

Study on the utilization of village funds to support food security in Glagah Lamongan District, East Java

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Abstract

Purpose: This study is related to the use of village funds for the fiscal year 2022 to support food security at the village level and the form of activities.

Research methodology: The research was conducted in four villages in the Glagah Lamongan District. Survey and questionnaire methods were used, and the data were analyzed quantitatively and depicted in the form of tables and diagrams.

Results: All villages budgeted for activities related to food security because of the 20% rule of the village government. The activities carried out by the village government related to food security are both physical and non-physical.

Conclusion: The findings confirm that village fund allocation policies, particularly the 20% rule for food security, have been implemented at the grassroots level through diverse activities. These efforts reflect the autonomy and initiative of local governments in addressing food-related challenges in the region. However, further support and guidance from relevant agencies are required to ensure program sustainability and effectiveness across regions.

Limitations: This study was conducted in four villages in the Glagah sub-district, and the form of activity was performed in 2022.

Contribution: This study provides data on village-level activities that support food security. This highlights the need for the Ministry of Village Affairs to emphasize food security goals, considering each village's unique capacity. It also highlights the role of the DPMD and Lamongan Fisheries Office in leveraging local fisheries potential.

Keywords: *Village Development, Village Funds, Food Security*

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1. Introduction

The amount of funds disbursed to villages in the Glagah District area from 2021 to 2022 decreased from Rp. 21,637,199,000 to Rp. 21,621,829,000 (Ministry of Village, PDTT RI 2023). Village governments are required to allocate funds for food and animal security programs, amounting to 20% of the village fund budget (Ministry of Finance RI, 2021). Forms of activities related to food security can be physical or non-physical, such as a) business development in agriculture, plantations, animal husbandry, and fisheries; b) construction of village food granaries; c) postharvest processing; and d). strengthening food security in accordance with the authority of the village and decided on Village Deliberation. Financial

management and forms of activities are handed over to the village governments (Wicaksono et al., 2022).

Activities to increase food security in villages can improve interactions between community members, thereby forming group dynamics (Saputri, Wibowo, & Rusdiyana, 2021). Food security at the village level can encourage an increase in social capital among communities, starting with increasing cooperation, deliberation, and social interaction for poverty alleviation, increasing the welfare of village communities (Rozikin, 2019), encouraging villagers to unite performance (Bellows & Hamm, 2003), and alleviating social conflict in the community. Food security through simple agricultural technology encourages changes in behavior from nomads to sub-systems, provides a steady source of income, and increases partnerships with many parties (Syarief, Kriswantriyono, & Wulandari, 2017). Food security in villages can experience problems due to a lack of community support resulting from poor communication, personal conflicts, lack of maintaining group integrity, lack of program monitoring and evaluation, limited knowledge, and difficulty in reaching consensus in making decisions (Astiti, Winarno, & Rusdiyana, 2021).

This study illustrates the use of village funds related to food security according to government instructions in the village area of the Glagah Lamongan subdistrict. It is hoped that the activities carried out will have an impact on the villagers, especially in terms of social and economic impacts. The problem formulation in this study is how to describe the use of village funds in four research locations to support village-level food security.

2. Literature review

2.1. Village Fund

The Village Fund is sourced from the State Budget intended for Villages as a form of implementation of Law No. 6 of 2014 concerning Villages. The use of village funds is regulated by the Ministry of Village Affairs of the Republic of Indonesia, which issues regulations on the use of village funds every year. Every year, ministerial regulations change according to the state and village conditions. In general, village funds can be used for poverty reduction activities to realize a village without poverty (Arfiansyah, 2020; Bukhari, 2021; Sigit & Kosasih, 2020). All villagers can easily receive education and healthcare, and the development of productive economic businesses prioritized for management by BUMDes. The village fund and its allocations are included in the source of the funds. Village Funds are sourced from the State Budget, while Village Fund Allocations are sourced from the Regional Budget, which is a minimum of 10% of the DAU plus DBH.

