



The Importance of Control Variable in Policy Implementation Model of Smith's Theory

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Abstract

Whether control variable is more important than the capability of the implementers is still a debate among the experts. In Smith's theory, which represents bottom-up approach, the capability of the implementers has a higher score than the control variable, while in Sabatier and Mazmanian's theory, which represents the top-down approach, the control variable has a higher score. The question above is related to phenomena that I found in the mass media "Bongkar" which stated that the implementers who implement VFA programs in Kutai Kartanegara District have low level of honesty and furthermore the Head of the Community and Village Government Empowerment Board of Kutai Kartanegara District, H Hairil Anwar SH MHum MH said that the implementers of VFA program also have low capability. These problems make writer interested in conducting a research entitled "The implementation of Village Fund Allocation (VFA) Program in Kutai Kartanegara District." This research aims to analyze 1) the roles of control variable in the implementation of VFA Program in Kutai Kartanegara District. 2) The roles of the capability, honesty as well as the commitment of the implementers. This research applied qualitative method. The data were analyzed by using interactive model of data analysis from Miles and Huberman. The research findings showed that 1) in implementing VFA Program, a control is required because it can prevent the dishonesty of the implementers. Every form of deviation can be corrected so that the implementation of VFA Program can run well. 2). the capability of the implementers is also very important because having sufficient capability will help them to implement the VFA Program effectively. All of the evidence proved that the two variables are very important for the implementation of one program; therefore, it is recommended that control variable is importantly required in the policy implementation model of Smith's theory to make the policy implementation successful.

Keywords: Control variable, The capability of the implementers, Smith's model of policy implementation, Village fund allocation (VFA) program

1. Introduction

Village Fund Allocation (VFA) program is a empowerment program of Village government financed by the central government and the district. Village Fund Allocation program is a self-managed Program. This condition makes it possible for the implementers to misuse the funds. This phenomenon is found in the site <http://www.bongkar.co.id/news/26-law/1686-menekan-penyimpangan-add.html> (Wednesday, 06 July 2011) with the heading "*Reducing the Deviations of VFA Program*" :

"Village Fund Allocation provided by the district governments for village development is often siphoned by irresponsible officials of the beneficiary designated villages, either through their budget management or accountability reports."

Another phenomena relating to the low capability of the human resources in implementing the VFA program are proposed by the Head of the Community and Village Government Empowerment Board of Kutai Kartanegara District, H Hairil Anwar SH MHum MH, who states that:

"Of 185 villages only 54 villages in 7 Sub-districts received full parts of the VFA program in 2010. The remaining village received one, two or three parts only; and even, there was one village which did not receive any part of the VFA just like what happened in Sambera Baru Village in Marangkayu Sub-district. How does it happen? There are a lot of factors that make the VFA not fully received by the villages. The main factor is related to the preparation of accountability report. It is the responsibility of the village secretary, assisted by the Village Head and other officials, to prepare the accountability report. If the capability of human resources, in

this case the village secretary, is not as much as it is required, or even below the standard, then it is certainly that the preparation of the accountability report will not be accomplished. (Source: <http://bappeda.kutaikartanegararakab.go.id/berita.php?id=215>)”

The VFA Program requires the community to actively involve, starting from planning, implementation, evaluation and maintenance (The Principles of VFA according to The Government Regulation No. 27 Year 2005). The characteristic of the implementation of VFA program is the implementation of a policy which applies bottom up approach (Parson, 1997: 463 in Putra, 2003 : 85). One of the theories which applies bottom-up approach is Smith’s Theory. Smith (1983 : 202-205) sees the policy implementation as a social change:

“In order to develop a model of the policy implementation process, it is essential to view the policy process from the point of view of social and political change. Governmental policies are designed to induce changes in society.”

Furthermore, Smith (1983:197) states:

“Policy implementation is seen as a tension generating force in society. Tensions are generated between and within four components of the implementing process: idealized policy, implementing organization, target group, and environmental factors.”

The following is the Model of Policy Implementation constructed by Smith:

