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Enhancing rural community empowerment for the realization of independent villages: a strategy for Brangsong sub-district

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ABSTRACT

Advanced and independent village development requires a rural community empowerment budget. The Village Law policy has several implementing regulations, which state that Village Funds are funds sourced from the APBN, and Villages are also allocated in the Regency APBD in the form of Village In fact, it has been almost eight years since the Village Law was implemented and the DD was distributed, there are still most of the villages in Brangsong Sub-district have not yet achieved Independent Villages. This study aims to determine the community empowerment strategy for realizing an Independent Village in Brangsong. The research method is descriptive-qualitative, while the data collection technique uses a documentary study, namely in the form of report data and existing documentation data and analyzed to answer problems in research. Independent villages work. Village community empowerment programmes have a Village Fund management plan. Every movement optimises communal activities, village infrastructure, economic empowerment, and BUM Des (Village Owned Enterprises). in boosting welfare and optimising community social activities related to training local capacity. Thus, Village Human Resources and Natural Resources must be maintained to strengthen the Village community's power, capability, and integrity to achieve an optimum Independent Village.



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Introduction

In order to realize an advanced, independent and democratic village, budgetary support is needed which aims to develop and empower people in rural areas as mandated in the Village Law. In implementing the policy (Pemerintah RI 2014) regarding Villages (Village Law) several implementing regulations have been issued. These regulations, among others, are stipulated in (Peraturan Pemerintah No. 8 2016) concerning Village Funds which states that Village Funds are funds sourced from the APBN (State Revenue and Expenditure Budget), and Villages are also allocated in the Regency APBD (Regional Revenue and Expenditure Budget). / City in the form of Village Fund Allocation (ADD) which is used to finance the administration of government, implementation of development, community development and community empowerment.

Based on regulations (Indonesia 2015) regarding Village Funds originating from the Revenue and Expenditure Budget (APBN) or PP Dana Desa (DD). The problem of DD and ADD is a very unique issue to study, this is considering the intent and purpose of this policy which aims to improve the welfare of village communities and improve the quality of life of the community and village officials so that they are able to

carry out village autonomy / independence to become an independent village. So that a more in-depth analysis is needed regarding the implementation of policies (Government of the Republic of Indonesia 2014) regarding Villages, regarding how the strategy for empowering village communities towards independent villages in Brangsong District, Kendal Regency in 2020.

In general, several studies that discuss the use of village funds in several regions in Indonesia outline the benefits and use of them for village communities. Based on the theory (Meutia and Liliana 2018) states that systematically the use of village funds refers to several sectors, such as management of natural resources and other related phenomena. As is well known, the Village in Kendal is one of the plantation producers in Central Java, for example coffee, sugar cane and jasmine flowers which are the largest sectors in this sector. Currently, jasmine flower cultivation has been successfully developed in the Kendal region due to the suitable climate and fairly widespread marketing throughout the Central Java region. Apart from that, jasmine flowers are the main raw material for making tea. Jasmine flowers are also used as decoration or room decoration in urban areas where Kendal Regency is close to the City of Semarang, thus facilitating the process of distributing jasmine agricultural products in urban areas in Central Java, one of which is the City of Semarang. Through the village community empowerment program, the Regional Government provides financial assistance and training for farmers to cultivate crops, especially agriculture, which is the main sector and is able to help the economy of the people in the village.

In addition, based on theory from (Surachman 2020) states that several regulations and implementation of village fund policies are still very weak and their implementation is not in accordance with administrative regulations based on regional government regulations so that in their implementation supervision and guidance from the central government is still needed regarding the use of village funds in the region. the. Policies on the use of village funds should focus more on the current conditions that are happening in Kendal City, not only on previous conditions that are not related or not in accordance with current field conditions as it is known that each region has its own natural or local cultural characteristics that become material considerations in the management of village funds. Village Funds are prioritized for financing the implementation of local village scale programs and activities with the aim of improving the welfare of village communities and the quality of life of the community as well as poverty alleviation. The priority of Village Funds is allocated to finance the field of community empowerment based on village conditions and potential, in line with the achievement of the RPJMDes and RKPDes targets each year.

