

Analysis of the implementation of village fund management policies in Hutapadang Village, South Tapanuli Regency

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ABSTRACT

This study aims to analyze the implementation of village fund allocation management (ADD) policies on development in Huta Padang village, South Tapanuli Regency. This study aimed to determine the differences in village fund management policies before and after the village fund management policy regarding the means of mobilizing access to transportation, public services, and income levels in Hutapadang Village, South Tapanuli Regency. The type of research used is qualitative research. The sampling technique used was the purposive sampling technique. The data collection method was carried out by in-depth interviews. Data analysis was carried out using an interactive analysis model analysis. The study's results showed that the village fund policy implementation went quite well. Factors that support the success of the communication dimension are program socialization and information about optimally running Village fund management. In other aspects, namely the bureaucratic structure, coordination between implementers is quite intensive; the relationship is collaborative between policy actors or implementers. The inhibiting factor arises from the resource dimension due to the limited budget of village funds for community empowerment in South Tapanuli Regency, so empowerment activities have not been carried out to improve rural communities' welfare.

ABSTRAK

Penelitian ini bertujuan untuk menganalisis implementasi kebijakan pengelolaan alokasi dana desa (ADD) terhadap pembangunan di desa Huta Padang Kabupaten Tapanuli Selatan. Tujuan dari penelitian ini adalah untuk mengetahui perbedaan kebijakan pengelolaan dana desa sebelum dan setelah ada kebijakan pengelolaan dana desa terhadap sarana mobilisasi akses transportasi, pelayanan publik, dan tingkat pendapatan di Desa Hutapadang Kabupaten Tapanuli Selatan. Jenis penelitian yang digunakan adalah penelitian kualitatif. Teknik pengambilan sampel menggunakan Teknik Purposive Sampling Metode pengumpulan data dilakukan dengan wawancara mendalam. Analisis Data dilakukan dengan menggunakan analisis model analisis interaktif. Hasil penelitian menunjukkan bahwa implementasi kebijakan dana desa berjalan dengan cukup baik. Faktor yang mendukung keberhasilan dari dimensi komunikasi adalah sosialisasi program dan informasi tentang pengelolaan dana Desa berjalan optimal. Pada aspek lainnya yaitu struktur birokrasi, koordinasi antara implementator cukup intensif, hubungan yang terjadi adalah kolaboratif antara aktor-aktor kebijakan atau implementator. Faktor penghambat muncul dari dimensi sumber daya karena keterbatasan anggaran dana desa dalam pemberdayaan masyarakat di Kabupaten Tapanuli Selatan sehingga kegiatan pemberdayaan belum terlaksana dalam rangka meningkatkan kesejahteraan masyarakat desa.

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I. INTRODUCTION

Currently, the Government of Indonesia strives to improve the implementation of National Development so that the pace of regional development, including village development, is more balanced. One of the government's efforts to build a better Indonesia is the existence of Law Number 23 of 2014 concerning Regional Government which explains that regional governments are given the authority to regulate and manage their household affairs in terms of planning, financing, and implementation. In this case, the local government has full control over determining policies, planning, and performance to funding. This is supported by Law Number 6 of 2014 concerning Villages, better known as the Village Law (Ahmadi. 2001).

Some of the objectives of the Village Law are contained in article 4, including advancing the economy of the village community and overcoming the national development gap, and strengthening the village community as the subject of development. To improve the implementation of village government towards achieving village autonomy to create an independent village, it is necessary to organize, manage, explore and mobilize all the potential in the community. Therefore the Central Government, through the APBN, assists in the form of village funds. (Undang-undang RI 2014)

The flow of village fund management is first planning; the village has determined the amount of the budget, and before it is disbursed, the village must make an activity along with the amount of the budget. Second, implementing a plan that has been thought out for a village fund development is used for two things: infrastructure / physical and community empowerment / non-physical. The third is reporting; the village head reports the activities and the budget amount to the regent at the end of each year. The last is accountability; the village head is responsible for everything that happens while using village funds. Therefore, after carrying out both physical and non-physical development, the village head is obliged to report the results of his activities to the local regent so that there is no misuse or error in financial village management. (Palit 2018).

Many previous studies on community empowerment from village funds have been carried out, including: (Baura 2015), which found that community empowerment from using the Village Fund Allocation (ADD) had not gone well. This is because the village government has not been open, accountable, and transparent in managing village funds and involving the community.