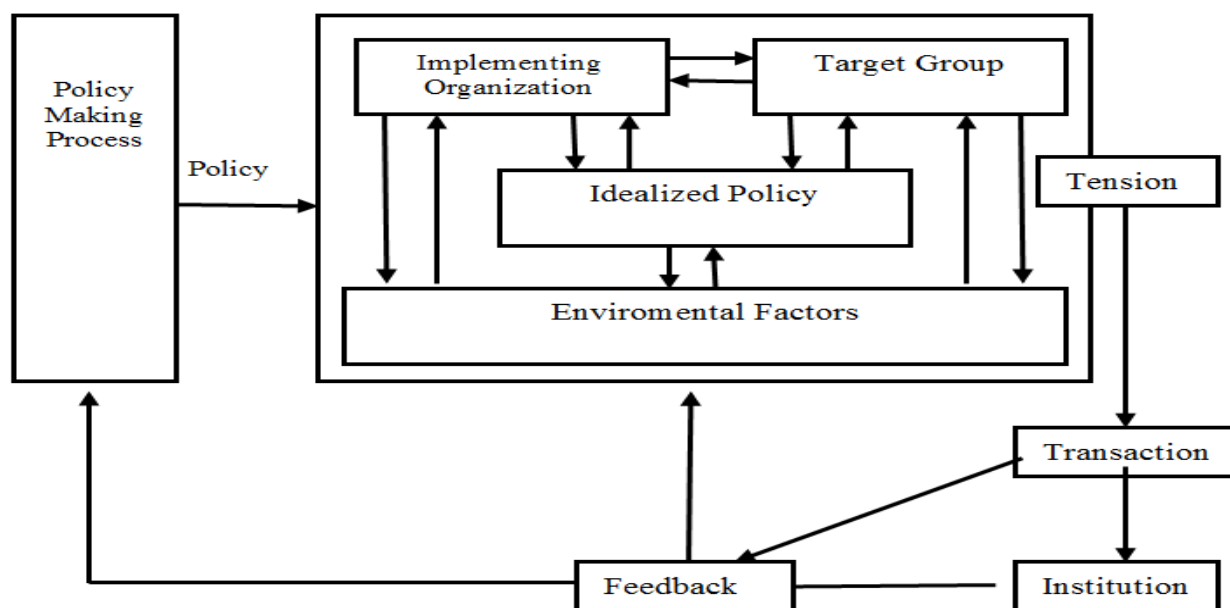


Fig-1. Smith’s Model of Policy Implementation

Source: Smith, (1983 ; 203)

The application of Smith’s theory in this research is based on the relevance between the facts in the field and the characteristics of the implementation of VFA program which has 4 (four) variables as stated in Smith’s theory as follows:

1. Idealized policy: the empowerment of human resources, environment and economic
2. Target Group: The poor, marginal groups, etc.
3. Implementing organization: village offices
4. Environmental Factors: social, cultural, and economic conditions of the community

The application of Smith’s theory is very appropriate because the four variables are found in the implementation of the VFA Program.

The above four variables are not independent, but rather they are in an unity and influence and interact to each other so that they often create tensions which lead to the occurrence of transactions or negotiations between formulators and policy implementers, resulting in ideal programs to be implemented (Smith 1983 : 203).

Transaction process occurs when *pra musrebangdes* (Pre-Rural Development Plan Meeting) and *musrebangdes* (Rural Development Plan Meeting) are conducted. In the transaction process, it is possible to establish organizations/institutions as the technical implementation units (Karang Taruna, Irma (Mosque Youth Association), PKK (Family Welfare Education), Farmer Group, fishermen group etc.) (Smith ,1983:197).

In the Smith’s Model above, according to Putra (2001, 92), it gives a high score on the realism and on the capability of the implementers. This model sees that the policy implementation does not work linearly or mechanistically, but it opens an opportunity to make transactions through negotiation process or bargaining to create a compromise with a target group dimension.

On the contrary, the model of policy implementation proposed by Sabatier and Mazmanian gives a low score on the important proofs or realism and the capability of the implementers. This model considers that the policy implementation may work mechanically or linearly. Therefore, it gives an emphasis on effective coordination and control and ignores humans as the target group as well as the roles of other actors (Mazmanian and Paul Sabatier (1988) in Putra, 2009; 90).

In light of the theories and assumptions above, it is found that this research is not only based on Smith’s point of view but also supported by other supporting theories. Elmore (in Hill and Hupe, 2006 :

58) stated: "in the study of complicated events, it can be valuable to triangulate accounts, using different theoretical models, to try to achieve a satisfactory explanation of what happened ". Then Sabatier (in Hill, 1993: 282) argues :

"The top down approach is more useful for making these preliminary assessments because of its greater theoretical development. The identification of specific variables and causal relationships makes predictions possible. On the other hand the bottom up approach has not yet developed much of a substantive theory and thus is poorly equipped to make predictions".

Hill and Hupe (2006:56) furthermore say "the debate between the top-down and bottom-up perspectives moved on to effort to synthesize the approaches, picking out key ideas from each".

The debate and the problems above create a question which one is more important the ability of the implementers or control variables in the implementation of the VFA program? and to answer these problems the writer was interested in conducting a research entitled " The implementation of Village Fund Allocation (VFA) program in Kutai Kartanegara Regency, Indonesia."

2. Methodology

The reasearch method used is a qualitative approach. This approach is used in order to obtain deep and comprehensive descriptions concerning with implementation of VFA program in Kutai Kartanegara Regency. The research location was done in the area of Kutai Kartanegara Regency which covering the subdistricts of Upstream, middle and coastal zone. To obtain the data needed, the researcher used three techniques of data collection, namely

- in-depth interview : conduct in-depth interviews with several key informants such as the head office of Bapemas (Community Empowerment Board), the village chief, the head of the LPM (Institute for Community Empowerment), heads and members of BPD (Village Consultative Body), Chairman RT and. beneficiary
- Documentation: the collection of secondary data such as reports, archives, research and the like.
- Participant observation; make observations on various social events or situations that relate to the problem or research focus

The data was analyzed using interactive models as proposed by Miles and Huberman (1992), this model consists of four components, namely data collection, data reduction analysis, presentation of data and conclusion.

