

Change Management Model: Village Fund Policy Implementation for Community Empowerment in Deli Serdang District, North Sumatra Province, Indonesia

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ABSTRACT

Sustainable rural development is critical to a country's economic, social, and environmental viability. Coordination of rural development programs that contribute to sustainable livelihoods at the global, regional, national, and local levels is therefore vital, and there is much to be gained. Rural development strategies should consider the remoteness and potential of rural areas and provide targeted, diversified approaches. Therefore, this research emphasizes the implementation of village fund policies to empower village communities in Deli Serdang Regency, Indonesia. The research objectives are to discuss several issues, which are: (1) the implementation of village fund policies in empowering village communities; (2) the supporting and inhibiting factors for the implementation; and (3) the development of a conceptual model for the implementation. This research is using qualitative research, which involves as many as seven informants, as determined by the snowball technique. Secondary data collection using literature studies; primary data collection using interview and observation techniques; and data analysis using the descriptive analysis, which was developed by triangulation observers' analysis. The result of this research contributed to the new body of knowledge about the change management strategy that is needed in various organizations, and generated a new conceptual model called resource management collaboration with six dimensions: (1) regulatory functions; (2) supervisory functions; (3) development functions; (4) service functions; (5) empowerment functions; and (6) intergovernmental relations functions. This model will play a significant role in managing community resources and village governance in Deli Serdang district specifically and in Indonesia generally.

Keywords: resource management collaboration, policy implementation, village funds, community empowerment, change management

I. INTRODUCTION

Sustainable rural development is critical to a country's economic, social, and environmental viability. Coordination of rural development programs that contribute to sustainable livelihoods at the global, regional,

national, and local levels is therefore vital, and there is much to be gained. Rural development strategies should take into account the remoteness and potential of rural areas and provide targeted diversified approaches (UN, 2009). When understanding the concept of community empowerment in rural or villages, attention is placed on poor and economically backward segments of society. Community empowerment refers to a broad social movement that provides support and aid to individuals, mainly those from the disadvantaged and underprivileged segments of society. It necessitates the involvement of government, non-government, public, private, political, and religious organizations and institutions (Arbayah & Suparti, 2020) in addressing and eliminating social exclusion, stigma, discriminatory treatment, crime and violence, and other issues that impede the attainment of empowerment opportunities (Kapur, 2020). It is widely acknowledged that poverty, illiteracy, unawareness, and unemployment are frequent among individuals belonging to poor, marginalized, and socioeconomically backward sections of society. The villages residents are well aware on the limited in resources and struggle to make ends meet. When people face enormous obstacles that prove to be barriers in the course of sustaining their living conditions, it is obvious that they will have difficulties in acquiring empowering chances (Nurkomala, Diswandi & Fadliyanti, 2023).

Following the above issues and problems, one of the levers of economic growth in Deli Serdang Regency is the usage of village funds to implement various policies, programmes, and activities for village development and the empowerment of village communities. By carrying out various policies, programmes, and activities for village development and empowering rural communities, it was revealed from the following data that the Deli Serdang Regency Government had succeeded in reducing the poor population from 4.78 percent in 2012 to 3.78 percent in 2019. With success in reducing the number of poor people, Deli Serdang Regency, one of the regencies in North Sumatra Province, received in the 2021 fiscal year an allocation of Village Funds from the National Annual Budget (Anggaran Pengeluaran dan Belanja Negara) of IDR 312,546,966,000. The Village Fund allocation for Deli Serdang Regency is the second largest after the amount of the Village Fund allocation for South Nias Regency, which is IDR 351,138,751,000. Furthermore, with the Village Fund allocation amounting to IDR 312,546,966,000, the Deli Serdang Regency Government is certainly expected to succeed in prioritising the use of Village Funds for economic recovery in villages through social protection programmes, activities to deal with the COVID-19 pandemic, and supporting priority sectors in the village (BPS, 2021).

Regarding the priority of using village funds, an intriguing initial question to be answered conceptually and factually is how the village fund policy is being implemented in empowering village communities in Deli Serdang Regency, especially to overcome the social and economic impacts of the COVID-19 pandemic. Who will be involved in resource management? How efficient is the procedure for distributing the funds to assure its usefulness to the village community? To answer this initial question, it is regarded as necessary to conduct a further debate and examine several approaches that are conceptually carried out. As a result, the researcher conducted this study with a focus on the implementation of village fund policies and representing one of the government's responsibilities, which contributes to the body of knowledge on change management strategy and is an important subject in the Governance Science field.

