

The Effect of Community Participation and Village Apparatus Performance on Effectiveness of Village Funds Utilization in Buleleng Regency

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Abstract: *This study aims to analyze the influence of community participation and the influence of the performance of village officials on the effectiveness of the use of village funds in Buleleng Regency, that the fact that the collaboration between community participation is supported by the performance of village officials in the administration of village government is good enough. The village government always prioritizes deliberation and provides information to the community, so the program can be implemented properly. The program for utilizing village funds, for example in terms of services to the community, office administration, development, government and village development as well as in the welfare of village communities. Collaboration from the village apparatus is a manifestation of the concern of each village apparatus to the community as a support so that the work provided can be carried out in accordance with established regulations. However, community participation and the performance of village officials in the village of Buleleng Tukad Mungga still need to be improved so that the use of village funds can be more effective and efficient, especially those that need to be considered are improving the quality of human resources both village apparatus and village communities, both in creativity, technical management, preparation of planning, implementation of activities and objectives to be achieved is really as expected.*

Keywords: *effectiveness, participation, performance, village apparatus, village funds*

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I. Introduction

Today the change in the national development paradigm towards democratization and decentralization fosters broad awareness of the need for community participation in the emergence of development processes and programs. Empowerment and participation appear as two words that are often expressed when discussing development. Conceptually empowerment comes from the word 'power' which means power or power. The government as the peak of power in the context of regional development through regional government (Law No. 33 of 2004) was given the authority through the principle of decentralization to regulate its own household to emphasize the principles of democracy, community participation, equity, justice and taking into account potential and diversity area. In this case the Law is also a legal basis for each region to regulate and manage all government operations to create regional policies relating to improving services and empowering local communities according to their own initiatives based on the aspirations of the community and real and responsible autonomy (Isti *et al.*, 2017).

In general, communities are given a greater role in the development of their villages. In addition, the community is demanded to be creative and innovate in managing regional potential and initiate regional development with the intent and purpose of advancing the region and improving the welfare of the community. According to Law No. 6 of 2014 concerning villages, explained that the village as the spearhead in carrying out development in the field of government, development and community is an integral that cannot be separated from regulating and managing the interests of the local community to manage themselves called the self governing community. Continuing poverty results in declining community living standards both in the fields of education, health services, environment and economy. The condition of people who are shackled in a circle of poverty needs to be empowered to be more independent in facing life's challenges that are increasingly increasingly out of control. The importance of participation in community empowerment has not been fully implemented by the government. Perception of the community itself is still lacking in understanding and facing the application of participation in carrying out each stage of development in its environment. Almost all government programs and projects expect community participation and community empowerment to determine

the success of development programs, but in reality in the field participation and empowerment are often misused, intentionally or unintentionally (Isti *et al.*, 2017).

Increasing community participation and the performance of village officials in monitoring village funds to support the implementation of village development is a necessary condition in achieving family welfare. To achieve these objectives, village fund formulas need to be revised, especially in reducing the proportion of basic allocations for average and increasing the role of variable needs consisting of the number of poor people, geographical difficulty index, population and area. Other options are needed and must be considered carefully so that there will be no turmoil due to changes in the formula for distributing village funds in Indonesia. It is necessary to improve the policy on the use of village funds through prioritizing certain sector expenditures, especially to fulfill basic needs in the fields of health, education and infrastructure, development of local economic potential, and sustainable use of natural and environmental resources. Village funding stimuli are expected to make people change by using village budgets that can create new innovations towards improving people's livelihoods. Entrepreneurial spirit will give birth to innovative products where the source is a society that changes towards independence so new businesses are born either through innovation or replication. Through the participation of the village community the absorption of village funds is certain to reach the expectations of the central government where village funds must be absorbed by mutual cooperation patterns utilizing local resources and having a direct impact on increasing the income of the local village community.

