



## Village Fund Implementation in Supporting Infrastructure Development: A Case Study in Purba Manalu Village, Humbang Hasundutan Regency, Indonesia

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### **Abstract**

This study aims to determine the supporting factors, and inhibiting factors in the implementation of village fund policies in infrastructure development. This research used descriptive qualitative approach. This research was conducted in Purba Manalu village, Humbang Hasundutan regency, Indonesia. The primary data were gained by conducting interviews with 11 informants, and the secondary data were gained through literature elaboration to support primary data. The results indicate that the implementation of village funding policies in infrastructure development in the location is still not optimal. This is influenced by some factors namely (1) communication, (2) resources, (3) disposition (attitude), (4) bureaucratic structure. It is then divided into inhibiting and supporting factors.

The inhibiting factors for the acceleration of infrastructure development in PMV are the low level of education, the lack of village spatial planning experts in helping to build better and more organized village infrastructure, and the land acquisition factor. The supporting factors are the ability of the implementers of development (stakeholders) in empowering local communities in the implementation of rural infrastructure development, sources of funds for infrastructure development, availability of complete village facilities and infrastructure such as land in support of VF policies.

**Keywords:** *Village Fund; Infrastructure; Development*

### **Introduction**

Infrastructure is one of the important things to support the resources, both natural and human resources. The infrastructure development on a regular basis will encourage the economic growth of a region to be better. In addition, adequate infrastructure will support the mobility of community activities and encourage people to be more aware of the importance of being wise in various aspects of their lives.

The regional and rural development is one of the main focuses of national development in the current government era. Villages as the lowest base of socio-economic, political and government power still need to get more attention from the central government. Appropriate and specific policies need to be implemented so that development disparities between urban and rural areas can be minimized, so that rural areas can gradually develop like urban areas. This is in accordance with the current government

program namely to build Indonesia from the periphery by strengthening regions and villages within the framework of a unitary state. It is supported by Law Number 6 of 2014 concerning villages (BPK, 2014) explains that each village in 2015 will receive a village fund of 10% of the State Budget and Revenues or *Anggaran Pendapatan Belanja Negara* (henceforth APBN).

The main objective of the issuance of the village fund policy is for equitable development and equitable distribution of the welfare of people who live in rural areas (Ahyat, Badaruddin, Humaizi, & Kusmanto, 2020) since so far many villages in Indonesia are categorized as underdeveloped villages, therefore it is expected that with this village fund policy village development in Indonesia is more better than before because basically all this time there are many villages that lack funds to build and develop the potential that exists in each region – each (Pattiasina, Seralurin, Kadubu, Hamadi, & Bonsafia, 2020). It is also known that village has autonomy to manage the areas including managing fund (Daud, 2019).

. According to Siagian (2001), development administration includes two notions, namely about administration and about development. Administration is the whole process of implementing decisions that have been taken and held by two or more people to achieve predetermined goals. Development is a series of efforts to realize growth and change in a planned and conscious manner adopted by a country, the nation towards modernity in the context of fostering the nation. Sumarjan (1986) mentions that the development of community is only directed at the quality of its people, while rural development (rural development) strives for community development coupled with its environment. The purpose of village development is identical to the national development goal, namely the development of Indonesian people as a whole and the whole of Indonesian society.

In utilizing village funds for infrastructure development, it is carried out by applying the principles of village development, so that the development carried out can be enjoyed and utilized by the community properly (Supriyanto & Azhari, 2020). According to Rahardjo (2006), there are at least 5 (five) principles that must be applied in the development of village development, namely transparency, participation, enjoyable by the community, accountability, and Sustainable. Infrastructure as a system is associated with elements that are in a system of space and activities. It has an important role in the change of regional prosperity and community welfare. The role of infrastructure in the development of regions and cities has a very significant contribution, both in the economic, social, and environmental aspects. However, the current direction of infrastructure system development policies has not shown sufficient results to portray its function as a driver and driver of development.

Humbang Hasundutan Regency is a regency in North Sumatra Province which has 10 Districts, 153 Villages (BPS Kabupaten Humbang Hasundutan, 2018). It is inferred that this regency received village funds for 153 villages. The amount of village funds for each village varies according to the regulations set by the central government, where the amount is influenced by the number of people, the number of poor people, the area, and the level of geographical difficulty of the village.