II. LITERATURE REVIEW

A. Village Fund in Indonesia

In such a context, the considerations behind the Priority Use of Village Funds policy for 2021 include, among others, that in order to reduce the social and economic impact of the community and hamper village development due to the Corona Virus Disease 2019 (covid-19) pandemic, it is necessary to adapt new habits in the village. ; and that to deal with threats that endanger the country's economic system and/or financial system stability, it is necessary to implement state financial policies and financial system stability for handling the Corona Virus Disease 2019 (covid-19) pandemic, including the Village Fund.

Village is a traditional Village and Village or what is referred to by another name, hereinafter referred to as Village, is a legal community unit that has territorial boundaries that are authorized to regulate and manage government affairs, local community interests based on community initiatives, origin rights, and/or traditional rights recognized and respected in the system of government of the Unitary State of the Republic of Indonesia. Village Funds are funds sourced from the state revenue and expenditure budget intended for Villages which are transferred through the district/city regional revenue and expenditure budget and are used to finance government administration, development implementation, community development, and community empowerment. Priority for the use of Village Funds is a choice of programs and/or activities that take precedence over other activity options to be financed with Village Funds. Village Cash Work Intensity is an activity for empowering rural communities, especially the poor and marginalized, who are productive in nature by prioritizing the use of local resources, labor and technology to provide additional wages/income, reduce poverty, and improve people's welfare.

The covid-19 pandemic is a disaster caused by non-natural factors, namely Corona Virus Disease 2019 (COVID-19) which threatens and disrupts the lives and livelihoods of village communities, resulting in human casualties as well as social, economic, health and psychological or human psychological impacts. A covid-19 Safe Village is a condition of village life that remains productive in the midst of the covid-19 pandemic with the discipline of residents implementing health protocols by using masks, maintaining physical distance, and washing hands with soap and running water. Village Fund Direct Cash Assistance is an activity of providing direct assistance in the form of cash funds sourced from Village Funds to beneficiary families with agreed criteria and decided through village meetings. Village SDGs are an integrated effort to realize a village without poverty and hunger, an evenly growing economic village, a health-care village, an environment-care village, an education-care village, a women-friendly village, a networked village, and a culturally responsive village to accelerate the achievement of the Sustainable Development Goals.

From the data obtained, it is known that for the 2021 fiscal year, Deli Serdang Regency received Village Funds in the amount of Rp.312,546,066.-. The village funds are used in accordance with the priorities for the use of village funds in 2021, the handling of the Covid-19 pandemic, the implementation of the Village Cash Work Intensive, and the provision of Village Cash Direct Assistance. In addition, the implementation of Village Administration also

receives village development assistance. Among them, in the 2022 fiscal year, they received Village Funds in the amount of Rp. 323,958,125,000. and various inhibiting factors (BPS, 2021).

B. The Village's Indicator

Application of the Change Management Model to Realize Village Community Welfare and Village Independence adheres to the principle of integration of top down planning with bottom up planning which is designed in a comprehensive, integrated and sustainable approach according to the conditions of each village and/or conditions between villages. The achievement of the Change Management Model for Realizing Village Community Welfare and Village Independence is the development of Traditional Villages into Self-Help Villages, Self-Help Villages, and finally become Self-sufficient Villages or Independent Villages. The village development indicators are as follows:

A traditional village or pre-village is a type of village in isolated tribal communities where the whole life of the community is still very dependent on nature, starting from farming methods, health care, medicine and food processing. Usually, this pattern occurs in villages with remote areas and far away from other community groups so that the residents are more closed off. The pattern of relations between residents is very close and the village does not yet have adequate facilities to support social mobility.

A self-help village has a small population, a custom-bound lifestyle, modest community institutions, and low education levels. Farming is still reliant on nature. In distant areas like these, the livelihood system still prioritises everyday needs due to different constraints. Swadaya Village people are underdeveloped due to its remoteness and lack of transportation. Self-help villages are transitional between self-sufficient and self-help. Self-help villages have customs that are still practised but not binding, have adopted modern technology and equipment, and are not isolated. Swakarya village is close to the city's economic centre, making it easy for inhabitants to access numerous resources. People's livelihoods have also diversified away from agriculture. The local government and citizens work closely together in this village. The self-help village has highways for economic and social movement and educated citizens. Thus, its inhabitants can create other social activities despite distance. Villagers like this can now improve their standard of living through labour.

Swasembada Village or Mandiri Village is the most advanced village among the three previous villages. A village like this is usually located in a subdistrict town or close to a town but not a kelurahan. The life of the villagers is very advanced and can meet all their needs. They have mastered technology and have various tools to support their economic activities because the residents of this village have higher education, diverse jobs and very rational thinking patterns. Swasembada villagers are no longer bound by customs and are no longer isolated. Its location close to the city makes this village have various options for residents to work and make ends meet.