The community that is actively involved in participating in development will only be proven to be able to change the prosperous life order. Village roads that were once difficult to access, the absence of street lighting, education, health, government services and all those who support growth in a better direction arise because of innovation through the use of village funds. The Village Fund is expected to be a well-believed economic growth engine, or a successful entrepreneurial economy, where there are four elements that must be met in managing entrepreneurial village funds, including: (1) Village institutions must be able to demonstrate that business establishment should be relatively easy so does the company close because it is less feasible it is not too difficult. Support for human resources must be obtained easily and not hamper the growth of entrepreneurship in the village. Financial support that accumulates from the concept of work, profit, saving must be able as a source of funding for the growth of new businesses in rural areas based on novelty or innovation; (2) Various institutions of the village apparatus must respect entrepreneurial activities that are beneficial to the village community, if this is not done it will have an impact on the decreasing intention of members of the village community to participate in developing entrepreneurship-based villages; (3) Various government institutions must be pro-policies to develop villages and provide clean and dignified governance models so that rent seekers and thuggery cannot develop so that entrepreneurs can run their business with security; (4) The government must continue to provide incentives for villages that have succeeded in establishing productive businesses so that they can continue to innovate and business continuity in the village does not stagnate and develop towards sustainable rural economic growth (Baumol, 2010).

The role of the community in the form of active participation must be encouraged to continue to use village funds. The program to use village funds is sought to filter out the culture of the community which has hindered village economic growth into a culture that supports village development. Political factors must be able to direct democracy that supports the growth of the village economy. The senators sitting in the legislature must be able to fight for the use of village funds towards independent villages. The problem of human resources cannot be denied in supporting rural development. Programs for the use of village funds must be allocated to the education sector that can improve the quality of life of rural community members, especially rural family members.

Data from the Buleleng Regency Social Service as the spearhead of poverty alleviation and making programs so that people who are entitled to assistance can be validated, communities that need to be empowered and build the performance of village officials who are technology literate in managing village funds. Village community institutions are a place for village community participation as village government partners tasked with empowering rural communities, participating in planning and implementing development and improving village community services. One of the community institutions that grows and develops in every part of people's lives starting from the province, regency/city, sub-district to the village is the PKK (family welfare program) movement which is one of the government's partners to empower the community so that it grows into an independent society. Guidance and supervision by the Provincial Government is one of them is to foster efforts to accelerate village development through financial assistance, assistance and technical assistance, including the provision of grants, social assistance and village funds. A total of 16 villages in Buleleng Regency experienced an increase in the number of poor households. Based on data reported by the Central Statistics Agency (BPS) 16 villages received special attention from the Bali Provincial Government. The aid that has been disbursed, one of which is the Gerbangsadu program assistance, has received funding of 1 billion 20 million which is used to move the economy of the people in the village. Ideally, the poverty rate should decrease and the level of welfare of the people in Buleleng Regency increases. In this case the importance of community participation so that the

disbursement of funds channeled to the community can be optimally useful and right on target. Likewise the importance of the performance of village officials who are technologically literate in prioritizing the use of village funds to alleviate poverty and improve the standard of living of the people of Buleleng Regency in general and villages that experience an increase in the number of poor households in particular.

Village development aims to improve the welfare of rural communities and the quality of human life and poverty alleviation through the fulfillment of basic needs, development of village facilities and infrastructure, development of local economic potential, and sustainable use of natural and environmental resources (Article 78 paragraph 1 of the Village Law). Priority of the use of village funds for programs and activities in the field of village development and empowerment of rural communities is contained in Law from Village Minister No. 22 Year 2016 Number 4. Based on this, it needs to be studied more deeply related to the influence of community participation and the performance of village officials on the effectiveness of village funds in Buleleng according to the theory or give birth to a new theory. The purpose of this study was to analyze the influence of community participation and the influence of the performance of village officials on the effectiveness of the use of village funds in Buleleng Regency.

II. Literature Review

2.1 Concept of Community Participation

Participation in the development process according to Adisasmita (2006), states that participation is a community involvement in development, including activities in planning and implementing development programs or projects that are carried out in local communities. In line with this opinion, Baum (2015) states that community participation refers to the involvement of community members in government in various activities ranging from planning, organizing, community empowerment, including activities that allow several individuals and groups that are representative to influence public decisions. To assess the degree of community participation as well as Arnstein (1969) in his theory "Eight Rungs on Ladder of Citizen Participation" revealed that public participation based on the power of society to determine an end product, each ladder is distinguished based on corresponding to the extent of citizen power in determining the plan or program.

Community participation is also expected to control all government policies in the field, without strong control from the community various forms of irregularities are very likely to occur, so one of the important things to know by the community is the mechanism of budgeting carried out by the Regional Government. If the public already knows the actual budgeting process, it is hoped that the community will be directly involved in budget oversight (Rahayu, 2010). Participation in economic development can be interpreted as community participation in an activity in this case economic development. This action is taken part by the community with the aim of obtaining economic benefits. The scope of community participation in development can be: (1) Decision making and planning activities, (2) Implementation of activities, (3) Monitoring and evaluation, (4) Utilization of development outcomes (Yadav; 1980).

