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## Research Article

# A STUDY OF THE IMPLEMENTATION OF THE POLICY ON THE VILLAGE FUND MANAGEMENT IN THE REGION OF KONAWA KEPULAUAN REGENCY

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### ABSTRACT

The purposes of this study are (1). To identify the implementation of the Village Fund (VF) Management Policy and (2). To identify factors that influencing the implementation of Village Fund Management Policy in Konawe Kepulauan regency. This research was conducted in five regencies, namely: (1) South Wawonii; (2) West Wawonii; (3) North Wawonii; (4) Central Wawonii; and (5) Northeast Wawonii. Each sub-district is selected by three villages. This research used a quantitative approach.

The informants of this study consisted of three categories, namely: (1) Officials who directly involved in the management of the Village Fund consist of sub-district heads, village heads and their apparatus; (2) Officials or employees within the scope of the Office of Community Development and Village Government Agency (CDVGA) of Konawe Kepulauan regency; And (3) Elements of Community Development Institutions (ECDI), Village Consultative Agency (VCA) and Regency Experts, Village Facilitator and Local Village facilitator.

The results show that the planning stage has been in accordance with the existing of mechanisms and procedures. However, in the implementation stage, monitoring, monitoring and evaluation and reporting are experienced obstacles so that they cannot be implemented as scheduled. These problems happen because: (a). There is no Regional Regulation or District Head Regulation as the legal umbrella for the implementation of the Village Fund (VF). (b) as a New Autonomous Region, The local government is still concentrated in the implementation of simultaneous regional head elections and the arrangement of the regional apparatus unit, so that Community Development and Village Government Agency technically that handled the community development and village government has not been maximally in committing its main duties and functions. (C). The emptiness of the village facilitator because of the transitional facilitator of Ex Community Development National Program. "MandiriPerdesaan" become the Village facilitator so that the duty of mentoring is not maximal. Implementation of Village Fund management policy in Konawe Kepulauan regency is not effective. This is affected by several factors, among others: (a). The communication factor is less effective among the government in this case Community Development and government Village Agency of Konawe Kepulauan regency with the implementer of the program in the village, the Government with the village facilitator, the village facilitator with the program implementer, (b). Human Resource Factors and Non-Human Resources are still very weak, both at the government level in this case Community Development and Government Village Agency and the program implementers (c). The bureaucratic structure and the attitude of the implemented apparatus are still very low, so the implementation of Village Fund management in 2015 is not as effective as expected.

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## INTRODUCTION

### Preliminary

Law No. 6 of 2014 about Village is aimed to provide confession and clarity to the village on the status and position of the village in the constitutional system of the Unitary State

of the Republic of Indonesia. The State has admitted and authorized the Village to preserve the customs, traditions and culture of the village community. The Villages are also given the authority in developing to increase the mass and participation in the effort to explore the potential and resources of the village through management of village governance that

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is done professionally, democratic, efficient, effective, open, responsible and continuous in order to development the implementation by providing excellent service to the community, provide common welfare and put the village as the subject of development. This position gives fresh wind to the village in the process of acceleration and empowerment of the community in the village. Articles 71 to 75 of Law No. 6 of 2014 on Villages arranging sources of funding in villages, sources of income in villages such as Village Original Revenue, Allocation of APBN, Profit Sharing from Regency Taxes and Levies regency, Financial aid from provinces and districts, Grants or non-binding third party contributions and other legitimate village incomes. Village incomes that mentioned above, there are some details that become obligations of Local Government which if they are not implemented the Local Government will certainly result in sanctions by the Central Government.

The source of income for the village as a whole is used to fund all the authorities that are responsibility of the village. The funds are used to finance the implementation of village authority covering four domains of authority, namely the administration of village administration, village development, village community empowerment and village community development. Village Incomes sourced from State Budget are also used to finance these authorities. The source of village Income sourced from State Budget that called Village Fund (VF) is gradually obtained. Gradually according of PP No. 22 of 2015 has two meanings, namely: First, referring to the amount of funds to be received by the village. The government's commitment to Village Fund Allocation is 10% from the transfer fund, but the government does not directly provide 10% of the fund but depends on the national financial capacity on the one hand, and the village's ability to manage village finances. The Village Fund Allocation Stage is regulated in Government Regulation Number 22 Year 2015, which is 3% in 2015, 6% in 2016 and 10% in 2017. Second, referring to the distribution procedure that is implemented in three stages. Village Fund Disbursement was conducted in April as many as 40%, August 40% and October 20% of total Village Fund Channeling that is implemented in three stages. Village Fund Disbursement was conducted in April as many as 40%, August 40% and October 20% of total Village Fund.

