

Bureaucratic Discretion in Implementation Village Fund Allocation Policy

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Abstract- This study aims to examine the practice of discretion carried out by bureaucrats in each stage of the implementation of the village budgetary budget policy in West Seram District. This research is focused on the act of discretion by frontline bureaucrats, namely village officials, including the village head, village secretary, and two employees in Piru Village and Eti Village in implementing the Village Fund Allocation policy. The interactive analysis model in this study began by examining all available data from various sources, namely the results of interviews, observations that have written in field notes, documents, and so on. After reading the study and study, the next step is to conduct data reduction, data presentation, and concluding. Based on the results of the study it is known that there are three forms of discretionary practices carried out by the authorities in relation to the implementation of the village fund budget in Piru Village and Eti Village, namely 1) restricting access to services, 2) technical changes in the allocation of microeconomic assistance and 3) technological changes in preparing reports.

Keywords—*discretion, bureaucrats, village fund allocation, Indonesia*

I. INTRODUCTION

Discretion becomes a crucial issue in public service with demands from the bureaucracy to be able to provide more responsive, effective, and accountable public services. So far, the performance of the administration in delivering public services seems to be half-hearted and not optimal. The performance of the bureaucracy still seems traditional. Indicated by the existence of a service model that is very obedient to the rules that are applied so that often the services provided cannot respond to new demands and dynamics develop in the community.

Bureaucracy is less creative and innovative. Administrations sometimes do not want to respond to things that are outside existing regulations and assume that this is not their responsibility. As a result, many community problems delayed and even unresolved. The orientation that built is loyal to the leader, not faithful to the community. Street Level Bureaucracy is a public service employee who is directly involved with citizens [1]. Examples are employees, police,

social service workers, medical workers, and paramedics. Street Level Bureaucracy has substantial discretion to execute policies whose decisions have direct implications for citizens. In carrying out policy execution in general, the Street Level Bureaucracy is relatively autonomous from the authority of the organization in making interpretations regarding policy execution and also has discretionary authority, namely the freedom in carrying out the policy. They work at the level of Street-Level Bureaucracy — the spearhead of the policy decided by the elite [2].

Obedying regulations is an obligation for government officials, but keep in mind that the policies made are still minimal and not necessarily following the context, situation, and conditions on the ground. Because we know, the development of society is so dynamic that the setting is always changing. With increasingly complex challenges and loud demands for more responsive, efficient, fast, and satisfying services, an operational policy called discretion is necessary. The reason for the option is that empirically, the system or regulation will not be able to respond to all aspects and interests of all parties. Due to the limited predictions of regulators or stakeholders in the formulation of policies and regulations, In this case, discretion becomes a solution.

Bureaucratic discretion is a series of actions taken by the service apparatus based on creativity, initiative, and not relying too heavily on rules. In carrying out its functions, the bureaucracy carries out ways that oriented towards efforts to fulfill public interests. The indicators can overcome difficulties when leaders are not in place; they can overcome problems or problems based on their creativity and initiative but are still in the corridor of applicable rules [3].

Discretion when applied in providing public services, it can make various adjustments so that the existing rules can still answer the demands, aspirations, and dynamics of society. However, this discretion must meet the conditions of choice carried out in the corridor of vision, mission, and goals to be achieved by the government, caution is carried out in the public interest, and preference is carried out within the limits of its jurisdiction, and does not violate the general principles of good governance.

The implementation of regional autonomy as contained in the meaning of Law number 32 of 2004 the realization of regional independence based on the empowerment of local potentials. Although the emphasis of freedom placed at the Regency / City level, in essence, the autonomy must begin at the lowest level of government, namely the Village, so that regional development should be more focused on empowering communities and villages. During this time, village development still depends a lot on the original income of the town and non-governmental organizations whose number and nature cannot predict.

Besides, villages also receive development assistance from district government agencies; the determination of the program is more determined by the agency itself (top-down). Even though the application is useful, it often does not meet with the principle of benefits because it is not under what is needed by the village, so that we regularly encounter the community is less concerned in supporting this program or maintaining it. In accordance with Government Regulation number 76 of 2001 regarding General Guidelines for Village Regulation, it is stated that the village is a legal community unit that has the authority to regulate and manage the interests of the local community based on local origins and customs that are recognized in the national government system and are in the districts of the region. The village government has a source of revenue that is used to finance the activities carried out. The critical thing to consider in supporting the implementation process of development in each village is the certainty of funding. Determination of development funding can come from various sources such as the Government, private sector, and the community.