The Village Fund Ceiling for 2022 was set at IDR 68 trillion and allocated to 74,961 villages in 434 regencies/cities throughout Indonesia. This number decreased by 4 trillion IDRs compared to 2021. Dana Desa is a government program in Indonesia that aims to provide funding to villages throughout Indonesia. The Ministry of Villages, Development of Disadvantaged Regions, and Transmigration managed this program. Village Funds aim to improve development at the village level, reduce the gap between urban and rural areas, and improve rural community welfare. The village fund is expected to strengthen village autonomy in managing and utilizing local resources for the benefit of the development and empowerment of rural communities. Every year, the government allocates funds to the Village Fund programs. The amount of funds provided is determined based on criteria such as the population, area, and poverty levels of the village. Village funds are then allocated directly to villages and regulated by Village-Owned Enterprises (BUMDes), which are institutions chosen by the village community.

Village Funds must be used in accordance with established provisions, such as village infrastructure development, facilities and infrastructure development, development of local economic potential, education, health, and village community empowerment (Raharjo, 2020; Zulfida & Samah, 2021). Village Funds have positively impacted improving social and economic conditions in many villages in Indonesia; for example, there are bumdes that are contributors to PAD (Revida et al., 2022). This program has helped villages improve access to basic services, increase the income of rural communities, and strengthen village governance and self-reliance (Armin, Isnaini, & Sutrisno, 2022). However, it is

important to ensure transparency and accountability in the use of Village Funds so that the funds are used for the benefit of village development and the welfare of rural communities. The government and community must continue to supervise and evaluate this program to ensure its effectiveness and sustainability (Syamsi, 2015).

2.2. Village Development

Village Development aims to improve the quality of life and welfare of people in rural areas. The main objective of village development is to achieve equality in social, economic, and sustainable development at the village level (Amane et al., 2023; Mustar et al., 2020). Village development involves efforts to improve physical infrastructure, such as roads, irrigation, electricity networks, clean water, and transportation facilities. Village development includes the development of local economic sectors to reduce village-level poverty (Armin et al., 2022), such as agriculture, animal husbandry, fisheries, tourism, and small- and medium-sized industries (Iskandar, 2020). Education, health (Suarsih et al., 2017; Tumaji & Putro, 2018), women's empowerment (Anita, Sutrisno, Wiratara, & Ifadah, 2021), sports facilities (Sarasanty, Sutrisno, & Asmorowati, 2021), environmental management, and community participation (Sarasanty, Sutrisno, & Andriyanto, 2022) are also the focus in village development (Marit et al., 2021).

Village Development aims to reduce the gap between urban and rural areas, improve rural people's access to basic services, create jobs, reduce poverty, and improve the quality of life and overall welfare of rural communities (Diah, 2020; Vito & Krisnani, 2015). Development activities cannot be carried out partially but require the involvement of various parties, including the central and local governments, non-governmental organizations, the private sector, and the village community itself. One form of the government's role is the Village Fund program and provincial and district governments through the Village Government Special Financial Assistance (BKKPD) program, while private separation with corporate *social responsibility* (CSR) funds is a form of social responsibility. Village Development also focuses on participatory aspects, namely involving rural communities in decision-making, planning, and implementation of development programs. This is important for village development to meet the real needs of rural communities and strengthen village governance and local independence (Jatmiko, 2020; Rozaki & Yulianto, 2015; Yani, 2018).

2.3. Food Security

Food security is a condition for meeting the food needs of households, which is reflected in the availability of sufficient food, both in terms of quantity and quality, and is safe, equitable, and affordable (Saliem & Ariani, 2002; Suharyanto, 2011). Village-level food security requires an integrated approach involving village governments, communities, local governments, and other relevant parties. Government programs, such as the Village Fund, can support efforts to improve village-level food security by providing funding for agricultural infrastructure, farmer training, or agricultural business development at the village level.

