

The Implementation Of Village Governance At Lamteh, The City Of Banda Aceh, Aceh

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Abstract: The aim of the study is to describe the implementation of the village governance at Lamteh Village, the City of Banda Aceh, in relation with the Law Article 6, 2014. The study is a descriptive research by using a qualitative approach. The finding concludes that the Lamteh village governance, according to the Law Article 6, 2014, obtains four authorities given by the Indonesian government; *firstly*, the Authority of Origins; *secondly*, The Village Scale Authority; *thirdly*, the mandated authority given by the provincial government to the village government; *fourthly*, other authorities given by the provincial or municipal government to the village government. The implementation of those authorities has been widely applied by the Lamteh governance—they always put the principle of legal certainty and cooperation as their ultimate priority when working with related parties.

Keywords: Authority, Governance, Village Governance

1 Introduction

According to the observation performed at Lamteh Village, Ulee Kareng Sub-District, the City of Banda Aceh, the implementation of village authority governance had been applied. However, it had not been fully implemented, particularly in terms of the socialization of the Law Article 6, 2014. The *Keuchiek* (headman) actually had put the idea and implementation of good governance to make it became more acceptable and applicable in the reality of life and state. Morally, the governance is the form of responsibility as the citizens. However, it had not been fully implemented by the village government in terms of people empowerment and development because the headman believed that he would do the job better than other people, the lack of trust and opportunity to subordinates. From the perspective of subordinates, they did not want to accept job's delegation because they thought they did not have sufficient information and resources to accomplish it, they did not believe in themselves.

Other scenarios that took place at Lamteh Village was the village officers, had not understand about the law comprehensively. Hence, many regulations had not been implemented, particularly in terms of developing the ability and independence of the people on facing the management. The apparatus lack of knowledge on the law would give negative impact on the governance implementation. A study carried by [1], recommended an effective implementation to decision making for the development of a governance. The similar finding

[2] also said that there was a relation between governance and the success, depends on how the policy was understood and implemented.

Related to that aspect, in the beginning of 2015, the Government of the City of Banda Aceh, Aceh Province, was getting ready for the development planning 2017. There were two things that were being privileged for the planning, (1) 2016 was the second phase of the implementation of Banda Aceh's Long-Term Regional Development Plan (RPJPD) 2011-2013. The first phase, the Long-Term Regional Development Plan (RPJPD) 2011-2015, had about to end. Along with the mandate of the Laws, RPJMD was the planning document and political promise of an elected regional leader and the reference for the annual regional development. Besides that, the planning reference for the second phase of RPJPD was RPJMD 2017-2020 still need to wait for the election result of regional leaders that would be elected in 2016, therefore the 2017 planning might refer to RPJPD. (2) For the first time in the process of development planning in village level would be guided by the Law Number 6, 2014, on Village. On this regulation, the government management and the development of village would get greater portion compared to the former Law. On the latest regulation, the village does not only get the acknowledgement from the government on implementing the aspects of governance, but also obtaining financial support from Indonesia Government State Budget (APBN), Village Fund Allocation Policy (ADD), and at least 10% from Tax Revenue Sharing and retribution. All sources of fund would be organized directly by the village that already had enough resources to implement the village-scale development.

The mandate from the Law Number 6 2014 and the Government Regulations Number 43, 2014, on the additional regulation that is needed to the implementation of village laws triggered the emergence of additional 'homework', particularly for the village and the related parties that gave a great attention for the development of village. The argument was based on the 'fear' on the parties that would potentially be harmed on the village new authority that was accompanied by the new financial policy. There was an assumption that the village finance would cut off the total financial allocation managed by the municipal government, which potentially would create a new problem, moreover if it did not trigger the attention of regional officers. The village regulation is one of the easiest ways to observe and understand how the process of people participation. So far, people participation was often regarded as the sheer mobilization. This phenomenon created the wave of apathy among people regarding the dynamics of development. By the design of participative village regulation as the part of village law number 6, 2014, therefore the village development could be implemented based on the regulation could fulfill the aspect of law enforcement and it could be implemented along with the aim of its creation, and it could increase the people sense of belonging towards the village development.

