

THE EVALUATION OF VILLAGE ADMINISTRATION AS A GOVERNMENTAL AXIS TO ACHIEVE AUTONOMOUS AND PROSPEROUS VILLAGE (COMMUNITY DEVELOPMENT IN CIAWI, BOGOR REGENCY, WEST JAVA)

Triyuni Soemartono^{1*}, Enisar Sangun¹
¹Prof. Dr. Moestopo (Beragama) University
^{*}triyuni.soemartono@yahoo.com

Abstract – The autonomy of village government offers an important role in the development of rural areas. The village government can serve as a governmental axis, which directly shapes and governs people on daily basis. Thus, national development is inseparable from the devotion of village government. Nevertheless, there are still many problems faced by the village community, which until now cannot be completely solved. These problems ranging from the limited ability of the village government in carrying out its functions and roles, slow growth and social change in village, the tendency of rural communities to passively involve in social and economic change to dependence on parties outside the village area. It is thus imperative that the implementation of an effective evaluation process of village government must be explored and strengthened. This research is conducted to answer “how to evaluate the village government in order to achieve autonomous and prosperous village.” This research use descriptive qualitative approach, in order to interpret facts by accurately describing the nature of certain group or individual phenomena derived from the findings. It finds that Permendagri No. 81/2015 as the focal regulation on the development of village government regulates the evaluation process of village government into eight process: (1) self-evaluation, (2) assessment, (3) analysis, (4) validation, (5) review, (6) clarification, (7) ranking, and (8) ministerial decree if needed. However, the research finds that in several indicators, there need to be some improvement or a more detailed set of sub-indicators that specifically address the diversity of village’s characteristics.

Keywords: Rural governance, public administration, community development

INTRODUCTION

The concept of rural area or village has roots in Indonesia’s history, which exist even before the formation of Republic of Indonesia. Elucidation of Article 18 of the 1945 Constitution of the Republic of Indonesia (before the amendment) states that there were approximately 250 "*Zelfbesturende landschappen*" and "*Volksgemeenschappen*", such as ‘*Desa*’ in Java and Bali, ‘*Nagari*’ in Minangkabau, Palembang, and so on. These villages were regarded as a special area because its original structure and should be respected by the Indonesian Government. Therefore, its existence shall remain recognized and guaranteed for its survival within the Republic of Indonesia.

UU No. 6/2014 defines the concept of village or ‘*Desa*’ as:

(Villages are traditional villages and villages or called by other names, hereinafter referred to as Villages, are unity of legal communities with borders with authority to regulate and administer government affairs, the interests of local communities based on community initiatives, traditional rights, and/or traditional rights which is recognized and respected in the system of government of the Unitary State of the Republic of Indonesia)

The law also defines rural governance as the implementation of government affairs and the interests of local communities in Indonesia’s governmental system. The law elaborates that the government of village is executed by a Village Chief and is assisted by the village apparatus as an element of

village governance. The village government should consult to a Village Consultative Body (*Dewan Permusyawaratan Desa*), an institution that performs a governmental function whose members are representative of the villagers on the basis of territorial representation and are democratically established.

Villages are the pioneers of an autonomous and sovereign democratic system (Rahmawati, Ayudiati, & Surifah, 2015), though often identified with poor, traditional, and conservative communities (Anwar & Jatmiko, 2012). Village's autonomous rights was also elaborated by Ndraha (1981, p. 16):

Original villages that have existed since ancient times have the right and authority to run their own household called autonomy rights. Villages that have autonomous rights are called autonomous villages. Village Autonomy is based on customary law (native to Indonesia) and in essence grows in society.

During the Suharto's regime, the governance of village was put under Camat's jurisdiction based on UU No. 5/1979 on Rural Governance. The Reformation Era then took the baton and immediately changed the political and governmental pattern of rural governance. One of the changes is Regional Autonomy that offers democracy through UU No. 22/1999 on Regional Governance, which also regulates the Rural Governance. Ryaas Rashid, quoted in Purwo Santoso (2003, p. 26), argued that the law was implemented to restore rural governance to its original form of self-governing community, not to be a governance on the lowest administrative level but as a traditional rural institution.