Purba Manalu village (hereafter PMV) as one of the villages in Dolok Sanggul subdistrict, Humbang Hasundutan regency, received village funds from 2015 to 2019 totalling to Rp. 3032240944. With such a large amount of funds, of course there are various policies and realization of the improvement and development plan of PMV's infrastructure. This policy of utilizing village funds makes researchers interested in conducting research on the implementation of village fund policies.

The fact shows that the ability of village fund allocation managers, both the village government and village institutions in planning, allocating and controlling the implementation of village funds (VF) for infrastructure development has not been seen so well. This can be seen from the results of existing infrastructure in the field that looks just built, buildings that only count for years look quickly damaged and dirty. With this condition of infrastructure, it is natural for villagers to question how VF is used and implemented by the village government. The use of VF so far is still far from what is expected by the community. The funds routinely channeled by the government to the village should have had a more significant impact in helping village communities. Much of the infrastructure in PMV needs to be improved. Therefore, this study aims to explore the implementation, supporting factors, and factors

inhibiting the implementation of village fund policies in infrastructure development in Purba Manalu Village.

Several previous studies relating to the use of village funds have been carried out in Indonesia. Sofiyanto et al. (2016) concluded that VF have a positive impact on development in the Banyuates village of Sampang regency, both in the field of physical development and in the field of community empowerment. This can be seen from infrastructure such as village roads that are getting better, so that all community activities run smoothly. In addition to physical development, community empowerment has also increased and can be seen by the many activities such as counseling and coaching for village officials and the community, so as to increase insight and knowledge and provision for the community for the better future of Banyuates Village. Another study on village funds also conducted by Tangkumahat et al (2017). They concluded that community income showed an increase compared to before village funds in Pineleng district, Minahasa regency. With VF, there will be many development activities that can be carried out in the village. The increased acceleration of development activities had a positive impact mainly on the absorption of human resources in the form of workforce carrying out project activities whose funds were sourced from village funds. Rohmh and Ma'ruf (2016) states that there are 7 (seven) principles in the use of VF Allocation in improving infrastructure development in the village. They more argue that the results of the development are effective and in accordance with applicable regulations. Listiyawati (2017) conducted research on the implementation of the VF in Sioyong village, Dampelas district, Donggala Regency. The results of this study shows that the communication aspects, resources, attitudes and bureaucratic structures of the village government have an impact on the successful implementation of policies. Those previous studies are different from the research conducted by the writers in terms of object and source of the data.

## **Method**

This study employed qualitative method with a descriptive approach. Qualitative analysis in a study is used when research data raised from the field are also of qualitative nature. This research was conducted in Purba manalu village, Doloksanggul district, Humbang Hasundutan regency. This research itself used the implementation model according to Edward III. Primary data were obtained directly from the people observed or interviewed. In this study, the informants were the head of the village, the secretary and village assistant in Meanwhile, the secondary data were gained from documents, reports and in other supported forms. Data collection was done by interviewing, documenting and observing. Researchers used the technique of analysis of qualitative using procedures proposed by Miles, Huberman, & Saldana (2014).

## **Result**

### **General Overview of Village Fund Policy for Infrastructure Development**

As an effort to improve village infrastructure, Purba Manalu village, has prepared a plan for Village called as *Rencana Pembangunan Jangka Menengah (RPJM)* for the 2015-2020 period. The village head forms the village medium term development team with a team of at least 7 (seven) people and a maximum of 11 (eleven) people and this includes women consisting of head of village as advisor, village secretary as chairperson, chair of LPM as secretary, and members originating from from village officials, LPM / LKMD, PKK and other elements of the community.

Aligning development directions and policies undertaken to integrate district development programs and activities with village development. It is done through some activities following the socialization in order to obtain information about the direction of district development policy. Information on the direction and development policies of the Humbang Hasundutan Regency at least includes the mid-

term regional development plan of the district, the strategic plan of the regional work unit, the general plan for the regional spatial plan, the detailed spatial plan for the regency, and the rural area development plan.

### **The Implementation of Village Fund in Infrastructure Building in Purba Manalu Village**

In preparing the design of village infrastructure development activities, various assessments and considerations must be taken. Not only the design or work activities, but also the policies that will support the implementation of the plan, especially for policy making on the use of village funds. Various design activities have been compiled in the work plan of the RKPDes village government that has been mutually agreed upon. The results of an interview with the Head of for the 2013-1019 period related to the preparation of the design of village infrastructure development activities as the following:

*"The village infrastructure development plan has been planned in advance, since the enactment of the village midterm development plan for the 2015-2020 period. In addition, the village government work plan is routinely designed every year and we determine, whatever is needed by the village in the field of village infrastructure, it is our priority to prioritize development and we include it in the village government work plan. In addition, the implementation of village fund policies in infrastructure development as long as village funds are relatively smooth".*

