

POLICY CHANGE AND IMPLEMENTATION OF NEW VILLAGE REGULATION BASED ON PUBLIC ADMINISTRATION PERSPECTIVE

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Abstract

The purpose of this study is to analyze the policy change of village regulation and the implementation of Law No 6/2014 on the Village as new village policy. The method of this research was qualitative. It was conducted in two locations, i.e: Kairane village of Kupang Regency and Dringu village of Probolinggo Regency. The result indicates that although the policies used are the same, but they produce different outputs. In isolated villages, the dominant output is village infrastructure. This is due to inadequate water and transportation facilities. Whereas in the developed villages, there are more administrative services. Thus village funds are difficult to absorb in infrastructure activities, but disbursed for village apparatus honorarium fees. On the other hand, policy change is more on political process and always do when village government ineffective. In conclusion, the implementation of village policy in Indonesia has different results. Let's focus on managerial approach to make policy robust not only political: the advanced village focus on better public services, while the isolated focus on village development.

Keywords: local government, empowering community, village, public services

1. INTRODUCTION

Indonesia has variant of local government as a part of regency or city. They are *desa* (rural village) and *kelurahan* (urban village). Based on the data from the Indonesian internal affair of ministry in 2015 showed there are 74.749 *desa* (rural village) and 8.412 *kelurahan* (urban villages). Even though fewer in number, usually *kelurahan* more welfare than *desa*. While the process of democratization is more predominant in rural village (*desa*) compared to urban village (*kelurahan*). Thereby, it is indicating that the process of democratization has not been able to guarantee the well-being of rural communities. As Mok and Kuhner (2017, p: 1) said welfare issue became one of the main challenges faced by the Asian government today, including for Indonesia. This condition is one reason for the government to make policy changes regarding the village.

The government changed the Law No. 32/2004 on Local Government and Government Regulation No. 72/2005 concerning Village with Law No. 6/2014 on the Village and Government

Regulation No. 43/2014 concerning the Implementing Regulations of Law No. 6/2014 on the Village. This policy change reviving again about the indigenous village, administrative village, self-governing community and local self-government, debate on the concept of village autonomy, also the presence or absence of decentralization village. Although the village autonomy is not mentioned explicitly in this new policy, but the granting of authority subsidiarity is the forerunner of decentralization in a lesser degree to the village. While decentralization itself just stop at the level of local government such as *Kabupaten* (regency) or *Kota* (city) not in the village according to article 18 paragraphs (2) of the 1945 Constitution Amendment. It can be concluded that this policy has two main problems, first, concerning about the principal regulation and second proper of theoretical concept of village decentralization. It seems that for the sake of the effectiveness of government performance the first problem little bit ignored, although in practice of the public administration is important

and become legal principal in the policy implementation.

On the other hand, trend towards the fulfilment of rural community's satisfaction on public service and democratization can't be stopped. New Public Service paradigm (Denhart & Denhart 2003) offered it in public administration. More closer to public service and accommodate the voices of village dweller make decentralization can't be avoided, but regarding the Indonesian constitution, village has restriction, not only doesn't have decentralization but human resources too. That's why this study conduct to analyses the policy change and implementation, because have a new regulation. Is it effective or not? The significant of study to giving recommendation for better village formulation policy at the future especially on public administration scope.

2. LITERATURE REVIEW

2.1. Public Administration and It's Shift Paradigm

The concept of Public Administration continues evolve in line with the paradigm. It consequences on the role of public administration in society or the role of government in narrow meaning. Denhart & Denhart (2003) divided it into three paradigms. There are Old Public Administration (OPA), New Public Management (NPM) and New Public Service (NPS). Each paradigm has different value which is related with the action of problems.

This research tend to New Public Service paradigm rather than the Old. The core of the New Public Service perspective is change the way in public administration. The changes are related to the first, the perspective of the people in the governance process; second, the perspective of the meaning of public interest; Third, the perspective of how the interests of the community execute and the fourth, the perspective on the role or duties of public administrators in carrying out and fulfil the public interest need. This perspective prioritizes public position as citizens in the governance process. Thus this perspective seeks to bring democratization in public administration. Therefore, the public service is a key task for the public administrator as well as a facilitator in the formulation of public interest and participation in government. Citizen and public official are

working together to define and address the common problems in cooperative and mutually beneficial way. This perspective not only acknowledges but also requires community participation in all levels of government, including local government.