The autonomy of village government offers an important role in the development of rural areas. The village government can serve as a governmental axis, which directly shapes and governs people on daily basis. Thus, national development is inseparable from the devotion of village government. Nevertheless, there are still many problems faced by the village community, which until now cannot be completely solved (Mulyono, 2014). These problems ranging from the limited ability of the village government in carrying out its functions and roles, slow growth and social change in village, the tendency of rural communities to passively involve in social and economic change to dependence on parties outside the village area (Mulyono, 2014).

Based on previous background, this is research is conducted to answer "how to evaluate the village government in order to Achieve Autonomous and Prosperous Village." The research is divided into four parts. First is introduction to the background of research, including research question. Second the theoretical framework, which is based on public policy and law implementation. Third is the methodology in which the research is carried out. Fourth is result of the research and discussion on how the evaluation of village government is implemented and framed within existing regulations. Fifth part is the conclusion of the research.

Understanding the existence of a government is related to activities that are closely related to humans and humanity. Therefore, the actions of the government cannot escape the obligations between the government and its people, between government institutions themselves and between government institutions/officials (Lester, Hillman, Zardkoohi, & Cannella, 2008). In addition, government deals with the power they possess and the decisions taken to produce an expectation, or to examine the performance of government, including the separate processes or specific parts of the governance process (Stoker, 1998).

The implementation of a government system requires a government in order to regulate and direct relations between community members. If it is related to the role being carried out, then the government is responsible for carrying out its rights and obligations in providing services to the community. Thus, government is the power or rule on behalf of the State against the governed (Linders, 2012). This view indicates that the government is present to serve, fulfill and produce the fulfillment of community needs and empower the community to realize the welfare of the community through development. However, the development carried out by the government is not enough only through the provision of development facilities and infrastructure, but also guarantees the smooth development carried out.

The government is the agent of change for society (Dixit, Grossman, & Helpman, 1997). Without a government, people's lives may not be organized regularly. In addition, in the life of the community there are various types of fulfillment of needs that cannot be obtained alone so that all means

will be used by the community at the expense of the interests of other people. Within this context, the government needs to be present to solve various problems experienced by the community so as to create an orderly life in which every citizen can carry out their activities properly and not sacrifice the interests of many people.

The government's duties and functions are increasingly fundamental and very strategic because they cover almost all dimensions or aspects of people's lives. Hamdi (2002, pp. 11–13) argues that the role of government includes allocative, redistributive, and stabilizing roles. Allocative roles are related to the rights and obligations of citizens. The redistributive role is basically the realization of justice in all groups of society or a particular region. While the role of stabilization is basically the creation of order and progress on all groups of people or certain areas. The role of the government mentioned above is a function of the government in the implementation of development where the allocation function is concerned with the role of the government as an institution that has an obligation to provide public services to the community, the redistribution function is pleased with the role of the government to produce and distribute various basic needs of the community equally and fairly through government agencies that deal directly with the community, and the stabilization function is pleased with the role of the government in creating a change in the quality of people's lives.

Local Government

Based on UU No. 23/2014 Article 1 number 2, the definition of Regional Government is the administration of governmental affairs by the regional government and the regional legislative council according to the principle of autonomy and the task of assistance with the principle of autonomy to the greatest possible extent in the system and principles of the Republic of Indonesia. In addition, matters relating to regional government, namely regional autonomy, are defined as the rights, authorities and obligations of autonomous regions to regulate and manage themselves. Both of these are intended to regulate and manage on their own, government affairs and the interests of local communities in accordance with legislation.

Local Government is an element of the Local Administration consisting of Governor, Regent, or Mayor, and regional apparatus. Local Government and the Local People's Legislative Assembly shall be the regional government administrators according to the principle of autonomy and duty of assistance with the principle of autonomy as widely as possible. The ability of local governments in theory, among others, is formed through the application of decentralization principles, namely the delegation of authority from the upper levels of the organization to the lower levels hierarchically (Rasyid, 1997). It is through delegation of authority that the government at the lower levels is given the opportunity to take the initiative and develop creativity, seeking the best solution for every problem faced in carrying out daily tasks.

Smith in Herman Hidayat (2008, p. 203) describes the decentralization from a political perspective as a transfer of power from central to local government, from upper to lower in the hierarchy territorial. From his definition, Smith emphasized the devolution of power as the main substance of decentralization and not limited to the structure of government. Decentralization in UU No. 32/2004 is one of the principles of regional government implementation, which is defined as the transfer of governmental authority by the government to autonomous regions, which is carried out in full in the *kelurahan* and city areas.