Several indicators can be used to evaluate the success of this change management strategy for emphasising village community welfare and independence: (1) the villagers' advanced standard of living and ability to meet all of their basic needs; (2) their mastery of technology and a variety of tools to support economic activity,

as well as their higher education, diverse employment opportunities, and rational thought processes; (3) their freedom from customs and isolation; and (4) their rational thought processes. The innovation is needed for any community or organisation want to change to a better movement (Mueller, 2017).

C. Driven Theory

According to Grindle (1980), says that the outcomes of policy implementation have a strong influence on society, individuals and groups and the acceptance of change is influenced by the content of the policy and the context of policy implementation. The contents of the policy include (1) interests affected; (2) type of benefits; (3) extent of change envisioned; (4) hierarchy of division making; (5) program implementers; and (6) committed resources. The implementation context includes (1) power, interests, and strategies of the actors involved; (2) institutional and regime characteristics; and (3) compliance and responsiveness.

Based on Grindle's theory (1980), the following research concepts were developed: Implementation of the Village Fund Policy in Empowering Village Communities in Deli Serdang Regency is seen as implementing the Regulation of the Minister of Villages and PDTT No. 13 of 2020 concerning priority use of village funds in 2021 handling of covid 19, labor intensive village cash, and village fund cash direct assistance discussed according to (1) parties whose interests are affected; (2) types of benefits that can be obtained; (3) the expected range of changes; (4) hierarchy of decision making; (5) program implementers; (6) resources that can be provided; (7) the power and interests of the actors involved; (8) the strategy of the actors involved; (9) institutional and regime characteristics; (10) consistency and responsiveness. According to Gibbon, Labonte and Laverack (2002), the researchers stated that there is important that stakeholders play a role to measure the community capacity.

III. CONCEPTUAL DEVELOPMENT

A. Research Methodology

Qualitative research is used in this study. The snowball approach was used to choose up to seven research informants. Secondary data was gathered through a literature review, and primary data was gathered through interview and observation procedures. The descriptive analysis established by triangulation observers' analysis was utilised for data analysis (Creswel, 1994).

B. Research Discussion

In accordance with the research objectives, the discussion of the research results obtained from the research informants discussed the implementation of village fund policy in empowering village communities in Deli Serdang Regency; discussion of Supporting and Inhibiting Factors for Implementation of Village Fund Policy in Community Empowerment in Deli Serdang Regency; and the development of the new model. The description of the discussion and interview are as follows:

1) Implementation of Village Fund Policy in Empowering Village Communities in Deli Serdang Regency

The implementation of various village development policies, programs and activities, services and empowerment of village communities certainly requires the support of village funds. Village Funds are funds originating from the State Revenue and Expenditure Budget earmarked for Villages which are transferred through the district/city Regional Revenue and Expenditure Budget and are used to finance government administration, development implementation, community development, and community empowerment. In implementing the village government administration system, the Village Fund can be a leverage factor in improving and expanding development performance, fostering and empowering village communities.

As one of the regencies in North Sumatra Province, Deli Serdang Regency in the 2021 fiscal year will receive Village Fund allocations, the Deli Serdang Regency Government is certainly expected to succeed in prioritizing the use of Village Funds for economic recovery in villages through social protection programs, activities to deal with the Covid-19 pandemic 19, and support priority sectors in the village. The priority for using the Village Fund is the Village Fund policy. From the analysis of the implementation of village fund policies in empowering village communities in Deli Serdang Regency, the following practical implications are obtained:

a) Interests Parties Affected

In the process of implementing Rural Development Policy (Peraturan Kementerian Desa) and Rural Development (Pembangunan Desa Tertinggal dan Terluar (PDTT) Number 13 of 2020 concerning Priority for the Use of Village Funds for 2021 in Deli Serdang Regency, each party has the right to receive and the obligation to give. It's received and given by numerous parties. First, health-related. Health is essential. With the policies and activities for handling the COVID-19 pandemic, especially when the Delta variant is widespread, no villager or person's health interests are unaffected. All have an interest in using village finances to empower village communities to deal with the COVID-19 pandemic. Second, economic interests. The economic interests at stake are mostly tied to business, revenue, and purchasing power. Economic activity in many sectors and levels declined after a large-scale social restriction policy and severe health procedures were adopted. As a result, people's income and purchasing power are severely diminished. Poorer groups feel this more. Thus, village cash labor-intensive policies and direct village cash support affect their economic interests. Thus, the village fund policy's empowerment of Deli Serdang's village communities has a substantial impact on the villagers' interests.

