

Public Participation on Village Funds Monitoring In Madiun Madiun Regency, Indonesia

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Abstract

This research aims to analyze public participation on the monitoring of village funds in the area of Madiun Regency of East Java Province, Indonesia. This qualitative research was analyzed by using phenomenology approach. Data collection through indept interview and focus group discussion (FGD). The research found 3 different groups of villagers related to their participation levels in monitoring the village funds that are low, fair, and high. This research revealed factors causing the weak participation of public in monitoring the village funds, they are a) the lack of understanding of the people about the village funds, b) the culture "*trimo ing pandum*" (to accept as it is) is still inherent in the society, b) the less optimal role of village counselors, d) the less optimal role of Village Consultative Board (BPD), and e) the weakness of guidance and supervisory elements from the sub district and related officials.

Keywords : Village Funds, Public Participation, and Monitoring.

1. INTRODUCTION

Public participation in relation to regional budgeting has been largely undertaken, as done by Chong and Chong (2000), Brownell and McInnes (1986), and Kennis (1979) in Sopanah (2009). But researches on public participation in relation to monitoring village development using village funds are still very rare. From the few researches on village funds, Wibisono and Poernomo (2017) have concluded that public participation in village funds monitoring in Madiun Regency is weak.

Village and villager are very special in Law Number 6 Year 2014 (UU No. 6 Tahun 2014) on Village. Villagers are given the authority to lead and participate in developing their village. The consequence of this Village Act is the allocation large sums of money to villages which has never existed before. It has never happended in the management of village finances, either from government budget or the village authority to manage its own existing resources. Village Act requires the village governance to encourage participation of villagers, to manage the village governance in a transparent and accountable manner, and to fulfill the rights of society for information disclosure.

The definition of village development, according to Adisasmita (2006), is all development activities that take place in the village and cover all aspects of the community life, and implemented in an integrated manner by developing self-reliance and mutual assistance. The objective is to improve the welfare of the village societybased on their ability and natural resources potential through improved quality of life, skills, and community initiatives. The development of village/rural area means to build the rural communities by giving priority to public needs aspect.

In Article 79 Paragraph (4) and (5) of Village Act (UU No. 6 Tahun 2014) is mentioned that village regulations on Mid-Term Development Plan (RPJM) and Government Work Plan (RKP) of Village are planning documents in the village and the guidelines for the preparation of Village Budget (APBDesa). Hence, the village development uses a "*one village, one plan, one budget*" approach. On the other hand, this Law presents a considerable risk because many villages have no experience in managing substantial funds. The quite visible potential risks are the abuse or misuse of the funds usage (fraud) by certain parties and the possibility of vertical and horizontal conflicts at the village level.

Ndraha (1982) who refers to Cohen (1977) states that there is no satisfactory definition for the term of participation, hence, they limit it to development participation or participation in the field of development, this means (active) participation of the society in village development.

Adisasmita (2006) said that the activities of community participation in development include identification of potentials, problems encountered by the society, preparation for development programs crucially needed by the local community, the implementation of the development programs and its monitoring.

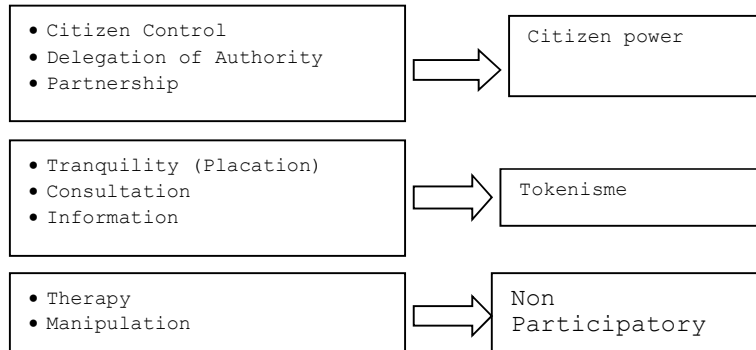
Cohen and Uphoff (1977) as cited by Girsang (2011) classify participation into several stages as follows:

- (1) Decision-making stage, realized through community participation in meetings. The decision-making stage meant here is planning of the activities.
- (2) Implementation stage, the most important stage in development for the core of development is the implementation. The concrete forms of participation at this stage is classified into three that are through the contribution of thoughts or ideas, material contribution, and physical actions as the member of the program.
- (3) The stage of enjoying the result, it can be an indicator of the success of community participation during the planning and implementation stages of the program. In addition, by looking at the position of the

community as the subject of development, the greater the benefit perceived means the program is successfully on the target.

(4) Evaluation stage, considered as important as the community participation at this stage is feedbacks that can provide inputs for the improvement of the future programs.

Measurement of public participation is seen from the degree of authority in the decision-making stage and is classified into levels of non-participatory, tokenism, and citizen power by Arnstein (1969).