The establishment of the Village Fund aims as a locomotive for village-level local economic development. The development of the local economy in this village is based on the needs, potential, capacity of the village, and capital participation from the village government in the form of financing and village wealth with the ultimate goal of increasing the economic level of the village community. The foundation for the establishment of the Village Fund program as a locomotive for development in the village is based more on the initiative of the government and the village community based on the cooperative, participatory and emancipatory principles of the village community.

2.2 The Concept of Performance of Village Apparatus

The performance of the apparatus can be interpreted as a form of measurement of the efficiency and effectiveness of whether an organization is run. Whereas according to Handoko (1986) revealed that to measure one's performance there are two main conceptions, namely efficiency and effectiveness. Efficiency is the ability to complete a job correctly.

Widodo (in Pasolong, 2007), said that performance is carrying out an activity and perfecting its responsibilities with results as expected. The relation between work ethic and performance is that the apparatus has a high work ethic without expecting reward, it will produce good performance or the community is satisfied with the services performed by the apparatus. Mangkunegara (2007), states that performance is the quality of work achieved by an employee in carrying out his duties in accordance with the responsibilities given to him. Thus performance is a result that has been done in order to achieve organizational goals carried out legally, not violating the law and in accordance with the moral and responsibility for the burden on him. For village institutions or government, the performance in question is the work of the village head and the equipment achieved in a certain period.

2.3 Concept of Effectiveness

Abdul Halim (2002) states that effectiveness is the ability of the government in realizing village fund allocation to implement planned programs compared to targets that have been set based on potential real value. Effectiveness can be measured according to Gibson (Sumaryadi, 2005), namely (1) clarity of objectives to be achieved; (2) clarity of strategy for achieving goals; (3) a robust process of analysis and policy formulation; (4) careful planning and preparation of appropriate programs; (5) the availability of educational facilities and monitoring and control systems. As for Grindel in Rahma Yulita (2016), states that the effectiveness of a successful policy implementation is, after the policy is transformed, then the implementation of the policy is carried out. Its success is determined by the degree of implementation of the policy, the contents of the policy include: (a) Interests fulfilled by policy; (b) Types of benefits to be produced; (c) Degree of change desired; (d) Position of policy makers and program implementers.

2.4 Village Funds Concept

Villages have the authority to run their own government activities which aim to accelerate growth and development. To implement this authority, the village government has sources of revenue that are used to finance the activities carried out. According to Government Regulation (PP) No. 43 of 2015 explained that the income source of village finance consists of; Village Original Income originating from the Village wealth, community self-help, collections and mutual cooperation. The division of taxes and levies is sourced from the central and regency balance funds or the Village Fund Allocation, namely financial grants from the provincial and district governments, grants and donations from binding third parties.

Village funds as referred to in paragraph (1) are prioritized to finance development and empowerment. The use of village funds as referred to in paragraph (2) is carried out in accordance with the priority of the use of village funds determined by the village minister for the development of underdeveloped areas and transmigration. Article 22 states that the implementation of activities funded by village funds is guided by general guidelines for the use of village funds as referred to in article 21 paragraph (4) technical guidelines issued by the regent or mayor.

2.5 Results of Previous Research

Joko Tri Haryanto (2015) states that village funds actually have extraordinary potential in an effort to accelerate village growth and development in order to overcome the various problems that have existed so far, with an increasing budget so that the village can develop the quality and welfare of its people. Quality rural communities certainly become useful inputs for both the village itself and other regions. A developed village supported by a wise development of the city, will bring Indonesia towards a more brilliant future.

Adi (2013) described that community participation is the participation or involvement of the community in the process of identifying problems, identifying potential that exists in the community, selecting and making alternative solutions to problem solving, implementing efforts to overcome problems, as well as community involvement in the process of evaluating changes. In harmony with Slamet (in Suryono, 2001) states that Community Participation in Development is community participation in development, participating in development activities and participating in utilizing and enjoying the results of development.

III. Methods

This study describes and analyzes the influence of community participation and the performance of village officials on the effectiveness of the use of village funds in Buleleng Regency. The research method used is a descriptive qualitative approach. The location of research in Buleleng Regency, researchers have a cultural and emotional closeness with the people of Buleleng Regency because researchers reside in Singaraja City, making it easier for researchers to obtain research data. Data collection techniques are carried out through observation, interviews and documentation.