METHOD

This research use descriptive qualitative approach. Qualitative research is a type of research that produces findings that cannot be achieved by using statistical procedures or by other means of quantification. Qualitative research is descriptive; the data collected is in the form of words, or images rather than numbers. The use of qualitative methods requires seriousness in observation, empathy, abstraction and interpretation through *verstehen*, which is an approach method that seeks to understand the meaning underlying a social phenomenon, with methodological implications and focusing observation attention on social practices and phenomena that occur (Oentarto, Suwandi, & Riyadmadji, 2004). This approach is based on the idea that each social situation is supported by a network of meanings made by the actors involved in it. Bogdan and Taylor (1992) argue that:

Qualitative research method as a research procedure that produces descriptive data in the form of written or oral words from people and observable behavior.

Qualitative research can be used to examine people's lives, history, behavior, organizational function, social movements, or kinship. The approach used in the study with a qualitative approach, one of them with descriptive analysis method. Locke, Spriduso dan Silferman (in Creswell, 2014, p. 147) explain that:

Qualitative research is interpretative research. As such, the biases, values and judgment of the researches become stated explicitly in the research report. Such openness is considered to be useful and positive

This research is descriptive, that is finding facts with interpretation by accurately describing the nature of certain group or individual phenomena derived from the findings. The literature/document study is the main data source for viewing and reviewing research problems based on theoretical frameworks on social media and political communication. The research focused on primary and secondary data in the form of reports of international organizations and the Government of Indonesia (Neuman, 2000, p. 67). Data collection process was only carried out once, so that, the research design used was cross-sectional.

Validity testing of the data collected is done through triangulation techniques, namely check, re-check and cross check of data, theory, and methodology. Triangulation is the technique of checking the validity of data that utilizes something other than that data for the purpose of checking or comparing the data. Triangulation is generally described as follows (Sugiyono, 2013, p. 331):

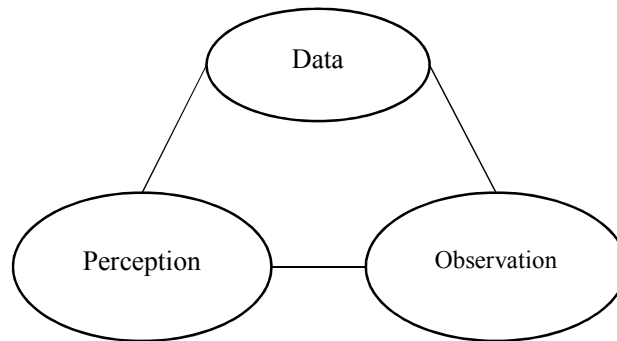


Figure 1. Data Triangulation

The data or material obtained is compared with the results of observations, which is then compared/reviewed in this research process. Furthermore, data analysis in this study is a process of simplifying the presentation of data through grouping of data through three stages: 1) data reduction; 2) data presentation; and 3) drawing conclusions and verification.

RESULT AND DISCUSSION

Legal Basis and Roles of Ministries

The government of village, especially in rural areas, depends on higher administrative to support the implementation of UU No. 6/2014, the most updated law on rural governance in Indonesia. There are two ministries that directly involved in village government, Ministry of Home Affairs (Kementerian Dalam Negeri) and Ministry of Rural, Development of Disadvantaged Regions and Transmigration (Kementerian Desa, Pembangunan Daerah Tertinggal Dan Transmigrasi). The ministries can be differed based on its roles, functions, legal basis, and implementing agency in assisting village government.