Villages with high food security must produce sufficient food to meet the needs of their communities. This involves increasing agricultural productivity, diversifying agricultural businesses, selecting plant varieties suitable for village conditions, and sustainably managing natural resources (Rivai & Anugrah, 2011; Sudalmi, 2010). Villagers depend not only on one type of crop or agricultural commodity but also on other agricultural businesses such as animal husbandry, fisheries, community forests, or agroforestry. This diversification helps reduce the risk of losses due to crop failure or price fluctuations. Access to good markets, transportation infrastructure, and efficient distribution systems are also important factors in village-level food security.

Maintaining village-level food security empowers rural communities. This includes agricultural education, skills training, capacity building of farmers, and the development of farmer institutions or groups that play a role in managing and marketing agricultural products. Environmentally friendly agriculture (Amruddin et al., 2022) and paying attention to local wisdom (Prabowo & Sudrajat, 2021; Sari & Zuber, 2020) ensure that food yields are of better quality because they are free from pesticides and synthetic chemical fertilizers (Yulianti et al., 2022).

2.4. Social change in the village

Food security encourages residents to vary their consumption (changes in eating patterns) by relying on the local wisdom of the community in the form of local food to reduce the population's dependence on rice consumption without changing the taste of the population (Nurdin & Kartini, 2017). The development of food security products also encourages an increase in the spirit of cooperation and community empowerment for food security programs that are being developed (Nurhadi, Wiharya, & Agustriyana, 2021). Efforts to develop food security in the community have been developed using various methods to foster a sense of belonging, improve quality of life, and increase cohesive relationships between community groups/communities (Gray, Guzman, Glowa, & Drevno, 2014; Sitawati, Elih, & Damaiyanti, 2019).

The community's enthusiasm for achieving food security is also supported by government programs, such as providing cash assistance and encouraging a shift in people's food consumption from tuber, animal, fruit, and vegetable food groups to grain, prepared food, and beverage groups. Society tends to be more consumptive (Amrullah, Pullaila, Hidayah, & Rusyiana, 2020). Food security innovation programs such as this one change manual farming habits to be more modern by utilizing existing technology and improving farmers' skills and knowledge. Farmers can also maintain food security within family and community groups in rural areas (Rusdiyana et al., 2022).

2.5. Social conflict

Efforts to realize food security by increasing the economy and forming agro-tourism areas can trigger conflicts of interest that can degrade local wisdom in the form of togetherness, cooperation, and consensus in the community. These conditions can encourage market competition and open land grabbing (Sulaiman, Kuncoro, Sulistyoningsih, Nuraeni, & Djawahir, 2017). The problem in developing food security in local areas is the need for more understanding and skills in diversifying food processing, thus hindering the development of local functional food products and reducing the availability of superior products (Ulfa, Yuani, Dharmayani, & Hadi, 2022). Food security comes with a variety of innovative methods, with the goal of increasing food production so that social impacts such as stunting, mental health, and education (Matthew & Onwuzor, 2023). However, not all developments were well received by the villagers. This happens due to a lack of understanding by residents about cultivation, and many people still need to understand that cultivation does not require a lot of space and costs, so many residents are afraid to innovate (Waslah, Sirojudin, Muhlisin, Sholihah, & Fitria, 2022).

The government's food security program, which tends to be top-down, limits people's aspirations to voice their rights to manage their territory. Government innovation has also shifted the existence of local products from regions (Yestati & Noor, 2021). The conflict that often arises when implementing food security programs is that the government makes farmers the beneficiaries of the program. The government does not understand the condition of the target area and lacks the socialization of the program; therefore, the program is not targeted, and program failure occurs. This forms social dynamics between program followers and rejects (Silalahi, Yuliana, & Iskandar, 2023).