Third, village policies empower village communities and affect the government's interests. Central, provincial, district, sub-district, and village governments make up this government. All problems that disturb people's welfare must be addressed simultaneously since government actions aim to achieve people's welfare. Therefore, incorporating numerous government tasks in village fund policies is crucial. Government duties include protection, regulatory, development, service, empowerment, and intergovernmental interactions. Fourth, the village policy implementation process in empowering village communities in Deli Serdang also affects entrepreneurs in all industries and levels. The stringent social restriction regime has hindered many economic activities. As a result, widespread layoffs and business failures occurred.

b) The types of benefits

Various types of benefits from implementing village fund policies in empowering rural communities during the Covid-19 pandemic include health benefits and social benefits as well as economic benefits. Health benefits and social benefits are health protection and health services that rural communities receive from the activities of handling the Covid-19 pandemic which are organized by all village health facilities and regional health facilities as well as parties related to social protection performance. The economic benefits are the income and financial assistance that the community, especially the poor rural communities, get to overcome the consequences of losing their source of income. These benefits are obtained from Village Cash Labor Intensive activities and Village Cash Direct Assistance. Furthermore, after the Covid-19 pandemic has passed, various types of benefits from the implementation of village fund policies in empowering village communities should be more focused on economically productive businesses and business development through Village-Owned Enterprises and developing business networks between Village-Owned Enterprises at the district and sub-district levels. regency. The aim is to realize the independence and welfare of the village community.

c) The range of expected changes

The range of changes as designed by the Village Regulation policy among others aims to: (1) preserve and promote the customs, traditions and culture of the Village community; (2) encouraging initiatives, movements and participation of the Village community to develop Village potential and Assets for common welfare; (3) improving public services for Village community members in order to accelerate the realization of general welfare; (4) advancing the economy of the Village community; and (5) strengthening the village community as the subject of development. To reach outreach with village regulations requires a joint hard work by developing inter-village collaboration and village cooperation networks with various parties in various sectors and levels, and by making village-owned enterprises the main managers of village funds from the National Annual Budget (APBN).

d) Hierarchy of Decision Making

The hierarchy of decision-making in the process of handling the Covid-19 pandemic, the implementation of Village Cash Work-Intensive activities and the provision of Village Cash Direct Assistance depend more on the position and authority of the Village Head. However, in the context of administering the government administration system, before making decisions, especially decisions related to the implementation of central government or regional government policies, the Village Head needs to coordinate and/or consult with superiors. The superior parties in question are central government officials and regional government officials. Coordination is carried out for technical purposes, and consultation is carried out for administrative purposes. Thus the role of the village head becomes important and can be a determining factor in the range of changes expected from the implementation of the village fund policy in empowering rural communities.

e) Program Executors

Program implementation in the process of handling the Covid-19 pandemic, especially in overcoming health cases due to the Covid-19 pandemic and implementing health protocols, appears to be mostly carried out by officers from health agencies and related agency officers. The implementation of Village Cash Labor Intensive activities

which involve many villagers seems to be managed by local village apparatus staff. For certain jobs that require certain skills, the village cash-intensive work is assisted by a third party. Meanwhile, the provision of Direct Village Cash Assistance is carried out by village social institutions such as RT/RW with the help of local villagers. In the context of program implementation, coordination is carried out for technical purposes, and consultation is carried out for administrative purposes. Thus, the role of the village head remains important in implementing programs that use village funds to empower village communities.

f) Available Resources

Provision of resources in the process of implementing village fund policies in empowering village communities in Deli Serdang Regency basically includes all administrative government resources and community resources. The resources referred to include human resources, funding resources, infrastructure resources, policy resources, technological resources and environmental resources. Some of these resources come from administering government and implementing government affairs as well as from the environment, community potential and participation. In this context, village funds are one of the levers factors for the effectiveness of village fund policy implementation for empowering rural communities. Some people directly benefit from this effectiveness.

g) The Power and Interests of the Actors Involved

Because the Covid-19 pandemic has spread everywhere, and to anyone, naturally social interests have become very dominant. It is this social interest that determines the direction of all community empowerment programs and activities. And because each structural position and functional position in governance and society has its own authority and function, practically this position becomes a factor of governing authority and at the same time a controlling factor that influences the process of implementing village fund policies for empowering rural communities. The authority referred to by the parties involved in the process of implementing village fund policies in empowering village communities, is carried out with a formal approach and some is carried out with an informal approach. Practically all approaches are intertwined in a collaborative process that synergizes with each other.

h) Strategy of the Actors Involved

In the situation of the Covid-19 pandemic, where every individual feels their safety is threatened, and almost all sectors of the economy are down, then naturally every party must try to implement a strategy of involvement that supports the achievement of village fund policy implementation. The strategy of each party is certainly different from the other parties. Whatever the choice of engagement strategy adopted by each party, if the implementation of the strategy is intended to support the achievement of village fund policy implementation in community empowerment, it is certainly not a problem. The strategy of involving the parties in the process of implementing village fund policies in empowering rural communities is a managerial approach to realizing an idea, planning and implementation, which is related to the position and interests of each party. In a good strategy there is coordination of the work team, having a pattern of identifying supporting and inhibiting factors in accordance with the principles of rational and systematic implementation of ideas.

