

A Study of Implementation of Village Government Competences in Aceh Province, Indonesia

Akhyar^{a*}, Agus Sholahuddin^b, Tommy Hariyanto^c, Mursyidin^d, Jumadil Saputra^{e*}, ^aUniversitas Abulyatama, 24415 Kuta Baro, Aceh Besar, Indonesia, ^{b,c}Universitas Merdeka Malang, 65146 Jawa Timur, Indonesia, ^dFaculty of Social and Political Sciences, Universitas Malikussaleh, Bukit Indah, 24355 Aceh Utara, Indonesia, ^eFaculty of Business, Economics, and Social Development, Universiti Malaysia Terengganu, 21030 Kuala Nerus, Terengganu, Malaysia, Email: ^{a*}akhyar_ppkn@abulyatama.ac.id, ^bagusholahuddin@gmail.com, ^ctommyhariyanto03@yahoo.com, ^dmursyidinza@unimal.ac.id, ^{e*}jumadil.saputra@umt.edu.my

This study identifies the competence implementation of Gampong government. Also, it analyses the obstacles and influences upon that implementation, in Gampong Lamteh Banda Aceh city, based on Law number 6, 2014 of the Indonesian Parliament. A descriptive qualitative design is used for this study. Data was collected by observation, interviews, and documentation. It was analysed using an interactive model that consists of data reduction, data display, and a conclusion. The results of this study found that certain factors became an obstacle, to the implementation of the regional competence of the Gampong Lamteh village government, which exercises the Gampong apparatus promoting socialisation under Law number 6 2014. There is representation in preparation to face various program policy implementation. Also, the Gampong apparatus has been able and prepared for full policy implementation, based on experience and government. In addition, the supporting factors of motivation, cooperation, awareness of responsibility, and a sense of belonging, provide an excellent Gampong government environment. In conclusion, the right communication, support, open disposition, attitude or commitment in event and bureaucratic structure becomes public policy implementation. The obstacle comes when the conversation does not run well.

Key words: *Competence, regional government, village government, supporting factors.*

Introduction

Village regulation is one of the easiest ways to see and to know how social participation works. Social participation is an effort to mobilise. This makes society apathetic about construction dynamics. By compiling participative village regulation as part of Village Law number 6, 2014, villages are constructed upon valid village regulations, and their activities are conducted as the goal of their development. Thus, village regulations improving their society's sense of belonging of their village's construction. Participative village regulation consists of numerous factors. They include: identification in society, accepting society's input/involvement in compiling village regulations, making topics for regulations, making general drafts or frames of village regulations, public consultation, integrating village regulation with local wisdom, and revising regulations in the light of consultation. Village regulations can then be established through the following process: the village headman has discussions based on law number 6 of 2014 about villages, village regulations becomes an agreement through discussions between headman and village institutions, the village regulations are implemented, they encounter obstacles, and finally are supported.

The crucial part of social participation and construction is identifying problems that need solving. For social prosperity, society acts through forums to convey aspirations that construct village social prosperity. The present study not only detects various social problems but is also part of the urgent construction of the village. However, on the other side, society cares for the others having social issues. Implementation of the Village Law requires the support of policies, guidelines and some additional software support, through an effort to arrange and align the implementation of the Village Law. Many laws, implementation rules, Ministry of Home Affairs rules, regional rules, village rules and the policies align with the Village Law. Inconsistent policies will cause problems of the execution of practical reform on the ground. Policies need to be formulated thoughtfully, through support by policy software. The apparatus support of software is useful in ensuring that the implementation of Village Law policies have a strong legal foundation. Software requirements of this program should align with numerous programs. These include strategies related to budgeting (Ministry of Finance), Regional and Village Policy (Ministry of Home Affairs), policies related to village and rural development planning in national development planning, Village Development Policy and Rural Areas (Ministry of Public Works) and other relevant ministries involved in the implementation of Village Law.

