

Accountability in Village Owned Enterprises (BUMDes) Based on Sustainable Livelihood Assets

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ABSTRACT

The number of fraud cases in Village-Owned Enterprises (BUMDes) necessitates the implementation of accountability in order to reduce the potential for corruption or other forms of fraud within the BUMDes entity. Meanwhile, research on accountability in BUM Desa has received little attention. This paper aims to study an accountability model based on Sustainable Livelihood Assets, which include accountability based on asset potential (natural, physical, financial, human, social and cultural assets) that has been institutionalized in the management of BUMDes. This study uses a descriptive qualitative approach with content analysis method and as theoretical triangulation also uses data in the form of interviews with BUMDes directors and staff, village heads, and the community. The result Legal, policy, and compliance accountability for aspects of governance is the main foundation for complying with the regulations set in BUMDes, which states that BUMDes problems in their management are required elements of prudence that prioritize transparency and accountability. Managerial Accountability that emphasis in the managerial aspect is on how to embed the institutional elements of BUMDes that are patterned on administration, reporting, and accountability. It is possible that the procedural system for managing BUMDes includes several aspects such as social for institutional strengthening, the transformation of the environment into management, and the development of BUMDes.

Keywords: Accountability, BUM Desa, Sustainable Livelihood Assets

JEL Classification Codes: L30, L39, L50

INTRODUCTION

The concept of New Public Management (NPM), has become a common thing that public services are carried out by organizations that operate with a management system that collaborates with private and public elements or what is called a hybrid organization. According to (Dhari, 2021), currently the scope of the public sector is in a period of increasing organizational hybridization. Hybrid organizations are organizations that borrow components and logic from three different sectors: namely, the public, private and non-profit sectors (Yanto & Efendi, 2021). However, borrowing characteristics from different sectors, hybrid organizations are considered complex and lacking accountability. One form of hybrid organization is Village Owned Enterprises (BUMDes).

These BUMDes have special characteristics because they are organizations that have a mixed profile between the public, private and non-profit sectors. A hybrid organization "is said to be market-oriented and operates in a business-like manner to provide public services with public funding and is politically regulated,". Correspondingly, BUMDes aims to fulfill the social goals of rural communities and do not have to maximize profits. In fact, most BUMDes are devoted to providing essential public services with high environmental impact, such as agricultural, fisheries or water management business units. Based on its social and

environmental impacts, BUMDes are expected to play a tremendous role in accountability. BUMDes, as profit-oriented companies, are subject to public scrutiny, which progressively leads to reporting non-financial information to meet stakeholder needs

According to government regulation PP number 11 of 2021, the purpose of BUMDes is an organization that carries out economic business activities through business management, as well as investment development and economic productivity. Besides that, it also aims to utilize village assets in order to create added value for village assets. For this reason, accountability is important for BUMDes in order to maintain public trust (André, 2010; Widiastuti, et al., 2019; Prabowo et al., 2019), considering that this business entity is engaged in managing village assets. The better the quality of accountability, the more trust stakeholders will also be higher (Choubey & Bhargava, 2018; Grossi & Thomasson, 2015). All forms of activities starting from planning to implementation are accounted for in the form of activity reports prepared by the Activity Management Unit (UPK) and addressed to stakeholders (Aditya, 2019). The reports submitted to stakeholders are reports on the results of activities for each period. The management of village government, including BUMDes as part of it, can be said to be good when it can create a climate of accountability (Ramadana & Ribawanto, 2010), openness or transparency and participation in accordance with the basic principles of good governance in the public sector (Sari & Sudana, 2020), (Paulus, Azmanajaya, Pellokila, & Paranoan, 2020).

