

## Policy of Use of Funds in the Village of Gowa Regency

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**Abstract:** The study is a qualitative research that examines the readiness of the village head perception of the village fund. This study was conducted in gowa in four villages, two villages in the highlands and two villages in the lowlands. Je'ne tallasa and bontoala represent lowland and moncongloe and bilalang represent highland. The subject of research is public figures, elements of the government of gowa include the head of government and head of community empowerment and village government, elements include the village government, the village head, village secretary and village and village consultative agency. Further, data collection techniques using observation, interview and documentation. The results showed that the four villages of the beneficiary villages in gowa not ready to accept the village fund in 2015, the unpreparedness include institutional aspects, aspects of Human Resources (HR) and aspects of the program. Unpreparedness of the head village received funding village resulted in the planning and implementation of the program which is neither participatory but opened a gap for the emergence of top-level government intervention then the emergence of a disorientation program or programs that are not on target.

**Key words:** Policy, village funds, highlands, human resources, agency

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### INTRODUCTION

The village has abundant natural resources and human resources potential. However such property until now has not ushered in the rural communities prosperous life. The potential of the village, especially natural resources are often explored on a large scale but the results are not for the local community but to the interests of a group of people. Consequently not few of them sell their land they go to the city because in the village is no longer an opportunity to get a life. Not only that the people in village lose our identity, no longer reflect themselves as people who have the right of origin and self-government society, even later life also has begun individualistic no longer uphold mutual cooperation as a symbol of rural Indonesia. Rural development neglected to make public participation was low, less initiative, both in planning let alone carry out development, they become apathetic and know what to do about it. If this keeps up, the development is not only ineffective but also the development targets will not be achieved (Yansen, 2014).

Village funds programmed by the Indonesian government is one of the government's policy to find solutions to various problems faced by the villagers. In government regulation No. 60 of 2014 states that the village fund is a fund sourced from the state budget and expenditure earmarked for rural transferred through budget districts/cities and used to fund governance,

implementation of the development, coaching civic and community empowerment. Specifically, regulation No. 5 of 2015 mentions that the village funds allocated to the effort to fulfill basic needs such as education and health, rural infrastructure development, local economic development potential and utilization of natural resources and environmentally sustainable manner.

Village funds is very special programs because this funding directly from central government, often touted as "Jokowi Fund" and dedicated primarily on community empowerment. In Article 3 of Government regulation No. 60 of 2014 states that the village fund is part of the central budget of non-ministerial/agency as post reserves village fund. This means funds specifically budgeted village in the state revenue and expenditure budget and not within the scope of the ministry so that really can be called as a privilege compared with other sources of rural finance.

The explanation is in line with the essence and philosophy of appearance of the village fund as in the Law No. 6 of 2014 on the village and government regulation No. 60 Year 2014 on dana village that the real philosophy of the village fund is an effort to improve the welfare and equitable rural development through the improvement of service public in the village to promote the local economy, overcome the development gap between rural and strengthen the community as a subject of development.

The philosophy of the village fund provided above the previous review that the village fund is intended to accelerate the achievement of public welfare, strengthen previous efforts in the framework of equitable development, GEP far between regions and between villages. And this is all done through a new paradigm, making villagers not as mere objects but also become the subject of development (Chapter 4 of Law No. 6 of 2014 about villages).

To anticipate that fund this village really executed well then the government do everything possible to preclude the occurrence of the violation and therefore elements into supporting such regulation, human resources and programs must be really ready because if these elements are not ready then certainly the policy will fail.

In relation with the above statement interesting listening to a study conducted by the corruption eradication commission. The assessment gave birth to some of the findings include that the village fund could potentially cause legal problems caused by several things, among others: act of villages and regulation supporters relatively new and not yet fully understood by all parties involved, competence apparatus diverse village, high potential for corruption in the region, sensitive ridden political importance because the village is relatively easy to be a voice in the election sac or election given the 50.8% of indonesia's population lives in villages. Based on the results of the study and its coordination and supervision activities of the commission in the area of prevention, accountability in financial management in the region is still low.

The study which was found by corruption commission in the above is the reason why some village heads, including in gowa afraid of receiving the village fund they are worried to caught in legal problems. Such fact is of course a problem because it has become a village fund program and the central government should be run, even if not carried out would be a separate issue. Based on the problem of why this study is important to do not only to obtain data and information on the readiness of the village head receives the village fund but also wants to further analyze the consequences caused by the unpreparedness.