The phenomenon that occurred in early January 2022 was that there were still many villages that were in a developing, underdeveloped, underdeveloped and poor status. Even though it has been almost 8 (eight) years since the Village Law was implemented. The policy direction of village funds (DD) which are allocated for each village of approximately 1 (one) billion rupiah per year from the state budget is to be used to finance government administration, development implementation, community development and community empowerment. The aims and objectives of this policy aim to improve the welfare of the village community and improve the quality of life of the community and village officials so that they are able to carry out village autonomy to become an advanced village towards an independent village.

The amount of Village Fund (DD) for example in Bangsong District sourced from the APBN, detailed per village for the 2018 fiscal year (rupiah), namely: 01. Tunggulsari 830,840,000 02. Well 823,713,000 03. Puttle 773,176,000 04. Kertomulyo 827,113,000 05. Blorok 778,000. 07. Tosari 789,176,000 08. Rejosari 802,922,000 09. Turunrejo 847,820,000 10. Purwokerto 797,601,000 11. Brangsong 843,382,000 12. Kebonadem 767,774,000; total Village Fund (DD): 9,671,396,000, Data source: BAPERMASDES Kendal Regency (Brangsong District in Figures, 2019).

Based on IDM (Developing Village Index) data, currently in Brangsong District, Kendal Regency, out of the 2 existing villages, there are still many villages with a developing classification, and there are also some villages with an advanced classification and only 1 (one) village with a developing village classification. independent, it still needs a special empowerment strategy and hard work to achieve an independent village in Brangsong District, Kendal district. Questions that need to be answered (Research Question): why have Village Funds so far not been optimal in empowering the community to create an independent village in Brangsong District, Kendal district?

Study of literature

Public Policy Implementation

Policy is an instrument of government, not only in the sense of government which concerns the state apparatus, but also governance which touches on the management of public resources. The scope of public policy itself is very broad because it covers various fields and sectors such as economics, politics, social, culture, law and so on. Besides that, judging from the hierarchy of public policies, they can be national,

regional or similar to laws, government regulations, presidential regulations, ministerial regulations, regional/provincial government regulations, governor's decisions, regency/city regional regulations from regent/mayor decisions. In simple terms, we can state that the concept of public policy is an action carried out by the Government, whether it is an Institution or Government Agency appointed for the benefit of the community or the public by using programs or other forms of efforts.

According to (Dunn and Dunn 2018), public policy is a series of interconnected choices made by government agencies or officials in areas related to government tasks, such as defense and security, energy, health, education, public welfare, crime, and others (Hi Manna and Kencana Syafie 2014). Based on the theory (Dye 2016), defines public policy as follows: Public policy is whatever the government chooses to do or not to do. Public policy is whatever the government chooses to do or not to do. In meaning according to (Dye 2016), if the government chooses to do something, then of course there is a purpose, because public policy is an "action" of the government. If the government chooses not to do something, even this is a public policy which of course has a purpose (Iskandar 2017).

According to (Wright and Jenkins 2006) argues that public policy is a decision, he defines public policy as a series of interrelated decisions taken by a political actor or group of actors, with regard to the goals that have been chosen and how to achieve them in a situation. These decisions are in principle still within the limits of the authority of the actor (Solichin Abdul Wahab, 2014). According to (Anderson, 2003) defines public policy as "policies built by government agencies and officials.

Meanwhile, according to (Kihiko, 2013) interpreting public policy is "a number of government activities to solve problems in society, both directly and through various institutions that affect people's lives. The concept of public policy according to Anderson, namely "Public Policies are those policies developed by governmental bodies and officials". ("Public policies are policies developed by government agencies and officials") (Anderson, 2003). Based on the definitions and opinions of the experts above, it can be stated that public policy is certain actions taken by the Government or Government Officials. Every policy made by the government must have a purpose, so that public policy is useful for solving problems or problems that exist in people's lives. Public policy really needs to exist because of the government's job as a public servant who must formulate actions for the community.

Public policy arises through a series of processes, meaning that public policy does not arise suddenly, but through a certain process related to policy objectives. The process that goes through public policy is an interrelated series, where each stage in the process will affect other stages (Natesan & Marathe, 2015). The public policy process passes through four stages of government action. First, the stage of perception/definition of aggregation, organization, representation, and agenda setting, which is the act of bringing problems to the government. Second, the stages of formulation, legitimacy and budgeting, which are basically a direct action by the government to develop and fund a program. Third, the implementation or implementation stage, is the government's action to return to the problem. Fourth, the evaluation and adjustment/termination stage, which is basically the return of the program to the government for review or changes if necessary.

