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Policy implementation the transition period: A case study at Tangerang

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ABSTRACT

The total assets managed by the UPK in Tangerang Regency are IDR 47,424,689,719, if the UPK does not transform into a Joint BUMD there is a chance that the government will lose these funds, because the management of the UPK is managed privately. The aim of this research is to implement policies, determinant factors that determine policy implementation, and strategies for optimizing the policy transition of establishing managers of ex-PNPM-MP community revolving fund activities into joint village-owned enterprises in Tangerang Regency, Banten Province. This research uses the policy implementation theory proposed by Hamdi. The research method used is a qualitative approach with descriptive research type. The data analysis technique used is data reduction and drawing conclusions. The research results show that the implementation of the transition policy for the formation of Ex-PNPM-MP Community Revolving Fund Activity Managers to become BUMDesma has not been optimal. This is proven by the research results that there is no former PNPM-MP DBM Activity Management Unit that has implemented the transformation process. Policy Transition: 1) Unfreezing Stage, namely socialization and communication steps as well as organizational/institutional strengthening. 2) The Movement Stage, namely the step of sharing understanding about the transformation process. 3) Refreezing stage, namely the leadership role and connections between programs. Policy implementation strategies during the transition period: communication and socialization and institutions.

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INTRODUCTION

The government then issued Government Regulation Number 11 of 2021 concerning Village-Owned Enterprises, in Article 73 mandating funds of Rp. 12.7 trillion managed by 5,328 Activity Management Units of the former National Program for Rural Independent Community Empowerment must be transformed into Village-Owned Enterprises with Village Financial Institutions. This is supported by the Regulation of the Minister of Villages, Development of Disadvantaged Regions and Transmigration Number 15 of 2021 concerning Procedures for the Establishment of Revolving Fund Activities for Ex-PNPM-MP Communities into Joint Village-Owned Enterprises. This has triggered various perspectives in the community, some consider this as a step forward, some say that this policy is a step backwards. While most of the Activity Management Units state that this policy is not legal with an interesting perspective to be examined, there has been no movement at all to form a Village Owned Business Entity with Village Financial Institutions as mandated by Article 73.

Furthermore, when PNPM-MP was ended, based on information on the inventory of Community Direct Assistance assets agreed by the community for Productive Economic Business and Women's Savings and Loans activities nationally amounted to ± Rp. 6 trillion with the management of the Activity Management Unit. The fund's assets at the end of the program (2014) were recorded to grow to ± Rp. 12.7 trillion from a total of 5,328 Activity Management Units spread throughout Indonesia.

The distribution of PNPM-MP Activity Management Units can be seen in the table below:

Table 1. Recapitulation of the Activity Management Unit of the National Program for Rural Independent Community Empowerment

No.	Province	Regency	Sub-District	Fund (Rupiah)
(1)	**(2)**	**(3)**	**(4)**	**(5)**
1	Aceh	18	257	631.128.094.353
2	Sumatera Utara	27	298	318.806.946.748
3	Sumatera Barat	12	144	373.991.448.950
4	Riau	9	64	199.080.797.083
5	Jambi	9	83	173.617.968.929
6	Sumatera Selatan	13	123	235.323.661.841
7	Bengkulu	9	85	105.722.418.293
8	Lampung	13	147	343.548.036.354
9	Kep. Bangka Belitung	3	15	21.133.033.918
10	Kepulauan Riau	5	45	102.840.058.021
11	Jawa Barat	18	422	1.048.104.266.523
12	Jawa Tengah	29	425	1.910.132.614.056
13	DI Yogyakarta	4	36	221.632.902.395
14	Jawa Timur	29	509	1.609.717.252.161
15	Banten	4	108	245.534.328.339
16	Bali	8	46	126.961.033.725
17	Nusa Tenggara Barat	8	64	218.644.604.198
18	Nusa Tenggara Timur	21	292	545.446.792.155
19	Kalimantan Barat	12	141	257.883.512.679
20	Kalimantan Tengah	13	130	201.392.275.371
21	Kalimantan Selatan	10	105	206.827.510.150
22	Kalimantan Timur	7	80	190.400.728.530
23	Kalimantan Utara	4	36	28.575.757.796
24	Sulawesi Utara	11	127	161.355.393.134
25	Sulawesi Tengah	11	156	250.943.973.495
26	Sulawesi Selatan	20	238	468.728.720.291
27	Sulawesi Tenggara	11	184	353.379.164.429
28	Gorontalo	5	66	113.153.604.309
(1)	**(2)**	**(3)**	**(4)**	**(5)**
29	Sulawesi Barat	6	48	33.676.186.036
30	Maluku	9	106	69.489.133.165
31	Maluku Utara	6	79	73.474.810.252
32	Papua	28	471	-
33	Papua Barat	12	170	10.077.090.992
	Total	**404**	**5.328**	**12.750.724.118.672**

