

# The Pattern of Citizen Participation in the Implementation of the Use of Village Fund in Indonesia

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**Keywords:** Citizen Participation, Village Fund, Transfparency, Formal Policy.

**Abstract:** This article was prepared in the background of the villagers who have not been optimally empowered to participate in the implementation of the use of the Village Fund. Therefore, this article is intended to discuss the issue of how the pattern of citizen participation in the implementation of the use of Village Fund in Indonesia. This research used descriptive method with qualitative approach. The results showed that citizen participation in planning process was done through representation of community element and by involving BPD, LPM, Village Head, RW and RT, but in the process of implementing the citizens to be included based on self-management principle, and in the process of monitoring, the citizens directly and spontaneously criticized, while the access to citizen participation is done through the role of community leaders. The variety of patterns of citizen participation is determined by a. power possessed by citizens to be involved and voiced, b. the different views of citizens' understanding of the context of participation, and c. formal policy demands through self-management principles and transparency of the use of the Village Fund.

## 1 INTRODUCTION

The use of the Village Fund is regulated into a single unit within the Government Regulation number 60 of 2014 on Village Fund Sourced from the State Budget and Revenue. Referring to Government Regulation number 60 of 2014 together with other technical policies, the main substance of the use of the Village Fund is: a. to encourage the economic growth of the Village, b. to prioritize the use of Village Fund to finance the development and empowerment of village communities, c. to prioritize the implementation of the use of the Village Fund on a self-managed basis, and d. to refer to the use of Village Fund to the Village Mid Term Development Plan (RPJM Village) and the Village Government Work Plan (RKP Village). The main substance of the use of the Village Fund is to achieve the goal of improving the welfare for the village community, the quality of human life and poverty alleviation.

Government Regulation no. 60 of 2014 began to be implemented since the 2015 budget year, and until 2017 the Government had allocated the ceiling of the Village Fund sourced from the State Budget of 127.6 trillion rupiah to 74,954 Villages. However,

the management and the use of the Village Fund have not reached the desired expectations. This assumption is reinforced by the results of the previous researches, including; Jamaluddin (Jamaluddin,2016) who stated that the management and the use of the Village Fund have not fulfilled the principles of participatory, transparency and accountability (Jamaluddin, 2016). The results of the survey of the Center for the Study and Education and Training of Apparatus-I (PKP2A-1) of the State Administration Institution RI (2017) which identifies the problems that the Management and the Use of Village Fund are not targeted according to government and local regulations and the proportion of the management and the use of the Village Fund,are allocated to physical activities rather than non-physical ones.

In addition, there are examples of cases in Garut Regency based on Jamaluddin's (Jamaluddin, 2017) research results, where the Village Head and BPD in the village planning process have not been optimal in designing village development goals, programs and strategies. It is proved that potential citizens have not been empowered to participate in planning, implementing and overseeing the management and the use of the Village Fund to finance the

development and the empowerment of village communities in Garut regency. As a result, the allocated Village Fund is not used to finance the development programs and the empowerment of the village community so that the use of the Village Fund is not suitable for it.

Based on the results of previous research, the aspect of citizen participation is an important issue in the use of the Village Fund. The urge for wider citizen participation in the development has been so strong for the government to meet. This is a reflection of an effective and efficient governance. Theoretically, participation can be realized through decentralization, whereas legally the established government is to provide a broader and stronger means for public involvement in the governance (Muluk, 2009, p. 71). On the other hand, on the issue of citizen participation; it often seems unfashionable today to consider citizen participation as a viable means of policy development (Goggin et al., 1990, p. 81), that is a bottom-up perspective policy that will be successful in its implementation because the issue of citizen participation will create a complex and reciprocal interaction between government - private - and society. Thus, the participation can be interpreted as voluntary involvement of people to do something but is directed to participate in their own strength.