Scenarios as to the local development of the village use a model of delegation to prioritise the development of rural areas. This model is the village that has the competence to take care of matters, despite it being unable to arrange them. This model is known as the "delegation finance model." Proposed activity under this model must coincide with the Medium-Term Development Plan of the Village, and the Government Work Plan of the Village. The

“Integration finance model” does not factor in the Medium-Term Development Plan of the Village and the Government Work Plan of the Village. However, it is sufficiently noted in the Government Work Plan of Village that, because of this model, the village has not managed the type of activity conducted by the Regional Work Unit, or the Ministry itself. Aceh Province, on the other hand, is privileged in law as a unit of society. It has exclusive competence to administer and manage its governmental affairs and public interests, based on the laws, regulations and principles of the Unitary State of the Republic of Indonesia, based on the 1945 Constitution. A village in the Aceh Province is called Gampong, and the Gampong Government is led by a Keuchik. The Gampong Government organises affairs under Keuchik, Teungku Imum Meunasah, using the apparatus of the Gampong and Tuha Peut Gampong, to implement government.

Qanun (Regional Regulation) Number 3 of 2007 provides that Qanun Gampong is a legislative regulation resembling Gampong regulations, organising the government implementation and community life of Gampong, such that Qanun Gampong has the highest position. Duties and functions of Gampong apparatus are four-fold. First, they provide for legislation, i.e., discussing/formulating and approving the determination of Keuchik on Reusam Gampong. Second, they implement the budget function, which is to discuss/formulate and approve drafts of the Income and Expenditure Budget of Gampong, stipulated before as the Gampong Revenue and Expenditure Budget. Third, its supervisory functions include oversight of the implementation of Reusam Gampong, and the application of decisions and other policies by the Keuchik. Fourth, the apparatus provides for accommodating and distributing the community's aspirations to the Gampong Government. The role of the Keuchik as to Village Law is to implement community empowerment, through revenue sharing funds allocated by the government to Gampong. The Gampong Fund Allocation is aid distributed by the Government to Gampong, from the State Budget.

The Gampong government is based on the Village Law of 2014. Its role is the conceptual empowerment and development of the Gampong community. However, the lack of human resources in the management of funds chokes the realisation of community empowerment, regional infrastructure, environmental carrying capacity and natural resources use, social and cultural resilience, and the capacity and quality of government generally. For example, from 2014 until 2015 Gampong Lamteh received a total of IDR 450,000,000. Of those funds, 70% has been used for public spending and empowerment. The Gampong allocation manifests the village's right to organise its autonomy to grow and develop. Gampong growth is based on diversity, participation, democratisation, and community empowerment. The role of the Gampong government is to enhance and provide public services, to increase societal welfare and accelerate the development and growth of strategic areas, so that ultimately it can develop disadvantaged regions within a system of development areas. Governmental intentions and wishes to build and establish a territory are very supportive of the people; their

realisation of these intentions and desires must be in the form of prosperity and pride as members of society (Miraza, 2005).

In Gampong, the competence that is owned by Keuchik is very dominant in its government. In Gampong Lamteh, Keuchik has at least eight competencies. They include leading the implementation of the Gampong Government; second, fostering religious life and the application of Islamic Shari'ah and the preservation of customs and tradition in society; third, promoting the people's economy; fourth, keeping society's tranquillity and discipline; fifth, being a peaceful judge between Gampong villagers; sixth, submitting the Reusam Gampong Plan; seventh, providing a draft of the Revenue Budget of the Gampong Village; and eighth, representing Gampong inside and outside court and appointing a lawyer to represent itself. Based on the observation in Gampong Lamteh Ulee Karenf subdistrict of Banda Aceh City, the implementation of village government competence has been undertaken, but the implementation of Law number 6, 2014 has not yet been socialised. Keuchik has not fully socialised the implementation of the Gampong government, in empowerment and community development. This case causes several factors from superior that the superior regards that he will be better doing duty than others, unconfident to serve and unwilling, allowing servant. The servant does want to accept the competence delegation from a superior, and is not responsible, because the servant does not he or she has enough information and sources to implement matters dutifully, and is not confident in himself/herself.