The existence of the Village Fund (VF) shows that the central government has committed to take an active role in building the village in accordance with the Jokowi-Jusuf Kalla Government's Joy, which is to build Indonesia from the periphery. The commitment and active role of the regime indicate that the central government's seriousness to build the village is real, although regional autonomy requires each region to manage its own household by utilizing all the potential that the region possesses. The village funds sourced from the national budget which has been channeled nationally and become village Income in 2015 amounted to Rp. 20,766,200,000,000 to be distributed to 74,754 Villages. In the Region of Southeast Sulawesi Province consisting of 15 districts with the number of villages as much as 1846 villages received a fund allocation of Rp. 496,077,234,000 ([www.kemenkeu.go.id](http://www.kemenkeu.go.id)).

In the region of Konawe Kepulauan regency, the region receives Rp. 20,221,651,000, - for 88 Villages. Therefore, the Regional

Government of Konawe Kepulauan regency through Regional Development Planning Agency of Konawe Kepulauan regency in collaboration with the Institute of Research and Community Service of Halu Oleo University of Kendari conducted a more in-depth study on Implementation Study of Village Fund (VF) Management Policy in Konawe Kepulauan regency

## THEORITICAL REVIEW

### *Public Policy Analysis Concept*

The concept of public policy analysis was popularized by Harold Lasswell in 1951 in his paper entitled "The Policy Sciences: Recent Trends in Scope and Method". Lasswell's ideas are often claimed to be at the root of policy analysis. For the paper, Lasswell is named the founder of policy science (Levin-Waldman, 2009: 520; Smith & Larimer, 2009: 8; Deleon & Vogenbeck, 2007: 3; Torgerson, 2007: 16; Parsons, 2006: 18-19). Lasswell provides enlightenment in the form of a multidisciplinary adventure that can guide political decision processes in postindustrial industry societies of post World War 2. He advocated the study of the role of "knowledge in and of the policy process". In the chapter "The Policy Orientation" of the book, Lasswell explains that the policy sciences include: (a) the methods by which the policy process is investigated; (b) the results of policy studies; and (c) the findings of the disciplines that make the most important contribution to the needs of the intelligentsia of our time (Fischer *et al.*, 2007: xix).

Smith & Larimer (2009: 5) argue that policy analysis is one of three rapidly growing public policy sub-categories since the 1970s. The other two sub-fields are policy evaluation and policy process. The policy evaluation seeks to systematically assess the consequences of what the government does and says, is ex post, empirical, asking what we have done, trying to explain the causal relationship between a policy or a program and an outcome. Policy analysis focuses on ex ante questions, questioning what we should do, trying to determine the best policy to adopt by public authorities in managing certain issues or specific issues. Policy analysis often uses efficiency and effectiveness criteria to determine whether a policy is best or not. The policy process is concerned with the discovery of why the government is paying attention to a particular problem rather than to another, why certain policies change while others remain stable over time, and from where

### *Public Policy Processes*

Dunn, W (2003: 22-23) explains that the public policy process is a series of intellectual activities undertaken in a process of activities that are essentially political. This political activity is described as a policy-making process, and is visualized as a series of interdependent and time-sensitive stages, including agenda formulation, policy formulation, policy adoption, policy implementation, and policy assessment. Meanwhile, intellectual activity includes the formulation of problems, forecasting, policy recommendations, monitoring, and policy evaluation. Policy analysis is conducted to create critically, access and communicate knowledge relevant to the policy.

