

UDC 332

**VILLAGE AUTHORITY IN PREPARING VILLAGE MIDDLE-TERM DEVELOPMENT PLAN AND GOVERNMENT WORK PLAN: A CASE STUDY IN BARADA AND WEHALI VILLAGE, CENTRAL MALAKA DISTRICT OF MALAKA REGENCY, INDONESIA**

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**ABSTRACT**

This study aimed at describing the authority of a village in preparing its Middle-Term Development Plan and work plan in Barada and Wehali Village located in Central Malaka District of Malaka Regency. The main objective was described in several sub-objectives to find out and analyze about: (1) the number of programs and activities in the village Medium-Term Development Plan in Barada and Wehali Village, which are regulated by the type of authority based on the rights of origin; (2) the types of local-scale authority; (3) the type of authority assigned by the central government, provincial government, or regency/municipality government; (4) other types of authority assigned by the government, provincial government, or regency/municipality government; (5) factors that determine the existence and use of village authority based on the rights of origin, village-scale local authority, authority assigned by the central, provincial, and regency/municipality government, and other types of authority assigned by the central, provincial, and regency/municipality government. The study employed a qualitative approach with an instrumental case study. This research was conducted in Barada Village and Wehali Village, Central Malaka District, Malaka Regency. The results showed that activities in the Medium-Term Development Plan were mapped by the village government in accordance with the types of village authority. The village-scale local authority was most widely used followed by authority based on the rights of origin in the activities in the Medium-Term Development Plan of the two villages. The village government did not use much of the assigned authority in the activities in the Medium-Term Development Plan of the two villages, while other types of authority became the least type of authority practiced.

**KEY WORDS**

Authority, village, local, planning, development.

A village is the lowest government organization or also known as the street-level bureaucracy that has the autonomy to provide direct public services. Village autonomy is the right, authority, and obligation of a village to self-regulate and manage government affairs and the interests of the local community in the Republic of Indonesia. Law Number 6 of 2014 concerning Villages emphasizes that a village is a legal community unit that is authorized to regulate and manage government affairs, the interests of the local community based on community initiatives, the rights of origin, and/or traditional rights that are recognized and respected in the system of the Republic of Indonesia.

The aforementioned village authority is a recognized and respected authority. Recognition implies that the source of authority is owned and used by the village in regulating and managing the unity of its legal community. In addition, there are other sources of village authority, namely the assigned authority and other types of assigned authority by the government, provincial government, municipality/regency government.

The village government has authority in administering village governance, implementing village development, as well as fostering and empowering village community. Village authority which includes (a) authority based on the rights of origin; (b) village-scale local authority; (c) authority assigned by the central, provincial, or regency/municipality government; and (d) other types of authority assigned by the central, provincial, or regency/municipality government in accordance with the statutory provisions (Law Number 6

of 2014, articles 18-21, Government Regulation Number 43 of 2014 articles 33-35; Regulation of the Minister of Home Affairs Number 44 of 2016 article 6, article 7 paragraph 1, article 8 paragraph 1, and article 9 paragraph 1).

All matters that are under the authority of a village should end in the village and are determined by a village regulation on the Village Medium-Term Development Plan and the Village Government Work Plan. All matters taken care by the village authority are then discussed, financed, and determined by a Village Regulation on Village Income and Expenditure Budget, which is not its authority, proposed to the district *Musrenbang*<sup>1</sup> and continued to the regency/municipality *Musrenbang*. Aspirations that are in accordance with regency/municipality authority are managed and funded by the Income and Expenditure Budget of the municipality/regency, while aspirations related to provincial authority are proposed through the provincial *Musrenbang* to be funded by the Income and Expenditure Budget of the province; this also applies to aspirations related to the central government.

Although a number of changes in normative village regulations have been established in village laws and regulations, they have not been implemented well. There is no Regent Regulation in Malaka regency that sets the list of village authority as stipulated in articles 21 to 23 of the Regulation of the Minister of Home Affairs Number 44 of 2016 concerning Village Authority; however, villages have compiled their Middle-Term Development Plan and Work Plan listing a number of activities, projects or programs. Nevertheless, these activities, projects, or programs do not have clear mapping, whether they are included in the authority based on the rights of origin, or village-scale authority, or assigned authority; surely, they are planned based on the authority the villages own.