BUMDes research has been conducted several times to this day by (Alif, Pangaribuan, Wahyuni, & Manurung, 2020), (Drife, 1997) stated that the main aspect of good governance includes accountability (Kaur & Lodhia, 2019), (Ramadana & Ribawanto, 2010) which examines accountability reports BUMDes finance, (Sari & Sudana, 2020) examined the Transparency of BUMDes Financial Report Management towards Village Asset Reporting, (Basuki, 2015), examines the asset management strategy of BUMDes in order to increase village income, (Du Rietz, 2018) The results of our initial observations in the field found that most BUMDes had carried out financial and performance reporting for accountability purposes, held deliberations (participation), and prepared the Articles of Association and bylaws Ladder (AD/ART) as a form of the rule of law. However, until today, research that explores the implementation of the accountability principle from the point of view of asset management and business sustainability is still difficult to find. This study explicitly aims to investigate accountability practices in BUMDes in greater depth with a qualitative approach from the perspective of Sustainable Livelihood Assets refers to (Peña & Jorge, 2019; Kaur & Lodhia, 2019; Mswaka & Aluko, 2015). Specifically, this study explores to what extent and how is the implementation of accountability, in BUM Desa management has been running and how to collaborate BUMDes accountability with sustainable asset management. Theoretically, this research provides insight into new institutional theory, especially regarding the implementation of accountability in BUM Desa where the literature discussing this topic is still very minimal, especially those derived from empirical research results. Practically, this research can be a reference for improving the quality of good accountability practices for other BUMDes in Indonesia (Setyahadi & Narsa, 2020; Van Puyvelde & Raeymaeckers, 2020).

RESEARCH METHOD

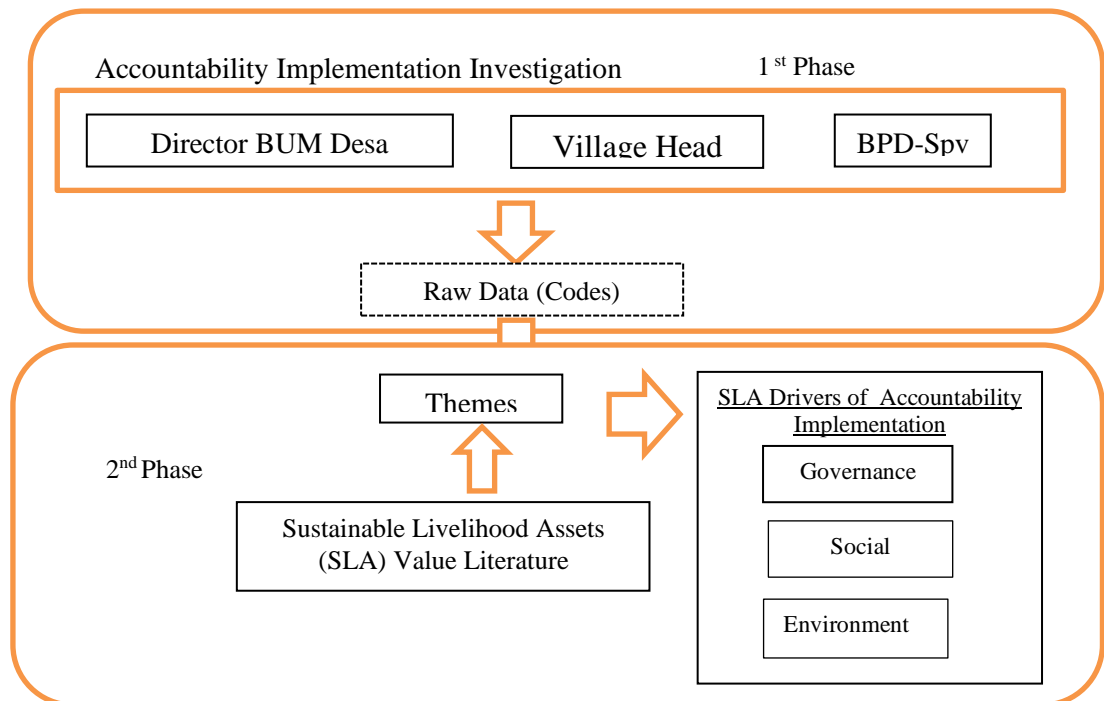
The research methodology in this study uses a qualitative approach which uses pragmatic research methods. This pragmatic approach is how to integrate theory into practice, so that the results to be achieved can provide development and improve existing practices. The development of the accountability model in this study uses Sustainable Livelihood Assets. A qualitative approach is carried out in

terms of document analysis, observations, interviews, surveys and explorations as well as focus group discussions. Previous research (preliminary survey) was conducted to identify the views of practitioners and the advantages of BUMDES accountability that are currently being carried out.