Public policy can be seen as a philosophical concept, as a product, as a process, and as a framework ". Policy as a philosophical concept is a set of desired principles or conditions. As a product, wisdom is seen as a conclusion or recommendation. As a process, wisdom is viewed as a means

whereby an organization can know what it expects from its program and mechanism to achieve its product, and as a framework, policy is a bargaining process and negotiation to formulate the issues and methods of its implementation (Keban, 2004: 55).

**Policy Implementation Concept**

The concept of implementation when viewed from the perspective of cyclical theory, then the implementation will be applied as an important stage that takes place in the policy process, especially after formal legal discourse, usually in the form of laws, regulations, provisions, or other forms of products other laws, are considered to be over. Thus, cyclical theory or policy-cycle theory will place implementation as a follow-up activity, following the enactment of laws or provisions of law (Wahab, 2012). In a broad sense, implementation is often regarded as a form of operationalization or organization activities that have been established under the law and be mutually agreed between various stakeholders, actors, organizations (public and private), procedures and techniques in a synergic driven manner Cooperate to apply the policy in a particular direction to be desired.

George Edwar III, (1980). Asserted stressed: "The study of policy implementation is crucial for the study of public administration and public politics. Policy implementation, as we have seen, is the stage of policy-making between the establishment of a policy such as the passage of a legislative act, the issuing of an executive order, the handling down of a judicial decision, or the promulgation of a regulatory Rule it the consequences of the policy for the people whom it affects. If a policy is inappropriate, it will probably be a failure no matter how well it is implemented. But even a brilliant policy poorly implemented may be the goal of its designers. "

**Factors Affecting Policy Implementation**

George C. Edward III argues that there are four variables that influence the implementation of the policy of communication, resources, disposition and bureaucratic structure.

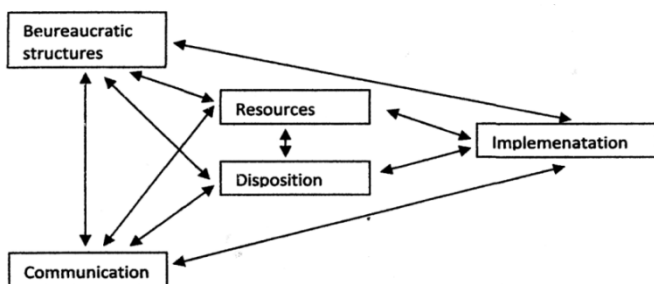


Figure 1 Edward III Policy Implementation Model (1980)

1. Communication; the successful implementation of the policy requires that the implementer know what to do. What are the goals and objectives of the policy should be transmitted to the target group so that it will reduce the implementation distortion. If the goals and objectives of a policy are unclear or even unknown at all by the target group there is likely to be resistance from the target group.
2. Resources; although the contents of the policy have been clearly and consistently communicated, but if the implementer lacks the resources to implement, the

implementation will not run effectively. These resources can be tangible human resources, namely the competence of the implementer, and financial resources. Resources are important factors for policy implementation to be effective. Without resources, policy becomes just a document.

3. Disposition; is the character and characteristics possessed by the implementer, such as commitment, honesty, democratic nature. If the implementer has a good disposition, then he can run the policy as well as what the policy makers want, then the policy implementation process also becomes ineffective.
4. Bureaucracy structure; the organizational structure that implements the policy has a significant influence on the implementation of the policy. One of the important structural aspects of any organization of standard operating procedures. SOP serve as guidelines for each implementer in action. An overly long organizational structure will tend to undermine surveillance and lead to red-tape, a complex and complex beurocratic procedure. This in turn will lead to inflexible organizational activity.

**The Concept of the Village Fund**

The Village Fund is a fund sourced from the State Revenue and Expenditure Budget for villages transferred through the Regency Revenue and Expenditure Budget and is used to finance the implementation of government, development implementation, community development, and community empowerment. The provisions governing the Village Fund are Government Regulation No. 60 of 2014 on Village Funds sourced from the State Budget of Revenue and Expenditure as the implementation of the provisions of article 72 paragraph (1) letter b and paragraph (2) of Law Number 6 of 2014 on Village.