This study aimed at describing the authority of a village in preparing its Middle-Term Development Plan and work plan in Barada and Wehali Village located in central Malaka District of Malaka Regency. The main objective was described in several sub-objectives. The sub-objectives were to find out and analyze about: (1) the number of programs and activities in the village Medium-Term Development Plan in Barada and Wehali Village, which are regulated by the type of authority based on the rights of origin; (2) the types of local-scale authority; (3) the type of authority assigned by the Central Government, Provincial Government, or Regency/Municipality Government; (4) other types of authority assigned by the Government, Provincial Government, or Regency Government; (5) factors that determine the existence and use of village authority based on the rights of origin, village-scale local authority, authority assigned by the central provincial, and regency government, and other types of authority assigned by the central provincial, and regency government.

The study is beneficial theoretically and practically. Theoretically, the findings are expected to enrich administrative knowledge, especially village authority in village development planning. It will also help to discover various factors that determine the use of village authority in village development planning. The results of this study are also expected to construct a theoretical framework related to village authority in village development. Practically, our findings will be useful for the government in carrying out further studies on the structuring of village authority especially in developing various programs and activities in the Medium-Term Development Plan so all programs and activities planned and implemented can be accounted for according to the types of authority. The other practical benefit is to raise awareness of the village government on which activities are part of its authority to finance and which activities that must be financed by the regency, province, or central government.

## LITERATURE REVIEW

Villages (villages and customary villages or other names) in Law Number 6 of 2014 are defined as legal community units with territorial boundaries authorized to regulate and manage government affairs, interests of local communities based on community initiatives,

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<sup>1</sup> It stands for *Musyarawah Rencana Pembangunan or Development Planning Deliberation, an interagency forum discussing development plans.*

the rights of origin, and/or traditional rights that are recognized and respected in the government system of the Republic of Indonesia. According to Solekhan (2014), a village refers to a unity of the legal community having the authority to regulate and manage its own interests, meaning that the village has limited autonomy on the rights of origin and local customs. This means that the village autonomy has been owned since a long time ago and has become a custom inherent by the village community concerned.

From this understanding, three important elements related to the authority to regulate and administer a village exist. The first is authority based on local community initiatives. The second is authority based on the rights of origin that have become the customs of the local community. The third is recognition and appreciation of the state or government of that authority. Community initiatives are certainly based on the demands of the needs or interests of the local community. The community needs certainly develop according to times. The rights of origin and customs are the fruit of community initiatives in the past that are considered useful that they are maintained until now.

From a theoretical point of view, several types of authority are found in the village government system (Suharto, 2016). According to Law Number 32 of 2004, village government has four main affairs: (a) existing affairs based on the rights of origin; (b) functions that are under the authority of the municipality/regency which is devolved to the village; (c) assistance tasks from the central, provincial, or municipality/regency government; and (d) other government affairs which, by statutory regulation, are handed over to the village. This provision means that the law mandates regency/municipality to decentralize authority to villages.

Yukl (2010) explains that authority involves rights, prerogatives, obligations, and duties related to specific positions in organizations or social systems. Authority of leaders usually includes the right to make specific decisions for the organization. Eko and Rozaki (2005) also explain that authority is often understood as the full legal right to act and manage our own households. Some define authority as the formal power of the state apparatus to make binding and coercive decisions against citizens. Authority can also be understood as an administrative instrument for processing affairs.

According to formal provisions, village authority is the right and authority of the village government in the context of village autonomy, which refers to the right to regulate and manage the interests of the community in accordance with local conditions and socio-culture. Thus, the authority will strengthen the position and existence of the subject owning the authority to become a free and autonomous legal subject in making decisions. Authority will create autonomy and a higher scale will create sovereignty. Because authority has serious implications, for example, regulation and coercion of citizens, the holder of authority must be responsible for the mandate or object affected by the authority (Eko and Rozaki, 2005).

Eko and Rozaki (2005) highlight at least three major reasons to strengthen village capacity. First, the capacity of the village is indeed limited in carrying out the functions of regulation, service, and empowerment or functions of government, development, and society. Second, the government does not give much attention to the strengthening of village capacity. Third, capacity is an essence and basis for village autonomy.

The development represents one form of services the government has to give to meet the needs of the public (Riyadi and Supriady, 2003). Thus, efforts to meet the needs of the wider community must be a major concern in its implementation. As such, one of the main indicators to measure the success of a development process is the extent to which community needs can be met directly and indirectly. Meeting these needs will lead to community satisfaction, which is greatly influenced by the quality of services provided by the government. In order to achieve this, the concept of development must be clearly formulated from the planning to implementation in a fair and equitable manner.