Based on the theory of (Muhammad, 2014) states that the public sector is massive and complex so that it requires an in-depth and easy-to-understand understanding of the concept of public policy. This concept refers to a policy process that requires broader public implementation competencies so that they can be developed into several more mainstream sectors, such as: democracy and globalization. This condition is very relevant to public policy in Indonesia where democracy is still the main focus for the government regarding the implementation of public policies, for example in community service and development.

The meaning and essence of public policy is a decision implemented by an authorized government official for the benefit of society (public interest). The interests of this society are a complete whole from the combination and crystallization of the opinions, desires and demands of the people. Based on the theory (Carson & Wellstead, 2015) states that: "public policy can be clearly defined in regulations, legislation or in the form of speeches by top government officials or in the form of programs and actions taken by the government. Meanwhile, in the life of today's state society, both individuals, groups and communities are greatly influenced by the state. This influence can be observed or felt from birth to death in various forms of regulation and control by the government acting on behalf of the state. This phenomenon is a manifestation of the acceptance of the welfare state. Therefore state intervention will provide various forms of public services carried out by the government.

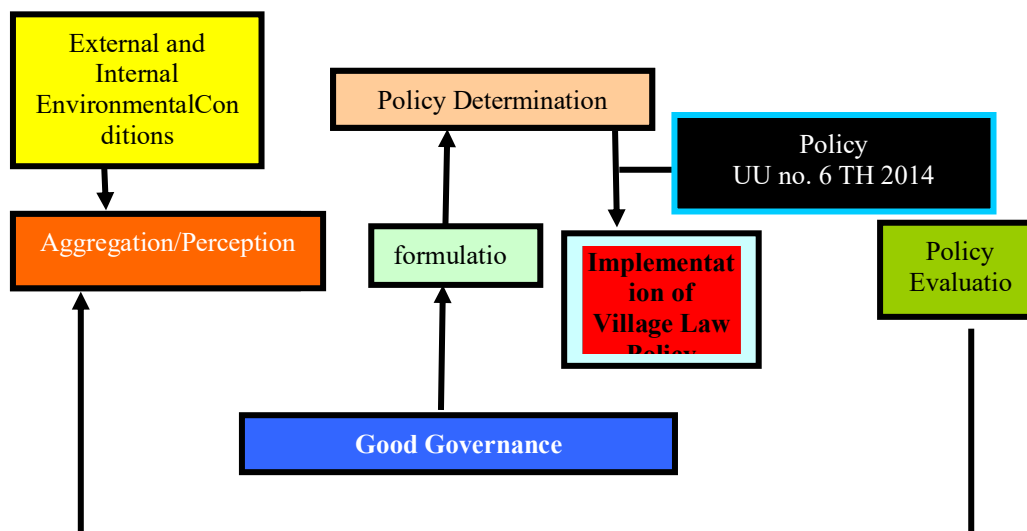


Figure 1: Public Policy in Good Governance

Source: (Massey & Johnston-Miller, 2016)

United Nations, in (Abdullah, Ahmad, Sa'ad, & Wahab, 2015) defines: "policy as a guideline for action. The guidelines may be very simple or complex, general or specific, broad or narrow, vague or clear, loose or detailed, qualitative or quantitative, public or private. Policy in its meaning like this may be in the form of a declaration regarding a basic guideline for acting in a certain direction of action, a program regarding certain activities or a plan. Based on the elaboration of the theory or concept of public policy that has been described, then through regulation (Presiden Republik Indonesia 2014a). Regarding Villages is a public policy output. And now the next stage must begin, namely the implementation of the policy which aims to start implementing (enacting) the Village Law. It is necessary to know the latest village government capacities, because this Village Law can work properly and effectively when there is the capacity of the village government and the support of the community.

Community Empowerment Strategy

Community empowerment is a concept related to power. Based on research from (Chambers, 2014), power is defined as control over various sources of power, including knowledge and information. Therefore, an important thought from (Chambers, 2014) regarding community empowerment is the takeover of control over knowledge and information, as one of the important sources of power, from outsiders (researchers and development agents) by the community. This is done by exploring and appreciating local knowledge and technology, and making the learning process belong to the community, not to outsiders. In addition, (Chambers, 2014) also sees the issue of power in the context of patterns of relations between the dominant groups/elite in society and the lower classes, between poor countries (on a community, national and global scale).