Source: Bumdes (2022d)

The government has officially terminated PNPM-MP. For information, the PNPM-MP Activity Management Unit is the manager of the Community Revolving Fund. The total funds under management reached Rp 12.7 trillion, with total assets of Rp 594 billion throughout Indonesia. This transformation is also the beginning of maintaining the sustainability and expansion of the benefits of the Rp 12.7 trillion Community Revolving Fund continues to roll over to the poor in the village, as well as accelerating village independence in the sub-districts where PNPM-MP is located. There is a clear reason why the transformation of the Community Revolving Fund manager from the PNPM-MP Activity Management Unit to a Joint Village-Owned Enterprise was carried out. One of them is because so far the management of assets by the Activity Management Unit is contrary to the Village Law. Revolving funds are only enjoyed by managers and a handful of people involved in management. This condition has an impact on decreasing the quality of community participation (DPR.go.id, 2022).

The results of a study conducted by the Ministry of Villages, Development of Disadvantaged Regions, and Transmigration carried out in 570 sub-districts of the former PNPM-MP Activity Management Unit, until the end of 2021, from 570 ex-PNPM-MP Activity Management Units, which were used as study samples, it was found that (Kemendes RI, 2022):

1. 405 Activity Management Units (71%) are still in the form of institutional Activity Management Units.
2. 91 Activity Management Units (16%) have changed to Legal Entity Associations.
3. 71 Activity Management Units (12.5%) have changed to Joint Village-Owned Enterprises.
4. 1 Activity Management Unit (0.2%) has changed to a Cooperative.
5. 1 Activity Management Unit (0.2%) changed to a Limited Liability Company.
6. 1 Activity Management Unit (0.2%) underwent institutional changes more than once, namely from the Activity Management Unit to a Legal Entity Association and then changed again to a Joint Village-Owned Enterprise.

The problem of changing status has been experienced by the Village Credit Agency since the issuance of the Financial Services Authority Regulation Number 10 of 2016 concerning the transformation of the Village Credit Agency which finally requires this Agency to carry out the status transfer process, because the Village Credit Agency is considered unincorporated by the government whose impact is on the status of asset ownership. The constraints of status changes that occur in Village-Owned Enterprises, hereinafter abbreviated as BUMDes Genteng District, have several factors, including unclear regulations issued by the government related to the mechanism for transforming Village Credit Agencies into BUMDes, suboptimal management of Human Resources, no response and support from the community. Meanwhile, efforts to resolve the obstacles of status change include the village government providing concrete understanding to the community related to changing the status of the Village Credit Agency to a Village-Owned Enterprise, uniting the vision and mission of the management, conducting discussion forums with several related layers and being involved in the status transfer process. In the end, the Village Credit Agency throughout Banyuwangi Regency agreed to cooperate between BUMDes, which in this case is BUMDesma through PT. Village Credit Agency of Banyuwangi Regency to save assets (Fuad & Arifah, 2020).