Thematic analysis of the data

The research followed an interpretive philosophical research. This choice is based on the fact that interpretivism allows concepts to emerge from field data (Chena et al., 2013). The research followed a case study approach and aimed to get insight on the implementation of accountability BUMDes. The qualitative data analysis was conducted in 9 stakeholder interviews, and the results of this analysis were confirmed at the end of the each of the two phases. More specifically, the first phase of the investigation of general knowledge about the accountability implementation. The literature review of field assisted the identification of the key stakeholders of this process accountability as well as based on PP No.11 year 2021. The second phase include further investigation about accountability principle with the value of Sustainable Livelihood Assets.

Figure 1. The 2 Phases of the research



The data from the interviews were analyzed using the phases of thematic analysis described by (Ebrahim, Battilana, & Mair, 2014). Thematic analysis was carried out specifically using the steps outlined below (Ebrahim et al., 2014), (Hua, Yan, & Zhang, 2017)

- **Step 1 (identification with the code):** the interviews were recorded and transcribed, and researchers were familiarizing themselves with the transcripts of the interviews.
- **Step 2 (Generating initial code):** The having identified into another emerging codes from the interview transcripts.
- **Step 3 (Searching for themes):** Themes were created by identifying and matching developing themes from the transcript to the theoretical background.

- **Step 4 (Reviewing themes):** The interviewees reviewed and confirmed the themes.
- **Step 5 (Defining and naming themes and sub-themes):** The final form of the themes and sub-themes were defined and developed.
- **Step 6 (Producing the analysis):** Themes and sub-themes were then analyzed.
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There are three village-owned enterprises selected as the object of research is BUMDes A as category A (advanced), BUMDes B as category B (developing), BUMDes C as category C (growing). Cluster sampling is intended to be able to found variations in findings from BUMDes with different grades.

RESULTS AND DISCUSSION

Results

Accountability is a broad concept, in relation to the existence of an organization. Accountability is a general term to describe how a number of organizations have demonstrated that they have fulfilled their mission. Another definition states that accountability can be interpreted as the obligations of individuals or authorities who are entrusted with managing public resources and those concerned with them to be able to answer matters concerning their accountability. Accountability is closely related to instruments for control activities, especially in terms of achieving results in public services and conveying them transparently to the public.

The empirical setting of the interviews builds upon the board understanding and experience of people involved accountability implementation, more specifically the focus of selection of the interview was on maximizing the diversity. In measuring BUMDes an Accountability, the indicators used refer to PP No. 11 of 2021 concerning Village Owned Enterprises which include the availability of Legal, policy and compliance accountability, managerial accountability, program accountability, financial accountability.

The target group interviewed about these aspects was professionals who had experience in accountability implementation. The interviews were consisted with questions about:

- Legal, policy and compliance accountability
- Managerial accountability
- Program accountability
- Financial accountability

Table 1. Interviewees of 1st and 2nd phase

Participant ID	Experience	Type BUMDes they Currently work
Director 1	6 years	A
Director 2	4 years	B
Director 3	2 years	C
Village Head 1	5 years	A
Village Head 2	2 years	B
Village Head 3	4 years	C
BPD Supervisor 1	2 years	A
BPD Supervisor 2	2,5 years	B
BPD Supervisor 3	2 years	C

Legal, policy and compliance accountability

Legal accountability is related to compliance with other laws and regulations required by the BUMDes, while honesty accountability is related to avoiding abuse of office, corruption and collusion. Legal accountability ensures the enforcement of the rule of law, while honesty accountability ensures healthy organizational practices. Beside that BUMDes should be able to account for the policies that have been determined by considering future impacts. In making a policy, it must be considered what the purpose of the policy is, why the policy was carried out.

Legal accountability, policies and compliance carried out by BUMDes A have been made for an annual period and have a legal basis for reporting accountability as contained in the AD/ART BUMDes. This means that this standard is made by the parties involved in the management of BUMDes. This is as information obtained from the BUMDes Director.

"There are already legal and policy maked in place, a kind of AD/ART, Permen Desa no 12 years 2015. It has been made because (BUM Desa) is already a legal entity, So far, the aspect of BUMDes' compliance with the appropriate regulations has been implemented, starting from the requirements for its establishment, then the preparation of the AD/ART according to the regulations. The form of BUMDes accountability has also been carried out every year."