Village Fund Allocation is calculated based on the number of villages and allocated with respect to population size, poverty rate, geographic area and geographical difficulties. In Government Regulation Number 60 of 2014 article 11 paragraphs (3) regulates the weighting for the population of 30% area of 20% and poverty rate of 50% and multiplied by Regency Construction Cost Index. The data used is the data source from the calculation of General Fund Allocation (DAU). The regulation is further revised with details for the population weight of 25%, 10% area, 35% poverty rate and 30% Geographical Difficulties Index. The formulation of Village Funds calculation to the Village received by Regency can be seen in table 1 below.

Table 1 The Formulation of Village Funds Calculation to the Village Received by the Regency

Village Funds (VF)=	∑ Village Funds that received by the region/city x	∑ Weight of each village
∑ Population Weight (PPW) =	The Villagers of A ∑ the villagers of the regency	x Weight (25%)
∑ Area Weight (AW) =	Village area of A ∑ Village area of the regency	x Weight (10%)
∑ Poverty Weight (PW) =	The poor society of A Village ∑ the village poor societies of the regency	x Weight (35%)
∑ Geographic Difficulty Weight (GDW) =	Level of Village Geographical Difficulties A ∑ Level of Geographical Difficulties of the Village Regency	x Weight (30%)
∑ Weight of Each Village =	∑ PPW + ∑ AW + ∑ PW + ∑ GDW	

Source: Processed from Government Regulation No. 22 of 2015 on the first amendment of Government Regulation No. 60 of 2014 on Village Funds sourced from APBN

### Procedure for Management Policy of the Village Fund

The legal basis for the implementation of the Village Fund (VF) is Law Number 6 in 2014 on the Village on chapter VIII of Village Finance and Village Assets, Articles 71 to 77. Furthermore, it is described in Government Regulation Number 43 Year 2014 on the Implementation of Law Number 6 Year 2014 on Village in chapter VI. Finance and Wealth of Villages article 90 up to Article 106, and Government Regulation No. 60 of 2014 on Village Funds Sourced from the State Revenue and Expenditure Budget and Parmenides no. 5 Year 2015 on Prioritization of Village Fund Usage 2015 CHAPTER III Priority of Village Funding for Village Development Article 5 through Article 10, CHAPTER IV Village Priority for Village Community Empowerment Article 11.

The Village Fund (VF) is managed in an orderly, law-abiding, efficient, economical, effective, transparent and accountable manner with due regard to the sense of justice and propriety and prioritizing the interests of the local community. The village funds are sourced from the State Budget, which is allocated to villages, transferred through the Regency / Municipal Revenue Budgets to Budget Village by streamlining village-based programs equally and equitably. Village fund management is implemented within a budget year, starting from January 1, until December 31. The Village Fund Management reviewed in this research includes planning, budgeting, allocation, distribution, use, reporting and monitoring and evaluation processes.

The philosophy of the Village Fund is to improve the welfare and equity of village development through improving public services in the village, promoting the village economy, to overcome the inter-village development gap and strengthening the village community as the subject of development. Therefore, the policy of Village Fund management is directed to: (1) encourage economic growth, by maintaining the level of community income and stable inflation rate and increasing connectivity through infrastructure development, promoting price stability and more equitable distribution. Therefore, the management of the Village Fund is directed to two priority areas, namely to finance the development and empowerment of the community. Village Fund Management is conducted through self-managed by utilizing the labor of local villagers so that income and increased purchasing power of village communities are maintained and activities that encourage productive society economically.

### RESEARCH METHODS

The type of research used in this study was qualitative research with the approach used was descriptive approach. Technique of data collecting was done by using method of interview and documentation. Data analysis in this research used analysis method by Milles and Huberman in Sugiono (2009: 16) which included data reduction, data presentation and conclusion. The location of this research was conducted in five sub districts, namely: (1) South Wawonii; (2) West Wawonii; (3) North Wawonii; (4) Central Wawonii; and (5) Northeast Wawonii. Each sub-district was selected in three villages.

This research used qualitative approach. The informants of this study consisted of three categories, namely: (1) Officials who directly involved in the management of the Village Fund

consist of sub-regency heads, village heads and their apparatus; (2) Officials or employees within the scope of the Community Development and Village Government Agency of Konawe Kepulauan regency; and (3) Elements of Community Development Institutions, Village Consultative Agency and Regency Experts, Village facilitator and Local Village facilitator.