Based on the progress of registration for the registration of legal entities for BUMDes, BUMDesma and BUMDesma Village Financial Institutions by the Ministry of Villages, Development of Disadvantaged Regions, and Transmigration for the March 2022 period, it can be seen in the following table:

Table 2. Data on Registration Progress of Legal Entity Registration for Village-Owned Enterprises, Joint Village-Owned Enterprises and Village-Owned Enterprises with Village Financial Institutions for the March 2022 Period



PROGRES VERIFIKASI PENDAFTARAN BADAN HUKUM
BUM DESA DAN BUM DESA BERSAMA
Update Data basis secara Nasional 2022

BUM DESA	39.854
Jumlah Pendaftar Nama	29.043
Nama Terverifikasi	27.388
Perbaikan Nama	1.417
Proses Pengajuan Nama	238
Jumlah Pendaftar Badan Hukum	10.811
Dokumen Terferivikasi	4.710
Perbaikan Dokumen	4.333
Proses Pendaftaran	1.768

BUM DESA BERSAMA	1.896
Jumlah Pendaftar Nama	1.805
Nama Terverifikasi	365
Perbaikan Nama	1.325
Proses Pengajuan Nama	115
Jumlah Pendaftar Badan Hukum	91
Dokumen Terferivikasi	25
Perbaikan Dokumen	54
Proses Pendaftaran	12

BUM DESA BERSAMA Lkd	496
Jumlah Pendaftar Nama	307
Nama Terverifikasi	179
Perbaikan Nama	102
Proses Pengajuan Nama	26
Jumlah Pendaftar Badan Hukum	189
Dokumen Terferivikasi	82
Perbaikan Dokumen	33
Proses Pendaftaran	74

Source: Bumdes (2022b)

Based on the figure above, it shows that the transformation process of the Activity Management Unit, hereinafter abbreviated as UPK into BUMDesma Village Financial Institutions nationally, has only 486 Activity Management Units from 5,328 UPK or with a realization rate of 9.12%, while this transformation process is scheduled for two years. With only a few months remaining, it is highly unlikely that this transformation process will be completed according to a predetermined schedule.

One of the provinces with a suboptimal transformation process is Banten Province, the recapitulation of UPK PNPM-MP in Banten Province can be seen in the following table:

Table 3. Recapitulation Data of the Activity Management Unit of the National Program for Rural Independent Community Empowerment in Banten Province

No.	Regency	Sub-District	Fund (Rupiah)
(1)	(2)	(4)	(3)
1	Pandeglang	33	62.819.858.911
2	Lebak	27	64.177.888.643
3	Tangerang	20	47.424.698.719

4	Serang	29	71.376.627.514
5	South Tangerang	3	4.071.201.028
Total		**112**	**249.870.274.815**

Source: Bumdes (2022c)

In line with the national transformation process, Banten Province also experienced the same thing. The process of transforming UPK into a Village Financial Institution BUMDesma did not go as expected, can be seen in the following picture:



Figure 1. Data on the Progress of Registration of Legal Entities for Village-Owned Enterprises with Village Financial Institutions for the March 2022 Period
Source: Bumdes (2022a)

The picture above shows that of the 4 districts in Banten Province, only one district has made progress in transforming UPK into BUMD with Village Financial Institutions, namely Tangerang Regency with 20 UPK units has not carried out the transformation of UPK into BUMD with Village Financial Institutions.