Some districts have made innovations by allocating funds directly to villages from the regional budget to support the development of rural areas. The allocation of funds to the town has been proven to encourage the handling of several problems faced by the village community independently, without having to wait long for the program to arrive from the district government. Village Fund Allocation is a portion of village finance obtained from the sharing of regional tax revenue and part of the Central and Regional Financial Balance Funds received by the Regency. Regulation of the Minister of Home Affairs Number 37 of 2007 concerning the Guidelines for Village Financial Management in Article 18 explains that the Village Fund Allocation comes from the district / city-regional expenditure budget sourced from the Central and Regional Financial Balance Funds received by the Regency / City for the Village, at least 10 percent.

West Seram Regency is one of the districts responsive to the demands of villages in each region. The Regional Government has allocated funds for communities in the hope that development more evenly distributed to the village level. A public policy, this program should be implemented by the policy direction. However, a plan or program often cannot be appropriately performed per technical instructions or implementation instructions. Often creates a dilemma for bureaucrats, leading to a tendency for discretion. In

government administration, option is freedom of action or freedom to make decisions from the agency or government administration official in his own opinion as a complement to the principle of legality when the law is unable to solve specific problems that arise suddenly, because the regulations do not exist or because the existing rules about something unclear.

The implementation of the village fund allocation policy covers several stages, namely the preparation phase, the planning stage, the implementation phase, the evaluation control, and the monitoring stage, the reporting stage, the completion stage of the work, and the maintenance and preservation stage. This research is deemed necessary to examine the practice of discretion carried out by bureaucrats in each step of the implementation of village fund allocation policies in the West Seram Regency.

II. METHODS

The research approach used is qualitative. Sources of data in descriptive research are words and actions; the rest are additional data such as documents and others. The words and actions of the people observed or interviewed are the primary data sources. The main data sources are recorded through written records, through recording, taking photos. This research focused on discretionary actions carried out by frontline bureaucrats, namely the village apparatus, including the village head, village secretary, and two employees in Piru Village and Desa Eti in implementing the Village Fund Allocation Policy. In this study, the authors used the apparatus in two villages and the community in West Seram District as research informants. Besides, the authors conducted in-depth interviews with key informants namely the village head, village secretary and two employees in Piru Village and Eti Village. The researcher uses an interactive analysis model. this study begins by examining all available data from various sources, namely the results of interviews, observations that have written in field notes, documents and so on. After reading the study and study, the next step is to conduct data reduction, data presentation, and concluding.

III. FINDINGS AND DISCUSSION

A. *Restricted Service Access*

In this study, the limitation of access to services intended when a proposal submitted or submitted by a group or community member is not fully approved. The author's observations found that usually restrictions on the type of community service because constrained by the lack of funds to be allocated.

The following are the results of an interview with the Village Head:

"Not all wishes or hopes of the community served, one of which is the provision of social assistance by the village government such as the construction of houses of worship, traditional events, education for needy families, all of which

are based on the budget posts that we made together contained in the Budget Work Plan (interviews, August 17, 2015).

The Secretary of Desa Piru also stated that:

"For unexpected funds, we continue to budget every year even though the funds not used because the village of Eti until now there has been no emergency so that the funds not returned, part of the unexpected expenditure we divert to other activities (interview August 17, 2015)

The practice of discretion in the form of restrictions on access to services. In addition to being caused by a lack of funds, it must allocate, which is also caused by the availability of supporting facilities and infrastructure. Facilities and infrastructure are one of the factors for the successful management of the Village Fund Allocation in West Seram District. The results of interviews with informants that the government has prepared the number of facilities and infrastructure in support of the management of the Village Fund Allocation is inadequate. However, the limitations of the facilities and infrastructure should not be a barrier for the authorities in carrying out various activities; minimal facilities and support must be appropriately managed to maintain the industrial age and economic value so that it can utilize to the maximum.

The condition of facilities and infrastructure of two villages in West Seram District still needs to be improved, the state of facilities and support is still limited. Some facilities are very supportive of the smooth implementation of tasks are vehicles, such as motorbikes, are very limited. According to one employee in Piru Village that cars are still lacking because it will affect the mobility of the apparatus if you visit a field hundreds of kilometers away. Considering the condition of rural roads is very far and not yet fully asphalted, it is possible to be a significant obstacle for the apparatus to visit certain villages.

B. Changes in Technical Allocation of Microeconomic Funds

One form of village fund allocation in Piru Village and Eti Village is microeconomic assistance. The regulation states that micro-economic aid intended for the development of individual community businesses. However, in the villages of Piru and Desa Eti, the implementation of the village fund allocation underwent technical changes in the distribution, namely the provision of assistance in groups in the form of community business groups. To deal with the still minimal allocation of village funds in the two villages. Unique distribution in groups done as an effort to equalize funds those are still minimal and carried out without favoritism.