IV. Results and Discussion

4.1 Effects of Community Participation in Utilizing Village Funds

The quality of a nation is very dependent on how the ability and willingness and enthusiasm of its human resources are the main and biggest assets in developing the nation's potential. Improving the quality of human resources will produce reliable and creative human resources. Thus it will have an impact on the creation of new businesses that can absorb labor and development that can improve the economy, the more advanced a village causes more and more educated people, but this progress if not supported by community participation in village fund management and increasing the expertise of human resources including the support of the performance of village officials can lead to increased poverty in the village.

Community participation supported by the performance of village officials has a very important role, participation is the participation of the community has a role to increase the capacity of labor and generator

development. Community participation in village development will encourage the use of existing opportunities to be profitable. The main driver of increasing public welfare. Community participation will accelerate the process of village development and management of village funds can be used effectively and efficiently.

The Village Fund will encourage the implementation of village autonomy and as an effort to empower the village government and village communities. The provincial government and district government as facilitators, facilitate village communities to be able to carry out village development. Realizing development goals, all natural potential must be explored, developed and utilized as well as possible, as well as human potential in the form of a large number of people so that their knowledge and skills must be improved so as to be able to maximize, exploit and exploit the potential of the system and achieve development programs. Regional economy as planned and implemented by the government can accelerate village growth and development.

The creation of a village fund program brings great hopes for improving rural development and the lives of rural communities in general, bringing improvements to life nationally, but since the implementation of village funds from a few years ago there still seem to be many villages in Indonesia that have not developed and can even be classified as villages left behind, until the following years in the implementation of village funds many villagers still lived below the poverty line. This indicates that the implementation of village funds has not been very effective, apart from the many villages that are still not independent, the use of village funds that have not been so successful can be seen from the many problems or irregularities that occur in the use of village funds. Deviations from a program are often the main factor why the program or policy cannot run properly and even tends to fail.

4.2 The Performance of Village Apparatus in Utilizing Village Funds

Collaboration between village apparatus in administering village government is one indicator to see the performance of village apparatus in this case the apparatus' ability to work together with other people to complete specified tasks so that the results of the work will be better. Village apparatus knows that cooperation means that there is agreement between two or more people who are mutually beneficial by providing information directly to the apparatus involved in helping the community or needed and needed assistance to work together in a job such as office administration, service to the community, village development and other matters that aim to improve the performance of the apparatus, then consult with each other between the apparatus at the Office of the Village of Tukad Mungga, Buleleng Regency. The following is the Tentative Budget of Village Fund of Buleleng Regency Year 2015-2018 which was the sample of this study and determined by the convenience sampling method shown in Table 1.

Table 1.: Tentative Budget of Village Funds of Buleleng Regency in 2015 – 2018

| No. | Village | 2015 | 2016 | % | 2017 | 2018 | % |
|-----|--------------|------------------|------------------|--------|------------------|------------------|---------|
| 1. | Kalibukbuk | 273.408.302,59 | 616.056.872,53 | 125,32 | 789.725.639,38 | 696.955.000,00 | (11,75) |
| 2. | Anturan | 279.335.922,15 | 623.819.238,73 | 123,32 | 802.502.208,31 | 735.069.000,00 | (8,40) |
| 3. | Tukad Mungga | 275.958.024,46 | 613.910.437,54 | 122,47 | 787.948.321,92 | 695.732.000,00 | (11,70) |
| 4. | Pemaron | 273.410.490,17 | 611.873.758,83 | 123,79 | 783.943.653,16 | 703.931.000,00 | (10,21) |
| 5. | Baktiseraga | 279.182.864,15 | 624.544.271,30 | 123,70 | 805.119.727,45 | 709.621.000,00 | (11,86) |
| 6. | Sari Mekar | 280.445.676,62 | 629.708.104,51 | 124,54 | 799.695.685,94 | 771.344.000,00 | (3,55) |
| 7. | Nagasepeha | 271.467.523,67 | 609.625.757,19 | 124,57 | 786.132.535,15 | 695.954.000,00 | (11,47) |
| 8. | Petandakan | 274.345.257,93 | 617.593.609,55 | 125,12 | 791.370.484,84 | 714.183.000,00 | (9,75) |
| 9. | Alasangker | 285.981.045,38 | 658.727.910,52 | 130,34 | 860.792.238,60 | 1.028.324.000,00 | 19,46 |
| 10. | Poh Bergong | 278.773.490,85 | 635.676.717,99 | 128,03 | 825.896.939,07 | 735.574.000,00 | (10,94) |
| 11. | Jinengdalem | 280.096.146,46 | 636.926.847,02 | 127,40 | 823.729.412,07 | 738.115.000,00 | (10,39) |
| 12. | Penglatan | 281.734.982,55 | 635.329.308,34 | 125,51 | 804.784.767,41 | 745.628.000,00 | (7,35) |
| | Total | 3.334.139.726,98 | 7.513.792.834,05 | | 9.661.641.613,30 | 8.970.430.000,00 | |