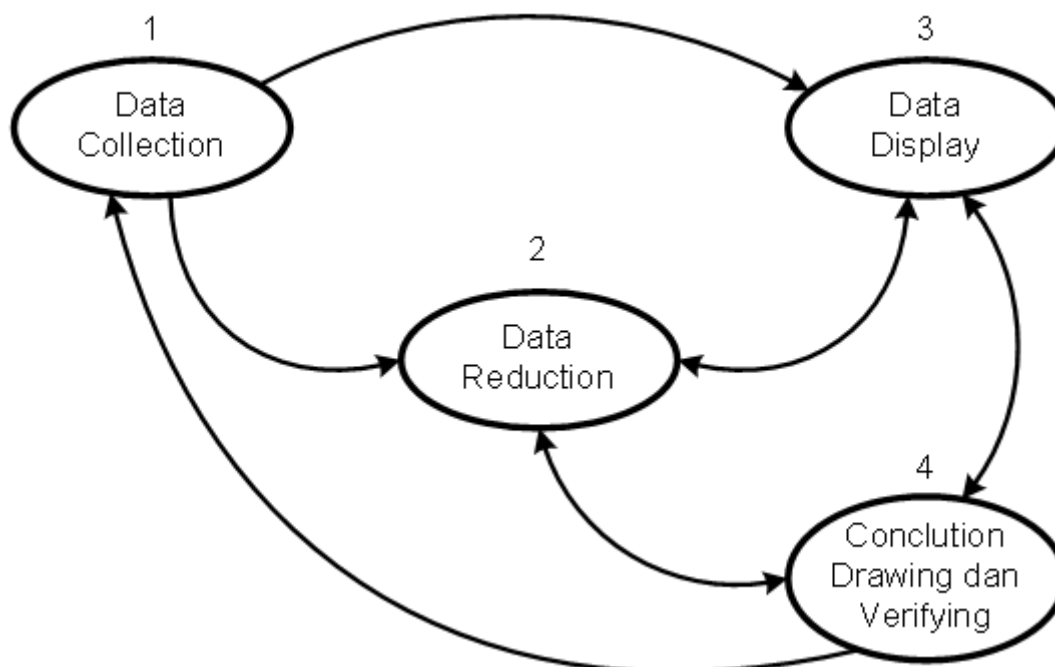


Fig-2. Interactive model

Source: Miles dan Huberman (1992; 20)

The data was analyzed repeatedly and continuously as interactive models in the time before, during and after data collection in order to obtain a conclusion about which one is more important the ability of implementers or control variable in the implementation of VFA program

3. Research Findings

A. Control Variable

a). Control Mechanism in VFA Activity

In implementing the VFA program, there are some controlling institutions involved, such as Village Consultative Body, known as BPD (Badan Permusyawaratan Desa), Assistantship Team of Sub-district Level, District Inspectorate, and social control.

BPD performs its control function before and during the activities. The Village Secretary of Loh Sumber stated :

"BPD conducts the supervision in the field, the location of the activities. If the activities have followed the Budget Plan, then "the official report of the supervision" is signed. On the contrary, if

the activities do not follow the Budget Plan (e.g. the volume of the activity is different from the budget plan), then the volume needs to be adapted before the “official report of the supervision” is signed” (Interview, S. 3-6-2014).

There are some deviations found by BPD, for example, there is a mismatch between VFA activities and the work order agreement and the activities proposed in *musrenbangdes* (*Rural Development Plan Meeting*) are different from the programs proposed in *pre-musrenbangdes* (*pre-Rural Development Plan Meeting*). All of the deviations are reported to the Village Chief for further correction.

Assistanship Team at Sub-district level conducts the supervision during the activities of VFA and at the end of the activities. This team verifies the accountability documents of the implementation and do monitoring in the fields. When a deviation is found, this team reports it to the Village Chief for further correction.

The district inspectorate is a technical institution which serves as a supporting element for the district government in the field of supervision. This inspectorate conducts an audit of the implementation of VFA program at the end of the fiscal year. The audit covers the use of budget, the completeness of the administrative documents and the implementation of the activities. The following are some findings of the inspectorate:

Table-1. Examples of examination findings of the inspectorate, 2013

No	Examination Results	Recommendation
1.	village Treasurer... didn't made Ledger Object Details	Ordered village treasurer to immediately work on the details of the object corresponding legislation
2.	Income Tax Article 21 of Rp has not been withheld and remitted to the state treasury yet	Ordered village Treasurer.... The next year the tax payment on time and in accordance with applicable regulations
3.	expenditure of Rp has not been equipped with a complete and valid evidence	Ordered Village Treasurer... the following year any expenditure of funds must be equipped with a complete evidence and legitimate
4.	There is a difference between the expenditure of Rp which was recorded at the Bend 20 the number of supporting memorandum (memorandum real)	In order for the village treasurer depositing excess cash back to the village treasury
5.	There is a shortage of jobs for physical development activities fiscal year 2011 amounting to Rp	Village treasurer to deposit back the excess money to the village treasury.Rp
6.	Village treasurer has not make Ledger Object Details Spending, yet	Village treasurer to immediately work Spending Payment Request Document in accordance legislation
7.	Income Tax (Income Tax) section 21 of Rp for ADD in 2009 has not been collected and deposited into the state treasury	Village treasurer to immediately deposit the income tax article 21 amounting to Rp into the state treasury in accordance with the laws and proof of payment delivered to the Inspectorate
8.	and others.....	