The village secretary also expressed his opinion on the preparation of infrastructure development plans for the PMV, which is routinely carried out every year:

*"The design of infrastructure development must be clear and in accordance with the needs and abilities of the village. The design that we have compiled is certainly not easy because it must involve various aspects related to it. Village officials alone are not sufficient in preparing the consideration for the preparation of the implementation of the village fund, what else should the village fund policy be transparent we present to the community both in the preparation of the village medium term development plan for 5 (five) years, as well as the village RKP for each year. We always involve the community in its preparation so that the community knows what the village planning is all year long".*

From the results of the above interview, it was found that the preparation of the design of routine village infrastructure development activities was carried out each of their respective periods. The preparation is carried out annually for the village government work plan and 5 (five) years for the village midterm development plan (RPJMDesa). In addition, in the preparation of the design of development activities, it considers what the priority plans and budgeting of funds are. The preparation of this work plan involved various parties, including the PMVcommunity, to agree on a village work plan that would be held during this period.

It was also obtained that the implementation of village fund policies in the infrasturcture field is running quite well but not yet optimal. The construction has been carried out as long as it is finished (chasing the target), and that there is still unfinished construction (not yet completed 100%) but has been damaged. With village funds routinely channeled from 2015 to 2019, which has been implemented as much as Rp. 2633830300 for infrastructure development. A significant amount of funds has been used for village infrastructure development in the past 5 years. Then, the implementation of VF policies in the field is influenced by the speed or delay of the VF until the village administration greatly influences the work on village infrastructure. In addition, the policies in implementing them are considered to be in accordance with what was planned and budgeted and prioritize infrastructure development which is a priority in the development plan. The most important thing is, the implementation has been in accordance with the rules and regulations of the government, the allocation of VF aims to advance the village and of

course the infrastructure. Besides that, VF is used to empower the surrounding community to build village infrastructure and of course the people who are empowered are given wages in accordance with applicable regulations. This will help the economy of the empowered rural community.

The results of interviews from informants related to the implementation of village funds in the field regarding infrastructure is as the following

*"The realization of the implementation of the policy depends on how quickly the budget of the village funds goes down. If it is faster, then we can carry out infrastructure development quickly and also be completed. If it is not yet available, it is okay for us to be able to wait only until the village funds go to the village then we can start to make improvements or development".*

Other informant also adds

*"The realization in the field is in accordance with what has been planned, in accordance with the incoming funds and also in accordance with the rules and regulations of the central government where the allocation of village funds aims to advance the village and of course its infrastructure".*

From the results of interviews with several informants, it can be concluded that the accountability of the implementation of village fund policies in the construction of PMV infrastructure has been carried out and monitored. In addition, the responsibilities carried out by the head of the village will be reported annually in the annual meeting of the village head and also the accountability. In addition, the concrete proof of responsibility is the documentary and physical evidence of any infrastructure development that has been realized from the village work plan. Nevertheless, accountability for the success and supervision of village infrastructure development is a shared responsibility, and a joint task in holding village infrastructure development. From the interviews of a number of informants related to the participation of community in supporting the implementation of village fund policies, it is known that it is still lacking. Due to the reluctance of the community to work together in developing village infrastructure, the village government empowers villagers to pay the people who work in infrastructure development instead of experts or contractors.

### **The Influencing Factors of the implementation of Village Fund Policy in PMV**

In this study, the factors that influence the implementation of village fund policies in infrastructure development are four variables namely (1) communication, (2) resources, (3) disposition (attitude), (4) bureaucratic structure according to Edward III in Subarsono (2005). These four variables are related to each other in the implementation of the village fund policy, as well as the implementation of the VF policy in PMV

#### *Communication Factor*

In this factor, several aspects of the phenomenon have been observed. From the interview with the informants, it can be concluded that the socialization related to the implementation of village fund policies in village infrastructure development has routinely carried out and preparation of village work plans. But, the community still tends not to want to attend the activities and the preparation of village work plans even though on this occasion the village head and his staff can socialize village planning and achievements that have been carried out. The other fact is the development still needs to be improved.

