

REALITA AND THE VILLAGE FUNDS IN INDONESIA

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REALITA AND THE VILLAGE FUNDS IN INDONESIA

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ABSTRACT

Village funds are a form of the Republic of Indonesia's government program which launched the concept of Building Indonesia from Pingiran. This program is closely related to the empowerment of rural communities to improve community welfare. The budget, which has been launched in the amount of billions of rupiah for rural communities, is expected to bring changes in their daily lives. Community involvement in this program is intended so that the community is no longer the object of development but becomes the subject of development. On the other hand, village funds also have a negative effect, namely misuse of these funds by village officials. To explore the reality of this village fund, data on the use of funds has been used since its inception until now. To reveal this phenomenon, a study is needed to reveal the usage. This research was conducted in Gorontalo Regency which has 18 Districts, 191 Villages, which quantitatively has the largest number of villages in Gorontalo Province. Another thing about the selection of Gorontalo District as a research location is based on the consideration of having a coastal village and an agricultural village. The existence of these two villages is interesting to conduct research on village funds. In this study using qualitative methods with data collection stages, namely: initial observation, interviews and documents. The data analysis used was Huberman and Miles. The choice of the analysis method is based on the consideration of uncovering a phenomenon and nomena, which requires the researcher to directly associate and live with the community to be studied. Efforts made in the use of village funds are oriented towards long-term needs.

Keywords: Village funds, empowerment, fraud

1. Introduction

Village funds are part of the Government of the Republic of Indonesia Program, for the benefit of the community in fulfilling their daily needs, which are generally intended for physical and non-physical development in rural areas. The description of village funds is contained in Government Regulation Number 60 of 2014 article 1 paragraph 2, that: "Village funds are funds sourced from the State Revenue and Expenditure Budget for villages that are transferred through regency / city Regional Expenditure Assumptions and are used to finance governance, implementation of development, community development, and community empowerment "(State Gazette of the Republic of Indonesia 2014 number 168). This explanation illustrates the attention of the central government in terms of equitable development, which is generally more prioritized for urban development, and currently given the right to manage funds to the village government. In the management of village funds, of course, the skills of village government officials and the community are needed to support the use of village funds so that they are right on target.

Authorization by the central government to the village government for the management of village funds independently is expected to bring changes economically, socially, and culturally in the village community. Geographically, the people in Gorontalo District live in the lowlands and highlands, and work as fishermen and farmers. The lives of fishermen and farmers generally depend on the generosity of nature. Fishermen have to struggle to get fish with their ability as they are, so farmers are faced with various obstacles in processing land and agricultural products. The shortcomings are the daily views that exist in the life of fishermen and farmers. With this village fund, it is hoped that it will bring changes to the community, especially fishermen and farmers. This becomes interesting to trace through research in order to get a real picture of the benefits of using village funds.

Another trend seen in village funds was the misuse of funds by village officials in managing these funds. Many legal cases have surfaced relating to village funds, and this has led to a new phenomenon concerning corruption. It is as if the misuse of village funds is a reflection of corruption in high state officials, it has shifted to officials at the village level. Everywhere in the territory of the Republic of Indonesia there are cases of misuse of village funds by village head officials and their cronies. This phenomenon is not only detrimental to state finances and society, but is related to the mentality and behavior of officials who tend to use power to take state money. This is very interesting to be studied scientifically in order to get an idea of the misappropriation of village funds.

Problem

Observing what has been stated on the above background, programs related to village funds are intended to improve community welfare. The fund launched by the central government is also aimed at eliminating the isolation of village communities with the concept of building from the periphery. In order to obtain an accurate picture of detailed funding, a study related to this village fund program is needed. . Based on this description, the problems in this study



include:

1. Has the use of village funds improved the standard of living of the people in Gorontalo District?
2. What causes the mismanagement of village funds in Gorontalo District?

Research purposes

Village funds are closely related to community needs for increasing welfare and advancing rural areas. Various programs are implemented using funds raised by the central government. To ensure that the program is right on target and useful in supporting the activities of the village community, a scientific study is needed

independent. Thus, this research is very important to reveal the use of village funds, and to explore the occurrence of misappropriation of funds by village government officials in Gorontalo District.