Table 1. The Distribution of Roles, Function, Legal Basis, and Implementing Agency between Ministry of Home Affairs & Ministry of Rural, Development of Disadvantaged Regions and Transmigration

	Ministry of Home Affairs	Ministry of Rural, Development of Disadvantaged Regions and Transmigration
Role	Carry out affairs in domestic governance to assist the President in organizing state administration.	Carrying out government affairs in the areas of rural and rural development, empowering rural communities, accelerating the development of underdeveloped regions, and transmigration to assist the President in organizing state administrations.
Function	The formulation, stipulation and implementation of policies in politics and general government, regional autonomy, regional administration development, village government development, fostering of government affairs and regional development, fostering regional finances as well as population and civil registration in accordance with the provisions of legislation.	The formulation, stipulation and implementation of policies in the areas of village and rural development, empowerment of rural communities, the development of certain areas, the development of underdeveloped regions, the preparation of settlement development and the development of transmigration areas.
Legal Basis Implementing Agency	Presidential Decree No. 11/2015 Directorate General of Rural Development <i>Section of affairs:</i> Village Governance, Village Government Administration, Management of Village Finance and Assets, Village Chief Election and Village Law Products.	Presidential Decree No. 12/2015 Directorate General of Rural People Development and Empowerment <i>Section of affairs:</i> Management of basic social services, economic business development, utilization of natural resources and appropriate technology and empowerment. Directorate General of Rural Area Development <i>Section of affairs:</i> Formulation and implementation of village development planning policies, facilities/infrastructure and rural economy.

Table 1 shows that parts of the affairs managed by the two ministries has a fundamental difference. MoHA engages in the administrative, demographic and financial issues that are more likely to lead to the affairs of the village office. While the portion managed by the Ministry of Rural, Development of Disadvantaged Regions and Transmigration is more focused on infrastructure development, community empowerment and the economy that tends to physical development that is located outside the village office. Thus, the enactment of the two Presidential Regulations in 2015 clarifies the boundaries on the distribution of basic roles and functions and also authority between the two ministries.

The ministries have authority to formulate a ministerial-level regulation based on UU No. 6/2014 to assist, regulate, and support the government of village, since regional autonomy also means that there are a growing number of villages in Indonesia. All the regulations are also the legal basis of the ministries' conducts in governing the village government.

The legal basis of all the governance of village government is currently based on UU No. 6/2014. However, in the history of village governance, several regulations had been established on village/rural governance, such as UU No. 22/1948 on the Principles of Regional Government, UU No. 1/1957 on the Principles of Regional Government, UU No. 18/1965 on the Principles Regional Government, UU No. 19/1965 on Village as a Transitional Form To Accelerate the Realization of Level III Regions throughout the Territory of the Republic of Indonesia, UU No. 5/1974 on the Principles of Government in the Region, UU No. 5/1979 on Village Government, UU No. 22/1999 on Regional Government, and finally with UU No. 32/2004 on Regional Government. The regulatory transition allows villages to prepare themselves in designing and running village programs in synergy with existing regulations (Mulyono, 2014). Thus, there is a mutual relationship and mutual support between good governance with the implementation of democratic village governance (Luwihono, 2005).

Since UU No.6/2014 entered into force, Ministry of Home Affairs' conducts are based on Government Regulation No. 43/2014 and No. 47/2015, Minister of Home Affairs Regulations (*Permendagri*) No. 111/2014, No. 112/2014, No. 113/2014, No. 114/2014, and Presidential Decree No. 11/2015, which is also supported by Minister of Finance Regulation No. 93/PMK.07/2015. These regulations are also supplemented further by four *Permendagri* in 2015 and 1 *Permendagri* in 2016: *Permendagri* No. 81/2015 on Evaluation of the Development of Village and Kelurahan, *Permendagri* No. 82/2015 on the Appointment of Village Chief, *Permendagri* No. 83/2015 on the Appointment and Dismissal of Village apparatus, *Permendagri* No. 84/2015 on Organ Structure and Administration of Village Government, and *Permendagri* No. 01/2015 in 2016 on Village Assets.

Based on the same constitution, Ministry of Rural, Development of Disadvantaged Regions and Transmigration's conducts are held within the framework of Government Regulation No. 60/2014 and 22/2015, Ministry of Rural, Development of Disadvantaged Regions and Transmigration Regulations No. 1/2015, No. 2/2015, No. 3/2015, No. 4/2015, and No. 5/2015 and also Presidential Decree No. 12/2015. Both of these ministries also declared a Joint Decree No. 900/5356/SJ, No. 959/KMK.07/2015, and No. 49/2015.