"(Director 1-A)

Furthermore, the BUMDes A financial report has been prepared in an annual period and has the accountability reporting standards set out in the BUMDes AD/ART. This means that this standard is made by the parties involved in the management of BUMDes. This is as information obtained from the Director of BUMDes.

Managerial accountability

Managerial accountability which can also be interpreted as performance accountability is the responsibility to manage the BUMDes effectively and efficiently. In BUMDes B, in addition to the financial statements, it was also found BUMDes managerial reporting containing reports on business development, business activities, business constraints, and business strategies being carried out. This is as stated by Mr. K as the village head and advisor to BUMDes B

"Performance reports are also reported in every report, including how the progress is, how it works, how difficult it is, how to solve it. This includes work planning reports."(Village Head 2)

The managerial accountability of BUMDes is also contained in the form of a special SOP document, only contained in the manager's job description. For example, in BUMDes A, one of the management systems is the process of matching the financial records by the cashier (who handles the entry and exit of money every day) with the BUMDes treasurer. This is only stated in the job description of the cashier and treasurer, but there is no management system or other financial administration SOPs. The implementation of a simple management system has been running, but the completeness of the documents does not yet exist. As stated by Director B

"We already have a description of the manager's duties, what cashier's duties are, what treasurer. The cashier matches the entry and exit of money with the treasurer, so it must be matched, nothing is rushed, but if there is a complete written document, it doesn't exist yet." (Director B)

Program accountability

Program accountability also means that the BUMDes programs should be of high quality and support the strategy in achieving the BUMDes vision, mission and goals. BUMDes must be responsible for the programs that have been made up to the implementation of the program (Alif et al., 2020; Sari & Sudana, 2020).

“Even though the performance report has been made, the report is only done once a year, namely at the meeting yearly, so it has not been implemented regularly. Meanwhile, the annual work meeting discusses program plans and technical implementation, business capital plans, and performance evaluation meetings manager. In the annual meeting, the previous year's financial statements were also included to be taken into consideration in policy making.” (BPD Supervision 1)

Financial accountability

This accountability is the responsibility of BUMDes to use public funds economically, efficiently and effectively, there is no waste and leakage of funds, as well as corruption. Financial accountability is very important because it is the main focus of the community. This accountability requires BUMDes to make financial reports to describe the financial performance of the organization to stakeholders.

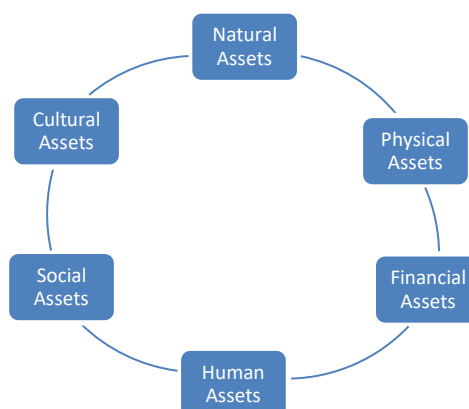
“We use the previous year's financial statements as material” decision making considerations. At the beginning of every year, we hold a work meeting and later in this working meeting we will determine what program we want to make this year, what will be the mechanism, and where will the capital come from, and also discuss evaluation too. Financial issues were also discussed.” (Director 3-C)

In the BUMDes accountability report, a profit-sharing report is also included. The proportions and percentages are adjusted to the AD/ART determined based on the deliberation of the BPD supervision, head village and the BUMDes director.

Sustainable Livelihood Assets (SLA) Value of Accountability BUMDes

This research is based on the sustainable livelihoods approach developed by DFID (Department for International Development) (Afandi, et al., 2014; Hua et al., 2017; Pour et al., 2018). This study highlights the important role of traditional culture and information technology in BUM Desa livelihood activities, building an appropriate livelihood asset assessment framework for BUM Desa. The framework divides livelihood assets into 6 types: natural assets, physical assets, financial assets, human assets, social assets, and cultural assets (Liu et al., 2018; Pour et al., 2018; Yang et al., 2018).

Figure 2. Model of Sustainable Livelihood Assets



The data from the interviews were analyzed through three themes dimension (governance, social, and environment). The themes include the key areas discussed by the director, head of the village and BPD supervision for each phase as they were interviewed about accountability implementation process.

The data collection of this field investigation came with three areas of data as discussed with the interviewees. These three areas themes are presented in tables below (Table 2,3,4).