Source: Arnstein (1969)
 Figure 2. Eight Stages in Community Participatory Ladder

Strategies that can be used by the government to increase community participation is to strengthening social capital in the community (Hasniati, at all, 2017). And then, that social capital such as kinship, public confidence in the organizers of the program, people felt needed energy and thoughts in the process of planning, implementation and evaluation of the program, would increase the effectiveness of development programs implemented in the villages on the coast. Investments or social capital is social resources such as trust, networks, values, norms and sense of belonging. Static aspect of social capital is social resources, while the dynamic aspect is the power of moving. (Hasniati, at all, 2017).

Abuse/misuse occurs because of 3 conditions or commonly referred to as “*Fraud Triangle*” (Wells, J. T., 2011), namely: the existences of opportunity, pressure, and attitude or character factor (rasionalization); and in the management of village funds, the three conditions are very likely to occur. Therefore, both the government and village community need to actively prevent the occurrences of funds misuse and conflict by jointly escorting the process of village development.

KPK's hand catch operation (OTT) case against Dassok Village Head, Pamekasan, East Java Agus Mulyadi sparked elite officials in Jakarta to speak. Understandably, the case of OTT KPK was related to the use of government funds (village fund) disbursed every year since 2015. (<https://news.detik.com/9/8/2017>). There are currently at least 362 reports of misuse of village funds (<https://fokus.tempo.co/4/8/2017>)

Until this year, the government has disbursed IDR 127.74 trillion. The details are IDR 20.76 trillion in 2015, IDR 49.98 trillion in 2016, IDR 60 trillion for 2017. The total number of villages receiving the funds is 74,093 villages (Detik.com). in reality, misuse of village funds is still occurring in some areas and to date there have been at least 362 reports of village funds misuse (<https://news.detik.com/9/8/2017>).

Various misusages in the management of village funds are likely to result in the unsuccessful objectives of this village funds program. It can be indicated from the statement of Finance Minister Sri Mulyani in the “Pajak Bertutur” TV show on August 11, 2017 which also questioned the effectiveness of village funds use as the latest data from BPS (Statistics Indonesia) in turns shows an increasing number of poor people when comparing the BPS data in March 2017 and September 2016 (kompas.com/11/8/2017).

Despite the fortunes, study showed some challenges found in wards and villages being the incidence of corruptions and misuse of public resources which were mentioned to slow community participation in public development projects. (Muro and Namusonge, 2015)

These findings suggest that the relationship between citizen participation and participation outcomes is rather complex and dynamic, and that effective participation often depends on the building agency of marginalized groups, the mobilization of citizens, and on the establishment of vibrant social networks, all of which produce forces that may have various impacts on the effectiveness of participation. (Pandeya, 2015)

Monitoring that aims to prevent the misuse of village funds are actually more necessary and therefore the effectiveness of inherent monitoring function conducted by Village Consultative Board (BPD) and village counselors is needed more. Commissioners of Corruption Erradication Commission (KPK) urge the need for monitoring of direct participation from the community in the management of village funds in order to prevent the occurrence of village funds management misuse.

Madiun Regency is located in the west side of East Java Province. Madiun Regency is adjacent to Bojonegoro Regency in the north, Nganjuk Regency in the East, Ponorogo and Magetan Regency in the South, and Ngawi Regency in the West. Its capital is Mejayan District based on the Government Regulation Number 52 Year 2010.

Madiun Regency consists of 15 sub-districts divided into 206 areas consisting of 198 villages and 8 urban villages. In everyday conversations, the residents of Madiun Regency use Javanese language with Madiun Dialect. Madiun Regency is an agrarian area.

Based on the elaborated backgrounds, research question proposed in this research is how the public (community) participation in the direct monitoring of the village funds management and report is. The objective of this research is to analyze public participation in monitoring the village funds in Madiun regency.

2. METHODS

This qualitative research was analyzed by using phenomenology approach. This research aims at analyzing public participation in monitoring village funds in the Regency of Madiun, East Java, Indonesia and analyzing factors related to the monitoring of village funds (causes or constraints).

“Qualitative research is a research that intends to holistically understand the phenomenon of what is experienced by research subject such as behavior, perception, motivation, action, and others and by way of descriptions in the form of words and language, in a special and natural context and by utilizing various natural methods”. (Moleong, 2012: 6)

Data collection through indept interview and focus group discussion (FGD). The research informants were stakeholders of village funds comprising of village administrators (head of village and village officials), members of the Village Consultative Board (BPD), community leaders, non-governmental organizations that have concern with village funds, and village funds counselors. The data collection was done during August and September 2017.

Method used was hermeneutic phenomenology that is related to the interpretation and understanding of human thought which give characteristics to social and cultural world (Van Manen, 1990 dalam Creswell, 2014).