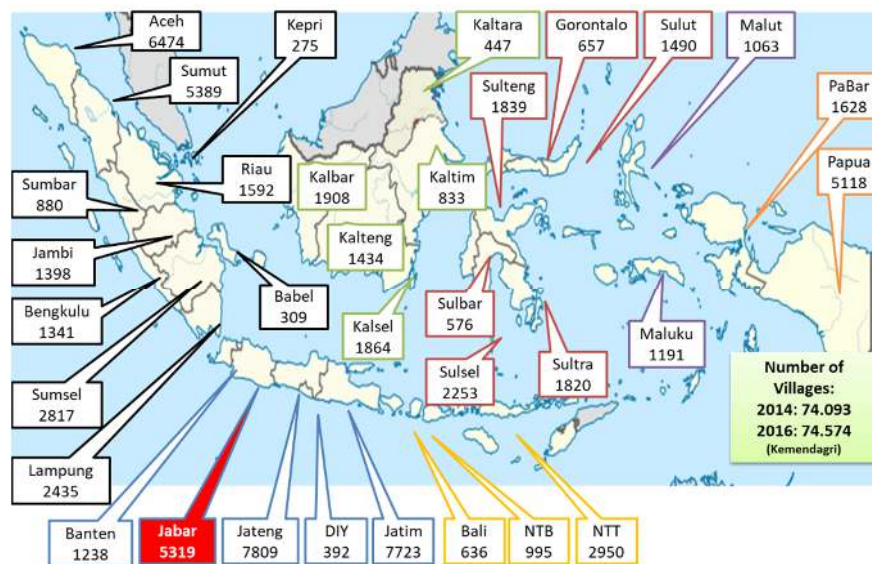


Figure 2. Numbers of Villages in Indonesia, 2016

The action of establishing a joint decree was considered important to support cooperation and collaboration between the two ministries, which supervise almost 75.000 villages throughout Indonesia. These villages are raising in number, however, and numbered in 74.574 (2016), a raise of 481 villages from 74.093 villages back in 2014. The distribution itself can be assessed from figure 1.

Villages in Indonesia can flourish in number especially because of its entitlement to the rights of regional autonomy. Thus, any effort partaken by central government must address the most essential philosophy in village development: 1) the development of periphery and border regions, 2) prevention of outgoing migrant labors to contribute to village development, 3) prevention of poverty as a challenge of development, 4) avoidance of urban-centric development, and 5) prevention of urbanization.

These essential philosophies emerges from Indonesia's previous management of village development. Development strategies that emphasize economic growth coupled with a vertical concentration of power can destroy a unique democracy in villages (Pranadji & Hastuti, 2004). In addition, there was a decrease in carrying capacity (land and other resources) and employment opportunities, increasing of economic disparities, increasing co-optation of rural institutions for the benefit of government programs, damage to community institutional arrangements, and the lessening of responsibility from village government to manage the resources and instead using it for other purposes (Bachrein, 2010).

Thus, it is imperative that village government must strive to develop its autonomy and prosperity with supports from central government. The 2015-2019 Medium Term Development Plan (RPJMN 2015-2019) also share the same vision. Point C3 of Nawacita (9 Priority Development Agenda) explicitly stated that:

(To develop Indonesia from the periphery by strengthening the regions and villages within the framework of the unitary state)

Point C3 of Nawacita is also supplemented and interpreted by the increasing allocation of *Dana Desa* (Village Fund), an APBN and APBD-based budget allocation specifically targeted for village development. The principle of the use of village funds is based on three key aspects, namely: 1) APBN-based village funds are used to fund the implementation of authority based on the rights of origin and local-scale authority that is regulated and managed by the village, 2) village funds are prioritized to finance development and community empowerment expenditure, and 3) the use of the village fund must be written in the village expenditure priorities agreed upon in village conference (*Musyawarah Desa*). The village fund should be allocated to achieve two priorities: village development and empowerment. This vision was then interpreted by Ministry of Home Affairs into *Permendagri* No. 81/2015 on Evaluation of the Development of Village and *Kelurahan* (*Kelurahan*), which stresses three important points: 1) evaluation of village and *kelurahan*'s developments is needed to support the vision of developing Indonesia from the periphery and strengthening the regions and villages; 2) to support progress, autonomy, sustainable development, community welfare and village and *kelurahan*'s competitiveness; and 3) explore the implementation of government policies in increasing the effectiveness of village and *kelurahan*'s development levels.