Literature Review

Public Policy

The regulation is understood as public policy, so the public meant as a law. It is not only law but we must also understand it well. When an important issue is formulated, that formulation becomes public policy, law, governmental regulation or President regulation. It includes regional systems, thereby rendering public policy obeyed law. Public policy has been defined by an expert. It has been said to be anything conducted or not conducted by government, as a reason for undertaking a policy and for what function for life must be holistic consideration, so the policy contains a significant role for the society, small impact and it does not damage although there is benefited and not, that is why the government must be wise in deciding a policy (Dye, 1992). To understand the strategic position and role of government as a public actor about public policy, comprehension is needed so that the policy orients to people's importance as needed to actualise it. Solichin A Wahab (1991) stated that policy is an effort or action to influence a desired goal; the meaning of effort and action is strategic where it is in a large space and whole.

Subarsono (2005) says that the word “policy” means the best choice in competency limits of actor and institution and that formally, it binds. The concept is relative (Michael Hill, 1993): The concept of policy has a special status in the rational model as the relatively strong element against which other premises and actions are supposed to be tested for consistency. Therefore the meaning of policy is a policy values system. The policy that comes from actor wisdom or institution, through in-depth analysis, is well-formulated to become a policy product. It is related to organisation. According to George R. Terry in *Principles of Management*, policy is a complete guide, either written or oral, that gives a general limit and goal direction for action undertaken by the leader (Indiahono, 2009). Dunn (2003) adopts a historical perspective. Policy activity, on a scientific level called policy analysis, tries to synchronise knowledge and action. Subarsono (2005) distinguished three levels of policy. The general policy guides the implementation of either a positive or a negative nature, including the entire territory or institution concerned. Second, the implementation policy describes public policy. Government regulates the implementation of the law. Third, technical procedures are operational policies under implementation policy.

Factors that Influencing the Policy Implementation

Sadhana (2011) posits policy implementation between policy formulation and consequences (Output and outcomes) caused by policy. Edwards III, quoted by Sadhana (2011), states that “there are four factors that interact with each other in implementing policy such as a communication factor, resource factor, disposition or attitude factor, and organisational structure factor.” Further, in Sadhana (2011) each factor is (a) communication, (b) resources, (c) disposition factor, (d) bureaucratic structure.

Edwards III (1980) proposes that “in our approach to the study of policy implementation, we begin in the abstract and ask: What are the preconditions for successful policy implementation? What are primary obstacles to successful policy implementation?” To answer the critical question, he offers and considers four factors in public policy implementation, such as Communication, Resources, Disposition or Attitudes, and Bureaucratic Structure. It means that public policy will not be effective when these four factors do not support it. Success is not a policy implementation, so the implementer understands what should be done. Whatever that becomes, as the aim and policy goal, must be socialised into group goals, to decrease distortion in the implementation.

Moreover, human and financial sources are crucial for the success of the implementation of village government competence. The human source has to have a characteristic such as commitment, honesty, democracy etc. The implementation that has excellent features can run a policy base well according to what is wanted by the policymaker. Moreover, the bureaucratic structure also decides the success of the implementation. One of the essential

structural aspects of every organisation is a standard operational procedure; this standard becomes a guide for each implementation.

Methodology

This study was designed using the descriptive qualitative approach. Moleong (2016) stated that the approach views process and explanations about phenomenon, meaning, characteristics and relations to procedural implementation of government based on Law number 6, 2014 in Gampong Lamteh, Aceh Province, Indonesia. Similarly, Strauss and Corbin (2007) proposed qualitative methods to uncover and understand what lies behind any phenomena about which little is yet known. Qualitative methods can give the intricate details of an event that are difficult to convey with qualitative methods. The setting of this research was the area and situation where interviews and observation take place. This research was undertaken in Gampong Lamteh Ulee Kareng subdistrict, Banda Aceh city. The informants of this research consist of one Keuchik, one village secretary, two persons; tuha peuet and tuha lapan, socialites, headmen, one head of youth, and one village counsellor.