The focus of this research is to identify the implementation of the Village Fund management policy, covering the stages of planning, budgeting, allocation, channeling, use, reporting, monitoring and evaluation as well as factors influencing the Village Fund management policy in Konawe Kepulauan Regency.

## RESULTS AND DISCUSSION

### The Description of Research Location

Konawe Kepulauan is formed under Law no. 13 Year 2014 on the establishment of the district Region in Southeast Sulawesi. Konawe Kepulauan regency currently has 7 Sub districts, 88 Villages and 7 Villages. The system of governance of Konawe Kepulauan regency is headed by a Regent assisted by three sets of local government staff namely the Regional Secretary, the Development Planning and the Regional Investment Board and the Regional Supervisory Board. In general, the administrative division of Konawe Kepulauan regency of 2015 is presented in table 2 below:

**Table 2** Regional Administration Division of Konawe Kepulauan regency in 2015

No	Sub-Regency	Capital city	Number of Villages	Number of Urban Villages	Total Village Number
1	South Wawonii	Sawea	10	1	11
2	West Wawonii	Langaralwawo	15	1	16
3	Central Wawonii	Lampeapi	11	1	12
4	Southeast Wawonii	Polara	14	1	15
5	East Wawonii	Munse	10	1	11
6	North Wawonii	Lansilowo	19	1	20
7	Northeast Wawonii	Ladianta	9	1	10
	Total		88	7	95

Source: Secondary Data Processed Result (CPM): 2015

## FINDINGS RESULT

### Village Planning

Village planning stage begins by capturing the aspirations and needs of the community in stages starting from the Neighborhood level discussions residents. The results of Neighborhood level discussions were continued with the Hamlet level discussions. The results of village meetings are discussed further at the village level through the Forum of Village Development Plan Discussion. This forum was attended by village officials, Village Discussion Board, the Community Development Institution, Karang Taruna, PKK, community leaders, women leaders and community members. Also attended by representatives of sub-districts, local village facilitator and village facilitator. The forum is headed directly by the village head. The result of the agreement at the time of village consultation is the formation of work team of the committee and the work schedule of the committee. The committee work team consisted of a team composing the

Village's Medium Term Development Plan (VMTDP), a drafting Team of the Village Government Work Plan, the drafting team of the Village Revenue and Expenditure Budget, and the activity of the certification team. The existing drafting team works in stages in accordance with the agreed time. The work of the VMTDP drafting team was submitted to the village government for verification. After the verification process, the village government invited the Village Discussion Board to discuss the draft of the VMTDP to be the VMTDP document for six years through the Village Discussion Board Decision on Approval of Village Discussion Board on the Change of Draft of VMTDP to VMTDP and Village Regulation on VMTDP Determination. The existing of the Village's Medium Term Development Plan (VMTDP) is adapted to the vision and mission of the village head.

This is in line with the opinion of Head of West Palingi village, West Wawonii Sub-districton village planning explained that the village planning process (The Village's Medium Term Development Plans, Village Government Work Plan, Village Revenue and Expenditure Budget and Village Regulation)are as follow:

Concerning the development planning in WestPalingi village always carried out through consensus agreement with the community. Activity planning process starts from neighborhood level through citizen discussion. The result of the discussion at the neighborhood level is continued again at the village level to become the village development meeting (village development plan discussion). The results of this discussion gave birth to several proposed programs based on the needs of the people of the village of WestPalingi. The proposed village level program is further elaborated in the Village's Mid-term Village Development Plan (RPJM) for six years. In the preparation of the document RPJM our village formed a working team consisting of village government, Village Development Agency, Community Empowerment Institution, Youth and other institutions in villages community Leaders figures in the village of West Palingi (interview in June 29, 2010 : Village Head of West Palingi).

This opinion is supported by the Head of Langaralwawo Village, West Wawonii Sub district, further clarifying the direction of village development planning in Konawekepulauan regency.