Table 2. Interview Data about the Governance Theme

	Raw Data (Codes)	Themes
Interview Data and Themes	<ul style="list-style-type: none"> - The view for understanding accountability is understood and agreed by legally, policy and compliance of the rules - There are need community participation in managing village assets as well as investment development and economic productivity. - Responsiveness improves services and develops village digital economy ecosystem. - There is transparency in asset and business management developed by BUMDes 	Theme 1: Governance

Table 3. Interview Data about the Social Theme

	Raw Data (Codes)	Themes
Interview Data and Themes	<ul style="list-style-type: none"> - Village community business incubation - Stimulation and dynamics of rural community economic business - Increased utility, economic value, cultural wealth, religiosity and natural resources - Vision of preservation, sustainability orientation and mission to aim to protect religious values, cultures, social behavior, and cultural heritage 	Theme 2: Social

Table 4. Interview Data about the Environment Theme

	Raw Data (Codes)	Themes
Interview Data and Themes	<ul style="list-style-type: none"> - There is a balance of economic, institutional, social and environmental. - Sustainability of livelihoods in the face of environmental changes and uncertainties in the economic, political and social environment. - Ensure access to affordable, reliable, sustainable and modern energy for all - Protect, restore, and promote sustainable use if terrestrial ecosystems, sustainably manage forests, combat desertification, and halt and reverse land degradation and halt biodiversity loss 	Theme 3: Environment

Collecting data & identifying the main issues then turning it into several categories according to the research objectives. Analyze & build a model based on the analyzed data

A Comprehensive Analysis and Discussion

This section discusses the data gathered in the field studies (first and second) phase and explains how the analysis of the three value areas themes that arose from director, village head, and BPD supervision can encourage in understanding accountability implementation and how, if successful, it can add value to the BUMDes accountability framework (Aeni, 2020). To provide a more comprehensive understanding of the methodological approach, Table 5 illustrates a summary of the main results.

Table 5. Summarizing table of the accountability adoption sustainable livelihood assets value analysis

	Driver 1: Governance	Driver 2: Social	Driver 3: Environment
Dimension I: Legal, policy and compliance accountability	Legal accountability, policies and compliance carried out by BUMDes have been made to increase good governance	Legal regulations that support the creation of a vision of preservation, sustainability orientation and mission to aim to protect religious values, cultures, social behavior, and cultural heritage	Policy to covered protect, restore, and promote sustainable use if terrestrial ecosystems, sustainably manage forests, combat desertification, and halt and reverse land degradation and halt biodiversity loss
Dimension II: Managerial accountability	The process of planning, implementation, administration and accountability of BUMDes is based on efforts to create transparency, accountability, responsiveness and participatory.	Managerial BUMDes should can stimulate and dynamics of rural community economic business with increased utility, economic value, cultural wealth, religiosity and natural resources including potential asset village.	BUMDes business management is oriented towards a balance between economic, institutional, social and environmental by implementing good governance. The environmental aspect plays a role in how to preserve and develop the assets owned by the village
Dimension III: Program accountability	The development of village community business entities (BUMDes is considered to be	The program rolled out by BUMDes must be able to support the village SDGs such as equitable village	The program implemented at BUMDes aims to protect, restore, and promote the sustainable use of

	able to realize economic growth, terrestrial ecosystems, manage forests sustainably, combat desertification, and halt and reverse land degradation and biodiversity loss.
	village sustainable development program or village sustainable development goals (SDGs)
	villages without gap and gender equality.
Dimension IV: Financial accountability	<p>BUMDes business management by developing investment, creating value added assets, so that it can increase village original income and improve the economy of rural communities.</p> <p>Financial accountability is an information representation of the combination use of economic capital and social capital which is the output of the business incubation process of the village community.</p> <p>Financial statements informs how natural and physical capital can be described in the form of business capital participation, sustainable investments to build villages that capitalize on potential assets.</p>