To realize an advanced, independent and democratic village requires a budget for community development and empowerment in rural areas. For the implementation of policies (Undang - Undang no 6 Tahun 2014, 2014) regarding Villages. In this case, to support the implementation of community empowerment as well as for the administration of village government, a strategy is needed to achieve optimal targets from the mandate of implementing the Village Law in accordance with the original purpose of the Village Law, namely to realize Village independence. Strategy in general as a way to achieve goals. Strategy is a long term plan to achieve goals. Strategy consists of important activities needed to achieve goals (George A Stainer, n.d.). based on the theory of (Porter, 1997), states that strategy is a set of different actions or activities to deliver unique value. Meanwhile (Kellett, Thompson, Strickland, & Gamble, 2009) emphasizes that strategy consists of activities that are full of competitiveness and a business approach to achieve satisfactory performance on target.

Based on the theory from (Brandão, Santos, & Rist, 2020) states that community empowerment in the food production and security sector has become commonplace in several areas, especially for women whose role is to empower the cultivation of local agricultural products and as a form of equal roles in society. Community Empowerment Strategy is a process of efforts to develop relationships that are more equal, fair, and without domination in a community. Empowerment requires a process of critical awareness of the community about their rights and obligations. Empowerment also requires a local leadership development process that is egalitarian and has legitimacy for its people. The process of giving power/power to those who are weak, and

reducing power to those who are too powerful so that there is a balance. Requires a fair distribution of power between local leadership and the community. The fair distribution of power means the implementation of a democratic system at the community level. At least that is what democracy movements around the world currently believe.

Thus it can be said that in the Village Law in its substance and basic approach in each program activity outlined to establish a village, namely the community empowerment approach. In implementing the Village Law policy, especially in the management of village funds which is manifested in activity programs, always with a pattern of community empowerment (Presiden Republik Indonesia, 2014b). Communities are not only positioned as program targets but also as subjects of village development programs. In this way the sustainability of the program will be guaranteed because it is the community who are the actors of development in their respective villages according to their needs and characteristics.

Even though problems in village government always exist and change, this will not affect the initial goal of establishing a village, namely to achieve physical and spiritual well-being for all its citizens. At least what we all want is to become an independent village, meaning that the village community has the ability to provide basic facilities and infrastructure. Based on the theory from (Hendaris & Siraz, 2020) states that accountability is needed in the process of managing village funds which aims to achieve community welfare, analysis of human resources and implementation of the village financial system is the main supervision of the local government. Thus the self-sufficiency of quality village communities is able to fulfill basic facilities and infrastructure, meet food needs, create jobs in the village, build education based on local potential, build an identity based on the values and culture of the local community, plan their own development, and formulate and achieve prosperity. own economy and society.

Method

In this study, the method used is descriptive qualitative. This research is aimed at obtaining a description, explanation and causes of a problem based on existing data and facts. Where the data collected is in the form of opinions, responses, information, concepts and information in the form of descriptions in expressing the problem. Qualitative descriptive research is a series of activities or process of filtering data or information that is reasonable about a problem in certain conditions, aspects or fields in the object's life. (Erickson, 2017). In this design, the researcher did not manipulate the treatment or placement of the subjects.

In this study the data analysis was obtained through interpretation of the collected documentation, then analyzed in a descriptive-qualitative manner, namely describing a situation or certain population area that is factual in a systematic and accurate manner. Based on the data in the form of books, articles, report documents and internet access. Website/internet access is carried out selectively through site addresses whose credibility can be trusted. The data that has been obtained will then be selected according to the research theme and support in the analysis of research problems (Miles & Saldana, 2014). Sources of data are primary data and secondary data while data collection techniques through interviews and documentation.

Results and Discussions

In the implementing regulations of the Village Law, in general, Village Funds can be used/utilized to finance activities of: a. Administration, b. Village Development, c. Community Development, d. Village Community Empowerment. Changes to Permendagri No. 20 of 2018 Concerning Village Financial Management Starting in 2019, the use or expenditure of Village Funds has been added to the expenditure classification for: Disaster Management, Emergencies and Urgent Villages.