Table 4. Community Revolving Fund Activities Management Unit (UPK) of Tangerang Regency

No.	UPK Name	Establishment	Fund (RP)	Status
(1)	**(2)**	**(3)**	**(4)**	**(5)**
1.	Balaraja	2009	1.594.161.806	Not yet transformed
2.	Jayanti	2009	2.144.344.568	Not yet transformed
3.	Tigaraksa	2006	3.836.994.300	Not yet transformed
4.	Jambe	2022	1.224.961.244	Not yet transformed
(1)	**(2)**	**(3)**	**(4)**	**(5)**
5.	Cisoka	2001	1.796.547.593	Not yet transformed
6.	Kresek	1998	2.385.356.740	Not yet transformed
7.	Kronjo	1999	4.166.304.857	Not yet transformed
8.	Kemiri	2002	1.711.044.042	Not yet transformed
9.	Sukadiri	2004	1.571.075.734	Not yet transformed
10.	Rajeg	2008	3.925.775.075	Not yet transformed
11.	Teluknaga	2003	2.378.669.701	Not yet transformed
12.	Pakuhaji	2021	1.894.382.664	Not yet transformed
13.	Sukamulya	2009	1.615.582.402	Not yet transformed
14.	Kelapa Dua	2007	2.156.574.692	Not yet transformed
15.	Sindang Jaya	2004	2.154.030.460	Not yet transformed
16.	Sepatan Timur	2004	3.072.402.334	Not yet transformed
17.	Solear	2004	1.648.694.885	Not yet transformed
18.	Gunung Kaler	2004	1.993.230.549	Not yet transformed
19.	Mekar Baru	2004	3.163.742.842	Not yet transformed
20.	Pasar Kemis	2004	2.990.822.231	Not yet transformed
Total			**47.424.698.719**	

Source: Bumdes (2022e)

Based on the table above, it shows that the process of transforming UPK into BUMD with Village Financial Institutions in Tangerang Regency has not yet carried out the transformation, with only a few months left, it is very unlikely that this transformation process will be completed according to the predetermined schedule (November 2023). The total assets managed by UPK in Tangerang Regency amounted to Rp 47,424,689,719, if UPK does not transform into a BUMD Bersama there is a chance that the government will lose these funds, because the management of UPK is managed privately.

The absence of UPK that carries out transformation is due to the lack of socialization of the transformation of the former PNPM-MP into BUMD Bersama must be carried out because there are many dynamics that develop in society. This activity is carried out so that UPK managers understand the rules, starting from the formation to the running of BUMD Bersama activities. In addition, the transformation ensures that the assets of the former PNPM-MP which became a BUMD Bersama remain sustainable. It is also necessary to ensure that these former PNPM-MP participants are accommodated in the Joint BUMD and bring great benefits to the community. Thus, it is hoped that BUMD Bersama can develop with other business units, thus providing additional income for the village government and providing benefits in the form of social assistance for the community.

METHOD

This research uses a qualitative approach with a focus on the problem of implementing the policy of establishing a revolving fund activity manager for the former PNPM-MP community into a BUMDesma in Tangerang Regency, Banten Province. Purposive sampling was considered to use because researchers thought that the informants are parties with capabilities and know best about what the researchers expect, or maybe he is the ruler to make it easier for researchers to explore the object/social situation studied. The techniques used by researchers to collect primary data include observation, interviews, focus discussion groups and questionnaires. Activities to collect qualitative data can use methods including gradual and in-depth interviews, participatory observation, focused discussion.

RESULTS AND DISCUSSION

Implementation of the Policy for the Establishment of Community Revolving Fund Activities Manager Former National Program for Rural Independent Community Empowerment into Joint Village-Owned Enterprises

Productivity

The implementation of the policy of transforming the UPK Revolving Fund for the Ex-PNPM-MP Community into BUMDesma is still very low/not as expected (Hamdi, 2002), which suggests that productivity is related to the ability to realize the achievement of predetermined standards, especially regarding the achievement of the target group number standards. Hamdi further described that the smoother the fulfillment of the target group's achievements, the more productive the implementation of the policy will be. Regarding the context of the Implementation of the Transformation Policy of the Ex-PNPM-MP Community Revolving Fund UPK into BUMDesma, the target group in question is the ex-PNPM-MP Community Revolving Fund UPK, has not achieved what the target group has achieved and is still top down within the government and the implementers have not achieved the community targets.