In general, development planning in the village that has been happening in KonaweKepulauan, has done a good planning process as mandated by Law No. 6 on Village. Before the Village Funds existed, there has been a Community Empowerment Program for Rural Mandiri (PNPM.MPd) that has been going on for about ten years (Interview dated in June 29, 2016, with Kara Langaralwawo, WestWawoniiSub-District).

Based on the above description shows that the village planning is largely in accordance with the stages set in the existing legislation. There are still some things that must be improved, among others, the implementation of the Village Development plant Discussion forum should be led by Village Development Agency by first forming the village deliberation committee. Based on the Regulation of the Minister of Village and the Development of Underdeveloped Regions, and Transmigration of the Republic of Indonesia Number 2 Year 2015 on the Code

of Conduct and the Decision Making Mechanism of Village Deliberations article 25 (1) The Chairman of the Village Consultative Agency acts as the leader of the Village Discussion; (2) Members of Village Development Agency, community elements and / or KPMD who are part of the Village Muscular committee acts as secretary of the Village

## **DISCUSSION**

Participation of the community in following the planning stages is quite high. This can be seen from the attendance of the residents in following every stage of village development planning. This is supported by Iff's opinion in Suharto (2005: 59) that community Development can be seen from the definition of needs that is the ability to determine needs in harmony with aspirations and desires. Community Development can also be seen from the definition of ideas namely the ability to express and contribute ideas in a forum or discussion freely and without pressure

### **Budgeting**

Village Budgeting is set forth in the Village Government Work Plan for one fiscal year, compiled on the basis of the annual priority scale of the Village's Medium Term Development Plan document with respect to the Village Budget ceiling. The budget ceiling of Konawekepulauan regency 2015 is Rp. 20.22 billion for 71 Villages spread over seven sub-regencys. Each village gets Village Funds vary between Rp. 250.000.000, - up to Rp. 290.000.000, -. This was stated by Secretary of BPMPD Konawekepulauan regency in an interview as follows:

Budget Funds Village in Konawekepulauan regencyin 2015 was Rp. 20.21 Billion. The funds will be distributed to 71 villages in the seven districts. Each village gets a Village Fund of Rp. 250,000,000 million up to Rp. 300.000.000, -The condition of the village that can access the funds is the village has prepared the village planning document, so that the distribution of village funds is not in line with the level of fulfillment of administrative requirements of village funds of the seven existing sub-districts, five sub-districts have entered the second tranche (80%) while the other two sub-districts are in the process of administrative completion for the first tranche (40%). Five sub-districts that have conducted the second phase of the disbursement (80%) are North Wawonii Sub-districts as many as 15 villages, East WawoniiSub-district with 9 villages, Northeast WawoniiSub-districtwith 8 villages, 12 Villages for Southeast Wawonii Sub district, Central Wawonii Sub-districtwith 9 villages. Meanwhile, two sub-districts completed the first phase (40%) of West Wawonii Sub-district as many as 9 villages and South Wawonii Sub-district by 9 villages (Interview: June 28 2016, by Secretary of BPMPD of Konawekepulauan regency).

### **Allocations**

The allocation of the Village Fund budget is intended to finance the village government program in carrying out the activities of governance and implementation of development, community development and community empowerment. The Village Funds for each Village are calculated based on the number of Villages and are allocated equally and fairly based on the basic allocations and the allocations calculated by taking into account the population size, poverty rate, area size, and village geographical difficulty. The level of geographic

difficulty / Geographic Difficulties Index (GDI) is shown by the Construction Cost Index (CCI).

There are no procedures for the distribution and determination of Village Funds for every Village in Konawe Kepulauan regency in 2015, so the village heads find it difficult to realize the Village Fund in 2015. This was revealed by several Heads of the Villages Langwaralwawo in the following statement:

The obstacles we have faced so far that the realization of the Village Fund in 2015 is not working as expected because we as Heads of Villages do not dare to realize these funds before there are implementing regulations as guidelines for program implementers and program targets. The Regional Government of Konawe Kepulauan regency has not issued the Regulation (Regional Regulation) or the Regent's Regulation and/or Operational Guideline for Implementation (OGI) of the Village Fund Activity. During PNP.MPd, the community has conducted learning process starting from the village Medium Term Development Plan arrangement, aligning the direction of the regency development policy, assessing the village situation, preparing the village Medium Term Development Plan through village meetings and setting and changing the Medium Term Development Plan of idea excavation, mapping the potential and assets of the village, and some activities such as The determination of alternative problems occurring within the village, the preparation of the Village Medium Term Development Plan document, the Village Government Work Plan, the Village Rules and the Preparation of the Revenue and Expenditure Budget Document. All documents required for the disbursement of the Village Fund (VF) must be regulated by the Konawe Kepulauan Government, because if there is no legal umbrella on the products produced in the village it will be a finding of misuse of state finances. Concrete example is: (1). Preparation of Village's Medium Term Development Plan Documents must be approved by the district head. Plot and stages of the village planning document should be synchronized with the policy directions of the district Government; (2). Village regulations should be based on reference to the drafting of Village Regulations from the Regency, since they are part of the Regency Government based on the territory of the Village Government; (3) Preparation of Village Expenditure Budget in preparing the Budget Plan of all existing activities there should be standard / reference price of the Regency as mandated by the Village regulation. We have prepared all the requirements for the disbursement of the Village Fund but to date there has been no regulation from Konawe Kepulauan Government. (Interview dated in June 29, 2016, by Head of Langwaralwawo Regency of West Wawonii).

### **Distribution**

Disbursement of Village Funds is channeled from the Regional General Treasury Account to the Village Cash Account which is done in stages. Phase I (40%) was disbursed in April, Phase II (40%) in August and Phase III (20%) in November. The distribution of village funds in Konawe Kepulauan regency is not based on the existing mechanism. Disbursement of Village Funds has been delayed. Village Funds in 2015 which should be completed by December 2015 but until this research conducted, a new fund disbursement process enters phase II. This is due to the concerns of the village heads in the absence of Operational Technical Guidance (OTG), District Head

regulation or other regulations that become the legal umbrella of the implementation of regulations in the regions.

### **Village Fund Allocation**

Priority of Village Funds Usage is directed in accordance with Village Candidate for Development of Disadvantaged Areas and Transmigration No. 21 of 2015. Village Funds are prioritized to finance the implementation of village-scale local programs and activities in village development and empowerment of village communities. The use of village funds that are priority areas of village development and village community empowerment agreed and decided through village consultations, and become a reference for the preparation of the Village Government Work Plan and Village Expenditure Budget. The Village Government Working Plan and Revenue and Village Expenditure Budget are stipulated in the Village Rules.

Priority of Village Fund Usage in the field of development includes construction of roads, farm roads, road rebates, MCK construction, PAUD building construction, talud, drainage. Community empowerment areas include business development training, workshop training, salon training and training of laying chicken farming.

### **Reporting**

The preparation of village chief accountability report is guided by district facilitator. The process of reporting on the implementation of the Village Fund is done in stages, but the reporting mechanism is not through village consultation. Reporting on the realization of the use of the Village Fund does not follow the procedures established by law because in Konawe Kepulauan regency has no regulation at the local level. The village head reports the realization of the Village Fund's budget to the District Head through Community Development and Village Government Agency.

### **Monitoring and Evaluation**

Monitoring and evaluation conducted by the government is ineffective, due to the absence of regulations that guide the implementation of monitoring and evaluation of the use of Village Funds in 2015.

### **Factors That Influence the Village Fund Management Policy**

Factors influencing the implementation of the Village Fund management policy include: a). Communication; b). Availability of Resources; c) Attitude of Apparatus and d). Bureaucratic Structure. These four factors can serve as a supporter as well as inhibit the implementation of village fund (VF) management policy in Konawe Kepulauan regency.