2. Research methods

Qualitative researchers use initial data collection to direct how they need to adjust and sharpen research problems (JR Raco, 2010: 103)

Disclosure and tracing problems in qualitative methods can be done according to the explanation from Patto (2002) which presents three types of data, namely:

1. Data obtained through in-depth interviews (indepth) using open-ended model questions. The data obtained are in the form of perceptions, opinions, feelings, knowledge
2. Data obtained through observation. The data obtained are in the form of descriptions in the field in the form of attitudes, actions, talks, interpersonal interactions, and others
3. Documents in the form of written material that are stored. Documents can be memorabilia or correspondence. There are also audiovisual documents (JR Raco, 2010: 110).

The explanation above regarding the three types of data was also carried out in this study which was carried out through the following stages:

Observation

The first step in this research is to review and observe the research location, to get an overview of social phenomena. Field observations and observations are not only carried out once, but continuously to find a problem that must be answered through research.

Interview

Interview is a form of data retrieval that is carried out orally, in order to obtain accurate data from the object of research. Retrieval of information through structured and unstructured interviews will obtain accurate and valid answers. So that the data generated in the interview is permanent data and its authenticity is guaranteed. As for the informants are those who are considered to know about village funds, and people who know the process of distributing village funds, as well as people who feel it. In this interview process, the researcher used a chain pattern to ensure the saturation of the data that had been obtained. According to the regulation regarding the distribution of village funds, the ones who know the most are the village officials. Meanwhile, the community is placed as the subject of the use of these funds.

Document

Retrieval of data at this stage is carried out on everything related to the research topic, or which is considered to be able to reveal the problem being researched. Documents required are those related to the program, use of funds, distribution of funds, beneficiary communities, construction sites and others.

The importance of participating in the development process in rural areas, and as a form of concern in order to understand and examine government programs related to the Village Fund, this research will be carried out, namely: When the research will be carried out in May 2020 to October 2020. The research site will be carried out in a village in Gorontalo District, Gorontalo Province. Data obtained from the field, both secondary and primary data, are presented using a qualitative approach in the form of exposure which is then narrated according to the research problem. Qualitative research data analysis only describes parts or points that have major problems, problem formulations and research objectives that have been supported by various information in the field (Aedi,

According to Miles and Huberman in Sugiyono, (2012), argued that the activities in qualitative data analysis were carried out interactively and continued to completion, so that the data was clear.

3. Results and Discussion

Use of Village Funds

Development that is oriented towards improving the welfare of rural communities, as outlined in the concept of "Building Indonesia from the Outskirts", is a tangible manifestation of the government's attention during the era of President Joko Widodo. The government's attention through the provision of village funds, which are managed by the village government by allocating these funds to sectors that are in direct contact with community needs, is intended to make the community the subject of development and no longer the object of development. Within the framework of



implementing the Nawacita and the 2015-2019 RPJMN namely

- **Regional Development Framework:**

- Village development needs to be improved by;
 - Local economic growth
 - Creation of local transportation access to growth areas; and
 - Acceleration of fulfillment of basic infrastructure
 - The purpose of developing rural areas:
 - Realizing community independence; and
 - Creating independent and sustainable villages that have social, economic and ecological resilience, and strengthening the linkages of urban-rural economic activities

- **2015-2019 Rural Development Policy Targets:**

- Reducing the number of underdeveloped villages from 26% (2011) to 20% (2019)
- Reduce underdeveloped villages to 5000 villages or increase the number of independent villages to at least 2,000 villages.¹

In understanding village funds, it begins with the preparation of a program set out in the RPJMDes, which is based on the principles of benefits and in accordance with the situation and conditions of the village. The program was discussed in a meeting attended by the executor of the Village Consultative Body, the Village Community Empowerment Institution, community leaders, youth leaders, and related parties. During the meeting discussed about community needs related to the use of village funds. According to the Head of East Lobuto Village, "all programs that will be implemented using village funds are discussed through the MUSRENBANGDES meeting which is attended by the chairperson and members of BPD, LPM, Hamlet Heads, Community Leaders, Religious Figures, and related parties."² The explanation of the Head of East Lobuto Village was also expressed by the Head of Village Huwongo, that "the existing development program in Huwon Village is discussed through the lowest stages by the hamlet head and the community"³. The explanations of the two Village Heads describe a structured pattern in the preparation of programs related to village funds, which are in accordance with the process of involving the community in development.