- Dimension I: Legal, policy and compliance accountability Legal, policy, and compliance accountability for aspects of governance is the main foundation for complying with the regulations set out in BUMDes, such as Permendesa No. 4 of 2015, which states that BUMDes problems in their management are required elements of prudence that prioritize transparency and accountability.
- Dimension II: Managerial accountability, Accountability of managers the emphasis in the managerial aspect is on how to embed the institutional elements of BUMDes that are patterned on administration, reporting, and accountability. It is possible that the procedural system for managing BUMDes includes several aspects such as social for institutional strengthening, the transformation of the environment into management, and the development of accountability.
- Dimension III: Program accountability, As a contributor of the implementation of the Village SDGs, BUMDes is responsible for program accountability. Institutional strengthening through effective governance, productive activities of BUMDes that focus economic, social, and environmental factors are some of the supporting aspects in executing the SDGs.
- Dimension IV: Financial accountability, Accountability in financial matters This component of financial accountability focuses on how BUMDes should account for business management and the development of village assets. This type of accountability might take the shape of financial responsibility in company performance reports, profit-sharing reports, and prospective investments that BUMDes stakeholders can carry out.

The results that can be concluded in several dimensions of accountability that have been applied to 3 (three) BUMDes in this study, state that legal accountability is the easiest to implement, the two-program accountability then followed by financial accountability. Actually, for the implementation of managerial accountability, on average, BUMDes have implemented it, but it doesn't work well (Yanto & Efendi, 2021).

This is due to the lack of strong institutional factors for BUMDes. The first inhibiting factors are due to inadequate mastery of governance capabilities. The results of this study support previous research which shows that the main problems are communication problems between BUMDes, village governments, and village communities, as well as issues of transparency and accountability.

The results of the study indicate that there is a discrepancy between the report and the implementation of activities, the disbursement of funds is not supported by evidence, and the report verification is not carried out every month, which indicates that accountability is still relatively not going well. The research can conclude that one of the factors that causes the development of BUMDes to be less than optimal is the problem of BUMDes' corporate governance (CG). With these hybrid characteristics, BUMDes governance has a unique characteristic, namely that BUMDes must be financially and socially accountable. Second, the existing BUMDes governance studies discuss governance partially, for example the element of accountability (Sinaga, Lumbanraja, Sadalia, & Silalahi, 2021). The accountability element is a general governance element, while the BUMDes governance element that differentiates it from other entities is the participation element which has not become a concern. This research contributes to BUMDes activists to provide appropriate assistance after measuring the governance owned by BUMDes. Theoretically, this research provides additional concepts to social enterprise theory in the context of BUMDes which is a growing phenomenon in Indonesia.

CONCLUSIONS

The purpose of this paper is to develop a framework for the analysis of accountability implementation combining sustainable livelihood assets. The interviews were analyzed through thematic analysis and the key areas were discussed and confirmed by interviewees.

Through the investigation of successful accountability implementation and with the help of sustainable livelihood assets theories, this study presented a categorization of the critical drivers of the accountability implementation. This categorization and synthesis of value drivers with accountability dimensions are unique. This study contributes to the literature of accountability implementation in general and accountability implementation in particular by providing details of value creation within each implementation dimensions of accountability.

The conclusions that can be drawn regarding accountability in BUMDes include: (1) Legal, policy and compliance accountability for aspects of governance is the main foundation for complying with the regulations set out in BUMDes such as Permendesa No. 4 of 2015 which states that BUMDes problems in their management are required elements of prudence that prioritize transparency and accountability. (2) Managerial accountability.

For the managerial aspect, the emphasis is on how to embed the institutional elements of BUMDes which are patterned on administration, reporting and accountability. It is possible that the procedural system for managing BUMDes involves several aspects such as social for institutional strengthening, the environment being transformed into the management and development of village assets. (3) Program accountability carried out by BUMDes as a supporter of the implementation of the Village SDGs. Several supporting aspects in implementing the SDGs are institutional strengthening through good governance, productive efforts of BUMDes that prioritize economic, social and environmental aspects. (4) Financial accountability This aspect of financial accountability emphasizes how to

account for business management and village asset potential development by BUMDes. This form of accountability can be in the form of financial accountability in business performance reports, reports on profit sharing and potential investments that can be carried out by BUMDes stakeholders.

Some limitations of the study are typical of the ones met in qualitative studies such as the number of participants as well as the geographical context of the research. These limitations were alleviated to certain degree by the participants accountability experience. These can be addressed in future studies by including views from other organizations. Another future study can be the identification of possible problem areas of the accountability implementation within they can be overcome in order to deliver the best results of accountability.

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