The results of interviews with informants explained about the allocation of microeconomic assistance:

"Everyone should share the distribution of funds, but the village apparatus told that the funds were lacking, so it distributed in groups; without differentiation. The village government and officials in serving the community did not choose love, serving the community justly and wisely from both disadvantaged and disadvantaged communities. The

people are able; everything is the same because it is already in the country's regulations (Interview, Saturday, August 17, 2015).

The results of interviews with respondents (51 years) explained that the technical changes in the allocation of funds had been agreed by all the community and village officials, so that they were considered to be in accordance with the rules:

"Follow the rules, meaning that the village government has village rules, works according to the rules so that the rules have been set by the village government and the community to get results that are governed by the village rules. (Interview, Saturday, August 17, 2015)

From the two explanations, it is understood that the village officials are trying to allocate micro-economic assistance through different techniques, namely in groups, this is done as an effort not to distinguish community members from one another. There is a feudalism service system, but in the implementation of Village Fund Allocation in West Seram sub-district it does not appear that services are affected by feudalism, usually based on asymmetric relationships, exclusivity due to differences in age, position, role, position, and status of a person. In paternalist culture, it is possible for the authorities to provide different services between one community and another. The Village Fund Allocation Policy is a form of fulfilling the village's right to hold Village Autonomy to grow and develop following the growth of the village itself based on diversity, participation, original autonomy, democratization and community empowerment.

Government Regulation number 76 of 2001 regarding General Guidelines for Regulations Regarding Villages, villages are legal community units having the authority to regulate and manage the interests of local communities based on local origins and customs in the national government system and are in the district area. To exercise this authority, the village government has a source of revenue used to finance the activities carried out. The important thing to consider in supporting the implementation process of development in each village is the certainty of funding. The funding for village development can come from various sources such as government, private sector or community. In its application, local government policies, especially the mechanism and procedures for Village Fund Allocation have not been well understood by the community due to the incomplete socialization process reaching all levels of society.

C. Technical Changes in Village Budgeting, reporting and accountability for the use of village fund allocations

The form of discretion carried out by village officials in the implementation of village fund allocations is the technical changes in the preparation of the Village Expenditure Budget, reporting and accountability for the use of village fund allocations. If viewed from the proper rules, the preparation of reporting and accountability for the use of village fund allocations must be carried out by village officials as responsible parties in village development planning. In fact, observations found that the authorities often asked the

leadership for assistance in carrying out tasks such as compiling accountability for the use of village fund allocations. Based on the results of the interview, the low independence of village officials in the preparation was caused by the low quality of the officials. The following are the results of interviews with key informants and informants related to problems faced by village governments in allocating village funds.

The results of the interview with the Village Treasurer revealed that:

"We had difficulty when preparing a letter of accountability for the next disbursement, because some of the apparatus did not understand in operating the computer so they were slow in completing the accountability letter. In addition, part of the data was sometimes not stored (interview, 17 August 2015).

Quality of Human Resources as an internal factor is generally classified as low. The reason is because the education of the village government apparatus is still lacking, but actually this problem can be overcome by providing guidance and opportunities for training. Lack of ability by village officials to cause a problem even to discuss a problem the village government is experiencing difficulties. This also results in the operation of the computer.

The level of competence of the human resources of the regional government apparatus can be seen from the percentage of employees with a bachelor / diploma education of the total staff, the percentage of employees who have attended functional technical education and training and the number of employees classified as III and above. While the adequate number of apparatus in providing services can be marked by the non-neglect of public services by the authorities.

DISCUSSION

Conceptually, discretion is a step by the administrator (apparatus) to resolve a particular case that has not been regulated in a standard regulation. Discretion can mean a form of leeway for services provided to service users. The consideration is that the reality of a policy is not possible to respond to many aspects and interests of all parties, as a result of the limited predictions of the actors. In conjunction with employee discretion behavior at the Street Level Bureaucracy in the implementation of the Village Fund Allocation policy in particular relating to the basis of the application of service procedures.

Indicators to see discretion in the bureaucracy, include a series of actions of the service apparatus based on initiative, creativity, and not rely too rigidly on regulations. These indicators include 1) actions taken to overcome difficulties when the leadership is not at work; 2) Actions taken when experiencing difficulties in carrying out the task; 3) Implement different service procedures with implementation instructions.

Based on the results of the study there are 3 forms of discretionary practices carried out by officials with the implementation of village fund allocations, namely: 1)

restricting access to services; 2) technical changes in the allocation of microeconomic assistance; 3) technical changes in the preparation of the report. This practice of discretion carried out by village officials constitutes bureaucracy at the "street level" level, that bureaucracy at the "street level" level needs to respond to bureaucratic accountability factors, which is a measure indicating the level of conformity of service providers with the size of external norms in society and stakeholders. Performance indicators include: 1) the service reference used by the bureaucracy in the process of providing public services; 2) actions taken by the natural bureaucracy apparatus providing services; 3) priority interests of service users by the bureaucratic apparatus.