The many wants and needs of the village community have generated pros and cons in implementing programs that have been agreed upon through the MUSRENBANGDES. Understanding the pros and cons is inseparable from the desire of every member of the community in each hamlet, to prioritize the planned development. However, this cannot be carried out simultaneously, according to the explanation of the Head of Biluhu Tengah Village, Dikson Ibrahim, that "not all planned programs can be implemented in all hamlets, given the limited funds available".⁴ With these limited funds, if we refer to the opinion of Mr. Dikson Ibrahim, the village fund that is launched every year does not allow the realization of all the wishes of the community, one of which is the farm road construction program. At this level, there is mutual criticism between residents in each different hamlet, who want the construction of farm roads to take precedence in their hamlets. Mr. Dikson Ibrahim's explanation is in accordance with what was conveyed by the head of the East Lobuto village, Mr. Sumitro Djakfar, that "it is impossible to carry out all programs simultaneously considering the limited available village funds, so that implementation is in accordance with the principle of benefits by prioritizing programs that are needed by the community."⁵ Referring to the opinions of Mr. Dikson and Mr. Soemitro, it can be seen that there are many needs of the community who expect concrete action from the village government to be able to realize the program that has been outlined in the RPJMDES.

The many needs and desires of the community have made society fragmented, and have even created social conflict in the community. The emergence of this social conflict was conveyed by the former Head of Olimeyala Village, Mr. Yamin Ahmad, S.Sos, that "the making of rompong and being shared with fishermen groups has created conflicts between existing groups, even though the members of these groups consist of individuals who have family ties. This conflict arose because each individual wanted to control the rompong, resulting in a power struggle within the group"⁶. It is clear that the provision of assistance through village funds has both negative and positive impacts. Indeed, at the beginning of the discussion an agreement was born through deliberation and consensus, but when it is implemented in the field there are often different attitudes according to the interests of its members. This difference in attitude is a characteristic in the struggle for power, and this does not only occur in the sphere of fishermen's life but in the life of any community there will be competition at the level of interest. The conflict that occurred in Olimeyala village is very interesting to observe considering that each fishermen group consists of members who have nuclear family ties.

Referring to Article 3 of the 2015 Regulation of the Minister of Forestry, "village funds are prioritized for empowering village communities, financing development spending".⁷ The principle of benefit approach that



prioritizes development that directly touches the community was stated by the Head of East Lobuto Village, that "the village funds available for each budget year do not allow to carry out work simultaneously, but see what is very important and urgent to do."⁸ Development by prioritizing the programs needed by the community, makes builders more focused and can minimize conflicts caused by mutual claims about implementation in each hamlet. This is in line with the statement of the former head of Olimeya village who paid more attention to and prioritized development in accordance with the village's potential, that "village funds are used to build everything related to community needs, taking into account the potential of the village".⁹ The approach that prioritizes village potential principles has made the use of village funds more focused on physical development, namely farming roads and providing boat assistance and katinting engines. The construction of a farm road, according to the former head of Olimeyala village, is "to open up agricultural locations in the mountains to make it easier for people to transport garden products".¹⁰ The explanation above is a description of the lack of road infrastructure that crosses the farmer's garden, causing high operational costs, and the existence of village roads has brought changes to the agricultural processing system. The agricultural product processing system means that there is a balance between the usual production and production results because of the easy mobilization of agricultural products.

The construction of a farming road is a priority in every village in Biluhu sub-district, and one of the considerations for building a farm road is to open agricultural areas in the mountains, and facilitate loading of plantation products and facilitate human mobility. The Head of East Lobuto village explained that "one of the targets for village use is to build village roads into mountainous areas with the aim of opening up productive land for planting annual crops such as cloves".¹¹ The opening of farm roads was also accompanied by a program of providing seed assistance to the community, as said by the head of the Biluhu village LPM. "The community receives 25 clove seedlings / person distributed regardless of their profession as farmers or fishermen. The aim of providing clove seed assistance is that the community will have an additional source of income because the clove plant does not bear fruit every year."¹² This explanation makes the understanding that village funds are used for multi-functional development according to the situation and conditions.