In other research related to Village funds (Putra 2013), it was found that some ADD funds for community empowerment were used for operational costs for the village government and the BPD, so the use of ADD was not by its designation. A supporting factor in the management of ADD is community participation. It was inhibiting factor in the quality of human resources and the lack of direct supervision by the community. In this regard, the research conducted by (Kila 2017) Regarding the management of Village Fund Allocations in Improving Community Empowerment in Miau Baru Village, Kongbeng Subdistrict, East Kutai Regency the results showed that, in general, the management of village fund allocations in improving community empowerment in Miau Baru Village did not run smoothly. As in the planning process, which did not involve the community of Miau Baru Village and did not go through a deliberation forum (Musrenbang-Desa), in the implementation of budgets/activities that are not realized by pre-determined plans.

Based on the previous research, the authors attempted to analyze further the village fund policy implementation in the village of Huta Padang, South Tapanuli Regency, regarding planning, budgeting, and implementation of the village fund allocation program. This is also based on various findings of problems in using village funds for village community empowerment programs. So, this research is expected to observe and describe the object under study (individuals, institutions, communities, and others), as well as explain the factors that hinder and encourage the implementation of the Village Fund Allocation policy in Huta Padang Village, South Tapanuli Regency.

II. RESEARCH METHODS

This study used qualitative research methods. The research method aims to understand the phenomena experienced by research by describing them in the form of words and language, in a specific natural context, and by utilizing various natural methods (Moleong, 2015:6). The informant selection technique uses a purposive sampling technique, namely the selection of informants with specific considerations. By using this sampling technique, the informants determined consisted of the Village Government in Huta Padang Village, South Tapanuli Regency, which included the village head as the power user of the budget and the village secretary as the program coordinator, members of the Village Consultative Body (BPD), the community and village assistants in the area. South Tapanuli Regency. This research was conducted in June 2022 by taking the location in the village of Huta Padang, South Tapanuli Regency. This research is about the data analysis method using an interactive analysis model (see Miles, Huberman, and Saldana, 2014). In obtaining data validity, triangulation techniques are used, using triangulation of sources, methods, and data. This research focuses on the Edward III implementation model (Edward, 1980), which consists of four (4) variables: communication, resources, disposition, and bureaucratic structure. This public policy implementation model is an approach that looks at the direct and indirect impact on implementation. (Agustino 2016)

III. FINDINGS AND DISCUSSION

1. Communication in village fund management

Communication determines the success of achieving the goals of implementing public policy. Effective implementation occurs when decision makers already know what they will do (Leckel, A., Veilleux, S., & Dana 2020). Knowledge of what they will do can work if communication goes well so that every policy decision and implementation regulation must be transmitted (or communicated) to the appropriate personnel department. (Hadden 2021). In addition, the policies expressed must be precise, accurate, and consistent. Communication (or transmission of information) is needed so that decision-makers and implementers will be more consistent in implementing every policy that will be implemented in society. There are three indicators used in assessing the success of communication. First, transmission and distribution of good communication will be able to produce an exemplary implementation as well. Often what happens in the distribution of communication is a misunderstanding (miscommunication) because the transmission has gone through several levels of bureaucracy, so the expected information is distorted in the middle of the road. Second, communication received by policy implementers must be clear and not confusing (not ambiguous). The ambiguity of the policy message does not always hinder implementation at a certain level. Still, the implementers need clarity of information in the policy performance so that the goals can be achieved according to policy content. Third, the orders given in the implementation of communication must be consistent (to be implemented and executed) because if the orders delivered change frequently, it can confuse implementers in the field. (Hill, M., & Varone 2021).

The implementation of public policies to achieve success requires that the implementers know what must be done clearly. The policy's goals and objectives must be informed to the target group to reduce the distortion of implementation (Klaster, 2017). If the delivery of the goals and objectives of a policy is not precise, does not provide understanding, or the target group does not know even the goals and objectives of the policy, there will likely be a rejection or resistance from the target group concerned. (Feyen et al., 2021).

During the pandemic, the regent communicated orders to all village and sub-district heads to use village funds and allocations designated for village community empowerment in Huta Padang village, South Tapanuli Regency. The mayor of South Tapanuli Regency revealed this shortly after attending a coordination meeting (Rakor) related to managing village funds. The meeting was also attended by associated parties supervising the use of village funds for community empowerment, such as Bank Indonesia, the Financial Services Authority (OJK), the Head of the North Sumatra Development and Finance Supervisory Agency (BPKP), and the North Sumatra Treasury. (Hidayat 2020). One of the informants also confirmed the results of the Regent's instructions. The Head of the Association of Village Heads explained the costs of building bridges, public facilities, houses of worship, and empowering farmers. The informant's statement proves that transmitting information, clarity, and consistency has gone quite well with no information bias and misunderstandings in coordination. Overall, the communication aspect of using village funds for community empowerment is quite good.