The roadmap of Village Fund (*Dana Desa/DD*) 2015-2019 was also established in accordance with the RPJMN 2015-2019 with detailed allocation was targeted for 74.093 villages, as of 2015 (Table 2):

Table 2 Roadmap of Village Funds 2015-2019 (in Rupiah)

	2015	2016	2017	2018	2019
Village Funds (DD):	20.766,2 billion	47.684,7 billion	81.184,3 billion	103.791,1 billion	111.840,2 billion
Average DD/village:	280,3 million	643,6 million	1.095,7 million	1.400,8 million	1.509,5 million
Village Fund Allocation (ADD):	34.236,6 billion	37.564,4 billion	42.285,9 billion	55.939,8 billion	60.278,0 billion
Regional Taxes and Levies (PDRD) Profit sharing:	4.109,3 billion	4.270,3 billion	4.975,9 billion	5.680,1 billion	6.384,6 billion
TOTAL	59.112,1 billion	89.519,4 trillion	128.446,3 billion	165.411,1 billion	178.502,8 billion
Average per village:	797,8 million	1.208,2 million	1.733,6 million	2.232,5 million	2.409,2 million

Evaluating the Progress of Village and Kelurahan's Development

Based on *Permendagri* No. 81/2015, the evaluation of village and *kelurahan*'s development can be defined as:

(The evaluation of village and kelurahan's development is an effort to assess the level of governance, territorial, and community based on an instrument for evaluating the development of villages and villages to determine the effectiveness and status of development and the stages of progress of the village and kelurahan.)

The evaluation process is an important step in implementing the policies to achieve national vision, since the evaluation aims to see the stages and determine the success of the village and *kelurahan*'s development from January to December as the time span of the assessment. The results of the evaluation are then utilized to determine a certain status from the results of the development of a village and *kelurahan*, assessing the effectiveness level in administration, development, community development and community empowerment, and to estimate the level of community welfare, the competitiveness of

villages and *kelurahan* in accordance with the values of Pancasila (Article 2 paragraph 1 of *Permendagri* No. 81/2015).

The government effort in assessing these levels was also provided in the *Permendagri* by defining the scope of this ministerial regulation, which includes evaluation of village and *kelurahan* development, village and *kelurahan* competitions, village and *kelurahan*'s development innovation week, and determining the location of lab site for the village and *kelurahan* development model. Evaluation of village and *kelurahan* development is done through periodic monitoring at the central, provincial, regency/city, and village and *kelurahan* levels and on-site assessment of the development level at village and *kelurahan*.

Based on Article 5 of *Permendagri* No. 81/2015, the Minister of Home Affairs has the authority to establish instruments for evaluating village and *kelurahan*'s development, evaluating village and *kelurahan*'s development, facilitating the village and *kelurahan*'s development innovation week, awarding the Upakarya Wanua Nugraha, and determine the location of the lab site.

Village and *kelurahan* national competition is the process of evaluation and assessment of the development of governance, territorial, and community carried out by the central government and regional governments. The Upakarya Wanua Nugraha is an award given to the leaders of village and *kelurahan* at national level. In carrying out the authority referred in paragraph (1), the Minister can delegate the exercise of his authority to the Director General of Village Government (*Direktur Jenderal Bina Pemerintahan Desa*). The target of evaluation is the provincial and regency/city governments, and village and *kelurahan* government.

Evaluation Mechanism

The evaluation mechanism as interpreted from *Permendagri* No. 81/2015 can be categorized into eight steps: 1) self-evaluation at the village and *kelurahan* level, 2) assessment at *kecamatan* level, 3) analysis at the central, provincial, regency/city, and *kelurahan* level, 4) validation at the central, provincial, regency/city, and *kelurahan* level, 5) review at the central, provincial, regency/city, and *kelurahan* level, 6) clarification, at the central, provincial, regency/city, and *kelurahan* level, 7) ranking at the central, provincial, regency/city, and *kelurahan* level, and 8) ministerial decree concerning the level of village and *kelurahan*'s development throughout Indonesia. The evaluation mechanism utilizes bottom-up approach in understanding and formulating the appropriate measure to improve the development at village and *kelurahan* level.