Observing and examining the relationship between the construction of roads to mountainous areas and the use of agricultural land for planting cloves, it is very interesting to observe that the people living in Biluhu Sub-district live on the coast. However, according to the explanation of the head of the Central Biluhu Village LPM "the people of Biluhu in the middle have two professions, namely as fishermen as well as farmers, who carry out work as fishermen when in the eastern season they cannot go to sea".¹³ Thus the program implemented in Biluhu District is oriented towards two aspects of community life, namely development in the agricultural sector and management of marine resources.

The use of village funds is also used for the realization of programs that are oriented towards the use of marine resources, which is carried out by providing outboard engine assistance to people who work as fishermen. This boat and outboard engine assistance is expected to increase the income of the people in Huwongo village, and this is explained by the service division that "the residents in the huwongo village work as farmers and some are fishermen, and fishermen are given boat assistance."¹⁴ The provision of boat assistance is generally expected to give rise to individual independence in exploiting marine resources, motivating the community to be more active in meeting household needs. The same thing was conveyed by the village secretary Olimeyala "residents who work as fishermen receive fiber boat assistance". Referring to the two opinions of the village officials above, the provision of fiber boat assistance has led the community to the introduction of modern technology, namely the marine transportation means made of fiber produced by factories. Generally, people in Huwongo and Alimayala villages use boats made of wood.

In addition to road construction and provision of fishing equipment, village funds are also used for the rehabilitation of people's homes, and this was conveyed by the former chairman of BPD Biluhu Tengah Mr. Oni Saleh that "for every rehabilitation and construction of healthy houses, 15 sacks of cement and one sand retre are given."¹⁵ House repairs that use village funds tend to make people less creative for house repairs, and tend to create dependency on the village government. Providing assistance in the form of materials in the amount mentioned above will not solve the settlement problem, namely the rehabilitation of houses.

Another sector that has received the attention of the village government, whose implementation uses village funds is the construction of sports facilities (heaven). In accordance with the statement of the village heads of East Lobuto and Huwango, "the development of sports facilities is an instruction from the Gorontalo District government".¹⁶ The construction of this sports facility has spent hundreds of millions of rupiah in village funds and if



seen from the principle of benefits, it is not too urgent to build. This reason took into account the number of residents in each village where the facility was built, and the talent interest of the villagers. Generally, the villagers prefer the sport of football to be the favorite of the village youth in choosing the sport, and it is carried out in the open field. If you look at the sports facilities built using village funds, they are more oriented towards urban sports. So that the facilities intended for sports facilities look ineffective and redundant.

5.3 Community Response to Village Funds

Bilihu District is located in an area that has two sources of income for the population, namely gardens and the sea. The existence of these two sources of income has led the people in the sub-district to have professions as farmers and fishermen. According to the head of LPM in Bilihu Tengah village, "the population in Bilihu Tengah Village consists of farmers and fishermen, and there are also residents who work as fishermen as well as farmers. For those involved in agriculture, they get 25 clove seeds per person, and those who work as fishermen get help from fiber boats".¹⁷The provision of clove seed assistance is a reflection of the village government's concern for the use of land that has been neglected, which is not used for productive crops as a result of the powerlessness of the community in processing the resources that are around the residence. Learning from the situation and condition of the community in other villages where the community grows cloves, the activity of cultivating land for clove plants has been carried out for a long time. And this makes additional income for the community because the clove plant bears fruit every two years.