3. Research methodology

This study used a descriptive method to analyze the utilization of village funds in four villages in Glagah District, Lamongan Regency, East Java. The data used in this study were secondary data based on the realization of APBdesa 2022. Survey and questionnaire methods were used, and the data were analyzed quantitatively and depicted in the form of tables and diagrams. The analysis method used was an Action Priority Matrix with a quadrant system. The APM system is used to compare the efforts made by the village government in the use of village funds with the impact after the activity is completed. The variables used in this study were the village funds allocated to activities that support food security.

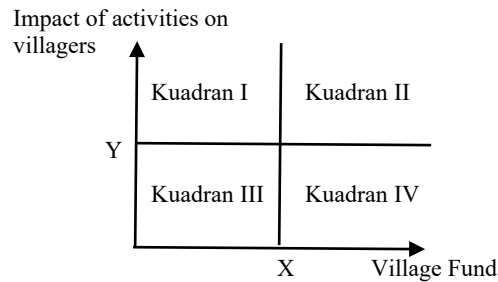


Figure 1. Quadrant of village funds allocated for activities that support food security

Description:

X = Average allocation of physical and non-physical village funds

Y = Benefits of activities for villagers

Quadrant I high impact and low effort (*Quick wins*)

Quadrant II high impact and high effort (*Major projects*)

Quadrant III is low impact and low effort (*Fill-ins*)

Quadrant IV low impact and high effort (*Thankless tasks*)

4. Results and discussions

The composition of village funds and budgets for activities that support food security in the four research villages is presented in Table 1.

Table 1. The amount of village funds received by the village and realization for activities that support food security in accordance with Presidential Regulation 104 of 2021

No	Desa	Dana Desa	Perpres 104/2021	Realisasi
1	Duduklor	679,270,000	135,854,000	138,920,000
2	Wangen	933,525,000	186,705,000	186,705,000
3	Meluntur	673,777,000	134,755,400	220,777,000
4	Jatirenggo	804,797,000	160,959,400	185,960,000

Source: data processed from Apbdes 2022

Presidential Regulation number 104 of 2021 concerning the State Budget is related to the distribution of Village Funds and their tupoksi, namely the use of 20% of village funds to support food and animal security programs. Based on Table 1, the realization of the use of village funds to support food security is greater than the 20% ceiling, even though the number of villages has decreased by 32.77%. The activities carried out are in the form of physical development, training, and empowerment activities (Table 2).

Table 2. Forms of village activities that support food security

No	Village	Forms of Activity
1	Duduklor	Farmland Retaining Wall Empowering women to diversify processed food made from fish
2	Wangen	Construction of Farm Business Roads Healthy Food House Catfish Farming Feed Making Training
3	Meluntur	Farmland Retaining Wall Agricultural empowerment of organic fertilizer manufacturing Farm Road Rebate

4	Jatirenggo	Backfill of Farm Business Roads
		Catfish Farming
		Herbal Drink Making Training
		Farm Road Rebate
		Construction of DAM and Water Gate

Source: data processed from the realization of APBDES 2022

Some aspects that must be considered to strengthen food security are food availability, easy access to food and food utilization (Yulianti et al., 2022), and food stability (Gross, Schoeneberger, Pfeifer, & Preuss, 2000). Based on the data in Table 2, village governments place more emphasis on physical development activities than on training or cultivation activities. All these activities are listed in the Village Development Activity Plan (RKP) document and stipulated in the Village Budget (APBdesa), which has been agreed upon in village deliberations (Amane et al., 2023; Marit et al., 2021)(Wicaksono et al., 2022). Most of the participants in the village deliberations and the village community stated that it is building, and there is development when the village government conducts physical development activities. Empowerment and training activities are not development activities because the results cannot be immediately observed (Chasanah, Rosyadi, & Kurniasih, 2017; Syafingi, Dewi, & Aji, 2018). The activities listed in Table 2 can be grouped by their impact on society using the *Action Priority Matrix*, as shown in Table 3.