i) Institutional and Regime Characteristics

Structurally, the leading sector for the implementation of the village fund policy is the Village Government and the Village Representative Body. However, administratively there is a Regional Work Unit (SKPD) which is the leading sector that supports it. Institutional and regime characteristics in the village fund policy implementation process were identified from the position and authority as well as the duties and functions of each agency or institution directly involved in the policy implementation process. The institutional and regime characteristics referred to are formal in nature because they are bound by statutory regulations.

j) Consistency and Responsiveness

The consistency and response of parties involved in Village Cash Work-Intensive activities, Village Fund Direct Cash Assistance, and the COVID-19 epidemic were ideal. In the global COVID-19 pandemic, where everyone's health and safety are at risk and every entrepreneur is struggling, parties' consistency and responsiveness are naturally strong and sensitive. The covid-19 pandemic's public policy performance explains these parties' consistency and reactivity. The explanation shows how the reaction of policy targets complicates public policy implementation. Each party may interpret policy implementation differently. Howlett (1995) states that four conditions determine the situations and impacts: First, societal factors can alter issue interpretation and programme implementation. Thus, industrialised countries' social security programmes are not built to manage the rising rate of high or old-age unemployment, which puts a huge strain on public finances. Second, economic conditions affect policy implementation as well.

After an economic shift, a programme for the poor and unemployed may change. Regional economic realities necessitate more flexibility and liberty. Third, new technologies may affect policy. After better or cheaper technology is developed, pollution control regulations shift. Fourth, politics affect policy execution. Changes in government can alter policy implementation without altering policy. Conservative governments have tightened access to labour or socialist social security programmes without changing the policies. Thus, any policy environment change affects public policy implementation. Social, economic, and political developments may be alluded to. Ripley and Franklin (1990) define policy implementation as a series of actions that complement government officials' programme objectives and results. A set of activities or acts scheduled to occur once the programme is implemented by legislation. Grindle (1980) states that the latter is implementation in constructing a network that achieves public policy's political goals through government actions. Thus, a "policy delivery system" is created to achieve a goal. Thus, public policy involves goals, objectives, and means, translated into action programmes to achieve those goals. Different programmes might address the same policies and goals. The action programme is broken into projects. Individual action programmes and projects aim to affect the policy environment.

2) *Factors Supporting and Inhibiting the Implementation of Village Fund Policies*

Government's internal and external environments affect village fund policies' empowerment of village communities in Deli Serdang Regency. Bureaucratic work units relating to the COVID-19 epidemic, Village Cash Work-Intensive activities, and Village Cash Direct Assistance make up the government's internal environment.

Individuals, families, community groups, and the Village environment are the government's external environment. Supporting elements reinforce, enable, and accelerate village fund policies to empower rural communities. Inhibiting factors undermine, confuse, or even prevent village fund programmes from strengthening rural communities. The village fund policy empowers village communities in Deli Serdang Regency due to several elements in the internal government environment. The factors are government administrative resources from the central, provincial, district, sub-district, and village levels. Administration resources include apparatus, money, infrastructure, policy, and technology.

In the external government environment dimension, community interests, awareness, potential, and active community participation in policies, programmes, and management activities support the implementation of village fund policies to empower village communities in Deli Serdang. the COVID-19 epidemic, Village Cash Work-Intensive and Direct Aid programmes. Several problems in the government's internal and external environment hindered the village fund policy's empowerment of Deli Serdang Regency's rural communities. The COVID-19 epidemic and the Large-Scale Social Restrictions policy impair government administration and economic performance at the central, provincial, district, sub-district, and village levels. In the external government environment, widespread public health issues and many community economic activities were hampered or discontinued, making it difficult to implement village fund policies to empower village communities in Deli Serdang. The bureaucratic work culture, leadership, and mentality also violate government ethics.

3) *The Resource Management Collaboration Model*

This resource management collaboration model developed from discussing the implementation of village fund policies in community empowerment in Deli Serdang Regency is the result of the development of driven theory in the preparation of research concepts and instruments. This new model is prepared with the following preparation standards:

Theoretical Basis: Grindle (2004) says that public policy implementation activities are influenced by: (1) Policy content, which is related to: parties whose interests are affected; types of benefits that can be obtained; expected range of changes; location of decision making; program implementers; available resources. (2) Implementation context, which is related to: power, interests; and the strategies of the actors involved: institutional and regime features; and consistency and responsiveness.