Utilization of agricultural land for clove cultivation cannot be carried out in all areas in Gorontalo Regency, because clove plants require fertile soil and must be in cold areas. The selection of fertile soil and cold air, stimulated Mr. Samin to try planting cloves in Bilihu Tengah village, that "I planted cloves since several decades ago, and now the fruit has been picked several times".¹⁸The existence of an explanation from Mr. Samin regarding the cultivation of cloves that has been carried out for a long time, illustrates the potential that exists in the village of Central Bilihu, a pattern of community empowerment in agriculture. In accordance with the agricultural area in Central Bilihu, there is still a lot of land that can be planted with clove tree seeds. This is important to do to anticipate the changing seasons that often occur in the region, namely the west season and the east season. For residents who work as fishermen, during the eastern season, fishing activities are hampered by the large waves.

The activity of planting cloves has not only occurred in Bilihu Tengah village, but has also occurred in the Lobuto area. The fertile soil and the support of a suitable climate for clove plants have made village funds used to procure clove seeds. According to the head of Lobuto Village, Bapak Soemitro, "village funds are used to purchase clove seeds, each person gets 25 trees. Those who receive clove seed assistance are obliged to use the existing land for planting cloves".¹⁹The use of village funds to procure clove seeds is one form of community empowerment, which is oriented towards improving community welfare. The village government's concern in developing clove plantations is a concern that anticipates developments in agriculture, even though the people live in coastal areas.

Generally, people who live in coastal areas work as fishermen, and gradually become a place to depend on their daily lives. However, in Lobuto village, the use of village funds was more focused on procuring agricultural seeds and opening farm roads, rather than procuring supporting equipment for fishermen. It sounds and looks unique, villages that are located on the coast and the people live along the coast, but the use of village funds is more oriented towards development in the agricultural sector. But this certainly has its own reasons, as stated by the head of the East Lobuto village, Mr. Soemitro, that "the people in this village have their jobs there are farmers and there are also fishermen. If he works as a fisherman, he must have a boat, so there is no need for a boat."²⁰The thinking of the village head is a form of a situational and conditional approach, and this is in accordance with the existing reality. This concept, which was implemented by the village head of East Lobuto, became a new form of planning a program that was different from other villages in Bilihu sub-district. In general, apart from East Lobuto, the existing villages use village funds to procure boats, FADs and other fishery facilities.

The use of village funds for the procurement of FADs is carried out in Alumeiyala Village with the condition that they form a fishing group in the village. However, in its implementation, according to the explanation of the pious (community leader), the provision of village funds is used for the manufacture of FADs, but the function of these FADs is currently unclear because they are only controlled by certain people.²¹This explanation proves the misuse of the facilities built by the government for personal gain, considering that the requirements for the procurement of FADs must be done through the formation of groups consisting of fishermen in the village for the common interest. Through groups, it is hoped that cooperation will occur, to cultivate marine resources in order to increase people's income, and improve their standard of living.

The village government procurement of FADs using village funds seems to open up new spaces for conflict for community members in the village of Olimeyala. This conflict arose in the body of the fishermen group, as stated by the former village head olimeyala, that "there was a dispute in the management of FADs by members of the



fishermen's group, even though they had family relations with one another"²²The cracks that occurred in the collection of FADs described by the former village head Olimeyala cannot be separated from the management system which is still in disarray. Each member of the group feels that they have the power to manage the operational needs of the FADs. However, the conflict that occurred was resolved by the village head's mantas by "for the management of FADs it was given to one person, and every member of the Olimeyala village community had the right to take the fish in the FAD according to their wishes."²³. The steps taken by the former village head, are more on efforts to resolve conflicts that occur within fishermen groups, who are territorially close to where they live and have family relationships. Social conflicts that occur in fishermen groups are a description of the forms of behavior and actions to survive, which are caused by the difficulty of getting fish catch. They have to arrange the time to go to sea, and have to face the wildness of the sea, and sometimes they don't get the results from going to sea.

The dilemma of fishermen when going to sea, who have to deal with nature, makes the boat aid not functioning optimally. For fishermen, climate is very influential on fishing activities, and this was conveyed by Mr. Pious, a fisherman in Huwongo village, that "in the eastern season, fishermen do not dare to go out to sea to collect fish from FADs because of the big waves".²⁴This indicates that the interaction between humans and nature is important in improving fishermen's welfare. Everywhere that is faced by fishermen is the risk of facing waves and ocean currents, and for those who do not have the skills to go to sea, it will endanger their lives. This natural phenomenon for fishermen in Ilomeyala village has an impact on migration to other places, this is in accordance with Mr. Im's explanation that "the fishermen in Ilomeyala village during the east season do not go out and their boats are parked beside the house. Then they went to Belang to find fish there".²⁵ Migration of fishermen to other areas has made boat assistance from the village government using village funds, resulting in stranding of aid boats.