The approach on the participation in the development context is not only partial to the implementation activities but also comprehensive from the planning process, the organizing of resources, the implementation, and the evaluation (Jamaluddin, 2016). Thus, the participation can be interpreted as a voluntary involvement of people or the people do not feel compelled to do something but are directed to participate in their own power and beyond their control. According to Muluk, such an understanding is more familiar than the term for the village government to gain spontaneous participation from the community, given the limited capacity of village communities and the limited access to the participation. Rather effective participation is motivational participation driven by the urges and stimuli that cause the community to take part in the management of the Village Fund. In a more concise way, communities are encouraged to join together in programming, organizing resources, carrying out development and empowerment activities, and overseeing the use of the Village Fund budget.

Referring to the background, the main problem of research can be formulated (problem statement) that is "Citizen participation in implementation of the use of Village Fund is not yet optimal". Based on

the formulation of the problem, the research question (problem questions) is "How is the pattern of citizen participation in the implementation of the use of the Village Fund?". While the purpose of the study is to analyze the participation of citizens in the implementation of the use of the Village Fund.

## 2 METHODOLOGY

This research used descriptive method as it presents a picture of the specification of a situation, social setting or relationship. Neuman claims that descriptive study presents a picture of the types of people or of social activities" (Neuman, 2006, p. 35 in Sugiyono, 2014). The data required in this research are primary and secondary data. Primary data were obtained through observations made by observing the phenomena associated with the problem, while the secondary data through literature search or documents related to citizen participation. Furthermore, qualitative approach was used to analyze the data. Berg (Berg, 2007, p. 3) claims, "Qualitative research thus refers to the meaning, concepts, definitions, characteristics, metaphors, symbols, and description of things". The goal is to describe the data in the form of a regular, systematic, logical, and non-overlapping sentence in accordance with the topic of the study to facilitate the interpretation of the data. The analysis in this way also aims to delve deeply and selectively descriptive data from informants.

Furthermore, by descriptive method the authors will describe thoroughly the observed phenomena related to citizen participation in the implementation of the Village Fund policy. While the units of analyzing this study are individuals: apparatus and citizens - which are expected to provide as much information and relevant data. While the informant of this research is the key informant that is the first person having information and becomes primary data source which is determined based on certain criteria.

Based on the approach and method used, the data collection technique is done through literature study; Participatory observation, according to Creswell, (Creswell, 2012, p. 267) is also called Qualitative Observation; and interviews which are open to unstructured interview methods. While the technique of analysis using data analysis techniques developed by Miler and Huberman (Miler and Huberman, 1992) are data reduction, data presentation, and drawing conclusion or verification (Basrowi-Suwardi, 2008, p. 209).

### 3 DISCUSSION

#### 3.1 Citizen Participation in the Planning Process

Citizen participation in the planning process begins with the involvement of citizens at the level of the Dusun Deliberation. At this level, the delivery of ideas is done through the representation of each element of society such as elements of youth, community leaders, religious leaders, and women elements. Meanwhile, the idea is very limited. While at the level of deliberation of the village development plan, the Village Government lacks citizens. The village government only involves BPD, LPM, Village Head, RW and RT. Lack of citizen participation in the planning process, on the other hand describes the phenomena, namely:

- a) When citizen participation is lacking in the planning process, citizens who have close proximity to the village head can convey their aspirations or ideas directly to the village head. That means there is an informal interaction and the relationship of interest that exists between the people and the Village Head in the administration of the village administration.
- b) Although the level of citizen participation is still lacking in the planning process, the result of the consultative documents in the form of development program plans can be produced and prepared by the Village Government not by accommodating the aspirations and ideas of the people.

The formulation of the village development plan should be organized by involving the village community as many as possible, in order to obtain the priority of the program needed. It was formulated based on an assessment of the needs of the village community. Therefore, the village community is entitled to participate in the preparation of RPJMDesa, RKPDesa and APBDesa generated through deliberation.