This research finds three main sectors to be considered as the main aspect of evaluation, as seen from Table 3:

Table 3. Aspects of Evaluation

	Sector					
	Government	Indi cato r(s)	Territory	Indi cato r(s)	Community	Indi cato r(s)
Aspects	Village governance	6	Innovation	7	Community participation	4
	(filled by <i>kelurahan</i> only)	3				
	Performance	1	Disaster response and alert	4	Community institutions	10
	Initiative and creativity in community empowerment	1	Investment arrangement	1	Empowerment of Family's Health	3
	The implementation of E-Government	3			Security and order	12
	Customary and cultural preservation	1			Education	3
					Health	5
					Economy	3
					Poverty reduction	2
					Increasing community capacity	2

The evaluation process will thus be implemented based on these aspects. Each aspect has several indicators and sub-indicators. For Government sector, there are six indicators for village governance with several sub-indicators. This aspect also has three special indicators, which is filled by *kelurahan* office. There are one indicator for performance with several sub-indicators, one indicator for initiative and creativity in community empowerment with several sub-indicators, three indicators for the implementation of e-government with several sub-indicators, and one indicator for customary and cultural preservation with several sub-indicators. For territory sector, there are seven indicators for innovation with several sub-indicators, one indicator for disaster response and alert with several sub-indicators, and one indicator for investment arrangement with several sub-indicators. As for community sector, there are four indicators for community participation with several sub-indicators, ten indicators for community institutions with several sub-indicators, three indicators for empowerment of family's health with several sub-indicators, twelve indicators for security and order with several sub-indicators, three indicators for education with several sub-indicators, five indicators for health with several sub-indicators, three indicators for economy with several sub-indicators, two indicators for poverty reduction with several sub-indicators, and two indicators for increasing community capacity with several sub-indicators.

In evaluating the village and *kelurahan* development, an EPDesKes team called was established to oversee the implementation on three levels of government: central, provincial, and regency/municipal level. Central EPDesKes consists of components related to the scope of the Ministry of Home Affairs, practitioner, academics and experts. Provincial and Regency/municipal level EPDesKes consist of officials dealing in the field of village and *kelurahan* government, the relevant regional work unit officials, practitioners and academics. These overseers utilize two evaluating instruments in order to gain a comprehensive data: Monitoring Instrument and Data Disclosure Instrument. Monitoring instrument is utilized by central, provincial and regency/municipal officials while Data Disclosure Instrument is utilized on all level of evaluation. Villages and *kelurahan* use Data Disclosure Instrument for self-evaluation. *Kecamatan* official uses Data Disclosure Instrument to find out the evaluation of village and *kelurahan*'s developments. The Ministry of Home Affairs, provinces and regency/municipal use Data Disclosure Instrument for data analysis and validation using sampling methods.

The results of the analysis and validation of the assessment were used as a national data source on village and *kelurahan*'s development by the Ministry of Home Affairs. Reports on the results of assessments and ratings of village and *kelurahan*'s developments include three results category: rapid development, developing, and under-performed development. Village and *kelurahan* with under-performed development will be mandated a special counseling and development program at national level through program implementation facilitation monitored and conducted by provincial government. As for village and *kelurahan* with rapid development and developing status, they will be included to participate in village and *kelurahan* national competition. Champion of village and *kelurahan* competition at the Provincial and Regional levels are invited to the national work meeting in Jakarta and can be given the Upakarya award while specifically for the Regional level champions can be used as lab site locations in each region.

Community Development on Village Government Evaluation

The granting of authority to village government in accordance with the law brings the consequences of the need for coordination and regulation to harmonize development, both at the national, regional and inter-regional levels. Two approaches in the National Development Planning System (SPPN) are participatory top-down and bottom-up participatory development planning (Suroso, Hakim, & Noor, 2014). Village development is a participatory development model, which stresses on the togetherness of planning, implementation and evaluation based on deliberation, consensus, and mutual cooperation (Saputra, 2016). *Permendagri* No. 66 of 2007 states that the characteristics of participatory development are planned with empowerment and participatory. Empowerment is an effort to realize the ability and independence of society in the life of society, nation and state while participatory is the participation and active involvement of the community in the development process.

There are three categories of village based on its typology: underdeveloped, developing, and developed village. Underdeveloped village has two main development priorities such as infrastructure facilities to fulfill basic needs and access of the life of the village community. Developing village has two additional priorities that is to develop basic education and health public and social infrastructure

and facilities while developed village needs to prioritize infrastructure facilities that have an impact on the village economy and village investment, village initiatives to open jobs, implementing appropriate technology, and investment through Village Owned Enterprises (*BUM Desa*).