2. Resources in managing village funds

Resources affect the successful implementation of a policy. Furthermore, there are several elements of resources in implementing the policy. First, the staff is the leading resource in policy implementation or human resources (HR). One of the failures that often occur in policy implementation is insufficient, adequate, or competent staff in their fields. The addition of the number of staff or implementers is not enough. Still, it is also necessary to have sufficient staff with the required skills and abilities (competence and capability) to implement the policy. Second, information in policy implementation has two types; details on how to implement policies and information regarding compliance data from implementers to established government rules and regulations. Third, authority, in general, must be formal so that orders can be carried out. Authority is the authority or legitimacy of the implementers in carrying out policies determined by political decisions. When the authority is nil, then the power of the implementers in the eyes of the public is not legitimized, so it interferes with the policy implementation process. Fourth, facilities are an essential factor. Implementers may have sufficient staff, understand what they are doing, and have the authority to carry out their duties (Signé 2017). However, without supporting facilities (facilities and infrastructure), the implementation of the policy will not succeed (Andrews, D., & Cingano 2014).

Although the policy's contents have been communicated in fulfilling resources, the program is clear and consistent. Still, if the implementer lacks the resources to implement it, the implementation will not run effectively. (Béland, D., Howlett, M., & Mukherjee 2018). These resources can be human resources, namely the implementer's competence and financial resources. Resources are an essential factor for effective policy implementation. Because without resources, policies will only stay on paper as documents (Hazelkorn, E., & Gibson 2019). In general, the use of village funds is carried out directly involving community participation. Information about village fund finances can be monitored transparently by villagers. Use of village funds adapted instantly to the needs of the village. This study found several direct benefits of village fund resources, including; (1) procurement of agricultural equipment for Village residents. (2) financial assistance to the community (3) village funds are used as social assistance for vulnerable economic groups, which are distributed to low-income families in the village. (4) operational funds for transportation mobility needs for residents living in isolated areas in the village. The Padang Sidempuan Regency Government requires every

village to use village funds for community empowerment. The village head in the interview explained that he had built several agricultural facilities for the community.

The village government also implements a cash transfer policy from the BLT-DD village fund. In implementing the BLT-DD policy, a gradual step begins, namely carrying out a village meeting (Musdes) to determine the beneficiaries of BLT-DD in each village. Then the recipient list data is specified in the form of a village head regulation (Perkades), after which the village reports the recipient list to the Community and Village Empowerment Service (DPMD). Based on the mechanism for disbursing BLT-DD social assistance, it can be seen that the village head, as a formal and informal leader, has a strategic role in determining which villagers are entitled to receive BLT-DD assistance. As previously explained, from the aspect of information resources, the use of village funds for community empowerment activities is entirely open to the public and transparent. As evidence of the responsibility for information disclosure to the public, the village government provides reports on the use of village funds in the announcement media of each village office. However, the classic problem is policy implementers' quality of human resources. Because the ability to implement policies in Huta Padang is still uneven, meaning that the education of the implementers is low, and the expertise is not yet qualified. As a result, it affects the ability of implementers to identify and implement policies effectively and efficiently.

3. Disposition in village fund management

The disposition or attitude of policy implementers is an essential factor in implementing a public policy. Suppose the implementation of a policy is to be effective. In that case, policy implementers must not only know what will be done but also be able to implement it so that there is no bias in practice. (Malkab, 2015). Some critical things in disposition are the effect of personality or attitude of the implementers will cause natural obstacles to policy implementation if the existing personnel does not implement the policies desired by high officials. (Ramdhani, A., & Ramdhani, 2017). Therefore, the selection and appointment of personnel implementing procedures must be people who have high dedication, especially prioritizing the interests of the citizens—further bureaucratic arrangements. Edward III requires policy implementation to be seen in terms of bureaucratic structures. This refers to the staff's appointment in the bureaucracy by their abilities, capabilities, and competencies. In addition, bureaucratic regulation also leads to the formation of an optimal public service system, personnel assessment at work, to personnel bypassing methods. The last is incentives; people generally act according to their interests, so policymakers' manipulation of stimuli affects policy implementers' actions. Increasing certain benefits or costs may be a driving factor that makes policy implementers carry out orders well. According to (Yunus et al. 2019) test is essential for policymakers is the portability of settings.

The attitude of the policy implementer is influenced by his view of a policy and the way he sees the effect of the policy on the interests of his organization and his interests. (Ewert, 2021). Three types of response elements can affect the ability to implement a policy. Among other things, consisting first, knowledge, understanding, and deepening of the policy, second, the direction of their response, whether to accept, neutral, or reject, and third, the intensity of the policy. (Lackowska-Madurowicz, M., & Swianiewicz 2013). Based on the results of the interviews, the researchers saw that the attitude of implementing village fund policies in Huta Padang Village had shown a supportive attitude in doing the things mandated in the policy to make it easier for the community to access village fund management information to increase public accountability in the implementation of village fund policies.