2 Methodology

This study used a qualitative approach (Spridusol, 2016:247). The focus of the research was to describe and analyse the implementation of the management of village government on the perspective of administrative decentralization, which was covering the village authority: (1) The authority based on the origins rights, (2) The local-scale-village authority, (3) The authority that was mandated by the regional government to the village government, and (4) others authorities mandated by the regional government or the municipal government. The study was performed at Lamteh Village, Ulee Kareng sub-districts, the city of Banda Aceh. Meanwhile, the research informants for this study were:

Table 1. Research Informants

No.	Informants	Respondents
1.	Headman	1
2.	Village secretary	1
3.	<i>Tuha Peuet</i> and <i>Tuha Lapan</i>	2
4.	People figures	2
5.	Head of Hamlet	2
6.	Head of Young People	1
7.	Village facilitator	1
	Total	10 people

3 Result and Discussion

3.1 The implementation of the governance authority of village based on the law number 6 2014

Village is known by Indonesian people as a territory under a sub-district which consists of hamlet and alley. However, *village* in Acehnese is *gampong*—the privilege given by the central government to regions in Indonesia based from the Laws. According to [3], quoting from some scholars, there is an obvious juridical difference between ‘country’ and ‘government’. Country is a body, while the government is the state organs. Government as the state organs could be given either a broad definition or a narrow one. In a broad sense, it covers the branch of powers like executive, legislative, and judicative, or ther state organs that act on behalf of the government.

3.1.1 The Authority based on origins

According the interview with the Lamteh headman or *keuchiek*, public leaders, the first Hamlet Leader, the second Hamlet Leader, *Tuha Peut* Leader, and other Lamteh village officers, Ulee Kareng, the city of Banda Aceh, it was known that the organizational structure of Lamteh governance arranged based on the law regulations, in national, provincial, or municipal level, namely *qanun* (local regulations or Perda) and the Mayor regulations.

Generally, the preparation of organization and governance in village level in Aceh, refers to the *Qanun* Number 5, 2003, on village governance in Aceh Province and in municipal level, it refers to the *Qanun* Number 5, 2002, on the structure of village officers in the municipal government of Banda Aceh. Moreover, it could be seen how the direction of law policy on the authority of village show the authonomy of a village [4]. Meanwhile, [5] describe on the implementation of authority, particularly, on the aspects of culture, it is more beneficiary for the village government to pay more attention to the enactment of law that has an aim to be the legal protection that may preserve and foster people culture and its values. In the meantime, the findings on the authority based of the origin rights at Lamteh Village are as follows.

The First Finding

Dialogue has become a democracy and a patron on the governance of a village according to the law regulations, so that it may minimize the emergence of political domination from a particular party.

The Second Finding

The governance organization structure was arranged with the respect of people culture and local wisdom, namely *Tuha Peut*, *Tuha Lapan*, and other cultural figures, as well with other ceremonial event like *Hari Peukan* (the market day), *Keujreun Blang* (rice field jurist), *Panglima Laot* (sea

commander), and *Raja Uteun* (king of the jungle).

Based on the first and the second finding, the proposition is as follows:

The First Proposition

The rights origin on the governance of village to the village government is shaped as dialogue, and the democracy and the governance organization structure based on the local wisdom.

3.1.2 *The Local Authority in Village Level*

Based on the interview with the head of the hamlet, Mr. Mahyuddin and Mr. Yusuf, it was known that the success of a village development had a correlation with the typical of its leader. The leader character was so influential to the involvement of the people. The leader concern on the people was significant, as long with the factor of public figure.

The participation of people on the development always correlated with the activeness of the village officers. Every development must be accompanied by the involvement of the officers, and it was the indicator of people's assessment on the village. Besides that, the village government had to be responsive and to develop communication with the people (Afrizal dan Nazaki, 2017). On laws, it is said that the village government need to arrange and take care of their governance, but in terms of designing the development plan, it has to consult with the municipal/ regional designs and village designs, as well as the design by the government of village. Hopefully, it could underpin the goals of regional development. The aspect of organizational relationship on considering the mandate given by the regional government regarding the management of natural and other resources, including the public and financial service in village level. By implementing village autonomy, hopefully the governance of village can increase its service quality, competency, economic growth, equality, and justice on development, and capacity to escalate the usefulness of potency and local natural resources. The government supervision on the structural village officers was the responsibility of the headman as the duty officer. The village officers which include village secretary, was carried by civil servants. The secretary itself was appointed by the regional or municipal secretary on behalf of the regent or mayor. Other village officers were appointed by the headman with the village people. It was assigned by the authority of the headman. Therefore, he could manage them easily.