1. The communication factor, the delay in the implementation of the Village Fund activities in Konawe Kepulauan regency is caused by the weak socialization, communication and coordination factors between: (a) the local government and the program implementers in the village; (b) the government side with the village facilitator; and (c) village facilitators with program implementers;
2. Availability of resources, Availability of human resources in community Development and Village Government Agency as the leading sector of the

Village Fund is minimal. Leaders and staff do not have sufficient knowledge about the management of the Village Funds so as to create rules on the procedures for managing, using, monitoring and evaluating the Village Funds cannot be realized properly this is what causes the constraints of village fund management in 2015;

3. The attitude of the implementing officers, the attitude of the program implementers in the Community Development and Village Government Agency institution is less active in overcoming the problem of delay in managing the Village Fund activities, thus impacting on the delay in the distribution of village funds. As a consequence of the attitude of the less active apparatus, the low absorption of funds resulted in the implementation of Village Fund activities in 2015 which should be completed in December 2015 to be delayed until now still in the process of filing funds for phase III 20% (June 2016). This condition greatly affects the implementation of village funding activities for the fiscal year 2016 that should have been included in the implementation of phase I activities (40%) for the fiscal year 2016. This is related to the rule that the next budget disbursement can be implemented if the previous budget has completed the final stages of activity;
4. Bureaucracy structure factor, bureaucracy structure of konawekepulauanregency in this case Community development and Village Government Agency is not enough. Some positions are not filled due to lack of stock of the State Civil Apparatus. Officials who are placed are also not in accordance with existing scientific discipline. This has an impact on the process of service pattern, although Community Development and Village Government Agency has conducted a one-stop service with experts from village counselor/ Village Facilitator that serves professionally, but that is not maximal because village facilitator does not settle in Konawekepulauan regency. Consultation and consultation services sometimes have to be done in Kendari. Therefore, in general, the implementation of the Village Fund in 2015 has a very serious problem and impact on the delay in the implementation of development in Konawekepulauan regency as a whole.

## **CONCLUSION**

1. Implementation of Village Fund management policy in Konawe Kepulauan regency covers planning, implementation, monitoring, monitoring and evaluation and reporting. The Village Fund Planning Process has proceeded in accordance with existing mechanisms and procedures. While the process of implementation, monitoring, monitoring and evaluation and reporting are not effective in their implementation. This problems happen because :( a). There is no Regional Regulation or head of Regency Regulation as the legal umbrella for the implementation of the Village Fund. (b) as a New Autonomous Region the local government is still concentrated in the implementation of simultaneous

regional head elections and the arrangement of the regional apparatus unit, so that Community Developing and Village Government Agency technically in charge of community empowerment and village administration has not been maximally in performing its main duties and functions. (c). the occurrence of vacuum village facilitator because of the transitional companion Ex PNPM MandiriPerdesaan Village facilitator so that the duty of mentoring is not maximal. Implementation of Village Fund management policies in Konawekepulauan regency is not effectively affected by several factors, among others: (a). The communication factor is less effective between the government in this case Community Development and Village Government Agency of Konawe Kepulauan regency with the implementer of the program in the village, the Government with the village facilitator, the accompanying party of the village with the program implementer, (b). Human Resource Factors and Non-Human Resources are still very weak, both at the government level (Community Development and Village Government Agency) and program implementers (c). The bureaucratic structure and the attitude of the implementing apparatus are still very low, so the implementation of Village Fund management in 2015 is not as effective as expected.

2. Factors influencing the implementation of the Village Fund management policy in the area of Konawekepulauan regency are experiencing obstacles such as: (a). Communication Factor less effective between Government side in this case Community Development and Village Government Agency of Konawekepulauan regency with program implementer in village, Government side with village facilitator, Village accompaniment party with program implementer. (b). Resource Factors, in this case Human Resources and Non-Human Resources are still very weak, both at the government level (Community Development and Village Government Agency) and the program implementers. (C). The Bureaucratic Structure and attitude of the implementing apparatus are still very low, so the implementation of the Village Fund in 2015 has not been completed yet.

## **Suggestions**

1. Local village facilitator, village facilitator and consultants (experts) should locate in the Konawekepulauan regency location;
2. The government and the consultant (experts) should be able to give birth to the Regent's Regulation or Operational Procedure Directive (OPD) on the mechanism of managing the Village Fund as literature and references for the village government in managing the Village Fund;
3. Community Development and Village Government Agency side and Consultants (experts) should respond to the needs of villages through socialization, technical guidance and training for villages and administrators of other institutions in the village, so

that the next year is running according to the existing schedule.

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