Source: Report of Examination (LHP) Inspectorate, Kuati Kartanegara District, 2014

Some findings of the District Inspectorate included the incompleteness of the administration of the reports and receipts; the mismatch between the physical implementation and the Work Order Agreement and the difference in the budget use. Those cases were found in almost every village with 3 to 4 cases, while there were two cases which were brought to court in 2010.

In addition to the above control, the community also conducts control over the VFA program. The community may give information if there are some irregularities found in the implementation of VFA program by reporting them to the BPD or Village Chief. The Secretary of Rempanga Village said:

“people have the right to give information when they found irregularities in the VFA activities and they can directly report the irregularities to BPD and the Village Chief or they may present them in the village meeting”. (interview, I, 11 – 6-2014).

b). The Forms of Control

The control or supervision conducted by the Village Consultative Body or BPD (*Badan Permusyawaratan Desa*) is an external control. BPD is the village legislative body that controls the village chief policies because the village chief has “discretion” in making policies in the village government level.

Then, the assistantship team in the sub-district level conducts the control at the time the VFA activities are taking place. If the assistantship team at the sub-district level found any irregularities in the VFA activities, the irregularities will be reported to the village chief, then the village chief invites the technical implementers to correct them. This is a preventive form of control because this control tries to detect one aspect of VFA ongoing activities. If a problem is found in the aspect of an activity, then the activity should be corrected before the other activities are taking place. The Chief of Manunggal Jaya Village said: *Assistantship team conducts physical and administrative control”.* (interview, W, 23-4-2014)

The control conducted by the District Inspectorate is in the form of feedback control because the district inspectorate conducts an audit of all VFA activities that have been accomplished at the end of fiscal year. The purpose of auditing is to determine the level of appropriateness of the activities with the standards and the objectives of the program. The inspectorate tries to find out whether all VFA activities

have been appropriate with the standards and the objectives of the program or not. All of the irregularities found by the Inspectorate are corrected by the village chief as the feedback to evaluate the upcoming activities.

Therefore, there are three forms of control for VFA program, namely initial control, ongoing control, and feedback control.

B. Variable of Capability of The Implementers

a). The Capability of the Implementers

Based on data that have been collected, the capability of village officials who serve as the implementers of VFA program activities can be illustrated as follows:

Table-2. Number of village Officials according to educational level

No	Subdistrict	Number of Villages	level of Education										Total
			Beachelor		Diploma		High school		Yunior		primary school		
			Number	%	Number	%	Number	%	Number	%	Number	%	
1	Coastal Zone	36	16	8,74	6	3,28	97	53,01	37	20,22	27	4,75	183
2	Middle Zone	52	12	3,96	6	1,98	176	58,09	61	20,13	48	5,84	303
3	Upstream zone	97	15	2,85	4	0,76	183	34,7	127	24,14	197	37,45	526

Source: Bapemas (the Community Empowerment Board), Kutai Kartanegara District, 2014

The data showed that the highest level of education that the village officials have is senior high school, approximately 45.06%, followed by elementary school, approximately 26.88% and the last is junior high school, approximately 22.23%. Then, based on region zones, the village officials with senior high school education level occupy middle zone more than those who occupy other zones. There is about 58.09% in the middle zone, 53.1% in the coastal zone and 34.79% in the upstream zone. The village officials with elementary school education level are mostly found in the upstream zone, approximately 37,45%, in the middle zone 15,84% and in the coastal zone 14,75%. In general, it can be said that the village officials still have low level of education.

While the empowerment program conducted by the Community Empowerment Board (Bappemas) of Kutai Kartanegara District can be described as follows:

Table-3. The empowerment programs conducted by the Community Empowerment Board (Bappemas) of Kutai Kartanegara District