Furthermore, based on Grindle's theory of public policy implementation, Implementation of Village Fund Policy in Empowering Village Communities in Deli Serdang Regency is defined as:

Implementation of Regulation of the Minister of Villages and PDTT Number 13 of 2020 concerning priorities for using village funds in 2021 for handling Covid 19, village cash work-intensive activities, and direct village fund cash assistance discussed according to (1) parties whose interests are affected; (2) types of benefits that can be obtained; (3) the expected range of changes; (4) location of decision making; (5) program implementers; (6) resources that can be provided; (7) the power and interests of the actors involved; (8) the strategy of the actors involved; (9) institutional and regime characteristics; (10) consistency and responsiveness.

Empirical Basis: Analysis of the ten dimensions of village fund policy implementation in empowering village communities in Deli Serdang Regency shows that the expected extension of change envision dimensions are revealed to produce dominant practical implications in the perspective of research object analysis. The practical implications in question are as follows:

The range of changes as designed in the Village Regulation policy among others aims to: (1) preserve and promote the customs, traditions and culture of the Village community; (2) encouraging initiatives, movements and participation of the Village community to develop Village potential and Assets for common welfare; (3) improving public services for Village community members in order to accelerate the realization of general welfare; (4) advancing the economy of the Village community; and (5) strengthening the village community as the subject of development. To reach this reach with village regulations requires a joint hard work by developing inter-village collaboration and village cooperation networks with various parties at various sectors and levels, and by making village-owned enterprises the main managers of village funds from the National Annual Budget (Anggaran Pengeluaran dan Belanja Negara).

Conceptually, the model is defined as a collaborative system for managing village community resources and village government in carrying out governmental role included regulatory functions, supervisory functions, development functions, service functions, empowerment functions, and intergovernmental relations functions. The resources in question are six administrative resources which include human resources (man), funding resources (money), infrastructure resources (materials), policy resources (methods), technological resources (machines), and environment (markets).

With this definition, there are six dimensions of administrative resource management: (1) Collaborative dimensions of resource management in implementing regulatory functions; (2) The dimensions of resource management collaboration in the implementation of the supervisory function; (3) Collaborative dimensions of resource management in the implementation of the development function; (4) Collaborative dimensions of resource management in the implementation of service functions; (5) The dimensions of resource management collaboration in implementing the empowerment function; and (6) The dimensions of collaboration in resource management in the implementation of the empowerment function. The description of the six dimensions of analysis is as follows:

a) Regulatory Functions

The coordination, cooperation, and togetherness of the Village Government, Village Consultative Body, and Village Communities, as well as various related parties in various sectors and levels, in formulating, establishing, supporting, and or socialising Village Regulations, Village Head Regulations, Village Head Decrees, and Village Head Instructions, is referred to as Regulatory Functions. The regulatory function is one of the government functions that has the function of regulating the administration of village government and village society so that it is in accordance with laws and regulations, particularly the Village Regulation Policy as stipulated in the Law on Villages, which among other things aims to: (1) preserve and promote the customs, traditions, and culture of the

Village community; (2) encouraging initiatives, movements, and participation in village government and village society; and (3) encouraging initiatives, movements, and participation in village government and village society.

The implementation of transparent and democratic village administration by absorbing and managing villagers' aspirations, expectations, and potential, as well as paying attention to village environmental conditions, is the principle of collaborative resource management in carrying out regulatory functions, particularly in formulating and enacting Village Regulations. The scope of collaborative resource management in carrying out the regulatory function includes: publication, participation, and dissemination of village rules or policies related to the interests of many people's livelihoods by involving stakeholders in the regulatory function-carrying process. The goal of regulatory policy is to gradually establish conditions conducive to achieving village community welfare and independence.

b) Oversight Function

The Oversight Function is made up of cross-sectoral and cross-level coordination, cooperation, and collaboration between the Village Government, the Village Consultative Body, the Village Community, and numerous associated stakeholders. The supervisory function is one of the government's functions that entails monitoring and controlling the administration and management of village administration and the social behaviour of the village community to ensure compliance with laws and regulations, particularly the Village Regulation Policy as stipulated in the Law on Villages, which aims, among other things, to: (1) preserve and promote the customs, traditions, and culture of the Villa; and (2) protect and preserve the natural environment of the village.

The principle of collaborative resource management in the implementation of the oversight function is the implementation of transparent, effective, and accountable village government in the management of village government resources and village resources to conduct government affairs that are the Village's responsibilities. The scope of resource management collaboration in implementing the supervisory function includes: (1) implementation of the inherent supervisory function, which is the responsibility and duty of the Village Head; (2) implementation of the functional oversight function, which is the responsibility and duty of the Village Consultative Body and related agencies; and (3) implementation of the community oversight function by elements of the village community, non-government organisations. The direction of the supervision policy is to progressively establish conditions that are conducive to achieving the independence and welfare of the village community.