By looking at the following table of the number of targeted households, it shows that Brangsong District, Kendal Regency, still has families of poor households, which is of sufficient concern to the Kendal Regency Government. Programs are needed that can reduce poverty, including one of which is the Village Fund (DD) program which is extraordinary support to support increasing the income and welfare of families of rural communities with various program activities that are right on target and can develop into developed and independent villages.

In utilizing village funds for community empowerment, village development, administering village government in accordance with existing regulations, it is recommended to pay attention to the IDM village typology (Development Village Index). Village Typology (IDM) are facts, characteristics and real conditions that are typical of the current situation in the Village as well as conditions that are changing and are expected to occur in the future (Village vision). There are five typologies of IDM villages, namely: 1) An Independent

Village is an advanced Village that has the ability to carry out Village development to improve the quality of life and life as much as possible for the welfare of the Village community with economic resilience, and ecological resilience in a sustainable manner; 2) Developed Villages are Villages that have potential social, economic and ecological resources, as well as the ability to manage them to improve the welfare of the Village community, quality of human life, and alleviate poverty; 3) A Developing Village is a Village with the potential to become an Advanced Village, which has potential social, economic and ecological resources but has not managed them optimally to improve the welfare of the Village community, the quality of human life and alleviating poverty; 4) Disadvantaged Villages are Villages that have potential social, economic and ecological resources but have not, or have not managed them enough in an effort to improve the welfare of the Village community, the quality of human life and experience poverty in its various forms; 5) Very Disadvantaged Villages are Villages that experience vulnerability due to natural disasters, economic shocks, and social conflicts so that they are unable to manage potential social, economic, and ecological resources, and experience poverty in its various forms. (Director General of Village and Rural Development Ministry of Village PDPT RI, 2020).

Table 1. Number of Households Targeted by the Brangsong District Program

No	Village Name	PSE 2008	PPLS 2011	PPLS 2015
01	.Tunggulsari	424	813	834
02	.Sumur	327	1078	1083
03	.Penjalin	177	329	397
04	Kertomulyo	107	940	964
05	Blorok	215	470	496
06	Sidorejo	463	554	584
07	Tosari	313	530	514
08	Rejosari	346	513	552
09	Turunrejo	499	649	668
10	Purwokerto	348	501	524
11	Brangsong	623	1049	1041
12	Kebonadem	194	215	232
Total		4,336	7,641	7,889

Data source: BPS Kendal Regency Brangsong District in Figures 2019

The Development Village Index (IDM) is a composite index formed from 3 (three) indices, namely the social resilience index, the economic resilience index and the ecological/environmental resilience index. This was developed based on the conception that towards an advanced and independent village, a clear framework is needed along with indicators so that the interventions or policies implemented for the village are right on target according to the characteristics of the village area, namely the typology and social capital of the existing village.

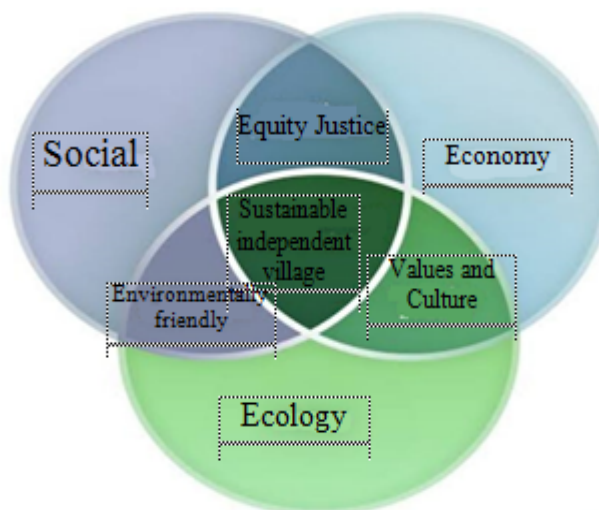


Figure 2. Developing Village Index in Brangsong District

Based on IDM data (Developing Village Index) in Brangsong District, there is only 1 village with a developing classification, 10 villages with an advanced classification and only 1 village with an independent village classification. Thus it can be said that as long as there are village funds in support of village development programs and village community empowerment, they are still ineffective or have not been able to optimally lift them into the majority independent villages in Brangsong District, Kendal Regency (Brangsong District / Brangsong District in figures 2020).