Underdeveloped village prioritizes community empowerment activities that are oriented to opening new jobs and or businesses, as well as assistance in preparing infrastructure for the work and business of citizens or the community both from the production process to product marketing, as well as meeting the needs and access of village's life. Developing village prioritizes community empowerment, which aims to increase the quantity and quality of work and or the production process to product marketing, as well as meeting the needs or access to capital/financial facilities. Developed village develops visionary community empowerment activities by making the village a people's economic or capital center, where the village is self-sufficient, and is able to develop the potential economic/human resources and village capital in a sustainable manner.

Based on these descriptions, Desa Ciawi, located in Bogor Regency, West Java can be considered a developing village since the research conducted at the site shows that the village has formulated a more sophisticated infrastructure to increase the quantity and quality of work and or the production process by paving the main access road with asphalt and village-scale clean water infrastructure. Desa Ciawi also establish a working cooperation with *kelurahan* and *kecamatan* to develop, maintain and improve the village's facilities and infrastructure such as its farming sector and education sector. The clean water project was also aimed to improve the health sector by providing clean water to a wider scale within the village.

The research shows that in government aspect there are several indicators, which at least has been fulfilled such as indicator of village governance, performance, and initiative and creativity in community empowerment while also keeping efforts in preserving the custom and culture. The implementation of E-Government indicator has yet to be established or pursued since the focus of village based on its consensus was to achieve basic needs such as clean water. From territorial aspect, innovation has yet to be broadly witnessed, but the village's efforts in paving the road and installing the clean water infrastructure tick the disaster response and alert and investment arrangement indicator.

What can be directly witnessed is how effective the community aspect of village government is implemented and achieved. Community participation is high, as well as its established community institution, which is evidenced from the clear priorities set by village consensus and government. Empowerment of family's health is supported by easier access to transportation (paved roads) and clean water. While the security and order indicator needs to be assessed more, the community efforts to improve education, health, and economy were evident. The close cooperation with *kelurahan* and *kecamatan*, improvement of village's library and youth's organization involvement can be considered as evident efforts to pursue a better life condition. These improvements can arguably considered as efforts to alleviate poverty and increase community capacity in the future.

CONCLUSION

The autonomy of village government offers an important role in the development of rural areas. The village government can serve as a governmental axis, which directly shapes and governs people on daily basis. This autonomy was strengthened by the implementation of UU No. 6/2014 as the legal basis of all the governance of village government. By this law, the two ministries involved; Ministry of Home Affairs and Ministry of Rural, Development of Disadvantaged Regions and Transmigration have different role in cultivating and developing the rural areas especially villages. Ministry of Home Affairs is focused on the governmental aspect of village development while Ministry of Rural, Development of Disadvantaged Regions and Transmigration is focused on the development of infrastructure and facilities.

Permendagri No. 81/2015 on Evaluation of the Development of Village and *Kelurahan* (*Kelurahan*), as the focal regulation on the development of village government, stresses three important points: 1) evaluation of village and *kelurahan*'s developments is needed to support the vision of developing Indonesia from the periphery and strengthening the regions and villages; 2) to support progress, autonomy, sustainable development, community welfare and village and *kelurahan*'s competitiveness; and 3) explore the implementation of government policies in increasing the

effectiveness of village and *kelurahan*'s development levels. It also regulates the monitoring and evaluation process of village government to help villages to accelerate its development.

The evaluation process of village government itself is divided into eight process: 1) self-evaluation, 2) assessment, 3) analysis, 4) validation, 5) review, 6) clarification, 7) ranking, and 8) ministerial decree if needed. There are three sectors of evaluation: government, territorial, and community that consist of several aspects, indicators, and sub-indicators. These detailed instruments of evaluation has certainly help in monitoring and evaluating the village government, as evidenced from field research in Desa Ciawi, located in Bogor Regency, West Java. However, the research finds that in several indicators, there need to be some improvement or a more detailed set of sub-indicators that specifically address the diversity of village's characteristics since it is not a part of government administrative, which has its unique characteristics based on its local customs and cultures.

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