Result and Discussion

Several factors impede the Implementation of Village Government, based on Law Number 6 of 2014. The Village still has low education. This impacts on the level of community understanding of the development process as involving minimal Facilities and Infrastructure. This factor supports the implementation of Village Government activities. Facilities and Infrastructure must be adequate in terms of quantity, quality and practicality of the use, and the terms of facilities and infrastructure of this kind that will significantly affect the implementation of Village Government. Finance is the backbone for the implementation of Village Government activities. One hallmark of an autonomous region is its financial ability. Financial capability will significantly influence the implementation of the Village Government. Factors hinder the capability of competence in that implementation include the limited resources budgeted by the regional government, limited human resources, and the disciplinary problem of low apparatus. The implementation of every activity is challenging. Other difficulties may be influenced by the orientation or interest of the apparatus or head of the regional government organisation, as to the existing policy.

Many issues have to be addressed; policy priorities for implementation depend on the interest and orientation of regional leaders. Inhibiting factors are the lack of facilities and apparatus for improvement, in terms of the infrastructure marked by the lack of computers and other facilities. Human Resources (HR) is also a precious asset in an organisation. The role of HR itself is one of the supporting elements of the running of the organisation. Sufficient human resources such as quantity and quality should have competence. This also is a requirement for

public service provider organisations. The provision of services will not work well if not supported by human resources with good skills in the field of provided services. The main representation of this research is as follows.

Table 1: Proposition being Main Proposition

| Findings | Proposition | Main Proposition |
|--|---|--|
| <p>Findings 1 Deliberation became a patron in the Restructuring Process of Gampong Lamteh Government based on laws and regulations, so as to minimise the emergence of the dominance of certain party interests</p> <p>Finding 2 The organisational structure of the Gampong Lamteh Government is structured by respecting to local customs and wisdom in the community, so that in the Gampong Lamteh government structure consists of Tuha Peut, Tuha Lapan, Indigenous Peoples as Hariua Peukan, Keujreun Blang, Panglima Laot and Raja Uteun.</p> | <p>Proposition 1 The right of origin in the implementation of the competence of the local government to the village government, in the implementation of Gampong Lamteh government, takes the form of discussion and the Gampong government structure based on local wisdom.</p> | <p>Recognition and subsidiarity in competence implementation from the local government to the village government establish a synergic governmental structure between village government and traditional leaders, in formulating development policies to realise sovereign, independent and personable villages is a people driven model.</p> |
| <p>Finding 3 Local competence in Gampong Lamteh government establishes autonomy and independence of the Gampong including institutions, infrastructure, commodities, capital and development as well as efforts to improve the welfare of the community.</p> <p>Finding 4 Community independence created through the empowerment of the Gampong Lamteh community in three main sectors, namely the empowerment of agriculture and plantation, the emancipation of business and trade which was decided to be participative through construction plan Gampong discussion.</p> | <p>Proposition 2 Autonomy and Gampong independence in institutions, infrastructure, commodities, capital, and development and efforts to improve the welfare of the community is the goal of implementing local competence.</p> | |

| Findings | Proposition | Main Proposition |
|--|--|------------------|
| <p>Finding 5 Village Owned Enterprises in Gampong Lamteh is a tool of local economic empowerment with various types of potential in the village to facilitate the achievement and increase the income of Lamteh community optimally.</p> | | |
| <p>Finding 6 The competence assigned by the Government and Regional Government to the Village Government in the Village Government of Lamteh includes four assignments, namely the implementation of Village Government, the implementation of Village Development, Village Community Guidance, Village Community Empowerment.</p> <p>Finding 7 The settlement of all matters arising in the Gampong Lamteh community through a customary approach with customary institutions is the implication of the pattern of governance of the people-based government.</p> | <p>Proposition 3 Implementation of competence in the implementation of Village Governance, Village Development, Village Community Development, Village Community Empowerment is a manifestation of the function of government as a facilitator of government implementation based on society, or people driven.</p> | |
| <p>Finding 8 Co-administration of the Government, Provincial Government, and Regency / City Government to the village accompanied by financing, facilities and infrastructure, and human resources.</p> <p>Finding 9 Co-administration tasks from both local and central government are implemented based on</p> | <p>Proposition 4 Implementation of Co-Administration task based on Gampong Autonomy is a manifestation of bottom-up services process to place the people as the determinant subject as actors and actors</p> | |