3. RESULT AND DISCUSSION

3.1 Research Findings

Every village has tendency of different characteristics in implementing village funds because of many factors such as culture, history, or resources owned. In terms of community participation in village fund monitoring, each village has different level or participant quality that can be classified into three groups.

a. Villages with low participation level

The major caused of society's low participation is the dominance of the village leader. It makes the society reluctant to express the less appropriate thing seen and felt related to the implementation program and the use of village fund. This case can be seen from the statement below said by one of the public figure:

“.....most people just look at it, no one dare to report the improper thing. They are afraid prolong the affair and they do not know where to give the report. People in here are very obedient. If they are asked to do the community service, they directly do that without any further consideration, Nrimo ing Pandum, because they do that to develop their village.” (informant 1)

The Head of Ngegor village, Pilangkenceng, Madiun said that,

“The society never undertakes the direct supervision on the implementation of village fund. They entrust the supervision to BPD.” (informant 2)

The director of NGO of Bina Desa (Rural Area Development) Madiun said that,

”the implementation of village fund is prone to abuse due to the lack of guidance and monitoring from sub-district head. Generally, the local village counselors do not play their role and village fund manager is not competent.” (informant 3)

The low level of society's participation is usually happened in village that far from city and government centre. It is happened because most of the inhabitants are farmer and have low level of education. Besides, they still hold the local culture firmly, for instance, they are unwilling to be called as tattletale. They prefer to accept what it is. They even do not understand how to do the monitoring. That case is reflected by the statement said by one of village community leadr:

“..... people here do not now the place to report or inform their monitoring to village fund, they even do not understand to whom they should report. Most of them do not recognize the way to do that...” (informant 4)

b. Villages with fair participation

It is a village where the participation of the community in monitoring, utilizing and reporting the village funds is fair. In this village, the youth and people dare to speak and report injustice happened in their village for getting equality and justice not for individual or group purpose.

The pioneer in this case is needed to relate the village government importance and people importance. Besides, the pioneer is needed to balance the village's importance and also as the control in village government to get the prosperity and to develop the village.

One of village administrators states that,

"... the control function of society can work if there is an objective and fair pioneer because he/she can act on behalf of the society and the village government as well". (informant 5)

The fair level of community participation is usually happened in village near the city or near government centre. There are many educated people in that village that care about their village condition.

c. Villages with high participation level

The rivalry in head of village election creates the high participation in monitoring the use of village fund. In this case, the defeated candidate of head of village who has expensed much money for election will be the opposition and invite the people to keep an eye on every activities and policy taken by the head of village. Under this circumstance, the village governments especially the head of village will always be cautious in taking the policy or in their activities that related to village fund. Small negligent in this case will be the reason to give the report on charge of misuse of village fund to the police. This is as told by one of the head of village below:

"... The monitoring from society is very tight. It is pioneered by the defeated candidate of head of village. Therefore we have to be careful to minimize the mistake in managing village fund. It is so risky." (informant 6)

Factors that inhibit society's participation in monitoring village fund are divided into strengthening and weakening factor. Those factors are explained as follows:

1. Weakening factors

The result of FGD with village fund stakeholder generally states that the factors weakening the public participation to village fund are: a) the lack of people's understanding to village fund, b) the culture of "*trimong pandum*" (accept as it is) in society, c) less optimal role of village counselors, d) less optimal role of BPD, and e) the lack of counseling and monitoring from sub-district and related official.

2. Strengthening factors

The results of FGD with village fund stakeholder conclude that the strengthening factors of society's participation to village fund are: a) the existence of public figure which cares about the development of the village, b) the sustainability of post-election rivalry, and c) the community involvement in monitoring village fund.

3.2 Phases of public participation in monitoring of the Village Fund.

Phases of community participation in the supervision of village fund are:

a. Village fund pre-distribution phase (village Musrenbang)

Through Musrenbangdes people are involved in direct monitoring as subject or actors in development planning in each village in Madiun regency. Before conducting Musrenbangdes, villagers meeting is held first and the result is then agreed for proposal priority at the sub-village level to be discussed in Musrenbangdes. Musrenbangdes participants are representatives from stakeholders, namely Head of Sub-Village, Neighborhood Head, community figure (BPD), youth figure, women figure, religion figure and Community Organization/Civil Social Organization (CSO) (if exists).