2.2. Policy Change and Implementation

Policy implementation is a process where a program or policy is implemented; and signify the translation of a number of plans into practice (Howlett and Ramesh, 1995: 153). On the other hand, when the policy is implemented, the conversion process has actually taken place. At the implementation stage affects the final results of the policy. Conversely, the chances of success will be even greater if the policy formulation has been considered in various stages of the formulation that might arise when implemented. If this process is ignored then policy changes occur.

Cooper et.al, (1998) explains the considerations in policy termination or transformation in the policy process if a policy is deemed ineffective, inappropriate to the current situation or too costly especially social and political costs. Nevertheless, (Bardach (1976) quoted by Parson, 1995: 576) states that termination is very difficult because it is a political process that involves a lot of vested interests, which will have a political impact, therefore this process rarely done.

2.3. Local and *Desa* (Village) Government

According to Muttalib & Khan (1982) and Alderfer (1964) village include as variant of local government pattern, traditional particularly, of course with different forms and autonomy degrees with the western pattern original. Therefore, *Desa* is traditional local government. In the context of Indonesia, village call *Desa*, while village government call *Pemerintahan Desa*. Actually *Desa* is traditional local government. It has been regulated by state start in 1906 (*Inlandsche Gemeente Ordonnantie/IGO Stbl 83/1906*) for villages in Java and Madura, while in 1938 (*Inlandsche Gemeente Ordonnantie Buiten-Geweesten/IGOB Stbl 490/1938*) for outer Java. Thus, before IGO and IGOB the existence of the village is not part of the Indonesian public administration, and the system of the Indonesian government in particular. In new order (Orde Baru), the central government start creat new

village government call “*desa gaya baru*” in outer of Java. Therefore in Indonesian village government based on public administration perspective have two type, i.e. acknowledged and created by government.

Created type, start at new order. All the village government in Indonesia including Java and outside Java are equated and controlled by Camat. The village in east Nusa Tenggara called *temukung* turned into a new style village (*desa gaya baru*), *Nagari* in West Sumatra, *Gampong* in Aceh was eliminated. The structure is all equated as in Java which is governed by IGO 1906, so it is more easily controlled by the Government on it. While, acknowledged means recognition. For the first time, given by legal legislation in Dutch colonial, second through UU No 6/2014 on Village. the Dutch colonial period against the practice of government which is part of the life of indigenous people in rural Java island. The recognition of the colonial government over the existence of the village with all its customs, needs and interests has resulted in the existence and authority of the village head becoming stronger (Wignjosebroto, 2008: 48). Today, village regulation back to the colonial acknowledgment with a few changes as Nurcholish (2018: 1) said that the current model of NKRI government to imitate the model of Dutch East Indies colonial administration with little change.

Desa is a legal entity, in which resides a powerful community held its self-government (Kartohadikoesoemo, 1965:3). He explained (1965: 8) that *Desa* having two types, there are *genealogische rechtsgemeenschappen* and *territoriale rechtsgemeenschappen*. Kartohadikoesoemo (1965) definition more closer to sociology perspective, rather than public administration. His concept refer to invention of Cornelis van Vollenhoven (1907) about *inheems gemeenschap* or indigenous community and *rechtsgemesnschap* or rural community. These concept refer to abstraction of indigenous community not organization formed by stated.

While Eko (2012: 38) classify the village into four types. First, Indigenous village; second, parochial village; third, corporatist village is the most prominent character in most of the villages in Indonesia because of government intervention uniformly through Law No. 5/1979 and fourth, civil village. Eko (2012)

mixes the village concept from a sociological perspective with politics, so it is unclear.

The problem is not about how many of village typology, but the purpose of village government as organization and legal entity not yet optimally namely the welfare of the community. Therefore public administration perspective is needed, especially in the management approach as mentioned by Rosenbloom (1991). Speaking of organizational management, organizational theory can not be separated primarily the approach of organizational effectiveness that refers to the goals attainment (Robbins and Barnwell, 2002: 87). Nevertheless, because using the system thinking approach in analyzing the problem, the system approach in measuring organizational effectiveness is felt more precisely. Considering this approach focuses more on the process or interaction than the objective itself.