| | | |
|---|---|--|
| <p>the autonomy of the Gampong Government as sovereign, independent, and personable villages.</p> | <p>in the planning and implementation of action.</p> | |
| <p>Finding 10 The support factor of the competence implementation of the Regional Government to the Gampong Government is the presence of apparatus resources and community awareness, cooperation and coordination and good communication between the government and community leaders through deliberation in every policy determination.</p> <p>Finding 11 The implementation of the competence of the Regional Government to the Gampong Government is followed by the establishment of bureaucratic structure based on local wisdom, supervision and evaluation, so it is to facilitate the implementation of activities in Gampong.</p> | <p>Proposition 5 The synergy of Gampong government with community leaders increases community participation in the planning, implementation, and evaluation of governance to create sustainable Gampong development.</p> | |
| <p>Finding 12 The inhibiting factor in the implementation of Gampong governance authority is the lack of optimisation of policy implementation of competence at the planning stage, synchronisation of priority programs at the implementation stage, and synergy between actors (government, business, civil society).</p> <p>Finding 13 Aspects of bureaucracy apparatus and bureaucratic structure that doubly inhibits the successful implementation of the Gampong government competence.</p> | <p>Proposition 6 Limitations of socialisation, the capability of the apparatus, the lack of transparency and double positions are the constraining factors in the implementation of the Gampong government competence.</p> | |

Using the findings above, we can conclude that: (i) Factors which become the impetus and obstacle of the competence implementation of the Regional Government, to Village Government in Gampong Lamteh, is the Gampong apparatus in following the socialisation of

Law number 6 of 2014. There are representatives to prepare themselves to face various implementations of program policies. In Gampong Lamteh, Gampong is capable and ready to face any implementation of visible governmental experience. (ii) Supporting factors which include motivation, cooperation, awareness of responsibility, and a sense of belonging in the Gampong government environment, are very good, if supported by the right communication, relatively supportive human resources, a disposition or more open attitude and commitment to activities, and a bureaucratic structure that becomes the implementation of public policy. (iii) Inhibiting factors include that some Gampong devices for providing information to the community do not run well. On the other hand, there are potential human resources but in placing the Gampong instrument the emphasis is not on expertise. Aspects of the Gampong apparatus maintain their ego, costing public trust. Another difficulty is the bureaucratic structure of the Gampong apparatus even doubling positions in the State Civil Apparatus, through the structure in Gampong.

Conclusions

The results of this study show recognition and subsidiarity in competence implementation, from regional government to village government. They are forming synergistic governmental structures between the Gampong government, and social and customary figures, in constructing policies to create sovereignty and independence, and make the personality of Gampong a people-driven model. It is supported by the policy implementation theory from Edwards III (2011) that states four factors interact with each other in policy implementation; communication, source, disposition or attitude, and bureaucratic structure.

Communication in Gampong Lamteh among Keuchik, Gampong apparatus, with society and the custom figure, is undertaken well. That is especially so in conveying information about the planned program, based on societal activity and desire. This effort is conducted to avoid misunderstanding in accepting information about developing issues. The accuracy of information and socialisation for the Gampong Lamteh community is essential, especially in the implementation of each activity, so they can always avoid any differences in interpreting any actions. Generally, people want conveyed information that is not different and not confusing. Activities undertaken by Keuchik should not violate the outcomes, approached in any deliberations or meetings with a hope for establishing more open and honest communication. Otherwise, conflicts within the Gampong community would be too easy.