Community participation in the monitoring of village fund at the Musrenbangdes phase can be to monitor whether the timing of the Musrenbangdes implementation is in accordance with the provisions, whether the Musrenbangdes participants have involved the stakeholder elements, whether they are preceded with sub-village meeting, whether the Musrenbangdes implementation provides participation space for people to give proposals, critics and suggestions, whether the village development work plan is composed based on the priority scale, and whether the APBDes is based on the Village Government Work Plan (RKP). Villages in Madiun regency have attached the results of Musrenbangdes and APBDes on various village notice boards. To manage village fund, an Activity Executive Team (physical and procurement of goods and services) and Technical Executive Officer of Village Finance (PTPKD) were established. Besides, a village counselor is assigned (1 person for 4 villages).

b. Village fund implementation phase

The implementation phase of this development program functions as a follow-up of the village development plan meeting (Musrenbangdes), RKP Desa and APBDes, people participation in monitoring village fund are the monitoring to ensure all development programs have been implemented and hits home according to planning, both activity types and volume, as well as budget and expenditure. The priority of this initial village fund implementation is indeed for the infrastructure and society empowerment. So for the next, the society should monitor various infrastructure projects which exist in their respective villages.

c. Administrating and reporting on village fund phase

In the village fund reporting phase, the Technical Executive Manager of Village Finance (PTPKD) makes a report based on reports from the Executive Team of Activities (TPK) assisted by village counselors. The reports are known by BPD and consulted by sub-district head assisted by Section Head of Village Society Empowerment (Kasi PMD). This is where the monitoring role of village counselors, BPD and head of sub district are very important to prevent fraud

Meanwhile, direct monitoring by society can be based on accountability report attached on village notice boards. The society should urge BPD to have active role in this report monitoring.

3.3 weakness factor of village fund management

Some of the above findings indicate that there is a fraud in managing village fund. It is happened due to the poor prevention and monitoring conducted due to the dysfunction of key factors of prevention and monitoring.

a. The Role of Village Counselors

The village counselor especially local counselor appointed by Ministry of Village, Disadvantaged Regions Development and Transmigration has not been able to perform their duties and function as stated in Government Regulation 47 year 2015. Many people in Madiun Regency also complaint about the inability of village counselors in managing village funds. They do not have capacity and ability since they always ask village administrator about their job and how to do their job. From the observation done by researcher, the selection of local village counselor (PLD) has political side. Local village counselor consists of two elements: former counselors of national program for community empowerment (PNPM) (fractional) and new counselor (most). Former counselors from ex- national program for community empowerment (PNPM) are better of quality.

b. The Role of Sub-District and Related Officials

Article 112 of Village Law (UU No. 6 tahun 2014) mandates the Government, Provincial Government, and Regency/Municipality Government to foster and supervise the implementation of Village Governance. Further, Articles 113, 114, and 115 describe each task of guidance and supervision for the Village Funds by the Government, Provincial Government, and Regency/Municipality Government.

Village funds supervision is conducted within the context of monitoring the implementation of village governance. That must be accountable is village as an entity in the implementation of village governance including the village finance. The annual supervisory policy of 2016 and 2017 has mandated the regional inspectorate to monitor the village funds.

Nevertheless, the researcher focuses on the role of the sub-district head on the village funds controller, considering that the sub-district head is closer to the village. The role of sub-district head as the element of village supervisor and controller is clearly mentioned in the Government Regulation Number 43 Year 2014 on the Rules of Implementation of Village Law Number 6 Year 2014 (UU No. 6 Tahun 2014) article 154, so that the task is attached to the sub-district head personal and cannot be delegated to others.

Facts found on the field, the sub-district head role is still very weak; many of those have lack of understanding about the use of village funds in their area. There are even sub-district heads who delegate their role to their subordinate like Head of Government Section which technically turns out that they have no idea about the management of village funds.

These facts are as revealed by the Director of Bina Desa (Rural Area Development):

“...The sub-district heads are incapable of performing their function as the supervisor and controller of village funds as mandated in Article 154 Government Regulation Number 43 Year 2014 about the Rules of Implementation of Village Law Number 6 Year 2014. Even in communicating with sub-district office about the village funds, some non-budgetary expenses have raised to be borne by the village technically cannot be accountably reported by the village head through the accountability reports of village funds because they are not included in the village planning (APB Desa).” (informant 3)

On the other hand, the role of inspectorate at the regency level is perceived to be less than optimal in the supervision of village funds. It can be evidenced by the village head who deals with the law related to village funds.

4. CONCLUSIONS

The conclusions that can be drawn from the analyses are there are 3 groups of villagers related to the level of their participation in the monitoring of village funds that are low, fair, and high.

Factors contributing to the lack of public participation in the monitoring of village funds include a) the lack of understanding of the community towards the village funds, b) the “*trimo ing pandum*” (to accept as it is) is still inherent in the community, c) less optimal role of village counselors, d) less optimal role of BPD, and e) the lack of guidance and supervisory elements from the sub-district or related officials.

Factors contributing to strong community participation in monitoring village funds are: a) the presence of community leaders that have concerns about village development, b) sustainable post-election rivalry, and c) community involvement by Village Administrators (good will) in the village funds monitoring.

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