Productivity relates to the ability to realize the achievement of predetermined standards, especially regarding the achievement of the standards of the number of target groups that the smoother the fulfillment of the achievements of the target group, the more productive the implementation of the policy. Regarding the context of the Implementation of the Transformation Policy for the Community Revolving Fund Activity Management Unit of the Former National Program for the Empowerment of Rural Independent Communities into Joint Village-Owned Enterprises, it can be said to be unproductive.

Linearitas

Judging from the rules, there has been linearity regarding the conformity of the standard fulfillment process with the predetermined standard specification guidelines. The suitability concerns the procedure, time, cost, place and execution. The more in accordance with the process of meeting standards in policy implementation, it can be stated that the implementation of the policy is more linear, the procedure is quite well timed as well but the cost is still very high because the burden on the Tangerang Regency APBD in its implementation still does not involve the central government.

Efficiency

Level of resource utilization (implementers, assets, funds and technology). Implementation of the Transformation Policy of the Community Revolving Fund Activity Management Unit Former National Program for the Empowerment of Rural Independent Communities into Joint Village-Owned Enterprises to be more efficient in the transformation process in collaboration with other agencies and the central government.

Determinants influence the success and unsuccess of the Transformation of the Community Revolving Fund Activity Management Unit Former National Program for Rural Independent Community Empowerment into a Joint Village-Owned Enterprise

Policy Substance Context

Consistency of content/specification derivation Implementation of Community Revolving Fund Activity Manager Transformation Policy Former National Program for Rural Independent Community Empowerment into Joint Village-Owned Enterprises through the Legal Basis of Law Number 6 of 2014 concerning Villages, Government Regulation Number 11 of 2021 concerning Village-Owned Enterprises and Regulation of the Minister of Villages, Development of Disadvantaged Regions and Transmigration Number 15 of 2021 concerning Procedures for the Establishment of Activity Managers Community Revolving Fund The Former National Program for Rural Independent Community Empowerment into a Joint Village-Owned Enterprise is in line with national policy, but this policy has not yet reached the community only to the level of government officials, even though a policy must touch the community, it is hoped that in the future the government will cooperate with the community in the transformation process Community Revolving Fund Activity Manager Former National Program for Independent Community Empowerment Rural areas become joint village-owned enterprises.

Context of Executor Task Behavior

Cooperation between implementers, work motivation Policy Implementation Policy Implementation Transformation Policy Community Revolving Fund Activity Manager Former National Program for Rural Independent Community Empowerment into a Joint Village-Owned Enterprise in Tangerang Regency, the motivation of the implementers is quite good, especially civil servants in the Village Community Empowerment Office of Tangerang Regency, we work based on policies that have been outlined by applicable laws. What needs to be improved is the ability to carry out negotiations with the managers of Community Revolving Fund activities. The tendency of abuse of authority Policy Implementation of the transformation of the Ex-PNPM-MP Community Revolving Fund Activity Manager into BUMDesma, is very large due to changes in regulations and legal products. It is difficult for the community to correct or appreciate the success rate of the transformation of the Ex-PNPM-MP Community Revolving Fund Activity Manager into BUMDesma. Implementation Learning Ability is the need for support from the central, provincial and district / city governments in implementing the policy, especially technical guidelines for implementation.

Network Interaction

Cooperation between implementers Implementation of the Transformation Policy for Community Revolving Fund Activities Management The former National Program for the Empowerment of Rural Independent Communities into Joint Village-Owned Enterprises in Tangerang Regency in Tangerang Regency has not been going well.

Target Group Participation

The participation of the target group for the implementation of transformation policies, for activity actors has not been optimal and even tends to conflict with government policies. The solution and implementation of the transformation step is by educating the public widely and sustainably on the importance of transforming the Community Revolving Fund Activity Manager of the Former National Program for Rural Independent Community Empowerment into a Joint Village-Owned Enterprise in Tangerang Regency. This is because back to the point of the mindset problem that forming the right thoughts in future generations is easier and more effective than changing existing thought patterns.