c) Development Function

The Development Function is responsible for the coordination, cooperation, and collaboration of the Village Government, the Village Consultative Body, the Village Community, and many connected parties at various sectors and levels. The development function is one of the government functions that is responsible for establishing, repairing, and/or enhancing various Village Government facilities and infrastructure, as well as organising, repairing, and/or improving various facilities and infrastructure for community services and arranging the Village

environment in order to facilitate and expedite the implementation of government affairs, village development, and/or development of potential annuitants. The Village Law aims, among other things, to: (1) preserve and promote the Village community's customs, traditions, and culture; (2) encourage initiatives, movements, and participation of the Village community to develop Village potential and assets for common welfare; (3) improve public services for Village community members in order to accelerate the realisation of general welfare; (4) advance the Village community's economy; and (5) strengthen t

The implementation of transparent, effective, and accountable village government in managing village government resources and village resources to carry out various village development policies, programmes, and activities is the principle of collaborative resource management in the implementation of the development function. The scope of resource management collaboration in implementing the development function includes the following activities: (1) activities for the construction of infrastructure for the village administration and the village environment, which are the duties and responsibilities of the village government; (2) development activities for public facilities and social facilities, as well as non-physical development, which are the duties and responsibilities of the relevant agencies; and (3) village communication. The goal of development policy is to gradually establish favourable conditions for rural community welfare and village independence.

d) Service Functions

The Service Functions consist of coordination, cooperation, and collaboration between the Village Government, the Village Consultative Body, and the Village Community, as well as other associated parties in various sectors and at different levels. The service function is one of the government functions that has strategic uses to meet the basic needs of rural communities relating to health, education, income, village environmental management, and government administration, so that they are in accordance with the Village Regulation Policy as stipulated in the Law on Villages, which includes, among other goals: (1) preserving and promoting the customs, traditions, and culture of the Village community; (2) encouraging initiative and self-reliance; and (3) fostering a sense of community among the Village residents.

The principle of collaborative resource management in the implementation of the development function is the implementation of transparent, efficient, and accountable village government in the management of village government resources and village resources for the implementation of various policies, programmes, and service activities for village communities. The scope of resource management collaboration in implementing service functions includes the following: (1) administrative service activities that are the responsibilities of the Village Government and related agencies; (2) Village community health service activities that combine the responsibilities of the Village Government, health agencies, and village non-governmental organisations; and (3) educational service activities for Village residents that integrate the responsibilities of the Village Government, educational agencies, and village non-governmental organisations. The direction of the service policy is to progressively establish the conditions for achieving the independence and welfare of the village community.

e) Empowerment function

The Empowerment Function is the coordination, cooperation, and working together of the Village Government, the Village Consultative Body, the Village Community, and other related groups in different sectors and levels. Empowerment is one of the roles of government that can be used strategically to help people, families, and neighbourhood community groups get more resources and skills. People, families, and village community groups have intellectual, social, and economic resources and abilities. Empowerment is in line with the Village Regulation Policy, which is set out in the Village Law. This policy aims, among other things, to: (1) preserve and promote the customs, traditions, and culture of the Village community; (2) encourage initiatives, movements, and participation of the Village community to develop Village potential and Assets for common welfare; (3) improve public services for Village community members in order to speed up the realisation of general welfare.

The principle of collaborative resource management is that village governments should be open, effective, and answerable for how they use village government resources and village resources to carry out different policies, programmes, and village community empowerment activities. The scope of resource management collaboration in carrying out the empowerment function includes: 1) activities to reduce poverty and provide livable housing; 2) informal education activities and job skills training; 3) distribution of manpower and venture capital assistance; and 4) development of local wisdom values to preserve and advance the customs, traditions, and culture of the Village community and to encourage initiatives, movements, and participation of the Village. The goal of the empowering policy is to make it easier for the village community to be healthy and for the village to be able to take care of itself.

f) Inter-Governmental Relations Function

Coordination, cooperation, and relations between Village Governments in one sub-district area, and relations between Village Governments in one district/city area comprise the Inter-Governmental Relations Function. The function of inter-governmental relations is one of the government's functions that has strategic uses to improve and expand the performance of village government, particularly by increasing and expanding cooperation with Village-Owned Enterprises to expand productive economic business cooperation for villagers, increase employment, and increase village community income. Relations between Village Governments are in accordance with the Village Management Policy as outlined in the Law on Villages, which aims, among other things, to: (1) preserve and promote the customs, traditions, and culture of the Village community; (2) encourage initiatives, movements, and participation of the Village community to develop Village potential and Assets for common welfare; and (3) enhance public services for Village community members in order to expedite the reassembly of the Village community.

The principle of collaborative resource management in the implementation of intergovernmental relations functions is transparent, efficient, and accountable village government cooperation in the management of village government resources and village resources for the conduct of various government affairs. The scope of resource management collaboration in the implementation of intergovernmental relations functions comprises the following: (1) cooperation in village arrangements; (2) cooperation in village government supervision; (3) cooperation in village development; (4) cooperation in village community service; (5) cooperation in village community empowerment; and (6) cooperation between villages. The policy direction for relations between Village

Governments is to progressively establish conditions conducive to achieving village community welfare and village autonomy.