Development planning is a crucial issue in decentralization and local (regional and village) autonomy (Eko and Rozaki, 2005) for some reasons. First, decentralization has mandated that development planning must be brought to a local level to make it closer to the community, so programs and public services are in line with the needs of local people. As a consequence of decentralization, local governments have the authority to make their own

decisions regarding regional development planning, known as decentralized planning. Second, planning is not a technical activity of design—it is rather an activity of making public decisions or determining priority in the midst of scarcity. Political decisions include program choices to respond to community decisions, priorities, actions to be taken, allocation of costs, rights, and community obligations, and so forth.

Planning is a response (reaction) to the future (Abe in Eko and Rozaki, 2005). Aside from being an alternative choice and determining the allocation of resources, planning has at least two important meanings of (1) compiling steps to ensure objectives and (2) making a prediction about things that could reasonably be expected to hamper the process—this means that planning is part of an action to anticipate the future. Planning represents participation, which actually plays an important role in showing things to be done in the future for limited resources. In this context, planning should be used as a starting point to provide an assessment of the model of power relations between the government and the people in a country. Planning by a group of elites (oligarchists) without considering the people is a form of manipulation of power because it makes the state instrument not as a factor to improve the welfare of the people, but rather as a factor for the political elite to gain profits quickly. Rigid planning that does not take into account the dynamics of community development is a reflection of authoritarian power. Planning is present to bring together the interests of the community with policies formulated by the government. Therefore, planning must be managed democratically, or, in other words, it must depart from community participation. Minimum participation must be given to groups of people directly affected by the risk of a planned political decision.

The Law Number 6 of 2014 concerning Villages, hereinafter referred to as the Village Law, became a starting point for villages of being able to determine its position, role, and authority. Villages are projected to be socially powered and politically sovereign as the foundation of village democracy, economically empowered, and culturally dignified as the representation of village independence and development. This expectation has turned more exciting when a combination of recognition and subsidiarity emerged as the main principle and spirit of the Law (Silahuddin, 2015).

The new face of villages represents a new hope accompanying the Village Law with the new position, role, and authority of villages. Village authority is merely a target in the previous legislation, yet it has turned into a mandate within the new Village Law. The position of villages becomes community government, a hybrid between the self-governing community and the local self-government, not as a government organization within the regency/municipality government system (local state government). Villages have a more sovereign position and bigger roles in managing their affairs. The development model that used to be government-driven or community-driven development has turned into village-driven development (Silahuddin, 2015).

From the political point of view, according to the Village Law, villages will be able to carry out completely their governance, development, and community empowerment. This will change their position from merely a place for the government programs to be implemented into an implementer of their own programs—they are the subject of development, not simply an object as they used to be in the past, under approach. This new role is so possible under the imposition, emancipation, and consolidation approach—as compared to the sectoral approach previously practiced (Silahuddin, 2015).

This sub-chapter is devoted to explaining several previous studies relevant to the research problems being examined. There are some differences between previous studies with the present study as elaborated in Table 1.