The type of the village level authority was coming from the concept of subsidiarity. It means that the problem that takes place in local scale can be dealt by the local level organization too, in this regard, the village, without involving the higher-level authority. According to the same source, the local matter that is related to the local people, is stated as the village based local authority.

The local authority should be coming from the people initiative, along with the ability, necessity, and condition of village. It was done to make the policy getting along with people, so that it could be accepted and applied. However, the authority that related to the people necessity, has a small scope in village level. Besides that, Bebbington, A. *et al* (2006) concluded that economical and political approach had connection with village development, which should be done from the local authority. According to subsidiarity concept, a village matter that has relation with people needs, could be described as the village level authority. The implementation of that has the consequence on the entrance of government's programs to village. The article 20 on the village asserts that the implementation of the authority based on the origin rights and the village local authority (as mentioned in the article 19, point [a] and [b], verse 4 and 5): "The village scale development is implemented by the village" and "the implementation of sectoral program that enters the village, is informed to the village governance to be integrated to the village development."

The local level authority at Lamteh Village asserted that the authority was not supposed to be in the level of supra-village (according the sectoral ministry), but the level of village

authority. The assertion was delivered by the Law Number 6, 2014, because nowadays, the ministry had bring projects to village, including the plan, birocracy, approach, donation, and support to the organization level in village. There was an independent village (ESDM), the development of agro village business (Agriculture), stand fast village (Health), the development of village infrastructure program (PU), Pamsimas (PU), prime village (Women and Child Empowerment), productive village(Nakertrans), one village-one product (Cooperation and UMKM), social resilience village (Social), family hope village (Social), etc. All of those things, were the authority of village governance level mandated by the the law number 6, 2014, to be implemented by a village.

It does not mean that the sectorial ministry unable to enter the village. Surely, it cannot be denied that that people need government—therefore, the distribution of work and synergy is needed. The organization, planning, unemployment, and service is the authority and accountability of village. Besides that, the technical supervision (including knowledge innovation and technology) is the domain of ministry/ institution (K/L) and Regional Work Units (SKPD). As an example, a village has local authority to develop and empower farmer groups and to plan and to fund farmer needs. Meanwhile, KL and agricultural SKPD do the supervision and support towards the inovation of agricultural technology.

The Third Finding

The local authority in the Lamteh Village governance created autonomy and independency cover institution, infrastructure, comodity, capital, and development, as well as the increase of people welfare.

The Fourth Finding

The people independency was attained by People Empowerment, particularly on three sectors, namely agriculture and plantation, and business and trade, which were participatively decided on development planning multi-stakeholders consultation meeting (Musrenbang).

The Fifth Finding

Village-Owned Enterprise (BUMDes) was the economical tool to empower local economy with various potencies in a village to simplify the achievement and empowerment of the management pf people income optimally.

Based on the third, fourth, and fifth finding, there the proposition is:

The Second Proposition

The autonomy and the independency of a village on institution, infrastructure, comodity, capital, and the development, and the effort to increase the people welfare, was the main target of the impelementation of local authority.

3.1.3 The authority mandated by the Regional Government to the Village Government.

The authority mandated by the Law Number 6, 2014, had run well at Lamteh Village, Ulee Kareng, the city of Banda Aceh. According to the people who engaged inside the governance, they would watch the village governance and gave the constructive feedback to make the service for the people getting better. Additionally, the type of authority of the governance according to the assignment to the headman is the publishing of various cover and reference letters, reference letters on the ownership of the land, recommendation permit (mining, business, plantation, forest, ground water usage, housing, fishery, and many more), facilitating the provision of land to public facility, forming the election committee and its location, distributing the rice for poor people, subsidizing fertilizer, facilitating anti-drugs and HIV/AIDS campaign/ socialization, facilitating local institution like farmers groups, helping the extermination of disease epidemic, helping to send letters, etc.

The village government performance, particularly its officers, held a very substantial role on the management of governance of a development program. If their performance was good, it could give a positive impact to the development, and vice versa. Next, the discipline regarding punctuality of the village officers were awful. It could be seen from the rarity of the officers to come to the office. However, their spirit of work on dealing with task was high. The completion work was easy based on agreed time. The condition made the situation became comfortable and grew the work spirit to all of the officers in the Lamteh Village.