If you look at the provisions on the Village Development Guidelines as set out in Minister of Home Affairs Regulation No. 114 of 2014 clauses 4 and 5, essentially explains that the village development plan includes the RPJMDesa for a period of 6 (six) years and the Annual Development Plan or called RKPDesa for a period of 1 (one) year. With both types of planning, citizen involvement in the drafting process should still be included. Suppose in the preparation of RPJMDesa as mentioned in article 7: (1) that "Village Head

organizes the preparation of RPJMDesa by involving elements of village community". The intended elements of society are character; customs, religion, society, education, and groups; farmers, fishermen, craftsmen, women, observers and the protection of children, the poor, and other community groups in accordance with the socio-cultural conditions of village communities. It means that whatever plans that will be arranged in the context of development for the welfare of the people of the village, still have to explore the ideas of the community.

The excavation of important ideas is carried out to discover and understand the potentials and opportunities for the utilization of village resources and the problems faced by communities and villages, both on the implementation of village governance, village development, and village community empowerment. The excavation of community notions can be done with focus group discussions or through "village meeting".

In "village meeting", the community can take part in discussing village conditions, priorities of village activities, financing of development activities, inter-village co-operation, and village cooperation with third parties. In this way it will produce an idea output that is truly the aspiration of the village community. The output is then the input to be discussed and agreed on the deliberation of the village development plan. Lack of citizen participation in the planning process is due to;

- a) The absence of a strength that can balance the role of citizens to be able to submit their ideas to the Village Government. This condition should be changed through the process of empowerment by increasing the knowledge and insight of citizens. Through the empowerment process, everyone can become powerful enough to participate in various controls and influence events (Parson, 1994 cited by Mardikanto, 2014: 118), and can participate fully in decision-making on growth and development strategies (Anthony Bebbington, 2000 quoted by Mardikanto, 2014: 118). Efforts to realize citizens who have the power to participate are through isolation and vulnerability (Chambers, 1995). Isolation means supplying skill, equipment and access; while vulnerability means providing protection and advocacy through "outsiders". The goal is that citizens can be empowered, can move and make a voice to create citizens who have the power of the Village Government.

- b) Lack of invitation from the Head of RW and RT. This shows the lack of communication and insight of the Head of the RW and RT in discussing the development priority ideas within the community. The problem that always occurs is that even though the idea or proposal submitted by the community are large scale and for the benefit of the community in general, these ideas or proposals are usually seen only in environments with small scale, such as repairing culverts.
- c) The proposals and ideas submitted by citizens through The Village Consultative Body (BPD) results are usually also less optimal because at certain moments BPD is less involved, even all documents related to the results of *musrenbangdes* done by the Village Government; The lack of involvement of BPD on one side indicates the lack of influence and the strength of BPD in carrying out its function. Whereas the "Village Consultative Board as a village deliberative institution in the village has equal status and becomes the partner of the Village Government" (Kajual, Sefnat, 2013). According to Government Regulation no. 43 of 2014; "The Village Consultative Body is an institution that performs a governmental function whose members are representative of the villagers on the basis of territorial representation and is democratically established, and then the BPD functions: Discussing and agreeing on the Village Rule Draft with the Village Head, Accommodating and channeling villagers' aspirations, performance of Village Head. This function positions the role of BPD to realize democratic, participatory, transparent and accountable village administration. Against this condition, BPD should pay attention to leadership, organization and human resources as well as the involvement of outsiders (Jamaluddin, 2016).
- d) Apathy (according to Big Indonesian Dictionary, 2001: apathy means ignorance) of citizenship of participation in planning programs and activities. This apathy arises from the helplessness of citizens to involve themselves in government and development.

Although the participation of citizens in the planning process is still lacking, but the document of the results of the consultation arranged in RPJMDesa and RKPDesa can still be prepared by the Village Government. This means that the Village Government decision-making pattern is based on top

down (dripping from the top) instead of bottom-up (derived from below).