No	Provision of Financial Administration Services	12.	Documenting Asset and Village Wealth
	Provision of Office Stationery	13.	screening candidates village head
	Provision Reading Material and Legislation	14.	Preparation Expansion / Village Inauguration
	Technical guidance on drafting legislation and administration to the village	15.	Facilitation issues in the field of rural and village government
	Provision of Technical Administrative Services	16.	Implementation of Election and Inauguration of BPD
	Procurement Association of Regional Regulations	17.	Monitoring and evaluation of government performance (BPD)
	Increasing Professionalism For SEA appartur and Village Government	18.	Assistance for Distribution of village Apparatus allowance
	Procurement Office Building Equipment	19.	Election and Inauguration of Village Head
	Rehabilitation Office Building	20.	Rating Head of the village who excel
	Procurement of special garments	21.	Preparation of Data Base for villages officials
	Development of Personnel Administration	22.	and so on
No	Operational Training (latop) for Rural Governance	12.	Facilitation for the Establishment of integrated services Postal District / Sub-District
	Monitoring and Evaluation Capacity Building Programme for Rural Governance	13.	Monitoring, Evaluation and Reporting Productive Economic Business and Institutional Rural Economy
	Facilitating Establishment of Customary Village (Continued)	14.	Monitoring and Development KPM Village / Village (Continued)
	Legal Products Training for village officials	15.	Monitoring and Evaluation Institute of Indigenous Village (Continued)
	Monitoring and Development of Rural Financial Management	16.	Training candidates for Community Empowerment (KPM) (Continued)
	Training Village Self-management and Intensive Self-management for PPTK	17.	Providing Education and Technical Training for Volunteers IHC
	Amendment Regulations on village Financial Management and AFV	18.	Implementation of Rural Community's Information Dissemination
	Socialization on Criteria, Indicators and Mechanisms for Independent Village	19.	Management Skills Training for village-owned enterprises (BUMDes)
	Monitoring and Evaluation for Independent Village Activity	20.	Institutional strengthening for Posyantekdes and Wartekdes
	Documenting Asset and Wealth Village	21.	Forum for Poverty Reduction
	Implementation TTG Contest for District Level	22.	and so on

Source: Bappemas (the Community Empowerment Board), District Kutai Kurtanegara, 2014

The fact that the village officials have low capability becomes a reason why some particular villages do not receive the VFA of part II and III. The incapability of the village officials in preparing the accountability report on one part of the VFA program prevents the villages to get the other parts of the

VFA.

b). The Honesty and Commitment of the Implementers

The Government of Kutai Kartanegara District has a high commitment in implementing VFA program; therefore, the amount of VFA is consistently increasing every year.

Table-4. The amount of VFA funds from 2010 up to 2012

Year	VFA Funds	Percentage
2010	187,655,421,898.00	100
2011	234,389,500,667.00	124.90
2012	232,211,973,517.00	123.74

Source: compiled from reports of Regents (LPJ), 2013

Based on the data above, the amount of VFA has been increasing significantly in the last two years. If the starting point of the VFA program was in 2010, then the amount of VFA in 2011 increased significantly, namely 24.90% and in 2012 it increased up to 23.74%.

The commitment of the implementers is also high. This is indicated by the enthusiasm of the technical institutions to obtain and to implement the VFA program. The village governments as the implementing organizations also have a high motivation and consistency in implementing the VFA program in order to develop their own villages.

However, in relation to the honesty of the implementers, in 2010 there were 2 cases of village chiefs that were brought to court.

The result of audit conducted by the District Inspectorate both toward village officials and technical implementing organizations showed that the implementers performed some acts of dishonesty. The acts of dishonesty were found in every village and every year there were 3 to 4 cases that were reported incorrect and incomplete. Therefore, the inspectorate recommended to do some corrections on the report such as the correction related to the difference in the use of the funds, wasteful use of funds in VFA activities, the differences between the amount spent and the amount recorded on the Bend-20 receipts as well as in the supporting proof documents (accountability statements), the unaccomplished construction of a bridge, unaccomplished physical development of the VFA activities in the fiscal year of 2009 and so forth.

4. Discussion of the Research Findings

A. Control Variable

a). Control Mechanism in VFA Activities

BPD as the legislative institution in the village government has an equal position with the village government. BPD conducts a control over the VFA program activities not only at the time when the program is taking place but also at the time when the VFA program is being prepared in the *Pre-musrenbangdes* (*pre-Rural Development Plan Meeting*) and in the *Musrenbangdes* (*Rural Development Plan Meeting*). BPD then comes across with some findings which include the fact that the implementation and the outcome of the VFA activities do not match with the Work Order Agreement, and the program proposal prepared in the *musrenbang* is not suitable with the proposal prepared in *pre-musrenbang*. All of BPD's findings are reported to the village chief for further correction. The purpose of this control is more anticipative by detecting the potential problems and taking necessary actions before a difficulty occurs.

The assistantship team at Sub-district level conducts controls when the VFA activities are going to be finished by verifying the accountability documents and by checking in the field to see whether RAB (Expenditure Budget Plan) is suitable with the reported activities (the completeness of the administrative documents). The control conducted by the assistantship team is an internal control because it is a part of the sub-district government institution assigned to make sure that the activities take place according to the regulations or the given guideline. The nature of the control is preventive. The problems found by the assistantship team are directly reported to the village chief for further follow-up.

The district Inspectorate is a technical institution and serves as a supporting element of the district government in the field of Supervision. The Inspectorate conducts an audit at the end of the fiscal year with regard to financial expenditure, the completeness of administrative documents and the implementation of VFA activities. The control mechanism performed by the district inspectorate is more vertical. When the irregularities are found, the inspectorate gives a recommendation to the village government to make corrections and if these irregularities are not followed-up and they become BPK's findings, then, the cases will be brought to court.