Based on the finding, the birocracy structure at Lamteh Village had run quite well, particularly in terms of legitimation, coordination accountability, and supervision in terms of village autonomy implementation. People and institution participation were also needed because the transparency and openness regarding the development implementation could accelerate the village development, so the development implementation might be happened and people prosperity escalated. The implementation of a good governance according to its philosophy is putting transparency and openness principle as the responsible priority. According to [8] the principle of transparency or openness do not only move to the clarity of formulation mechanism, implementation, and evaluation on the policy, program and activity, but also the transparency for the people to submit the feedback, idea, and critique on various government policy. The philosophy of good governance is also stated by [9] who says that, at least, it takes five main aspects to form a good governance: rule of law, accountability, transparency or openness, professionalism and participation. Transparency does not only mean the clarity of formulation mechanism, implementation, and policy of evaluation, program or activity, but also the wider opportunity for people to propose respond, suggestion, and critique. The same thing applies for participation. It means the opening of access for all of the components that get involved in the policy-making process.

One of the efforts to make the implementation of a good governance becoming reality is to reform the birocracy. Birocracy as the formal organization has a position and working style that is tied with the regulation, suitable work competency and specialization, spirit of public service, clear distinction of organizational and personal ownership, and organizational resources that are not free from external supervision.

The effort to implement a good governance can only be done if the three pillars, the government, private enterprises, and people, work in harmony. All of them have their own roles. The government (legislative, executive, and judicative) plays an important role to run and create a conducive political and lawful environment for other elements in their body. Private enterprises have the role to the provision of job and income. People have the role on creating social, economical, and political interaction. Every element has their own role, in relation with the values and principles of a good governance.

The implementation of decentralization and village autonomy can be seen from two aspects: the output and input of the policy. Both of them have different indicators on the evaluation of the success. According to the description above, it can be concluded that from the aspect of policy output, the implementation of decentralization policy is considered successful. However, from the perspective of policy outcome, decentralization in regional/municipal level may be a burden for the region. The hope of policy, let say the dream to see economic growth in every development aspect, is not considered as effective.

The shift of political and administrative decentralization pressure from the perspective of regulative and empirical can be seen from the election of village headman. From the side of political decentralization, it is considered decreasing in values as the people experiencing the lack of power to choose their own leader. In another side, the mass of administrative decentralization is increasing as the result of election selection mechanism. The process can run effectively and efficiently, low of conflict, the quality of the candidates can be controlled. The same thing also takes place on the electoral mechanism and the function of BPD. The

appointment of a civil servant-village secretary bring such implication. Political decentralization becomes weak, and administrative decentralization becomes strong. In the perspective of the management of *bend* ground and the change of salary payment system of headman/ officers, it may be also stated as the shift between political decentralization and administrative decentralization. The weakness of village existence happened as the result of the lack of resources to create opportunities that are actually the surplus of decentralization. The main problem was the position of the village was not clear. Village position since the Law Number 1 1945 on the Position of Indonesian National Regional Committee until the latest Law (the Law Number 32 2004), does not have a firm position. The foundation which holds the village positioning is not strong and clear. The existing regulations contribute to village positioning design which is not clear. It affected to other aspects. The village positioning would also determine the village authority, as well as its finance.

The Sixth Finding

The authority mandated by the government to regional government to village government at Lamteh Village governance consisted for assignments, namely the holding of village governance, the implementation of village development, the supervision of civics to the village, and the supervision of village people.

The Seventh Finding

The finalization of every case which emerged in the village by using cultural approach as the implication of governance implementation on the people basis.

According to the sixth and the seventh findings, so the proposition would be:

The Third Proposition

The implementation of governance authority on the implementation of village governance, development, civics supervision, people supervision, was the result of the government function as people driven implementation facilitator.

3.1.4 Other authorities mandated by Regional or Municipal Government to village government in relation to the law regulations.

Normatively, there are some regulative changes on the enactment of the Law Number 32/2004 compared to the former law (the Law Number 22/1999 and the Law Number 5/1979). Principally, all of the Law periods cannot create a strong village positioning. A village still becomes a regency subordinate, in which particular times, being a target of exploitation by a supra-village government. The reality has not changed much since the colonial era (Ali, 2007; [10]). When the enactment of the Law Number 22/1999 and the Law Number 32/2004, the village autonomy became restricted by the authority, capacity, resources access that did not support the village. So, even though the regulation change affected to the reformation of the structure and function of village institution, but the impact to the practice in society had not been significant. As a part of a formal-national institution, the change of structure and function of village governance had a firm connection with the Law regulation design. Every clause change in the law regulation had the opportunity to change the instructional structure and function. The village independency is not only the problem of given acknowledgement and chance for the village to organize the internal affair and the needs of people, but also other matters. The Law Number 32/2004 has given the acknowledgement to the authority/ the origin rights of a village. The village rights of origin as the people unity is including; the rights to create rules or values; the rights to establish institutions that are functioning as regulation maker and implementer; the rights to determine their needs, including the rights of choosing