As for what is meant by the Implementation Sector, Governance, Development Sector, Community Empowerment Sector, and Community Sector in the Village Fund can be described as follows. Implementation of Village Government, namely the field to support the implementation of Village government functions. Village Development, namely fields related to the development of education, health, public works, and others. Village Community Development, namely the field of increasing the participation and awareness of the village community/community institutions that support the village development process. Village Community Empowerment is a field that is directed at increasing understanding, community capacity in improving community welfare. Economic business training and appropriate technology, education and training for village heads, officials and BPD. Community capacity building, etc. Fostering social institutions and religious harmony. Maintaining peace and order. Provision of sports facilities and infrastructure. Etc. Development, utilization and maintenance of facilities and infrastructure: Village Environment. economy, health, education and culture. Productive economic business development. Environmental preservation, Village information management. Determination and confirmation of Village boundaries. Village planning implementation.

Village Funds must be prioritized to finance activities according to authority and on a Village scale, including: Activities in the field of village development, and Activities in the field of village community empowerment. In the context of alleviating the poor, Village Funds (DD) can also be used to meet the primary needs of food, clothing and community housing. However, the main priority is for the field of development and the field of empowerment. Because in accordance with the mandate of the Village Law, the Village is obliged to: improve the quality of life of the Village community and develop Village community empowerment. Therefore, the Village Fund is prioritized to finance the development sector and the village community empowerment sector. The use of Village Funds for non-priority activities can be carried out as long as community development and empowerment activities have been fulfilled (National Team for the Acceleration of Poverty Reduction, 2018)

The priority for the use of Village Funds is the mandate of the Law which is the responsibility of the Village in accordance with the authority of the Village Government which must be implemented in an open, participatory and beneficial manner for the Village community through Village meetings. The government through the Ministry in charge of Villages annually issues priorities for the use of Village Funds which are used as a guide for villages to develop priority scales based on needs (based on real data) and Village authority which must be discussed and agreed upon in Village meetings held by the BPD. The results of the Village deliberation must be used as a guideline for the Village Head to formulate Village Government policies. In principle, it can be used to finance non-priority activities. Provisions regarding the use of Village Funds are regulated in (Pemerintah Republik Indonesia, 2014), are as follows: a. Funding priority activities, namely activities in the field of community development and empowerment b. Funding activities outside the priority. Activities outside the priority that can be carried out as long as development activities and community empowerment have been fulfilled. Funding for activities that are different from the priority is carried out after obtaining approval from the Regent/Mayor. The approval of the Regent/Mayor must ensure that the Village Fund for priority activities has been fulfilled

Activities in the development sector do not have to be understood only as infrastructure development activities, for example: Construction of roads, bridges, talud, etc. Activities in the Development Sector do not mean only physical development but are also related to non-physical development such as development and coaching, for example: developing productive economic enterprises and also environmental preservation. The activities in the Empowerment Sector are not always non-physical activities. Generally, programs/activities in the Empowerment Sector are non-physical in nature, but this is not always the case. Activities in this field can also be in the form of physical activities that support non-physical activities, for example: Procurement/support of equipment for training activities (National Team for the Acceleration of Poverty Reduction, 2018).

The implementation of the Kendal Regency RPJMDs and RKPDes shows that most of the Village Fund utilization allocation (DD), in the framework of the village community empowerment strategy in Brangsong District, is prioritized for meeting basic needs such as: development of Village health posts and Polindes; Posyandu management and development; and Development and management of Early Childhood Education

(PAUD). In addition, the Village Fund is also prioritized for the development of village facilities and infrastructure, which include: Development and maintenance of village road facilities and infrastructure; Development and maintenance of farm road facilities and infrastructure; Construction and maintenance of village pond facilities and infrastructure; development of new and renewable energy; development and maintenance of environmental sanitation; development and management of village-scale clean water; and Construction and maintenance of tertiary irrigation. In addition, Village Funds are also prioritized for the development of local economic potential in order to increase the capacity of village communities in developing entrepreneurship, increasing income, and expanding the economic scale of village communities, for example, build BUM Des (Village Owned Enterprises) to increase village community economic enterprises.