The community also conducts controls over the VFA activities through a variety of ways such as village meetings, focus group discussion, and so on. The findings, accompanied by suggestions or advice, are reported to the village chief. Community's control is preventive and repressive. The Monitoring mechanism can be described as follows:

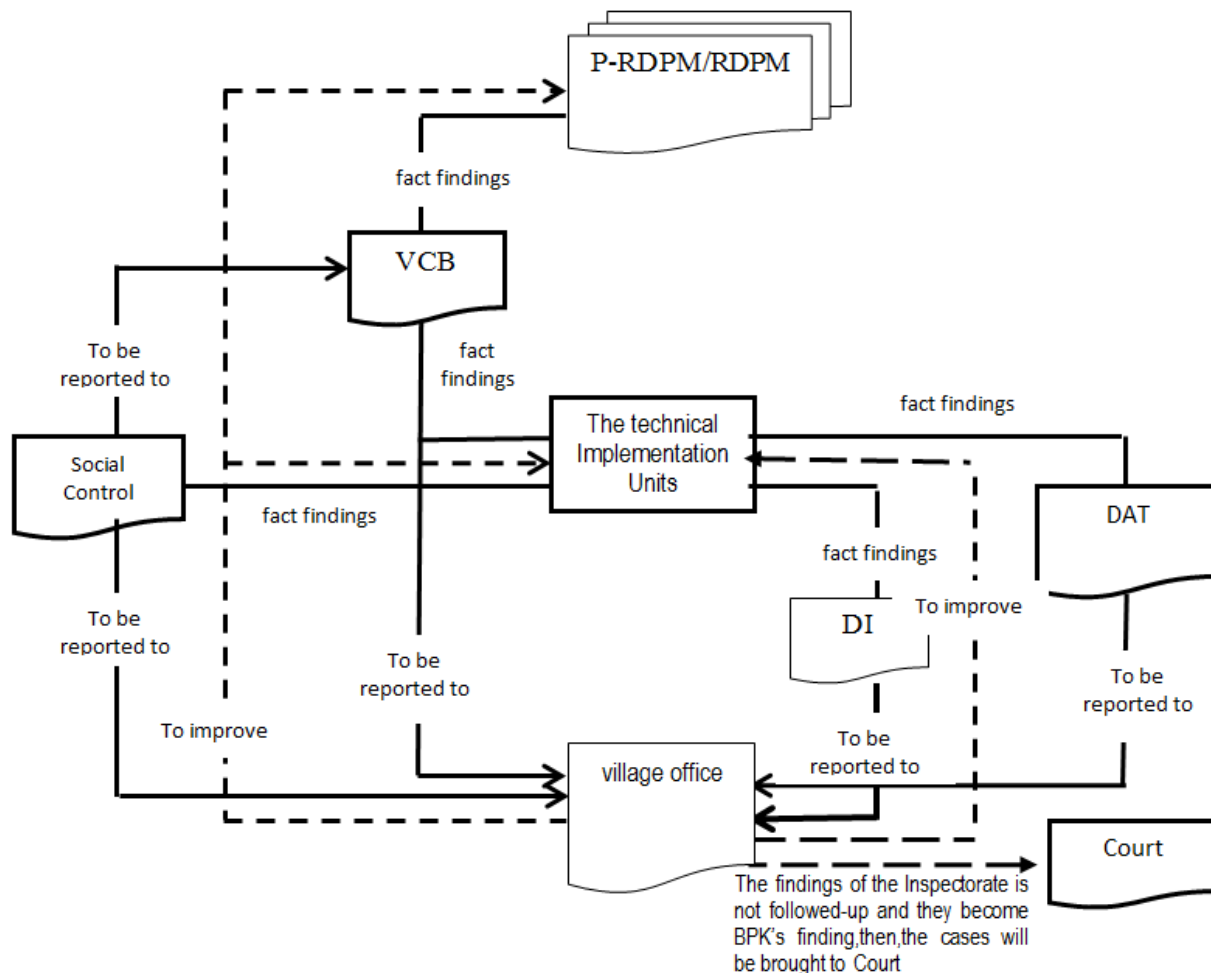


Fig-3. The Monitoring Mechanism

Source: processed by the researcher, 2014

PRDPM/RDPM: (Pre) Rural Development Plan Meeting DI : The District Inspectorat

VCB : Village Consultative Body

DAT : The District Assistance Team

Ripley *et. al.* (1973:10 in Ekowati, 2009: 64) stated that one factor that affects the capability of the implementing organizations is the level of hierarchical control over the sub-unit policies and the process in implementers' policies. Hogwood and Lewis, (1986) stated that in implementing one program, a control is needed to assure that the program runs smoothly.

b). The Forms of Control

Seen from the position of control institutions, the forms of control conducted by the district assistantship team and the district inspectorate are internal controls because the controls are conducted by the institutions which are still the organizational units within the district government of Kutai Kartanegara. On the other hand, the controls conducted by the BPD and community are the form of external controls because the controls are conducted by the institutions outside the organizational units of the district government and they do not have any official relations with the units being supervised. The controls conducted are not subject to condition made by the village chief being supervised. Soekanto (2010 : 1) stated that viewed from the position of the controlling institutions/boards and the positions of the controlled institutions/boards, the forms of control can be divided into internal and external controls. Internal controls are the controls conducted by the institutions which have structural or organizational relations with the organizations within the government. On the contrary, external controls refer to the controls conducted by the organizations or institutions which do not have organizational or structural relations with the government.