religion/ belief and custom, and government related necessities; the rights of the territorial resources, particularly water and ground, and the rights to choose their leader. In this regards, those things are designed in two groups, namely the administrative/ economical decentralization (administrative/ economical independency, the structure and composition of APBD, the flexibility of village to manage its income, asset, and business, and the economical independency of people in development and doing non-governmental job); and politics (the political independency; having look from the recruitment process/ apparatus supervision, responsibility of apparatus, the embodiment of people political and participation rights, the independency of policy-making process, and the independency to express the village rights of origins and values [11].

The structural and functional change of village governmental institution, in facts, does not become the only factor that influences the independency of village. Some changes on structural and functional in the village governance did make change, but the others did not do it significantly. The problem of village independency is often affected by external-structural factor and the function of an institution. In this regards, it would be relevant to take a look to [12] perspective on the village independency. He asserted that the decentralization implementation was not only a technical, administrative, and sheer efficiency and affectivity process, but also a dynamic interaction from many unpredictable factors or a process of political interaction. Smith's opinion does not different from [13] that explain decentralization as a result of political and administrative decision. Therefore, besides involving the action and reaction between agent and structure, there is one variable that is responsible on designing village decentralization, it is a supra-village variable.

The Eighth Finding

The supporting role from the government, provincial government, and/or the regional/ municipal government for village, as well as the support of funding, facilities and infrastructure, and human resources.

The Ninth Finding

The supporting role from the regional government or the central government was implemented based on the village governance autonomy as sovereign, independent, and unique village.

Based on the eighth and ninth findings, so the proposition is:

The Fourth Proposition

The implementation of supporting role based on village autonomy was an manifestation of bottom-up prices that put the people as the determinant subject, and as actor and doer of planning and implementation.

4 Conclusion

The implementation of the governance authority of Lamteh Village, the city of Banda Aceh, based on the Law Number 6, 2014, has four authority given by the government: (1) origins, (2) the local-scale authority, (3) the authority mandated by the regional government to the village government, and (4) and other authorities mandated by the regional or municipal government to the village government. The authority of origins consist ten authorities including (1) organizational system of village officer, (2) the organizational system of indigenous people, (3) the supervision of people institution, (4) the supervision of indigenous institution and law, (5) the management of village treasury, (6) the management of village's ground and village-owned area which is using local name, (7) the management of bend soil,

(8) the management of *pecatu* ground, (9) the management of *titisara* ground and (10) the development of the role of village people.

The village local authority was implemented at Lamteh Village, Ulee Kareng sub-district, namely: *firstly*, the management of village market, irrigation, and the supervision of people health and central service unit, and the basic service of Posyandu, the provision of clean water, education and art studio, village library, village polyclinic. *Secondly*, the facilities and infrastructures like village road, road access to the rice field, village barn, religious building, sanitation, drainage, and tertiary irrigation, etc. *Thirdly*, local economy, like: village market, village-based small business, food storage, boat mooring, village tourism, kiosk, village fish auction, etc. Human and natural resources aspects are like forrest and people garden.

The implementation of authority mandated by the regional government to the village government is a supporting role assignment. It does not mean that the regulation on the giving and/ or the implementation of permanent authority formed in government regulation, ministerial decree, and regional regulations. The task-giver has the authority and responsibility, meanwhile the village has the position to take care and help doing the given tasks. As the result, the task-givers would support the fund to the village. The assignment is based on several considerations: (1) The government faces the lack of resources to do the tasks and development that cover the entire location of a village, people, and household, (2) Village has a closer proximity and it knows and it can help the people better, and (3) The lower level task-agent is considered as the efficient and effective action if it is carried independently by village, rather than government apparatus. Meanwhile, other authorities mandated by the regional government or municipal government to the village government are getting along with the law regulations, had been done by the Lamteh Village. However, on the implementation level, the governance of village always put the dialogue and cooperation as its first priority in order to make everyone involved.

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