According to the New Public Service by Denhard & Denhart (2003), the owner of the public interest is citizen then the public administrator's duties are focused on the responsibility to serve and empower citizens through the management of public organizations and public policy implementation. There are two short goals in public organisations, public satisfaction and self-reliance. If two intermediate goals are accomplished it will affect to the prosperous community as the end of public organisations, village government organization primarily. With reference to the perspective of public administration, the village performance system is defined as the interaction process of all the sub-systems of the village government system to deliver public service and empowering communities in order to achieve the welfare of the community.

3. RESEARCH METHOD

This research used qualitative approach. Data collected through four procedures, interviews, focus group discussions, observations and documentation. Relations between these methods are complementary. The first data was collected in Kairane village, after it was considered finished then continued to the second location i.e. dringu village. Furthermore, if there any deficiencies or inequalities then cross check with the mechanism of triangulation and repeat ask back to informants in both villages.

The first stage in data collection is to find the key informant. Key informant in Kupang was

the *Bengkel APPEk* member, an NGO engaged in the assistance of rural communities in NTT. Based on the information obtained then the informant was expanded through the snowball sampling mechanism. Then interview done with the informans such us staf of Amabi Oefeto sub district, head of village, chief of hamlet I and village secretary and member of NGO's. Then the interview is extended to the parties who have relevance to the research problem in kairane, i.e.: village organization, head of BPD; community, chief of hamlet, staff of village apparatus; members of PKK, secretary and staff of BPMPD, head of village government division in Kupang regency, staff and head of Bengkel APPEk; member of policeman as *Babinkamtibmas*, also staf of AUSAID foundation representatif in Kupang city.

The second stage is focus group discussion. Participants in the focus group discussions purposively set of different groups of relevant actors in with members of NGO "Bengkel APPEK", villagers, some of village apparatus, "mama-mama PKK", (members of Family Welfare Development, abbreviated PKK, is a local organization based on community that empowers women to participate in the development of Indonesia, in this case of course in the village contex).

While the key informant in Dringu village is one of the elder informal village. He is a former village government official. Based on his information the researcher go to the dringu village government official interview with the head of village, staff of public service, some of village apparaturs such us government division, general affairs and the head of *gandean* hamlet.

After that the interview was expanded through the snowball sampling mechanism such us head of Dringu sub district, some of village apparatus: especially division of welfare, government, financial and general services division in Dringu village, head of Prima Bhakti as village organization, member of BPD; community, chief of hamlet, staff of village apparatus; members of PKK, head of PAUD Kartika and Sriwijaya kindegarten, bidan desa, head of Puskesmas, staff of BPMPD, member of policeman and army as *Babinkamtibmas*, also member of *Komunitas Pemuda Pribumi* as NGO in Probolinggo city.

The next stage is also focus group discussion same with Kairane. Participants in the focus group discussions purposively set of different groups of relevant actors in with

members of NGO "*Prima Bhakti*", villagers, some of village apparatus, members of PKK, head of hamlet, head and member of BPD, ketua RT and RW, village apparatus, member of Lembaga Keswadayaan Desa (LKD). Last stage is observation, the third stage is actually done on the sidelines of the interview and FGD.

Problem focus determine on two categories. There are policy change and implementation of Law No 6/2014 on village. The implementation consist of two activities, i.e: public services and community empowering. This focus refers to public administration function according to NPS paradigm, focusing on public services and public involvement "(Denhart & Denhart, 2003: 3). Analyses using interactive process.

4. DISCUSSION

4.1. Policy Change: Type of Policy Change and the Limitation of New Village Policy

Policy change refers to incremental shifts in existing structures, or new and innovative policies (Bennett and Howlett 1992). Ineffectiveness performance of village government in Indonesia always followed by a policy change as solution such as Law No. 6/2014 of the village. This action is reactive and appropriate with the laws of "the fifth discipline" Senge (1990, p. 46) said that the cure can be worse than the disease. It means are possible solutions in the form of policy changes exacerbating the problem. Indonesian government usually take the policy change to make village government much better. In the policy change have two kind of changes, there are policy termination and succession. The consideration for policy termination or policy transformation within the policy process are ineffectivity, inappropriate to the current situation or too costly (Cooper et al. 1998). Especially social and political costs. Nevertheless, Bardach (1976 cited Parson, 1995) stated that the termination is very difficult to do because it is a political process which is involves many vested interest. Therefore this process rarely do. Refer to Hogwood and Peters study (1983 cited Parson, 1995) policy succession is one of policy changes type is often chosen rather than termination, because this process only change the existing policy with other policies, while the changes are not fundamental but rather continue the existing policy. But, the fact is indonesian government

prefer to termination process concerning on village policy. Since, Dutch occupation until this periode, indonesian has 7 regulations concerning on village, but only four of them was original by indonesian government issued and well implemented. All the changes by political process, and termination was dominant rather

than succession. Only one by succession it is Law No 32/2004 on Local Government.