Table 1 – Previous Studies

No	Researchers/ Title of the	Variables/ Research Focus	Findings	Arguments and Contribution
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	Study			
1	Destifani Innesa; Suwondo; Wanusmawatie Ike / The Implementation of Village Authority to Realize Village Autonomy	<ul style="list-style-type: none"> <li>• Existing government affairs based on the rights of origin;</li> <li>• government affairs which are the authority of the regency/municipality regulated by the village;</li> <li>• assistance tasks from the central, provincial, and regency/municipality governments; and</li> <li>• other government affairs which by law are handed over to the village.</li> </ul>	<ul style="list-style-type: none"> <li>• Some affairs were not done in Sumber Village that became the research subjects;</li> <li>• Government affairs based on the rights of origin included management of the self-government system and implementation of local customary law and community justice were neither found nor implemented in Sumber Village because it seemed to lose its culture over time;</li> <li>• Government affairs which became the authority of the regency/municipality were handed over to the village, outside of the village autonomy, listed in article 2 paragraph 1 of the Regulation of the Minister of Home Affairs Number 30 of 2006 concerning Procedures for Delegation of Regency/Municipality Government Affairs to Villages; and</li> <li>• Village authority in the form of other government affairs which, by law and regulation, must be handed over to the village was not found in Sumber Village.</li> </ul>	This study only mapped village authority based on the Government Regulation Number 72 of 2005 concerning Village as its research focus. These days, village authority is regulated by the Regulation of the Minister of Home Affairs Number 44 of 2015 on Village authority. Thus, the present study provided the latest information and this became the novelty of the study.
2	Suhana/The Implementation of Village Authority in the Administration of Village Government	<ul style="list-style-type: none"> <li>• Existing coordination;</li> <li>• good village government;</li> <li>• followed and implemented the regional regulations;</li> <li>• active participation in community activities; and</li> <li>• authority in determining regency/municipality policies concerning villages.</li> </ul>	<ul style="list-style-type: none"> <li>• From the indicators of Deconcentration Affairs, the village government had been practicing good coordination in the implementation of village government. Good Governance was also well implemented in terms of serving the community in making documents. There had been a problem because the staff, including the Head of Mantang Besar Village, found it difficult to be punctual and disciplined that they often come late to the village office.</li> <li>• From the indicators of Participatory Affairs, the village government had been involved in activities. This had brought such a positive impact on the development process of the village as the village government and its people had developed good cooperation.</li> </ul>	The previous study had taken into account the implementation of government affairs, while the present study focused more on planning related to village development and division of authority.
3	Maspul, Hardianto/ Implementation of Regency/Municipality	<ul style="list-style-type: none"> <li>• The implementation of government affairs delegation;</li> </ul>	<ul style="list-style-type: none"> <li>• The delegation of government affairs from the regency government to the village government in Luwu</li> </ul>	The previous and present study focused on decentralization and were qualitative in nature. However, the two studies had different

	Government Affairs Delegation to the Village Government in North Luwu Regency	and • Factors supporting and inhibiting the implementation of government affairs	Utara Regency was not fully implemented as mandated by the Regulation of Luwu Utara Regency Number 13 of 2007. This was due to the fact that there was no Regent Regulation as a follow-up of the Regulation of Luwu Utara Regency Number 13 of 2007 as guidance in the delegation of government affairs from the regency to the village, additional mechanism, and withdrawal of affairs of the regency government. Some Village Heads were not aware of the Regulation of Luwu Utara Regency Number 13 of 2007.	focuses, sites, and findings. The previous study considers decentralization as a delegation of government affairs, yet the present study focuses on mapping village authority.
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### METHODS OF RESEARCH

The study employed a qualitative approach with an instrumental case study design. This study was conducted in Barada Village and Wehali Village, Central Malaka District, Malaka Regency. The study focused on three matters. (1) The first was the identification of village authority based on the rights of origin, village-scale local authority, authority assigned by the central, provincial, and regency/municipality government, and other types of authority assigned by the central, provincial, and regency/municipality government in accordance with statutory provisions. (2) The second was the mapping of programs and activities formulated in the Village Medium-Term Development Plan according to the types of village authority. (3) The third was factors determining the use of types of authority in formulating programs and activities in the Village Medium Term Development Plan. The informants in this study were the village heads, village apparatus, administrators of BPD<sup>2</sup>, management of LPMD<sup>3</sup>, and traditional leaders. Informants were chosen based on purposive sampling techniques. Data were collected through document studies, interviews, and observations. Data were analyzed qualitatively through data categorization and pattern matching (Yin, 1996) or by using cross-site or case analysis (Miles and Huberman, 1992). To guarantee the quality of data, triangulation was done in terms of triangulation of data sources and data collection methods.

### RESULTS AND DISCUSSION

This study focused on identifying the types of village authority that included the following: (1) the rights of origin, (2) village-scale local authority, (3) authority assigned by the central, provincial, and regency/municipality government; and (4) other types of authority assigned by the central, provincial, and regency/municipality government in accordance with statutory provisions. The study also intended to map the programs and activities formulated in the Village Medium-Term Development Plan according to the types of authority mentioned above. In addition, examining factors used to determine or map the use of types of village authority in the formulation of programs and activities in the Village Medium-Term Development Plan was also done.

Proportionally, the implementation of the village authority has also been elaborated in the Regulation of the Minister of Home Affairs Number 44 of 2016 concerning Village Authority, which regulates (a) the administration of the village government; (b) the implementation of village development; (c) village community development; and (d) village community empowerment.

<sup>2</sup> It stands for *Badan Permusyawaratan Desa* or the *Village Consultative Body*.