### 3.2 Citizen Participation in the Implementation Process

Participation of citizens in the process of development implementation is financed by the Village Fund because the demands of the Village Fund policy that requires the implementation of development in the village are based on self-management principles. But the people involved are only those with technical skills, such as road hardening skills, building skills, etc., or ready to use to be empowered in any development project activities. Although the self-management principle is the basis for involving citizens in the implementation of village development, it does not mean that it is possible for citizens to involve themselves in the development process. On the basis of awareness and self-help principle; (according to Big Indonesian Dictionary, 2001, self-help means with power) villagers also participate to build villages, such as water and road construction projects. On the basis of community awareness with self-willing to repair the culverts, after the culvert is completed, the construction of waterways and roads are implemented.

As mandated in the Regulation of the Head of Government Procurement Policy Agency no. 13 of 2013, that self-management is the procurement of goods/ services where the work is planned, done and/ or supervised solely by TPK. Through this self-management principle, citizen participation is limited to people with technical or ready-to-use skills to be empowered in any development activity. Similarly, as mandated in Minister of Home Affairs Regulation No. 114 of 2014 Article 63; "Implementation of Village development activities prioritize the utilization of human resources and natural resources in the village and utilize self-help and community mutual help". Self-help and mutual assistance activities are realized through the pooling of grants and community-sponsored grants and third-party donations and voluntary association of volunteers.

These three principles; self-management principle – self help – and mutual-assistance - workers work voluntarily - have differences. The difference lies in the work services of each activity. If development activities are carried out under the self-management principle, there is an allocation of employment service fee of 3% of the project activity value. While in the principle of self-help and mutual-assistance,

workers work voluntarily and there is no allocation of job services. This distinction creates a negative outlook in society. This means that the community will only want to participate in the implementation of development, if it is done in self-management because there is a reward that will be accepted for the work. Only a small part of the community is willing to participate in the implementation of development by self-help and mutual assistance, because they do not receive employee service pay. More broadly, this phenomenon becomes an assessment of the policy of the Village Fund, where with the Village Fund the spirit of mutual cooperation of the villagers as the social capital of the village community finally becomes faded. According to Putnam (Putnam, 2000), social capital is productive, enabling the achievement of certain goals. Thus, the spirit of mutual assistance as social capital is a real action that supports the achievement of policy objectives, which without the contribution of social capital, that goal will not be achieved. With social capital, it allows people to work more lightly because there is mutual trust so that they help each other in their work.

The participation of citizens in the implementation of development should start from the preparation stage until the implementation stage. According to Minister of Home Affairs Regulation No. 114 of 2014 article 55, the preparation stage includes: a. Determination of implementing activities; b. Preparation of a work plan established by the decision of the Village Head; c. Socialization of activities; d. Implementer briefing; e. Preparing administrative documents; f. Procurement of manpower and materials, by utilizing and prioritizing human resources and natural resources available in the village and utilize self-help and mutual assistance carried out through the mechanism of village development on a self-managed basis. While the stages of the implementation of the activities include: work meetings with the executor of activities, examination of the implementation of village infrastructure activities, changes in the implementation of activities, complaints management and problem solving, preparation of reports on the implementation of activities, deliberation of the implementation of village activities in the framework of accountability of the results of implementation activities and conservation and utilization activities.

At this stage of implementation, citizens can participate in responding to reports on the implementation of village development, whether the

program of activity really provides benefits for the community. The responses were conveyed by providing input to the Village Head, thus being assessed for the preparation of the next activity plan. The inputs are then followed up jointly by BPD - Village Head - implementing activities - and village communities to be discussed and mutually agreed to make improvements on the results of activities that have been implemented. Referring to the stages of preparation and the stages of implementation of these activities, there are many spaces and opportunities available for residents to be included in the implementation of village development, both strategic and not strategic. Therefore, the citizens can give more supports to the Village Head in achieving the success of village development.