The practice of discretion by the Piru Village and Eti Village officials was carried out to resolve issues related to the implementation of the village fund allocation, Anna Erliyana in Mustamu state that the State Administration Agency / Officials were intended to resolve important issues of a cumulative nature. A new problem can be qualified as an important issue if the issue concerns the public interest, while the criteria for public interest must be determined by a statutory regulation [4].

Based on this, it can be concluded that the use of discretionary authority by the Government Administration Agency / Officer can only be done in certain cases where the laws and regulations do not regulate them or because the regulations governing something are unclear and they are carried out in an emergency for the public interest that has been established in a statutory regulation. To find out who is responsible for carrying out governmental tasks and services to the community, it is necessary to state governmental positions regarding government functions and authorities.

The allocation of village funds is a patent program from West Seram District, meaning that the allocation of village funds is funds issued by the West Seram Regency to the village each year. Therefore, the local government is trying to make the allocation of village funds carried out according to their functions and can be of benefit to village communities. Starting from the planning, use, and supervision is carried out directly by the community together with the village government. Thus, the allocation of village funds becomes a means of funding activities in the village with the provision of 70 percent to finance community empowerment and 30 percent to finance village operational activities.

Thomas's research results found the implementation of activities, especially activities using the Village Fund Allocation budget in Sebang Village encountered obstacles namely [5]: 1) The quality of Human Resources was an internal factor faced by the Sebang village government from the implementation of all activities carried out by village officials in the form of letters accountability, the low level of village apparatus resources is the spearhead of implementing Village Fund Allocation as one of the obstacles in managing Village Fund Allocation in Sebang Village; 2) Coordination is lacking from the implementing team to allocate village funds to related institutions; 3) The implementation team of

the village fund allocation does not yet understand the mechanism for making a letter of accountability in the management of the Village Fund Allocation.

The element of weakness is generally owned by the village government, namely: 1) The quality of the apparatus resources of the village in general is still low; 2) rudimentary regulatory policies regarding village government organizations. This is proven since the government regulation No. 72/2005 on villages was issued, several implementing regulations are still needed as guidelines as well as operational. 3) The low capacity of planning at the village level, so that often results in a lack of synchronization between the policy implementation outputs and the needs of the community. 4) Facilities and supporting infrastructure for government administrative operations are still very limited. This limitation can disrupt the efficiency and effectiveness of the work implementation. As well as the potential to reduce the motivation of the implementing apparatus, thus ultimately hampering the achievement of goals, tasks, and work.

Services by the bureaucracy to service users are not maximum due to several things, including the lack of improvisation, initiative and also the desire to solve problems as soon as possible. Mutual responsibility also occurs. All because the bureaucracy does not understand the field of tasks and placement of tasks that are not in accordance with the abilities and expertise of each. To further understand the quality of 'street level bureaucracy' in Indonesia, a portrait of the Indonesian bureaucracy can be seen, as follows: 1) Realization of the targets of efficiency, rationalization, orientation of public service delivery, bureaucratic professionalism; 2) Parkinsonization with the target of the proliferation of bureaucratic structures and personnel; 3) Organization with the target of bureaucracy as a state political instrument and a means of political control; 4) Jaksonisasi with the aim of accumulating power through bureaucracy, public alienation from the decision making process.

Street level bureaucracy needs to respond to bureaucratic accountability factor, a measure that shows the level of conformity of service providers with the size of external norms in society and stakeholders. Performance indicators include: 1) the service reference used by the bureaucracy in the process of providing public services; 2) actions taken by bureaucratic apparatus in providing services; 3) priority interests of service users by the bureaucratic apparatus.

IV. CONCLUSION

There are three discretionary practices in the implementation of the Village Fund Allocation Policy in West Seram District, namely:

1. Restrictions on service access to proposals submitted by the community are due to the limited allocation of village funds and limited facilities and infrastructure.

2. The technical change in allocating microeconomic assistance should be intended for the development of individual community businesses into group assistance so that

the procedure for implementing village fund allocations is understood by the whole community and runs without causing conflict in the community.

3. Changes in technical preparation of the report by relying on the ability of leaders caused by limitations in the quality and quantity of Human Resources.

Based on the research findings, the authors suggest that the leadership should provide an understanding to the bureaucracy that the community is a citizen has the right to get maximum service. The courage of the bureaucracy at the street level to discretion in their work. Of course, based on the organization's vision and mission, not too rigid with administrative rules.

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