<sup>3</sup> It stands for *Lembaga Pemberdayaan Masyarakat Desa* or the *Village Community Empowerment Institution*.

Findings suggested that the village government mapped the activities in the Village Medium-Term Development Plan into each type of village authority. The village government had also mapped the village assets based on the rights of origin. The village inventory land can be categorized as village assets originating from the village's original wealth of the rights of origin and traditional rights. According to the Village Law, the rights of origin and customs are inherited rights as part of community lives and are in accordance with the changes in community lives and the principles of the Republic of Indonesia. The rights of origin are legacy and represent village community initiatives in accordance with community life, including indigenous peoples' organizational systems, institutions, customary institutions and laws, village inventory land, and agreements in the life of village communities.

In the Village Law, the rights of origin and traditional rights are stated as the principle of recognition, meaning that the state recognizes and respects for the rights of origin and traditional rights. Thus, villages have authority related to the rights of origin, village customs, and village authority originating from the rights of origin. This means that recognition of origin and traditional rights are dynamic based on the identification of village assets.

Details of village-scale local authority as referred to in the Regulation of the Minister of Home Affairs Number 44 of 2016 concerning Village Authority at least consist of: (a) management of mooring; (b) management of village markets; (c) management of public baths; (d) management of irrigation networks; (e) management of village settlement and environment; (f) development of public health and management of integrated healthcare services; (g) development and fostering of art centers; (h) management of village libraries and reading parks; (i) management of village retention basin; (j) management of village drinking water; and (k) construction of village roads between settlements into agricultural areas.

In addition to the authority mentioned above, the regency/municipality government can identify other village-scale local authority by involving the village government. Based on the results of the identification and inventory of village-scale local authority, the regency/municipality government determines other village-scale local authority by taking into account the situation, conditions, and needs. Furthermore, villages manage the village-scale local authority.

The Regulation of the Minister of Home Affairs Number 44 of 2016 has elaborated some criteria of assigned authority. This kind of authority refers to the authority owned by the village government to carry out activities or programs assigned by the government; several types of activities had been mapped into this type of authority. One reason for the mapping by the village was that the activities were not carried out by the village but by other government parties. This type of activity falls within the assigned authority because it has been planned by the village but the implementation is the responsibility of the government and the village simply acts as the target of the activity.

Other types of authority are also assigned by the central, provincial, and regency/municipality government in accordance with the Regulation of the Minister of Home Affairs Number 44 of 2016. The reason for the mapping was that the type of activity was a form of assistance. There was also the type of activity funded by State Budget and Local Government Budget and the village acted merely as the place for the activities or programs; in other words, such activities or programs had their own funds. The reason was acceptable by considering the other types of assigned authority related to general government affairs in the field of development. In addition, assistance also aims to accelerate the administration of government in development sectors. Based on the types of authority, the reason for mapping carried out by the village government was appropriate.

The aforementioned explanation showed that the assigned authority and other types of assigned authority were quite clear for the village government, yet the villages found it rather unclear and uneasy to implement related to authority based on the rights of origin and village-scale local authority.

As stated by Hendratno (2009) that authority is needed by a person or organizational unit to act on behalf of the organization to perform actions that have legal consequences. Authority is a formal power that is born from public law, which provides the basis for carrying

out acts according to the provisions of public law and for the government to carry out public legal actions. Based on the above understanding, the villages needed a basis for recognition of their authority through the regent regulation.

One of the strengths of the Village Law Number 6 of 2014 is the principle of recognition and subsidiarity that the village has had since the law was enacted. These two principles make villages have the power to organize themselves based on their own assets and potential. The principle of recognition is related to the rights of origin and the principle of subsidiarity refers to the establishment of a local authority on a village scale. Both of these principles had not been implemented by the local government in Malaka Regency indicated by the absence of regent regulations as a form of legitimacy for the two principles. The local regulations or regent regulations are substantial to give villages a basis for formal legitimacy to exercise their authority.

Syafrudin and Na'a (2010) explain that under the formal juridical perspective, the government has recognized the traditional authority according to article 18B paragraph (2) of the 1945 Constitution which asserts that, "The State recognizes and respects traditional communities along with their traditional customary rights as long as these remain in existence and are in accordance with the societal development and the principles of the Unitary State of the Republic of Indonesia, and shall be regulated by law."