### 3.3 Citizen Participation in the Monitoring Process

Citizen participation in the process of monitoring the use of the Village Fund is done by conveying direct and spontaneous criticism. This enthusiastic attitude and criticism is done because the villagers demand accountability and transparency of the use of Village Fund conducted by the Village Head with the Activity Management Team (TPK). Examples of criticism of the citizens are:

Village Revenue and Expenditure Budget, which does not specify the amount of development expenditure;

- a) The quality of the village road or GPT or the bridge that was build is not good so that the resistance is not up to six monthsh, and after that it is damaged again.
- b) No Village Fund is used with the received amount due to the tax payable of 11.5%. Sometimes residents are not satisfied with the explanation of the Village Head, and they demand the clarification from the Districts and DPMD.

The monitoring of the people on the use of the Village Fund is carried out in 2 (two) ways, directly to the Village Head and indirectly through the BPD and the Inspectorate. The surveillance of citizens by expressing direct criticism to the Village Head is not a form of formal mechanism. Indirect supervision by citizens through the Village Empowerment Board is a formal mechanism that should be done because the position of BPD according to Law no. 6 of 2014 on the Village - Article 55 indicates that "Village Consultative Board functions to accommodate and channel the aspirations of the village community,

and to supervise the performance of the Village Head"; as well as in Article 61 stating that "the Village Consultative Body shall have the right to supervise and request information concerning the administration of the Village Government to the Village Government. Requesting information is an informational request not in the context of the Village Head's accountability. Thus, BPD is an institution that is obliged to oversee the performance of the Village Government in governance and development, and to follow up any complaints or findings of community supervision results.

This form of monitoring of the citizens towards the use of the Village Fund is called community oversight. The supervision of the community is the supervision created by the recognition and adherence to the existing group norms within a community or organization (Umar, 2006, p. 90). This means that the community's monitoring of the use of the Village Fund is a non-formal supervision of its environment.

The supervision of citizens on the use of Village Fund for the benefit of village development is a manifestation of the empowerment of the village community. Article 84: (1) Minister of Home Affairs Regulation No. 114 of 2014 states, "Community empowerment is done through supervision and monitoring the implementation of village government and village development which is participatorily conducted by village community". That is, citizens with the ability possessed can play a role to monitor the use of the Village Fund, whether it is used in truth to achieve policy objectives. Thus, this oversight appears to be driven by openness. Therefore, the Village Head is obliged to optimize the participation of the citizens to improve the supervision of the Village Government in using the Village Fund. If the optimization of the role of citizen oversight manifests in the right way, it will increase the openness to the processes, activities and results of the use of the Village Fund.

Based on the pattern of citizen participation in various process activities, it is seen that each process of activity has different levels. Particularly citizen participation in the process of preparing program plans is done indirectly but through representation so that citizens have limitations to convey their ideas. While in the implementation process, it is clearly seen that the demands require the implementation of self-management principles, while citizen participation in the supervision process is done by conveying criticism directly and spontaneously. This shows that citizens' understanding of the context of participation is different. A deeper understanding of

participation in development administration by the community or beneficiaries in project design and implementation is necessary (Bryant and White 1987, p. 268). Even more deeply from that opinion, participation is not only limited to the process of citizen involvement but also has the meaning of "mechanism for enabling affected people to share in the creation of a project or program, beginning with identification all the way through to implementation and evaluation" (Griesgraber and Gunter, 1996, p. 144 in Muluk, 2009, p. 80). This means that there is an element or aspect of evaluation in interpreting participation. Thus, the concept of participation becomes broader ranging from aspects of planning, implementation, evaluation, until the acceptance of benefits. Understanding of voluntary or non-compelled involvement of people is more familiar with the term Spontaneous Participation (Muluk, 2009, p. 78). If this understanding is used in the context of the use of the Village Fund, it is difficult for the village government to gain spontaneous participation from the community which is given the limited capacity of the village community and limited access. Rather effective participation is motivational participation, that is participation driven by stimulation so that the community plays a role in the use of the Village Fund.