B. Variable of Capability of The Implementers

a). Implementer Capability

The data above illustrated that the educational levels of the implementer are still low. Based on table 4, the empowerment program provided by the Community Empowerment Board of Kutai Kartanegara District Government for both village officials and technical institutions is considered sufficient but the program gives more emphasis on administration than on the development of people's productive economy which is extremely needed by the target groups.

The relationship between the capability of implementers and the effectiveness of the implementation is supported by George C Edward III (1980; 10-11) who said that "if the personnel responsible for carrying out policies lack the resources to do an effective job, implementation will not be effective". Meter and Horn (in Hill and Hupe, 2008;46) stated that *in implementing a policy, it is*

essential to have supporting resources, both human resources and material resources. Brinkerhoff (2001; 163) stated: "Policies must have both support and resources if they are to be successfully implemented". Ripley *et al* (1973:10) in Ekowati, 2009: 64) stated that *some of the aspects that influence the characteristics of the implementing organizations include the competence and the number of staffs.*

Edward III (1980;61) states : "it is not enough for there to carry out to be an adequate number of implementors to carry out a policy. Implementors must possess the skill necessary for that job at hand".

b). The Honesty and Commitment of the Implementers

Commitment is closely related to the level of consistency between the implementation of the activities and the established guideline. The more suitable the implementation and the guideline, the higher the commitment will be. High motivation and seriousness in implementing a policy should be possessed by the implementers, not only depending on the organizations but also on their own selves. The data above showed that the Government of Kutai Kartanegara District has a high commitment to implement the VFA program. This is indicated by the significant increase of the VFA fund for the last two years. The implementers also show their high commitment because they are enthusiastic to implement the VFA program. However, the implementers still have low level of honesty because every year some cases are found in almost all of the villages.

High level of honesty and commitment of the implementers can affect the implementation of the VFA program. George C Edward III (1980; 10-11) says: "The dispositions or attitudes of implementers is the third critical factor in our approach to the study of public policy implementation. If implementation is to proceed effectively, not only must implementers know what to do and have the capability to do it, but they must also desire to carry out a policy".

Review of SMITH's Theory

Smith's theory gives an emphasis on the importance of the capability of implementers in implementing policies (Putra 2001 : 92) (Parson 2008 : 470-471) in addition to the importance of target groups, idealized policies, and social environment. However, this model does not explain the importance of control in the implementation of a program that is going to be completed.

Putra's statement is in line with Parson's statement (2008:470-471) who stated that bottom-up approach gives an emphasis on the importance of facts in the field (realism), where the implementation in the field gives a freedom to apply the policy. Professionals (the capability of the implementers) play important roles in giving a guarantee to the implementation of a policy.

Therefore, Smith's (1983; 205) said that this model will work effectively if the implementing organizations have the capacity to implement it. This is in line with the opinions from C. Shabbir Cheema and Dennis A. Rondinelli (in Nawawi, 2009; 194) who stated that the performance of the policy implementation is very much dependent on the characteristics and capability of the implementing units, which include technical skills and the politics. This is termed by Grindle as competent and capable policy implementers (in Nawawi, 2009: 143).

As far as it is known, the nature of VFA activity is an intensive self-managed program so that deviations and irregularities performed by the technical implementers in the field are possible to occur. The data showed that the acts of dishonesty are found in almost every village with 3 or 4 cases, including the incompleteness of the administrative documents and receipts, problems related to the physical implementation which does not follow the RAB (Expenditure Budget Plan) and the difference in the use of fund.

All of the deviations or irregularities found by the district inspectorate and the community as the external controlling institutions and also BPD and the sub-district assistantship team as the internal control institutions are followed up by the village chiefs to make further corrections so that the VFA program can run well.

The data above showed that the emphasis given on the capability of implementers does not guarantee that the implementation of the VFA program can be effective. Although the implementers have qualified capability, if it is not followed by high level of honesty and commitment, it will open a possibility for deviations and irregularities to occur. Therefore, control activity is very important in VFA program. (C. Shabbir Cheema in Dennis A. Rondinelli, in Nawawi, 2009 : 194), (Van Meter dan Van Horn, in Hill and Hupe, 2008 : 46).