A source owned by Gampong Lamteh can support legislative competence. Some have graduated with bachelor and senior high school qualifications. This will facilitate planning and taking construction activity, and using the Gampong budget as decided through construction planning discussions. Most of Gampong has responsibly and consistently

undertaken policy implementation. However, it is clear that in every decision or regulation, the Gampong apparatus must not be dangerous but responsible, with accurate communication, to ensure the effective implementation of each duty.

The competence implementation undertaken by Keuchik Gampong Lamteh to governmental administration has utilised staff with skill and ability in conducting their duties, commands, and Keuchik's advice, including decisions and suitability between the number of needed staff and their particular skill. The facility used to operate each policy implementation such as office, means, and intensive budget will all give good service. Keuchik's attitude and Gampong Lamteh apparatus will decide the success of the construction and service to society. Especially in completing public administration, the desire and tendency of each individual will make a positive and negative impact on their passion. In arranging the Gampong Lamteh construction budget is divided into four hamlets, here they look pulling out in the division of infrastructure that has impact taking conflict, sometimes they use impolite language if their desire not achieved. In Gampong Lamteh, sources to implement a policy has been enough and the apparatuses understand the goal how to do the ways and they have the desire to do it, but the implementation has been not active yet because of the ineffectiveness of existing bureaucracy structure because the success of each comprehensive policy needs good cooperation with various parties.

Cooperation is the relation between the city government and Gampong government in organizing good management and valid certainty as an example needed coordination implements a policy. The inefficiency of bureaucracy structure can also waste existing sources, making disorder and confusion that will tend to deviation of policy implementation from the goal. The case that often happens about this bureaucratic structure includes the aspects: organisation structure, competence division, the relation between exist organisation units in the organisation and organisation relation without organisation. The implementation of Gampong Lamteh government competence is based on Keuchik election and Gampong secretary led by Civil Servant that has a double position, it is allowed in administration, but in public service, there is an obstacle to bureaucracy continuity.



REFERENCES

- Dunn, N William. 2000. Pengantar Analisis Kebijakan Publik.(Diterjemahkan oleh: Samodra Wibawa.dkk.) Yogyakarta: Gajah Mada University Press.
- Dye, Thomas R. 1987. Understanding Public Policy. USA: Prentice-Hall Englewood Cliffs.
- Edwards III, George C (edited). 1984. Public Policy Implementing, Jai Press Inc, London-England.
- Hill, Michael and Peter Hupe, 2002. Implementing Public Policy: Governance in Theory and in Practice. London-Thousand Oak-New Delhi: Sage Publications.
- Indiahono, Dwiyanto. 2009. Kebijakan Publik Berbasis Dynamic Policy Analysis.Yogyakarta:Gava Media.
- Miraza, Bakhtiar Hasan. 2005. Perencanaan dan Pengembangan Wilayah. ISEI. Bandung.
- Moleong, Lexy J, 2016, Metodologi Penelitian Kualitatif, PT. Remaja Rosdakarya, Bandung.
- Sadhana, 2011. Realitas Kebijakan Publik. Penerbit Universitas Negeri Malang.
- Solichin, Abdul Wahab. 2004. Analisis Kebijaksanaan dari Formulasi ke Implementasi Kebijaksanaan Negara. Jakarta: Bumi Aksara.
- Strauss, A., & Corbin, J. (1990). Basics of Qualitative Research: Grounded Theory Procedure and Techniques. *Qualitative Sociology*, 13(1), 3–21.
- Subarsono. 2005. Analisis Kebijakan Publik: Konsep, Teori dan Aplikasi. Yogyakarta: Pustaka Pelajar.
- Wahab, Solichin A. 1991. Analisis Kebijakan dari Formulasi ke Implementasi Kebijakan, Bumi Aksara Jakarta.