## **MATERIALS AND METHODS**

The research is a qualitative research with case study approach (Bogdan and Taylor, 1993). This research examines the idea of how the readiness of the village head receives the village fund and any determinant factors that contribute to the readiness of the village head received

the village fund. This research was conducted in gowa regency of which consists of 121 village and contained in 17 districts but the researchers focused on four villages, two villages in the highlands and two villages in the lowlands. Selection of low and high plains done with the consideration that the village in the highlands have a geographical difficulty level than the lowlands, based on these reasons, the researchers took four villages. Je'ne tallasa village and bontoala village district of pallangga represent the lowlands and the village moncongloe and the village bilalang district of manuju represent plateau.

The subject of research are: community leaders, youth leaders and traditional leaders, the community elements of gowa district government includes the head of government, head of community empowerment and village government, elements village government include the the village head, village secretary and village officials, and village consultative agency. Further technical data collection is done through observation and in-depth interviews and documentation. (Miles and Michael, 1984).

## **RESULTS AND DISCUSSION**

**Real condition:** Four villages in Gowa which being focused in this research all is not yet ready to receive funds from the aspect of the village of institutional readiness, readiness of human resources and readiness program. From the perspective of institutional aspect, four villages actually own most of the institutions that can serve as a forum for managing the village fund like village consultative agency, institute of village government and social institutions but these institutions are not working optimally. As a result, the village fund that should be processed through the formulation of policy which is usually done through consensus hamlet up to the level of the village, hampered by dysfunctional institutional machinery.

From the aspect of Human Resources (HR), the village is not ready, especially in the village officials, consequently the village fund that should be processed within a relatively short time, even became over time. The head of village not only do not understand how the program but also could not take any advantage of a variety of computing devices.

Aspects of institutional and human resources that are not ready also resulted in the program where four villages up ahead of the disbursement of the village all is not yet ready as a result of government intervention upper level had to be done to save the village fund is not only a requirement but also a necessity to be implemented. This intervention ultimately put the village

as a subordinate and negate the people's participation. Yet, the essence of the use of village funds is the participation and independence of the village.

The observation that we did in the four villages, proving that four research villages all programmed the same thing, for example drainage, installation veving blocks, rehabilitation and procurement mobiler and air conditioning. However, if further observed actually two villages of bilalang and villages monconglo in the highlands where the air is quite cool and do not need to use air conditioning in the office activity.

To explore the readiness of the village, the following will be presented several excerpts of an interview to four village heads and several other informants about readiness the village received funding villages, starting from the village Jene'tallasa (NAS). According to NAS that the use of village funds various constraints, especially in terms of institutional readiness, human resources and program. This makes the result of a lack of planning mechanisms do not function properly. Should the program be made through village meetings involving institutional element of the village, village consultative agency and heads of village. However, because the agency is not yet ready as well as the people involved do not understand very well about the village fund program then there is no other way but to ask for help from the district administration (interview, dated 1 april 2016).

The same opinion was expressed by the head of the village bontoala (AHM) that the institutional aspect is indeed one of the problems in the use of the village fund. One example he says is not the establishment of economic institutions of the village. This institution should have been there when the Village Fund rolled out because one of the village fund allotment is 20% for new economic activities of the people as part of an empowerment program that became the focus of the village fund in addition to the program for development. Because there is no economic institutions so that funds are transferred to other activities such as renovation of the village office building, later called it is not allowed. Rural economic institutions which has not been formed as well as derivatives in the community institutions such as business group also has not yet formed but an institution like this should be formed before the village fund disbursed.

The opinions expressed by the village head Bontoala above illustrates that the institutional unpreparedness also result in disorientation program this is caused by malfunction of the village deliberation mechanisms that make planning is not in accordance with what the needs and desires of the community.

Cases experienced by the two villages above was also experienced by the village Bilalang, especially with regard to the readiness of Human Resources (HR), following the interview with (HFD):

"Village Bilalang aspects of human resources as well as the villages another, limited quantity and quality as long as these conditions it was no problem because the villagers are also relatively small and is not the same mobility in cities which is a problem when the village fund should be created from planning to reporting, this time very feel how our shortcomings, especially skilled and memahi computer, technical planning and so forth. When I was thinking, this village fund should be done by the economy, understand and grasp the computer program, besides that there is also a builder and so on. But there is now a regular staff who can only perform administrative service activities and so forth"

Statements made by the village head bilalang above indicate that hr in the village bilalang, especially if associated with a village fund is somewhat less, even based on the experience of the village chief should if you want ideal in the village should be equipped by staff who know and understand planning, understand the economic problems, understand computers and experts in the building.