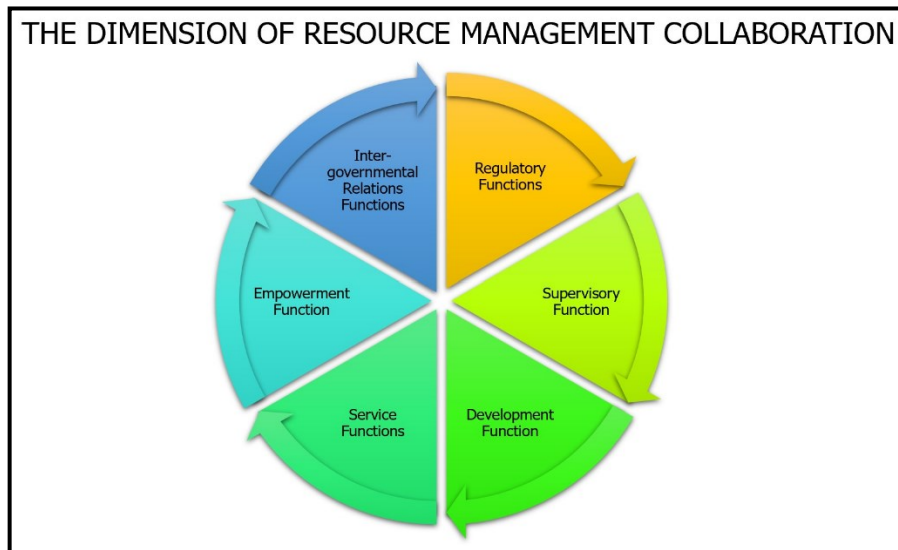


Figure 1. The Dimension of Resource Management Collaboration Model for The Implementation of Village Fund Policy

Source: Developed by the Author

This model can be implemented in an official capacity through the Village Development Planning Consultation Mechanism (Musrenbang Desa) or Inter-Village Musrenbang in one subdistrict or district/city area. The model can be implemented through the working mechanism of the administration of Rukun Warga (RW) and Rukun Tetangga (RT) or other names for areas at the RW level, albeit in an unofficial capacity.

IV. CONCLUSION AND RECOMMENDATION

This study contributes a substantial amount of new theoretical and practical knowledge. The discussion of the implementation process, the factors contributing to the implementation, and the proposed model of resource management collaboration provides a comprehensive view of the issues and problems that have arisen in the Indonesian government's distribution of village funds. The case study in Deli Serdang Regency will serve as an example and future reference for other government sectors and organisations as they contemplate the implementation of village fund and other service roles. This implementation of village fund public policies is capable of satisfying the needs of stakeholders from all 360 degrees of the district, including (1) the interests of the affected parties; (2) the benefits received by the village community; (3) the expected range of changes; (4) the hierarchical structure of decision-making; (5) programme implementers; (6) the resources that can be made available; and (8) the power and interests of the actors i.e. Indirectly, the effective policy is able to mitigate the economic impact of the Covid-19 pandemic via Village Cash Work-Intensive activities and the provision of Village Fund Direct Cash Assistance, which utilises Village Fund distribution from the 2021 State Budget of IDR 312 546 966 000,-. (BPS, 2021).

In addition, this study is able to identify the internal and external environments of government that support and inhibit the implementation of village fund policies in empowering village communities in the Deli Serdang Regency. Administrative resources are supporting factors that can strengthen, facilitate, or accelerate the process of implementing village fund policies to empower rural communities. Inhibiting factors are anything that can weaken, confound, or impede the process of implementing village fund policies in empowering rural communities, specifically the Covid-19 pandemic, and can be applied to any emergency preparedness. All stakeholders, including the government, must be prepared for the challenges posed by a changing business climate, especially given its dynamic nature (Sharin, Shamsudin & Sentosa, 2023).

The resource management collaboration model proposal concludes with an in-depth discussion of the implementation of village fund policies and the influence factors. This collaborative system will play an essential role in community resource management and village administration. Moreover, this model is capable of carrying out a variety of government responsibilities, such as regulatory functions, supervisory functions, development functions, service functions, empowerment functions, and intergovernmental relations functions. Therefore, the six dimensions of resource management collaboration have been designed with the implementation of the village fund policy in Deli Serdang Regency in mind. It will be able to assure the welfare of villages and empower the community to be self-sufficient and withstand economic changes if the implementation is effective (Halim & Noor, 2023). On top of that, this model contributed to the wealth of knowledge from the change management model strategy that is applicable not only to the government sector, but also to business practitioners and researchers.

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