Apart from building farm roads, procuring boats, FADs, it is also in the form of a Village-Owned Enterprise whose capital comes from village funds. It appears that in several villages a facility for selling drinking water was built for the benefit of the community. In accordance with the explanation of the head of the Huwongo village service that "the construction of a drinking water depot to serve drinking water needs".²⁶The explanation for this service illustrates the government's attention in the field of clean water supply, considering that Huwongo village is on the coast where water needs are taken from springs in the mountains. Generally, in the coastal areas, it is difficult to make wells as a source of water to meet their daily needs. In accordance with the explanation of the head of the Huwongo Village service, "I once dug a well but at a depth of one meter the water tasted salty."²⁷ The existence of a drinking water sales depot has eased the burden on the community in their need for clean water.

The use of village funds channeled through the BUMDesa that is carried out in Huwongo village is not the same as the one in Lobuto village. This was conveyed by the former BUMDesa treasurer in the village of Lobuto, that "BUMdes funds are only distributed to people who do not have the right to receive, because these funds are only bought by recipients of the aid. and at the time of giving the funds does not involve the BUMdes treasurer"²⁸. The delivery by the former BUMdes flagship has become a new phenomenon in the use of village funds given the allocation of these funds for poverty alleviation experienced by the community.

The misappropriation of village funds did not only occur in the form of gifts to those who did not have the right to receive, but was also carried out by a village head in West Biluhu village. Mr. Samin's statement that "the village head of West Biluhu was involved in the corruption of village funds and is now detained by the Gorontalo Regional Police"²⁹The detention of the Head of West Biluhu Village has added to the list of Village Heads involved in corruption cases in Gorontalo District. In general, the background for corruption in village funds was caused by the inability of village officials to understand the allocation of these funds for the benefit of poverty reduction. Also the unpreparedness of human resources in managing these funds. In accordance with the explanation from the POLDA that the village head of West Biluhu carried out a budget markup action, by means of which all financial reports were prepared by the suspects without involving the treasurer.

The misappropriation of village funds carried out by the Village Head of West Biluhu has led to a culture of silence in this research activity. The difficulty of obtaining data on village funds, and the fear of village officials in facing the presence of researchers, became obstacles to data collection in the field. Starting from the lowest village apparatus, the former village secretary, to the village secretary, they were suspicious when contacted. With family efforts, the interviewer failed, group photos, and even taking secondary data were prohibited by the village apatar. With this situation and conditions, the researchers encountered difficulties and obtained information on village funds in West Biluhu village.

Difficulties in collecting secondary data did not only occur in Biluhu Barat village, but the same thing happened to researchers in Biluhu Tengah village. The difficulty of meeting with the Village Head, made researchers have to repeatedly visit this village, to ask for data related to village funds. However, in the delivery of



the village administration for Central Biluhu, "reports on village funds are kept with the treasurer".³⁰The refusal to provide information about village funds indicates the unpreparedness of village officials in the transparency of village funds, thus raising suspicions of irregularities in their use. Avoiding behavior in providing information or meeting someone, raises the next question "is there corruption in the use of village funds"? This question is of course the authority of the authorities to prove that there was fraud in the village.

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4. Conclusion

1. The use of village funds in villages in the Biluhu district is carried out through the agreed stages in the *MUSREMBANGDes*
2. In implementing the program, the use of village funds is carried out in accordance with the needs of the community, although in other sectors there has been misuse of these funds
3. Efforts made in the use of village funds are oriented towards long-term needs such as planting cloves
4. The procurement of fiber boats for fishermen has created a change in the model of a more modern marine transportation, which was originally made of wood
5. The construction of farm roads to production centers has opened agricultural areas that were originally only idle land into productive land.
6. Apart from procuring clove seeds, boats, road construction, village funds were also used for renovating people's homes.

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