### *Resources Factor*

There are various supporting resources in the development of village infrastructure including equipment and also the suitability of the location of land owned by the village for village infrastructure development. Land is the most important thing in infrastructure development. Without the availability of land, the suitability of land layout for infrastructure development will be less effective and efficient in the infrastructure. According to the Head of the village,

*"There is a sentiment from a small number of people who do not like the leadership of the head of the village so that sometimes it hinders the development that will be carried out by the village government. In this case, the community is difficult to communicate with about land acquisition".*

From this interview, it can be seen that the land factor is a very important supporting resource in rural infrastructure development. Land acquisition is one of the factors that complicates the acceleration of infrastructure development in PMV. Even though this is for the progress of the village, the people are still reluctant to give their land bought by the village on the grounds that the price offered is too low and not as they expected.

### *Disposition Factor*

From the results of the interview, it can be concluded that their expectation related to VF in the implementation of village infrastructure development policies is that VF is provided as a source of funds for village infrastructure development. In addition, the inhabitants hoped that VF will not be disbursed in stages so that its implementation for infrastructure development can be realized immediately, and it is expected that an increase in the amount of village funds channeled for years to come.

### *Organizational Factor*

Based on the results of interviews, the division of tasks in implementing the implementation of VF policies in infrastructure development is based on the organizational structure, based on their respective functions and tasks. There is a need for coordination in the field with the implementers of village infrastructure development so that development can proceed as planned and budgeted. Furthermore, coordination has been carried out by the actors in implementing VF policies in an effort to realize infrastructure development that is in accordance with the plan and has good quality. Coordination aims to identify and minimize barriers and weaknesses of infrastructure development that will and are currently being worked on.

### ***Discussion***

Based on the data, it can be seen that the implementation of VF policy implementation in infrastructure development in PMV, Doloksanggul Subdistrict, Humbang Hasundutan regency has been implemented quite well, but not yet optimal. This can be seen from the various achievements of the physical construction of village infrastructure during 2015 to 2019 that have not been completed, some have even been damaged, but the construction has not been 100% complete. This is in line with what was stated by Lester and Stewart in Badjuri and Yuwono (2002) which state that implementation as a process and a successful outcome of the implementation are measured and seen from the process and achievement of the final goal, namely achieving or not the desired goal.

Constructions that is still gradual or unfinished construction are the construction of environmental roads in each village, the opening of settlement roads, repair of irrigation channels and drilling of wells.

Based on these findings in the field, it shows that villages prioritize infrastructure development as set out in the annual village plan. In order to be implemented for infrastructure development, various policies have been enacted. It can be seen such as starting from the preparation of the design of infrastructure development activities, followed by the implementation of village fund policies in the field related to infrastructure development to the participation of non-governmental organizations in realizing infrastructure development. All sources of funds for infrastructure development activities in PMV are sourced from village funds and development is carried out by community self-help.

From the results of research in the relationship of resources with the implementation of village funding policies in infrastructure development, there are several supporting and inhibiting factors.

1. The ability of the implementers of development (stakeholders) in empowering local communities in the implementation of rural infrastructure development.
2. Sources of funds for infrastructure development sourced from village funds.
3. Availability of complete village facilities and infrastructure such as land in support of VF policies.

The inhibiting factors for the acceleration of infrastructure development in PMV are the low level of education and the lack of village spatial planning experts in helping to build better and more organized village infrastructure. In addition, funds for village infrastructure development rely 100% on village funds, disbursement of village funds which tend to be often late and not to mention disbursement of village funds is carried out in 3 (three) stages of disbursement. This results in delays in infrastructure development because the village does not have its own source of funds. In addition, the issue of land acquisition is one of the factors that complicates the acceleration of infrastructure development in PMV.

### ***Conclusion and Suggestion***

Based on the analysis, it can be concluded that the implementation of VF policy for infrastructure development in PMV is still not optimal. This is because the village budget is limited, and the village does not have original village income and is still 100% dependent on the village budget from the central government. So, infrastructure development must wait for village funds to be given to villages. If the fund was late to be transferred, the implementation of village infrastructure development is delayed and not proceed as planned and expected to be on time. In the realization of supporting factors and inhibiting factors in the implementation of village fund policies in infrastructure development in PMV namely (1) communication, (2) resources, (3) disposition (attitude), (4) bureaucratic structure.

Based on the conclusion, some suggestions are proposed. The stakeholders need to create some works strategies for village development strategies by analyzing what are strengths, weaknesses, opportunities, threats (SWOT) of the policy so that it can be implemented for the maximum usage of VF for development. Furthermore, the village government or stakeholders needs to socialize village fund policies, village development planning and village fund objectives to the public through media such as posters or banners so that misperceptions occur in the community can be minimized.

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