The changes of village regulation can be seen in Table 1. This table is generated on the basis of primary and secondary data as well as Surianingrat (1992), Wasistiono (2007), Nurcholis (2014a&b), and Hakim (2013).

Table 1. Policy Change Concerning Village Regulation Since Indonesia Independent

No	Regulations	Policy Change			
		Termination		Sucesion	
		into	Model, and Position Village Government	into	Model, and Position Village Government
1	Law No. 19/1965 on <i>Desapraja</i> (1965-1979)	Law No. 5/1979 on Village Government (1979- 1999)	<ul style="list-style-type: none"> Local democracy into structural efficiency model Desa as third level of government change into sub system of district 		
2	Law No. 5/1979 on Village Government (1979- 1999)	Law No. 22/1999 on Local Government (2001-2004)	<ul style="list-style-type: none"> Structural efficiency into local democracy model Sub system of district into sub system of local government. 		
3	Law No. 22/1999 on Local Government (2001-2004)			Law No. 32/2004 on Local Government (2005-2014)	<ul style="list-style-type: none"> Local democracy into mix local democracy and structural efficiency model Still exist as sub system of local government.
4	Law No. 32/2004 on Local Government (2004-2014)	Law No. 6/2014 on Village Government 2015- now	<ul style="list-style-type: none"> Hybrid into subsidiarity (small level of decentralization..mix into local democracy model) Sub system of local government but direct to central government 		

Source: Proces based on documentation data.

According to Table 1, it shows, there are any fluctuations in model of local government and the position Also the relationship between the ideology of the ruling government with his policies product. The ultimate product of public

administration is public policy. This further reinforces the fact that politics is the highlight of public administration. Political correlation with the policies that govern the village can be illustrated in the Figure 1.

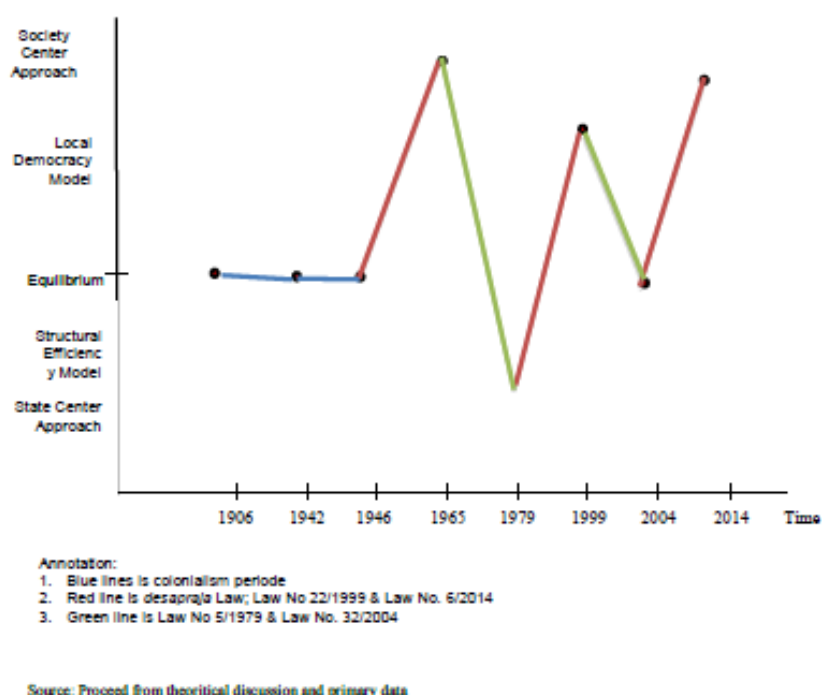


Figure 1. Diagram of Political Mainstream of Village Policy

The limitation of law number 6/2014 on village was on the legal basis, and backup of decentralization conceptual. Here there are:

- Desa* is sub system of local government not a new level of local government or third level in the structure of the Indonesian government (1945 Constitution Amendments article 18 paragraph 1). This policy implicit to the third level.
- Desa* doesn't have local autonomy but indigenous autonomy. Article 18, paragraph 2 and 5 of the 1945 Constitution Amendments stated that local autonomy only owned by the province and regency/city. It means there is no decentralization from central government to village.
- As sub system of local government *Desa* doesnt have local autonomy, but new village policy giving subsidiarity principal. Subsidiarity is the principle which states that matters ought to be handled by the lowest competent authority. Normally it is defined as the idea that a central authority should have a subsidiary function, performing only those tasks which cannot be performed effectively at a more immediate or local level. Anderson said (2003, p. 31)The most important aim is to "bring decision-making

within the community as closer to the citizen as possible"

- Desa* has transfer income from upper government. Practically village allocation fund accepted by village government from central not only local government too. This is double funding.
- Local autonomy is different compare with self reliance conceptual. This new policy using self reliance as principal but implicitly the local autonomy too. This is ambigue.
- Desa* as local self government dan self governing community. Local self government more closer to the local government but self governing community more closer to indigenous autonomy. Two type of village within this new policy but unfortunately doesn't have basic law and supported by constitution 1945 especially for local self government.
- Re-activating the role of *Badan Permasyarakatan Desa* as a representative institution to encourage initiatives, movements and community participation that previously set out in Chapter XI of the third part of Article 104 of Law No. 22/1999 on Local Government (Wanusmawatie, 2014). It

different meaning with the same term in institution which is regulated by Law No 32/2004 on Local Government. This is more complex and will impact on two types of villages that have different shapes.

Even though decentralization principle doesn't mention clearly in this new policy but the characteristics show it through subsidiarity principle. Thus further strengthening the elements of the formation of the new local government. Once again this is a limitation of new village policy because it doesn't have supporting legal foundation and conceptual weakness. The subsidiarity principle more closer to the participation concept, we call decentralization within cities (Norton, 1994), decentralisation below the level of local authority or neighborhood government (Burn et al., 1994). This concept offers public service reform.

Theoretically, the existence of *Desa* described in decentralisation below the level of local authority. It means village having decentralisation but below local authority not central authority as well as local government (regency/city). Village government is government based on community or neighbourhood government, similar with decentralised democracy (Burn et al., 1994). The aims are to stimulate community self-help and encourage participation in decision making by the inhabitants or disadvantaged neighborhoods, especially ethnic groups and the poor (Norton, 1994: 428). The local government is giving a half government affairs and finance to local community through neighborhood government (Norton 1994, Smith 1985). This format similar with *desa* in Indonesia.

These types of neighborhood government was implemented and regulated in the previous law but the implementation needs to be improved. Especially in the field of managerial not always terminate a village policy whenever the effectiveness of the village government was not achieved. It will be too costly for social and political conditions. While the self-reliance and well-being of the villagers was not achieved as well. Problems of village government effectiveness were influenced by many factors not only on policies. One of them is the performance of the village government. Performance is closely related to internal and external factors of the village government (Muluk et al. 2013). Therefore the managerial

approach should also be used not only a political (Wanusmawatie, 2014).

4.2. Implementation of Law No. 6/2014 on Village

4.2.1. Kairane Village

The village is located in the district of Amabi Oefeto, Kupang regency of East Nusa Tenggara province. In contrast to the villages of Java, the majority of villages in Kupang regency are results of government creation. It started since the government of the New Order era around 1968 and 1969 with the term *Desa Gaya Baru* (new style village). The formation of the village not because formed by the community itself but created by government.

The village is located on the slopes of a steep mountain valley exactly in the hills with a height of 148 m above sea level. In 2016 there is a connecting road infrastructure improvement (paved) towards the capital of. Many farmers and ranchers, and Nasrani religion. The typology of village is created by government. Similar with local democratic model plus local wisdom. The government is dependent to the local and central government. The mechanism of village government is simple rather than *Dringu*. It is characterized by only tribe as a formal leader (*kepala desa*).