HR aspects that are not ready as well as institutional aspects are problematic in turn result in disorientation program where the program is supposed to be earmarked for the development and empowerment, it is made for the benefit of the village administration for example, the purchase of office furniture, provision of air conditioning and so on. Here is an interview with village head Moncongloe (SUM) concerning the unpreparedness of the program:

"Although, the village fund already terelaisi its use but the process of planning, especially when choosing what programs are important and a priority, the difficulty is not playing, especially when the program must be in accordance with what you desire medium term development plan of regional and local government work plan, conduct synchronization between one program to another between the opinions of the hamlet heads with each other hamlets as well as making draft budget physical development such as making drainage, making the streets using veving blocks, all of this becomes a challenge. While the program compiled, sementar was also urged to be resolved as soon as possible because the funds are going down"

Statement village head above shows that aspects of the program, it is an obstacle delays in the village proposal to the county government this was caused by the process of planning, especially choosing scale of the priority based on what is stated in the medium term development plan of regional that have been there before and then synchronized the government work plan villages every year made. In addition to justice are concerned because every hamlet head of each proposed what became the interests hamlet and no less important is to make the draft budget physical development which requires specific technical skills.

Based on observations and interviews with four village heads above concluded that indeed the village fund has not received government assistance of the center, resulting in a program created not only participative and through the mechanism of village meetings but also result in disorientation program, the other wants and needs society, others also programmed the village fund.

**Aspect of institutional readiness:** Four villages beneficiary as described above actually not ready to accept the village fund and the resulting domino on other aspects such as the participatory aspect, the aspect of independence and objective aspects. Institutional aspects that are not ready also resulted in making the program not through deliberation mechanisms that are usually done at the hamlet level to the level of the village. Whereas in the deliberations (as Article 1 of Law No. 6 of 2014 on Village, deliberations is a meeting place between the village consultative agency, village government and elements of the public held by village consultative agency) to agree on the things that are strategic. Village meetings are dispensed as well as the neglect of participation and of course ignores the transparency and accountability as well as expectations of good governance.

Participation neglected also opened a gap for the top level of government intervention and if this happens then the aspect of independence has also been ignored, whereas in fact the village fund be expected that the village can eventually be independent both in planning and in the execution of development. Failure in the various programs that have been undertaken by the government caused by excessive government intervention as a result of rural communities lose creativity they are apathetic and just waiting to see what will be provided by the government (Widjaja, 2012).

Institutional unprepared and resulted in low participation will bring misdirected intervention program, a program created not based on the real interests of the public but tend to be on the wishes and interests of a

group of people who are often called elitist. According to Wirawan (2013) includes models of reality as elitist policy formulation is the influence and dominance of a group of very strong individual a class-instrument manipulate instruments for the benefit of the group.

Policies made by representatives of the people and for the benefit of the people is actually not of and by the people as reflected in part of the democratic state, if traced further real policy on behalf of the people and democracy instead of the interests of a group of people called the elite, it is why Dye says that the real public policy is a reference to the values of the ruling elite.

More details on institutional, Winter (2003) states that the institutional sense in the context of policies play an important role in making a formulation, implementation and evaluation of programs and concrete activities of the execution of a series of tasks and functions that are owned by the caretaker government bureaucracy.

The above statement implies that the overall institutional process includes public policy both in the formulation, implementation through to evaluation. A policy that would not be seen, moreover analyzed its existence, the function of their successes and failures with no institutions that host them. Institutions can thus be an indicator of the implementation of policies and programs. The more ideal an institution with various devices that must have the more the quality as well outcomes or come out of the agency. Therefore, the institution must be good, relevant and in harmony with the purpose of the policy or program to be implemented.

Institutions is good and right can create formulation of policies and programs was good as well as a good institution that could serve as collateral for the implementation or method explained further policies and good institutions make it easier for the implementor of policies to evaluate whether a policy or program that needs to be continued, developed, stopped or carried out the termination (William, 2003).

**Aspect of Human Resources (HR):** Readiness of human resources has become one of the barriers imlelentasi village fund program. HR readiness is an inseparable link with the readiness of institutions and programs. This means that if an institutional lack of function as well as programs that are not qualified then the cause is suspected because the human resources limited, that's why Robbins argues that institutions is a limitation of the unity of the behavior of individuals within an organization, interact with each other in carrying out tasks and activities to achieve the objectives of the institution are organized. The core of the institutional theory is

administering and managing the behavior of people who are institutionalized to achieve the objectives of the institution.