Table 3. *Action Priority Matrix* of village activities that support food security

No	Impact	Event name
1	High impact and low effort (<i>Quick wins</i>)	- Farm Road Retaining Wall - Backfill of Farm Business Roads - Construction of Farm Business Roads
2	High impact and high effort (<i>Major projects</i>)	- Feed Making Training - Herbal Drink Making Training
3	Low impact and low effort (<i>Fill-ins</i>)	- Empowering women to diversify processed food made from fish - Agricultural empowerment of organic fertilizer manufacturing
4	Low impact and high effort (<i>Thankless tasks</i>)	- DAM and sluice gate - Healthy Food House - Catfish Farming

The village government carries out its activities according to guidelines called the Village Medium-Term Development Plan (RPJMdes), which were formulated three months after the elected village head was inaugurated. This document contains the activities that will be carried out over the next six years and the scale of the priorities. The plans listed in the RPJMdes document can change during the musdes for the determination of village RKP and APBDesa for various reasons, such as the proposal of the majority of villagers, hamlet heads, and policies from the district or provincial government. The activities that supported food security in 2022 at the research site, after analysis using the *action priority matrix*, are shown in Table 3. An *action priority matrix* was used to identify activities that impact villagers.

All villages in the research location carried out improvements to farm roads; some were at the stage of making land-retaining walls (TPT), backfilling farm business roads (JUT), and farm business road rebates. The construction of TPT is needed so that roads on agricultural land will not be easily eroded by water or during land processing. Increasing JUT is in accordance with the goals of national agricultural development: improving the welfare of farmers, encouraging smooth distribution, and affecting selling prices (Ningsih, 2021; Suminar, 2018; Yanuar, Hidayat, Rusbana, Mulyaningsih, & Widiati, 2022). Training activities for making fish feed are included in the category of high impact and high effort (*major projects*) because if the activities carried out have follow-up, Wangen villagers will

have access to fish feed cheaply and with good-quality feed (Eko Sutrisno et al., 2023). Significant efforts must also be pursued by the village government and bumdes as managers of the village. The third category of activities, namely, entering the low-impact and low-effort categories (*Fill-ins*), includes several activities, namely, Training on Making Herbal Drinks, Empowering women, diversifying processed food made from fish, and agricultural empowerment for making organic fertilizers. The activities carried out by the village government at the research location seem perfunctory; the most important thing is that there are empowerment activities to abort obligations and implement proposals from PKK cadres and farmer groups (E. Sutrisno & Jazilah, 2022).

DAM and floodgate construction activities, healthy food houses, and catfish farming at the research site are included in the fourth category, namely low impact and high effort (*thankless tasks*), because these activities require a lot of money, but the impact felt by villagers is not significant. The construction of the DAM and sluice gates in Jatirenggo village is not very urgent because dams and water gates already exist in the same irrigation canal. Activities are still being carried out because of disputes between water users in the area of the two adjoining hamlets. Healthy food houses and catfish farming in Wangen village were also carried out, but over time, catfish farming and healthy food houses were not continued for various reasons, such as lack of control and high willingness for the sustainability of the program by the village government. The village government should create a roadmap of activities, including the form of activities and the amount of costs, the next year's plan for what budget, and what output, so that each year's empowerment activities do not change and there is no follow-up.

5. Conclusion

5.1. Conclusion

The government, through the village ministry and finance ministry regulations, has allocated village funds to support village-level food security; however, in general, village governments prefer to carry out physical development activities rather than non-physical ones. The proposed activities are carried out through village deliberations and stipulated in the village budget, but village governments rarely pay attention to aspects of priority and principles of benefit to villagers, especially in economic and social terms.

5.2. Limitation

This study was conducted in four villages in the Glagah sub-district, and the activity was carried out in 2022.

5.3. Suggestion

Food security support activities in Glagah that need to be improved include direct aquaculture training in ponds involving the Fisheries Office and Fisheries Extension Officers to improve farmers' fish and rice yields. Village funds can be used to finance the purchase of several pieces of equipment to support the fish farming process, such as water content measuring devices and food granaries.

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