The implementation of public service in *kairane* village in both public service and basic services is difficult to say optimally. This is because the absence of public service standards prevailing in the village, mainly related to local administration and services. It is also added local government supported. Both of these become the source of complaints from the community. However, when it comes to public services held by the villagers themselves, the people tend to accept and be satisfied. This is due to high trust to the village government, and support from indigenous communities. But when it comes to services that require the involvement of local authorities, the results are disappointed. While the village officials are unable to meet due to limited authority. As well as electronic issuance of ID cards, health services (*Pustu*), educational services, major village road construction, pipeline irrigation channels and for the provision of clean water needs. Thus the village services that have been received well by the public tarnished by any service that requires the involvement of local government. In other fact,

allocation fund village is advantages for local infrastructure development, such as *sumur bor*, pipelines and village road.

However, based on the facts that found in the field, the implementation of empowering community in Kairane was only in the health and economic sectors, even more dominant economic fields. This economic field increase people's incomes. The infrastructure constraints mainly related to water, road and transportation infrastructure. This has an impact on the welfare of Kairane people especially in the economic sector. In addition, dominant empowerment efforts initiated by local governments, both regency and provincial, as well as national programs from the central government as well as third parties in this case NGOs, rather than purely initiatives from village organization such as village community empowerment organization (LPMD). The villagers running the program and the village government taking responsible for the failure of the program. Other findings are the advocacy of NGOs that raise awareness of community law and democratization in the context of village autonomy. That's why the villagers in Kairane still learn to escape from poverty trap.

What poverty is?, Chambers said (2006) it depends on who asks the question, how it is understood, and who responds. Based on this perspective, at least four clusters of an indicator of poverty. The first is income-poverty, the second is material lack or want, third, lack of or little wealth and lack of low quality of other assets such as shelter, clothing, furniture, personal means of transport, radios or television, and so on. This also tends to include no or poor access to services. A fourth cluster takes a yet more broadly multi-dimensional view of deprivation, with material lack or want as only one of several mutually reinforcing dimensions (UNDP, 2006: 3-4). Those indicators usual to measure of poverty in developing countries. While the poor, is people who are in a bad condition variously described as poor, marginalised, vulnerable, excluded or deprived.. This definition from an unpoor perspective people to capture the poor people.

Factually, the poor not always like the developmentalist. If refers to it of course kairane is poorer, but if we look at more deeply it does not look a like. Poverty in Kairane, due to the nature of community dependence eventhough the number of poor people are decrease but their income stagnant. Basically kairane people are

not too poor but the convenience gained from government aids makes it reluctant to get out of poverty. This is due to the accumulation of central and local government policies that continue to provide assistance in the form of goods, cash and revolving fund until today. The level of poverty will be increase in the direction of high dependence of Kairane village community. Beside that village geographical condition and limitation of infrastructure support the situation to be poorer.

4.2.2. Dringu Village

Administratively, Dringu village is located in Probolinggo Regency with an area of 244.261 Ha, or 1,92 km² which consists of three dusun (hamlet) namely dusun Gandean-Ngemplak, Dusun Krajan-Bandaran, and Dusun Tambak Pesisir and 6 RW and 16 RT. Previously *Dusun* was known as a *block*.

On the other side of the tribe who inhabit this village is Java and Madura, with Islam as much as 3667 as the majority of religions then Christian as many as 10 people. The result of the assimilation between Javanese and Madura tribe is better known as *Pandalungan*. *Pandalungan* comes from the Javanese term 'dhalung' which means "periuk besar". It means a large area that holds two or more ethnic groups and gives birth to a new culture that is adopted from the elements of its forming culture. The result of this assimilation gave birth to the local language used is a combination of Javanese language with dialect of *suroboyoan* and madura language.

The location adjacent to the urban areas and by passed and land transportation in the form of a lane of ring road, causing this village is no longer purely agrarian, but began to shift to the characteristic of urban communities characterized by the following characteristics:

- a. Depletion of the spirit of kinship
- b. Tend to be individualistic
- c. Livelihoods are shifting to the industrial and service sectors
- d. Not bound by customary law, but rather the use of positive law
- e. The depletion of the role of community leaders and village heads in community and government life
- f. Low public confidence in village government.

The characteristics above are similar to the characteristics of an independent village community in a sociological perspective. If refer

to the classification of the village based on its development then the dringu village include the category of self-sufficient villages (independent). In the perspective of sociology of self-sufficient village is defined as a village whose people have been able to utilize and develop natural resources and potential in accordance with regional development activities.