As has been explained earlier that the four villages that receive funds for the projects all complained of the limitations of human resources, especially if associated with the volume, timing and type of jobs that do. Funds villagers had considered sustenance for the development and the community is a problem because the program will be made all contact with technological capabilities, good planning, an accurate calculation, analysis of legal scrutiny all this requires human resources clever and skillful but the problem of human resources such as that are not owned by the village then there is work as much as possible which is important meet minimum standards, because it can not be done.

Based on the above statement, Rivai (2012) argues that human resources are the supporting elements and supporting the implementation of activities consisting of effort, money and infrastructure. All three of these resources is the core or center management. The success of the manager will be determined solely by the smooth manage these resources effectively and efficiently queried. This means that human resources into supporting elements and supporting the implementation of activities related premises workforce.

In the context of policy implementation, Nugroho (2009) argues that in fact the implementation of the policy, the availability and feasibility of human resources plays an important role without the human resources available both the quantity and quality of the policy will fail. HR is meant staff were relatively sufficient in number and have the expertise and skills to implement the policy, staff who have sufficient information or relevant for the purposes of information, staff have the support of the environment for implementation, the staff were given the authority to carry out the policy and other facilities that support staff.

Staff were relatively sufficient in number have the expertise and skills to carry out the policy, it is in fact not visible. Four villages that received funds for the projects are all limited in number were relatively less skill, consequently programs are designed not only require a relatively long time but it also misses the point. In this context, Wirawan (2013) argues that in order to implement the program, the availability of time and resources were adequate and blend the resources needed really available, in addition to the programs created by the government is not only directed and implemented for internal government alone but is intended and should also be implemented by all the people in their neighborhood.

Experience shows that the program created by the village government is not only far from expectations of

society but instead be regarded as waste because the funds are supposed to empowerment, instead intended to reorganize the office of the village, buying furniture and air conditioning. In the future if this continues then the public will be apathetic and certainly are not going to participate.

According to Anderson (1990) the public to know and implement a public policy because: respect the community members of the authority and decisions of government agencies; the presence of consciousness to accept the policy; there is a belief that the policy was made legally, constitutionally and made by the government authorities through the established procedure; acceptance and implementing public policy because the policy was more in line with personal interests; the existence of specific sanctions to be imposed if it does not implement a policy.

**Aspects of readiness program:** Readiness program is one thing that gets the attention when the village fund rolled out, the problem is not just what the program will be made but how the mechanisms for creating the program as well as the technical preparation. As it is known that the program must be in contact with the two main activities namely the development and empowerment. Construction of what will be made and what kind of empowerment that will be done. Besides, a mechanism such as what should be done and how do the mechanics of it all there are procedures that are not necessarily the program was created though considered conditional. In addition the program also should be listed in medium term development plan of regional and local government work plan and is no less important that the program should be in accordance with the public interest, for which participation in making programs need attention.

According to Gerald (1982) that public participation in public policy making is important because the government (legislative and executive) have a very limited capacity, often less aware of problems and issues faced by the community do not understand the desire and the expectations the public and therefore the public should be involved so what is the government's wish that also the wishes and expectations of the publics. With so participation gives deep meaning for a public policy, without the public's participation became the policy of the bulkhead between the government and the public.

According Thoha that the public policy is an area that should all parties come to think and everybody believes that they have something of value that should be donated as a civic duty. The needs of the community is a necessity that has advantages compared with others.

These needs are donated by sincerity without any interest, objectivity, reason, truth, sincerity of research and honesty. People who show sincerity to participate in public policy participation should be encouraged to participate

Community participation is an increasingly important urgency in the decision-making process after dikampanyekannya good governance by the world bank and UNDP. One of the characteristics of good governance or good governance is participation. Participation as characteristics of good governance is community involvement in decision-making, either directly or indirectly through representative institutions that can channel their aspirations. This participation is based on freedom to socialize and speak and participate constructively.

### CONCLUSION

Condition of the real in the field shows that the four villages of recipient of villages funds in Gowa not ready to accept the village fund in 2015, the unpreparedness include institutional aspects, aspects of Human Resources (HR) and aspects of the program.

Unpreparedness of the village head village received funding resulted in the planning and implementation of the program which is neither participatory but opened a gap for the emergence of top level government intervention, result is the emergence of a disorientation program. Between the village one with the other village should have different programs for different needs and desires of the people but in fact the program in the four villages are relatively equal.

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