and less than 10% for community empowerment. Whereas later the hope is that when the village fund is gone, the village can already be independent, especially in terms of finance, it can be done with efforts to increase PAD, one of which is by making BUMDes, but it has not been done by linggo village in Kejayan sub-district. Community leaders and administrators of KPMD felt that the village government did not respond to the proposals from the community. Head of Linggo Village, Kejayan sub-district argued that already budgeted for non-physical activities even if only a few, he assumed that physical development is an activity with less risk, the results are immediately visible.

### **Reporting Stage**

A reporting stage is a form of accountability for the implementation of village fund policies. Three reports must be submitted by the village government to the Regent through the head of the sub-district and the relevant SKPD, namely the report on the use of phase I, phase II, and annual report. The first phase report is at the latest in July, phase II in September, and the annual report in February of the following year.

Related to this program or priority program described in [4] concerning priority use of village funds in 2016, in Chapter III Article 4 mentioned that in the Implementation of The Authority of Origin Rights and local authorities of village scale and the use of Village Funds in Regency / City as referred to article 2. Village Funds are prioritized to finance the implementation of local-scale

programs and activities in the field of Village Development and Village Community Empowerment.

A priority of the use of Village Funds through article 5 of Decree No. 21 of 2015 concerning priority use of village funds in 2016, in article 5 is explained village development for the priority of village development and village community empowerment as referred to in the article, being the priority of activities, budget, and expenditure of villages agreed and decided through village deliberation. The decision of the Village Deliberation as referred to in paragraph 1 shall be a reference for the preparation of the Village Government Work Plan and village budget which is then the Work Plan of the Village Government as referred to in paragraph 2 as stipulated in the Village Regulation.

Article 6 describes village development, in paragraph 1 it is explained that to improve the welfare of village communities and human quality of life and poverty reduction, priority use of village funds is directed to the implementation of village development programs and activities, including: first, development, development, and maintenance of infrastructure and physical facilities and infrastructure for livelihoods, including food security and settlements, second, development, development, and maintenance of public health facilities and infrastructure, third, development, development and maintenance of educational facilities and infrastructure, social, and culture. Fourth, Development of community economic business, including the construction and maintenance of production and distribution facilities and infrastructure, and/or, Fifth, the development and development of renewable energy facilities and infrastructure as well as environmental conservation activities.

Then the explanation of paragraph 2 of the Village Government together with the Village Consultative Agency can develop priorities as referred to in paragraph 1 by the list of authority rights of origin of local authority funds of village-scale stipulated in the Village Regulation. Then explain paragraph 3 of the Regency/City Government to assist in the preparation of priorities as referred to in paragraph 1 based on the list of the authority of origin rights and local authority of village-scale stipulated in the Regulation of the Regent / Mayor.

Facts in the field related to this program found that this program or priority program is better known in the language of the rules of the Ministry of Disadvantaged Villages and

Transmigration that the allocation is prioritized on the construction of village road infrastructure, and some other development such as paving the hamlet roads, irrigation channel construction, drainage, irrigation, and other physical development.

Besides, the priority scale of the core program of physical development, in addition to physical development there are also community empowerment programs, among others: by providing posyandu cadres allowance to strengthen the capacity of posyandu cadres in addition to the pmt toddlers.

Actually, with the village budget in 2016, it is used for physical development alone has not reached the entire existing hamlet, so we priority execute the physical development program by alternating between hamlets, hamlets that have not been budgeted in the following year. All The Head of Kewilayan or Kasun asked to take precedence in their respective hamlets, but we took the middle way to finish with the priority scale of the hamlet that desperately needed paving first to be executed.

Other findings of researchers as field facts as well as some core programs, the logic of decent change, as well as technical coordination that is carried out through village deliberations up to village deliberations, identifying changes to achieve public values as well as technical coordination carried out with the Implementation Team (TPK).

Thus, the key to the success of village fund policy implementation is that it is needed to be good managerial in controlling the management of village funds so that the priority program or core program that will be funded by the Village Fund can be executed properly, not the result of the preference of political interests in determining priority programs.

**Technical and adaptive challenges to something necessary to create change, apply analytical inquiry, and social skills.**

Facts in the field concerning technical challenges are only a matter of time of proposing village planning that is included in the Village APB to be submitted in the Deliberations at the district level and district-level deliberations are unclear information, it could be that all elements are still in the situation of adaptation to the applicable laws and regulations, so that the information clarity of time becomes biased. The Village Head also explained that all officials of Linggo Village in Kejayan sub-district can adapt by

coordinating with the government above us to expedite the planning process so that it can be submitted as soon as possible.

Another technical challenge in the field is that the challenge lies in the side of the community who are not aware of the meaning of village deliberation which is actually to accommodate the aspirations of the community related to the physical development of infrastructure or other infrastructure that actually becomes the needs of the community itself. Some people follow the deliberations even with the delay of time, most of the people do not attend the deliberation event on the grounds of conflict with their respective jobs.

Further technical challenges faced by the Village Government as actors in the implementation of village funds, at the village level have sought and tried to accommodate the aspirations of the community as early as possible in the hope that Then is submitted at the next stage. However, the reference and guidelines for the submission of the financial section have difficulty related to the format of planning from the sub-district level which is always changing the administrative format. And another technical challenge faced is the formation of a planning budgeting team in Linggo Village, so it must be done alone.

**CONCLUSION**

In implementing public policy, a very comprehensive instrument is needed, in the context of the implementation of the Village Fund the Village Head plays an important role. To achieve the effectiveness of village fund implementation, the principle of implementation effectiveness must be used as a Guideline in implementing village funds.

Implementation Effectiveness Principles that must be carried out in the implementation of village funds include, first, contexts that affect change (participants, resources, power resources, and cultural values), that village apparatus must pay attention to the variables participation village communities, resources that must be compatible and have a strong commitment to the objectives of the Implementation of programs that have been set. The source of power must be exercised by applicable regulations, as well as local cultural values must be kept in mind. Second, the Core Program, or commonly referred to as Program priority must be ensured by the needs and desires of the community, do not be mixed with

the affairs of political preferences. Third, implementors must be able to familiarize themselves with technological and technical challenges in the implementation of the program.

The implementation of village fund policy is a central government program, where starting from the planning and the main Rules related to the Village Fund has been determined through legislation, village government officials need to be able to understand the rules and regulations to achieve the goals that have been set. This research is still not optimal, because measuring the effectiveness of implementation as expressed by Sanfort and Multon must use the outcome measure of each principle of implementation effectiveness.

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