This can be seen from the aspect of the size and purpose of the policy, where the village apparatus has fully understood what is meant by the village fund policy. Then from the part of resources that

appear to be adequate, there is an understanding of employees regarding the management of Village Funds and how to operate technology in managing village funds, and the existence of training and also socialization among village officials and the community.

4. Bureaucratic structure in managing village funds

According to Edward III, even though the resources to implement the policy are available, or the policy implementers know what should be done and desire to implement a policy, it is likely that the policy will not be implemented because there are weaknesses in the bureaucratic structure. Such a complex policy requires the cooperation of many people; when the bureaucratic system is not conducive to the available procedures, this will cause resources to become ineffective and unmotivated, thus hampering the course of the policy. (Winnubst 2017). As the policy implementer, the bureaucracy must support the policies that have been decided politically by coordinating well (Mubarok,2020). Two characteristics to boost the performance of the bureaucratic structure are making standard operating procedures (SOPs) more flexible and implementing fragmentation because competent and capable organizations carry them out. (Lane 2013).

During the pandemic, the bureaucracy became one of the organizations that were required to innovate in realizing programs sourced from village funds. as the front line of service, the bureaucratic structure in charge of implementing policies significantly influenced policy implementation. One of the most important structural aspects of any organization is the existence of standard operating procedures (SOPs). (Aubin, D., & Brans 2021). SOP is a guideline for every implementer in acting. Organizational structures that are too long will weaken supervision and lead to red tape, namely complicated and complex bureaucratic procedures. This, in turn, causes the organization's activities to be inflexible. The village fund budget authority owned by the South Tapanuli Regency Government must be coordinated with several regional organizational structure organizations (OPD), including the Communication and Information Office (Diskominfo), the Regional Disaster Management Agency (BPBD), and the Huta Padang Community and Village Empowerment Service (DPMD). . One of the policies carried out by the South Tapanuli Regency Government in managing village funds is to build an internet-based information system to compile information, data, and visualizations related to the processing of village funds. The data center is Diskominfo; this OPD has the task of assisting regional officials in government affairs which are the provincial authority in the communication and informatics and assistance tasks.

The bureaucratic structure is also tasked with distributing various social assistance that targets villagers. Social assistance originating from village funds is the direct cash assistance program or BLT-DD. Previously, the PDDT Village Minister issued circular letter No. 8 of 2020 regarding affirming the village's cash labor-intensive program. In the SE, there are guidelines for the allocation of direct cash assistance for the village fund ceiling, which is less than Rp. Eight hundred million is set at 25% of village funds. Furthermore, the allocation for villages with a top of Rp. 800 million to Rp. 1.2 Billion gets 35% allocation. This scheme can be expanded to more than 35 percent of local government approval required. For the BLT-DD distribution process, the village bureaucracy is fully responsible for the data on which villagers are entitled to receive BLT-DD assistance. The village bureaucracy is guided by regulations related to the goals of the BLT-DD social assistance product, namely based on the Minister of Village Regulation No. 6 of 2020 135 concerning priorities for the use of village funds in 2020. The villagers receiving the BLTDD are poor people who are not registered as recipients of the Family Hope Program (PKH) or Non-Cash Food Assistance (BPNT) and have families prone to chronic illness.

IV. CONCLUSION

The implementation of the village fund policy has been going quite well, but some improvements still need to be made especially the BLT-DD cash transfer policy. Several findings have been elaborated in this article. First, the communication dimension is seen from the socialization of programs and information on managing village funds that have been running optimally. Still, the delivery of policy information to the community requires more effort because the majority of Huta Padang villagers are farmers who live in villages. This condition involves the delivery of informal details in the local language media. Second, the dimensions of resources for human resources have not been fulfilled in terms of competence, plus budget resources and facilities are still inadequate due to various conditions that require significant funds for volunteer team operations, and social assistance to the community is still lacking. Third, the dimensions of the bureaucratic structure seen from the implementation of all programs run pretty well. Because the coordination between policy actors at the provincial and village levels is very intensive in monitoring the development of the use of village funds. Implementing the village fund policy that is running quite well is proof of the seriousness of the South Tapanuli Regency Government. For example, policies sourced from village funds focus first on the aspect of community empowerment and then on residents belonging to the poor group. Meanwhile, on the theoretical part, this article confirms the theory of Edward III's policy implementation, which is identical to the top-down perspective or implemented by the government for the people (top-down), relevant to use during a pandemic crisis so that it requires quick and responsive political decisions at the regional level.

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