The importance of control is also supported by Hogwood and Lewis (1986) who stated that the implementation of a program needs to be controlled to assure that it runs smoothly. C. Shabbir Cheema and Dennis A Rondinelli (in Nawawi, 2009; 194), stated that one of the four variables that can influence performance and has an impact on a program when it is implemented, especially the centralized government program, is the need for control on the use of budget resources.

The same opinion is also given by Hjern (in Ekowati, 2009 : 128) who stated that in doing their jobs the top-downers are more preoccupied with the problems of how to control the activities of *street level bureaucrats* or *man on the street* from any possibilities of disturbing the policy that has been formulated.

This has proved that control variable and the capability of the implementers are equally important in implementing the VFA program. Therefore, the model of policy implementation of Smith's theory can be modified as follows.

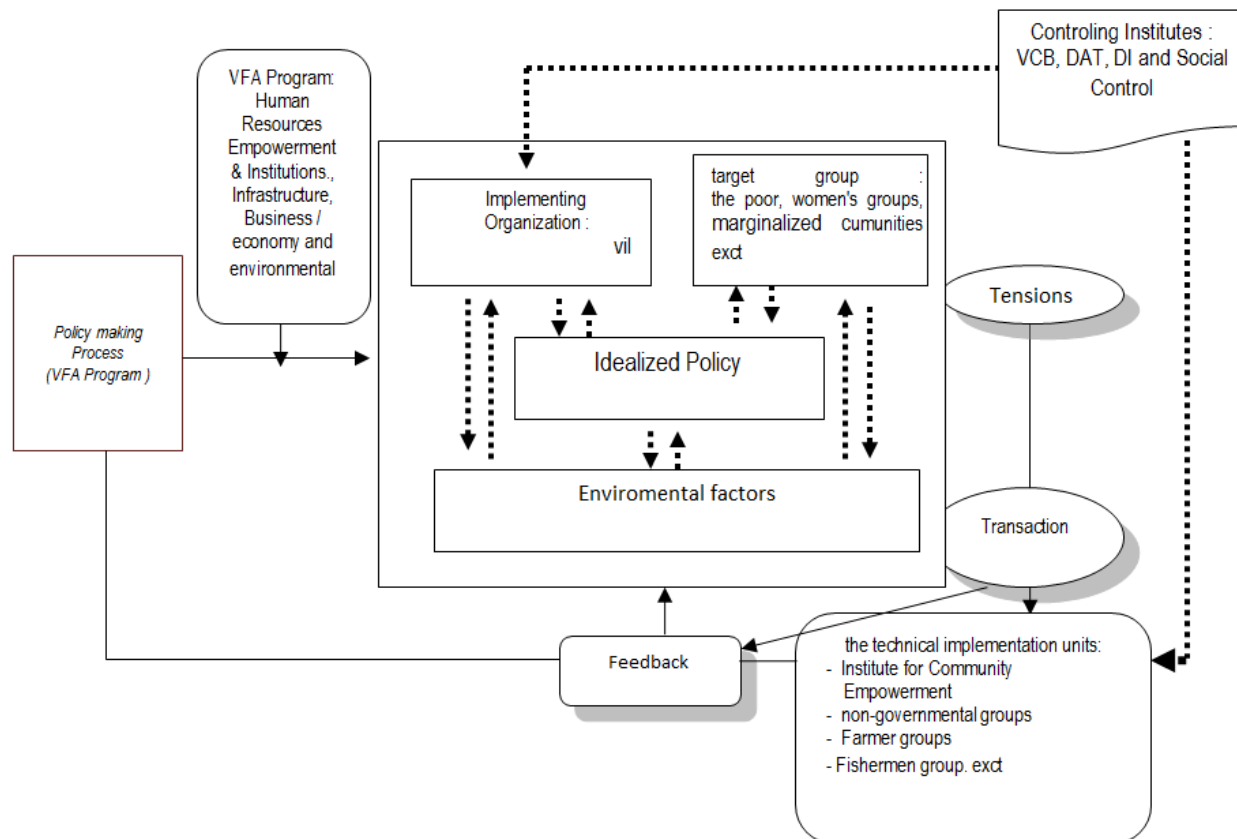


Fig-4. the modified model of policy implementation of Smith's theory

Source: modified by the researcher (2014)

VCB : Village Consultative Body

DAT : The District Assistance Team

DI : The District Inspectorat

5. Conclusion

- Control is very important. Control can affect the success of the VFA program because it can prevent the dishonesty of the implementers. Every form of deviations of the VFA program can corrected so that the VFA program will be run smoothly.
- There are external controlling agencies such as BPD (Village Consultative Body) and social control and internal controlling agencies such as The District Assistance Team and the District Inspectorate
- The implementer capability is very important, too. having sufficient capability they will can implement the VFA Program effectively.
- Commitment of implementers are quite high, but the honesty of the implementer is low
- The two variables (the capability of the implementer and control variables) are equally important because they can affect the success of the policy implementation

6. Suggestions

This study has contributed to the theories of policy implementation, primarily the theory is proposed by Smith. Control variable is needed if we apply the policy implementation model of Smith's theory, therefore The policy implementation model of Smith's theory needs to be modified.

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