Strategy to Optimize the Transition of the Policy for Revolving Fund Activities Management of the former PNPM-MP community to BUMDesma in Tangerang Regency, Banten Province

Transition of the Policy for Managing Community Revolving Fund Activities from former PNPM-MP to BUMDesma

The end of PNPM-MP which was marked by the issuance of letter No. 134/DPPMD/VII/2015 concerning Guidelines for Termination and Structuring of PNPM-MP Activities Results on July 13, 2015, certainly marked the end of institutions under PNPM and PNPM PTO as the basis and reference for its work. The emergence of the PNPM termination letter is in the context of implementing Law Number 6 of 2014 concerning Villages which no longer uses PNPM-MP as one of its programs.

The birth of Government Regulation Number 11 of 2021 concerning Village-Owned Enterprises, has consequences for the former PNPM-MP UPK to be transformed into a Village Financial Institution BUMDesma. This is supported by the Regulation of the Minister of Villages, Development of Disadvantaged

Regions and Transmigration Number 15 of 2021 concerning Procedures for the Establishment of Revolving Fund Activities for Ex-PNPM-MP Communities to Become BUMDesma.

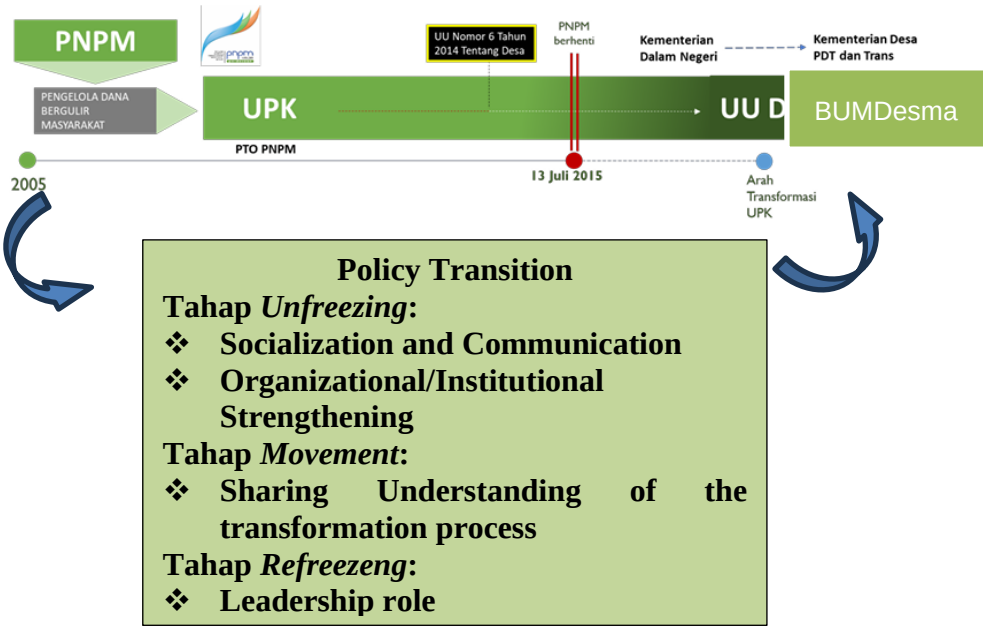


Figure 2. PNPM-MP Transformation Policy Transition Process into BUMDesma
Source: Developed by Researchers, 2023

Through three stages of Unfreezing-Movement-Refreezing-Recurring policy transition, prioritizing individuals or humans as the root of change. In addition, it focuses on identifying the driving and inhibiting factors in organizational change management resistance. The driving factor is the reason individuals in the organization are motivated to participate in making changes. On the other hand, inhibiting factors represent the reason individuals in the organization are reluctant to make changes. So it can be concluded that whatever disruption occurs in policy implementation, if the government is able to encourage and motivate the community / community organizations to participate in change, then change will be successful.