The implementation of this activity includes village community assistance, namely technical assistance carried out by district/city regional work units and professional assistants carried out at the Regency, District and Village levels. Community Empowerment Cadres come from the village community itself, and third parties include Non-Governmental Organizations, Universities, Community Organizations, or Companies in their respective regions. Duties and roles of Village Local Assistance Personnel (PLD) Served in the village to assist the village in administering village governance, village cooperation, BUMDesa development, and development on a local village scale. Village Assistance Staff (PD) Served in the sub-district to assist Villages in administering Village Administration, Village cooperation, BUMDesa development, and development on a local scale Village Technical Assistance Staff Served in the sub-district to assist Villages in implementing sectoral programs and activities Community Empowerment Experts on Duty increasing the capacity of assistant staff in the context of administering Village Government, implementing Village development, developing Village communities, and empowering Village communities. Villages can recruit Village Community Empowerment Cadres or KPMD from village community members themselves. Instead, it is recommended that each village recruit villagers to become cadres to strengthen and improve the quality of development in their own village. Facilitators have a responsibility in terms of strengthening the capacity of the KPMD to support village independence.

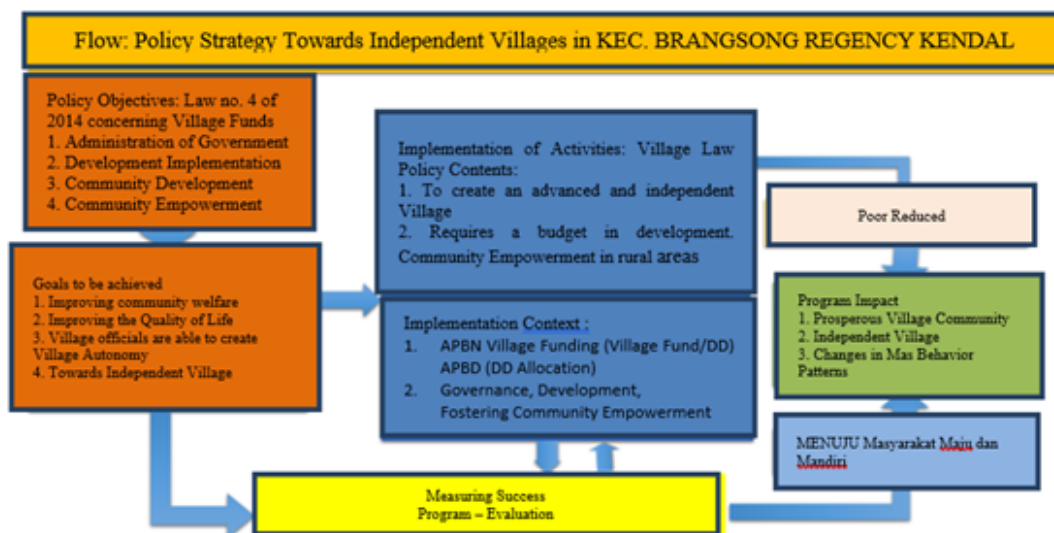


Figure 3. The flow of the empowerment strategy towards an independent village

Conclusions

Community empowerment is a village development strategy that prioritises the utilisation of Village Funds to support village communities in achieving an autonomous village as mandated by the Village Law. village are: the community itself through village meetings and the BPD; the Village Facilitator; Camat as the Regent/Mayor's regional representative; the PMD Service as the OPD in charge of village community development and empowerment; and oversight and law enforcement agencies. Brangsong District prioritises Polindes development, Posyandu management, and PAUD Education management to empower village communities. The community Fund also prioritises community infrastructure, sanitation, clean water management, and irrigation. Village Funds are also prioritised for developing local economic potential to increase the capacity of village communities to develop entrepreneurship, increase income, and expand their economic scale, such as the BUM Des (Village Owned Enterprises) in Brangsong sub-district. An independent

village in Brangsong District, Kab. Kendal faces various challenges, including stakeholders' lack of awareness of leverage indicators. OPDs in the Provincial Government, Regency/City Government, Pemdes, and other agencies are still not coordinating the Independent Village Programme. The Implementing Apparatus for the Independent Village programme currently lacks resources. The Independent Village Programme has underutilised financing planning. Thus, the Village's HR and SDA must focus on increasing the community's capacity, capability, and integrity to achieve an optimum Independent Village. The community has the right to know about Village Fund management and use. Budget posters and Village information boards must be used to involve the community in all stages of activity planning, implementation, and completion. The community can also report inconsistencies to the BPD or the village or higher-level complaint agency.

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