Source: The Office of Community and Village Empowerment of Buleleng Regency (2019)

Based on the results of the initial observations of the researchers, it is true that in doing their work the village apparatus conducts deliberations and provides information to other colleagues. Based on the interview, the cooperation of the apparatus at the Tukad Mungga Village Office was good enough. The apparatus has cooperated with fellow co-workers both in collaboration with the Village Head, Village Secretary, Village Treasurer, Village Chief and Village Staff in terms of community services, office administration, development, government, building cooperation with the community and other matters considered necessary to do cooperation so that the work will run in accordance with the expected and completed at the time planned.

Interviews with several village officials and the local community in Tukad Mungga Village stated that the use of the Village Fund was very helpful for development in the village, this role could be seen in several inter-village road infrastructure and road infrastructure between villages to the city, making it easier for the Tukad village community Mungga headed, both towards the neighboring village and towards the city.

Every service activity is sought to always find solutions to existing problems to be able to immediately find a solution and immediately be done creatively. Increasing the effectiveness of the performance of the village apparatus at any time needs to get the attention of policy holders accompanied by personal commitments from each village apparatus to always be creative and innovate in every work that is a burden on the main tasks and functions of the village apparatus. The development of creativity and innovation possessed by village officials in making development programs, government, community welfare, etc. supporting services will improve the lives of the people and in the effective use of village funds.

As a good village apparatus must be able to provide creations and innovations for development and in building villages and communities so as to provide a refreshing and attractive atmosphere. The results of creations and innovations have useful benefits in an effort to overcome a problem, so that it will have a positive impact on better results and practical nature. Likewise, the village apparatus of Tukad Mungga is required to always be able to provide creations and innovations for the development of his office and this has been proven by the apparatus through the creation of office magazines containing interesting information about office work or things that can provide work morale for the apparatus villages, then village officials are also required to always create new programs with creativity and innovation.

The expected program is the creation of programs that are realized in activities that are integrated, sustainable, effective and efficient. It is necessary to program innovations more creatively and avoid the impression of making up activities programs just to get the maximum budget possible. So far the village apparatus has used or utilized the Village Fund which is used to support village development programs, government, office administration and community services provided by the Regency Government based on area, population and distance between the capital of the district to the village.

Cooperation and the performance of the village apparatus in administering the village government are quite good because they always prioritize deliberations and provide information to the community, so that they can be implemented well and programs to use village funds, for example in terms of community services, office administration, development, government and village development and in the welfare of the village community. Collaboration from the village apparatus is a manifestation of the concern of each village apparatus to the community as a support so that the work provided can be carried out in accordance with established regulations.

V. Conclusion

The influence of community participation and the performance of village officials on the effectiveness of the use of village funds in Buleleng Regency, that the fact that the collaboration between community participation is supported by the performance of village officials in the administration of village government is good enough. The village government always prioritizes deliberation and provides information to the community, so the program can be implemented properly. The program for utilizing village funds, for example in terms of services to the community, office administration, development, government and village development as well as in the welfare of village communities.

Collaboration from the village apparatus is a manifestation of the concern of each village apparatus to the community as a support so that the work provided can be carried out in accordance with established regulations. However, it still needs to be improved so that the use of village funds can be more effective and efficient, especially those that need to be considered are improving the quality of human resources both village apparatus and village communities, both in creativity, technical management, planning, implementation of activities and objectives to be achieved correctly really as expected.

Suggestions that can be recommended for improving future use of village funds are based on conclusions, namely. Productive innovations and village fund utilization programs need to be directed towards achieving new income sources to increase rural income, village fund programs need to get targeted and measurable evaluations where the concept of working, profitably, saving from the impact of village funds can be utilized for the independence of village communities, the use of village funds so that the proportion is changed from physical facilities to the allocation of rural community empowerment. The government conducts activities with a self-managed pattern, uses local labor and utilizes local raw materials in the village, activities with self-management patterns will absorb labor and provide income for the community.

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