Strategy to Optimize the Policy Transition of the Revolving Fund Activities Manager Policy of the former PNPM-MP community to BUMDesma

Socialization and Communication Strategies

Referring to the socialization and communication problems of the transformation of UPK ex-PNPM-Mandiri into BUMDesma, in the context of imaging and raising support for the program, the objectives of communication are as follows:

1) Building public awareness and understanding that the transformation of UPK PNPM-MP into BUMDesma is a continuation of community-based poverty reduction programs.
2) Building understanding of community empowerment program implementers about the transformation of UPK PNPM-MP into BUMDesma as a form of consolidation of programs related to poverty reduction that aim to be more effective and on target.
3) Building stakeholder understanding and commitment to support the transformation of UPK PNPM-MP into BUMDesma.
4) In order to implement the transformation of UPK PNPM-MP into BUMDesma by the community, the objectives of communication are as follows:
5) Building an attitude of independence and community empowerment.
6) Developing public understanding of the transformation process of UPK PNPM-MP into BUMDesma.

Constitutional Strategy

The first priority that must first be carried out is the institutional revitalization strategy, namely the revitalization of UPK institutional functions through the institutional transformation of BUMDesma. Setting the direction of institutional transformation is the foundation and basic capital of other revitalization strategies. This is considering that by knowing the direction of transformation and clear institutional forms, of course, references to the basis and foundation of the program will be clearer. With the form of UPK transformation

directed to become a unit under BUMDesma, its legal standing automatically follows the PDTT Village Minister Regulation Number 15 of 2021.

The next priority is the revitalization of the legitimacy process, namely the synergy of stakeholders in the legitimacy process of BUMDes management, especially the involvement of the poor. After the institutional form is clear, then no less important is how to determine the revitalization of the legitimacy process within the institution. The highest deliberation is the Inter-Village Deliberation which is attended by all stakeholders in it. The legitimacy process is important because, all decisions determined by the institution will be very powerful if decided communally and with the understanding of all members involved.

The third priority is the revitalization of superior potential, namely the utilization of BUMDesma potential through the optimization of business units under it. The placement of optimization of institutional potential into priority three is certainly quite appropriate, considering that the direction of institutional potential development must be based on institutional forms and strong legitimacy processes from stakeholders involved in it.

Finally, after the internal institutions are strong enough, the revitalization of management patterns is the estuary, namely collaborative management in the management and development of BUMDesma based on cross-stakeholder partnerships. With the strong internal institutions that include institutional forms, legitimacy processes, and strong superior potential, the latest revitalization strategy is a broader exploitation in terms of institutional management. BUMDesma is encouraged to be able to cooperate across stakeholders. However, with a note, it must still uphold the basic principles of the spirit of PNPM-MP in managing the Revolving Fund. Although in the form of BUMDesma which is more synonymous with provit oriented, the direction of revolving funds, namely social walfare oriented, must not disappear. BUMDesma will later marry between profit and social walfare oriented. BUMDesma is not only focused on making a profit, but still involves and empowers the poor in particular.

CONCLUSION

The implementation of the Ex-PNPM-MP Community Revolving Fund Activity Manager into BUMDesma has not been successful due to factors such as lack of DBM Activity Management Unit. The policy transition process involves socialization, communication, organizational/institutional strengthening, and sharing understanding about the transformation process. The strategy aims to build public awareness and stakeholder commitment to support the transformation. To implement the transformation, community and institutional strategies must be implemented, including institutional revitalization, legitimacy process, superior potential utilization, and collaborative management patterns. The former National Program for Empowerment of Rural Independent Communities into Joint Village-Owned Enterprises aligns with national policy, but there is a need for support from central, provincial, and district/city governments. Cooperation between implementers and target groups is also crucial.

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