The implementation of public service in Dringu village consist of administrative, public goods and services, basic education and health services. Public services that can be carried out by the village are administrative services, while education and health are the affairs of the local government located in the village. If a type of service becomes the affairs of the local government, it is require support from local government. Even though the regulations change but the problem remains the same, that is, services that are the authority of the region and are needed quickly by the community cannot be handled properly.

The implementation of empowering community in Dringu village is not directly undertaken by the village government or LPMD as local organization which is now changed to be *lembaga kemasyarakatan desa* (LKD) but is done by specific local organizations in their respective fields. Dringu Villagers, tend to be self-reliant in managing potential and exploit the opportunities offered by government programs.

The poverty that occurs in Dringu, is about low education. The perception that higher education is not important, so neglect education. This is more common in some villagers in the dringu village such us tambaksari village, bandaran and coastal close to the beach. More children are employed to work to help their parents to the sea. Second, the impact of acculturation on consumption patterns that tend to consumptive habbit. This poverty refers to social impact of development, not structural condition.

Public service in Kairane is lower rather than Dringu village, when viewed from the quality of service. While the complaint has a similarity, it mainly related to the fulfillment of services that requiring local government support, such us administrative services, health and education. Those services not directly managed by village government. The important things is the transparancies of services.

Based on the results of research that has been described above it can be concluded that:

- a. Public service in the village well-organized, if there is local government involvement mainly in education, health and economy which become indicator in prosperous community. This is evident from more complain indicators directed at services that require support from local governments.
- b. The village governments are limited to provide public services, only administrative services that are local and indigenous. It can not regulate and manage itself to provide services directly due to limited authority, finance and resources of the apparatus and also public service standards.
- c. While community empowering is mostly given by local government, not to initiate and evaluate but more as implementer of program which have been set by local government, especially in economic sector. Even if there is an initiative but not accompanied by a holistic and sustainable program tend to partial (eg pendamping desa (village counselors)
- d. Community empowering given by the village government to its citizens is tend to social activity (*bersih desa, gotong royong, siskamlng*) rather than democratic process. Musrenbangdes usually for formality.
- e. The nature of poverty in village is structural dominantly for isolated village but for others village is funtional and social impact of development (poverty alleviation program, consumptive, riba and drugs habit).
- f. Satisfaction community depend on public service delivery and quality, while self reliance depend on literacy and education.
- g. The welfare of rural communities depends on the process of local governance.

Thus it can be concluded that the performance of the village as a sub-system can not be optimal because of the enormous dependence on the government on it. But the level of dependency of the two villages is different, kairane more dependent than dringu village. It means "simple" government more dependent rather than "complex" government system. Kairane village is product of "created" by government while Dringu is "acknowledged". In this case created village more dependent rather than acknowledged village.

On the other hand, village performance could be as a system of village implementation. As a system, village performance become the

center of all the activities of village administration, supported from sub systems. Village performance is also one of the outputs of the village government system. Output is the result of work of activities that have been done by village government. This activity refers to certain functions by relying on the prevailing rules of Law No. 6/2014 on the Village. The functions referred to the authority possessed by the village government that is the function of government, development, empowerment, and the function of fostering the village community. In the implementation of these functions, village government requiring support from other sub-system such as village personnel, security, regulation, community, local organization, local wisdom, village development, local and central government, and third party. In order to achieve its objectives. All these sub-system are interdependent.

5. CONCLUSION

Based on the Law No 6 year 2014 has put the village as part of national government which according to the theory of public administration, the law has put emphasis on political aspect rather than legal nor management. In effect the implementation of the village government both in Kairane and Dringu ineffective. Based on local government theory only two pattern of village government. There are modern and traditional, but Kairane and Dringu are acknowledged and created village. It is not yet mentioned in local government theory.

Based on the above conclusion, in order to improve the implementation of the law no 6 year 2014 is followed by practical guidance which emphasis more on legal as well as managerial aspect. The guidance is based on scenario policy that using leverage indicator as follow:

- a. For created village with isolated characteristic, It must focusing on village development with providing village finance (financial availability) in the form of transfer income to provide sufficient funds for building the village infrastructure requirement.
- b. For acknowledge village with advance characteristic, it must focusing on village performance through optimizing public services by applying a minimum public service standard with two ways. Firts back up with adequate apparatus resources, by placing local government personnel in the

village or recruiting professional local people and second implementing the standart of village minimum services. The second way cann't implemented if the first stage not fulfilled.

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