In short, citizen participation becomes very important. In addition to encouraging citizens to join together in developing program plans, organizing resources, carrying out development activities and empowering village communities, and overseeing the use of the Village Fund also foster a sense of responsibility of the citizens for all that have been decided and implemented, and that of belonging so that the public is conscious to nurture developmental outcomes.

The effectiveness of citizen participation in the planning, implementation, and oversight process of the use of the Village Fund cannot be separated from two factors:

- 1) How widespread access can be utilized by the people or provided by the local government and village government so that citizens can engage or involve themselves in every development process. As revealed by Mazmanian and Sabatier (1989) which essentially describe how widespread are the access of groups to participate in policy implementation, where a program that provides a wide range of opportunities for communities to engage will be relatively favored over programs that do not involve the community. The meaning is the wider the access of citizens in the

implementation of the policy of the use of the Village Fund, the greater the support gained by the village government to produce the implementation of the policy is, not the reverse attitude of the residents. Dye (1987: 41-42) suggests, "individual or group support for a policy can occur if individuals or groups obey the rules (system) and support the resulting policy". Reality shows the lack of access that can be utilized by residents or provided by the Local Government and Village Government so that citizens can involve themselves. The limited availability of access provided encouraged citizens to submit complaints directly to community leaders and then forward them to BPD. Whereas if wide access for citizens is provided, it will cause a positive influence that is the creation of relationships and interactions between the Village Government and citizens.

- 2) What efforts do the Village Government in organizing the participation of multiple citizens? The plurality of villagers is divided into groups: active, passive, and situational groups. Once the plurality of the group, then if the participation of the plural citizens are not properly managed, it will certainly adversely affect the Village Government in implementing the use of the Village Fund.

Some efforts of the Village Government in organizing citizen participation include: Embracing all groups to equate common perceptions of village building, and using the role of "Youth Organization" and Village Assistants to explain the Village Fund to the community. The goal of these efforts is to ensure that all groups of citizens gain a common understanding of the policies and concepts of the use of the Village Fund in their Village. With the awakening of the same perception, it will be easy for the Village Government to get support from the community to jointly "build the village".

Efforts made by the Village Government will have a positive effect in the form of citizens' support for the use of the Village Fund. The support arises because the citizens see the results of infrastructure development in the village and feel the benefits directly since the Village Government respond to the needs of the people, especially for the betterment of the citizens' welfare. The great supports of the villagers in using the Village Fund show that the implementation will be effective because the benefits of the use of the Village Fund are felt by the community directly, such as the better village infrastructures, like roads, bridges, retaining walls, irrigation, and sanitation. This indicates that the

objectives of the Village Fund policy are in line with the needs of the community. "Public policy should contain the objectives, values and social practices that exist in society, in order to avoid rejection or resistance when implemented" (Harold Laswell and Abraham Kaplan, in Dye 1992, p. 23). Thus, benefit and support are two things that are very inherent to measure the effectiveness of a policy. If the policy of its output is useful, the public will support every policy program. Otherwise, if giving a loss to citizens, what emerges is an attitude of resistance from the citizens.

## 4 CONCLUSIONS

Based on the discussion, it can be concluded that the pattern of citizen participation in the implementation of the use of the Village Fund is very diverse. The process of the participation program is still limited because the Village Government only involves the Village Consultative Board (BPD) and Community Empowerment Institution (LPM), but the result of the program plan can still be compiled based on Top Down. While in the process of program implementation, citizen participation is realized because of the demand of the use of Village Fund priority to self-management principle, while citizen participation in overseeing the use of Village Fund is done by expressing criticism directly and spontaneously. The variety of patterns of citizen participation is determined by: a. power possessed by citizens to be involved and voiced, b. the different views of citizens' understanding of the context of participation, and c. formal policy demands through self-management and transparency in the use of Village Fund.

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