According to formal provisions, village authority is the right and authority of the village government in the context of village autonomy, which refers to the right to regulate and manage the interests of the community in accordance with local conditions and socio-culture. Thus, the authority will strengthen the position and existence of the subject of authority to become a free and autonomous legal subject in making decisions (Eko and Rozaki, 2005: 56)

Because the villages did not have formal provisions through the regent regulation, there were many obstacles related to the application of village authority in Barada Village and Wehali Village. The mapping and recognition of authority then become an immediate necessity so the two villages and the regency government have a legal basis related to the division and transfer of authority between the regency government and the villages; the villages will eventually have a formal legal basis for exercising their authority.

The original authority referred to in the results of previous studies was authority based on the rights of origin and local-scale authority. The villages did not implement the original authority optimally. In the Village Law, the rights of origin and traditional rights are stated in the principle of recognition—the state recognizes and respects for the origin and traditional rights. Thus, villages have authority in the area of the rights of origin, village customs, and village authority originating from the rights of origin. This means recognition of the origin and traditional rights of villages is dynamic based on the identification of village assets; therefore, steps are needed to clarify the meaning of recognition of the rights of origin and traditional rights related to village assets. Village assets in the form of customary land, village-owned forests, and boat moorings—as well as customary forests and sea, although not mentioned in the Village Law—should be included in village assets based on origin and traditional rights because they are certainly related to organizational systems of indigenous peoples, institutions, and customary laws. The problem arises when the state has not recognized indigenous peoples, customary villages, and traditional rights. The other problems occur when indigenous peoples do not live in traditional villages and when customary villages and customary forests are located in state forest areas, plantation areas, and mining areas. Therefore, realizing village assets requires recognition of the rights of indigenous peoples, determination of customary villages, and freeing customary villages located in plantation, forest, and mining areas.

Considering that recognition is the main principle in the Village Law, it becomes too shallow if the rights of origin and traditional rights related to village assets are applied only to indigenous peoples and indigenous villages. There should be the rights of origin and traditional rights that could become village assets, in addition to those related to the rights of indigenous peoples. In accordance with the mandate of the Village Law, a village initiative or

village community initiative is needed in identifying village authority and village assets related to the rights of origin and traditional rights, where the state is obliged to recognize.

The above process will not only expand village assets but also democratize villages; in other words, it helps to create democratic sovereignty of the people—a system by and for the people relying on traditional values rooted in the rural areas. Unfortunately, the villages and the government have not reached such a stage that they still lack awareness of the rights of origin.

Village-scale local authority means that if villages have the authority to regulate, they will automatically take care of the regulated matters. This relates to the power to regulate and administer the assets of villages. However, the concept of taking care is not necessarily a consequence of the power to regulate the right of ownership. To take care, in this case, means to manage or carry out the functions given by the government or, can also be referred to, as the management rights of villages. For the rights of origin and village-scale local authority effectively implemented by villages, the state only needs to recognize them. Subsidiarity is recommended for programs not owned by villages but is necessary to do. Subsidiarity means delegation of authority from the government to the village government to take care of their affairs by themselves.

The principle of subsidiarity asserts that in all forms of human coexistence, no organization shall dominate and replace smaller or weaker organizations in carrying out their functions. On the contrary, the moral responsibility of stronger and larger social institutions is to provide assistance (from Latin word of *subsidium afferre*) to smaller organizations in fulfilling aspirations independently and determined at a lower-level, instead of forcing these smaller organizations to follow any instructions from the stronger organizations. In other words, subsidiarity emphasizes the allocation or use of authority in the political order, which does not allow for single sovereignty in the hands of the central government.

The Village Law as a policy must be properly implemented. Many implementation models exist according to experts, including models by Van Metter and Van Horn (1975), George Edward III (1980), Grindle (1980), and Masmanian and Sabatier (1987) in Eko and Rozaki (2005).

Van Metter and Van Horn (1975 in Eko and Rozaki (2005) explains that policy performance is influenced by several interrelated variables including: (1) Standards and policy targets/measures and policy objectives; (2) resources; (3) characteristics of the implementing organizations; (4) the attitude of the implementers; (5) communication between relevant organizations and implementation activities; and (6) social, economic, and political environment. Meanwhile, according to George Edward III (in Widodo, 2010:96), four factors determining the success or failure of policy implementation include (1) communication, (2) resources, (3) disposition, and (4) bureaucratic structure. According to Meter and Horn (in Subarsono, 2011:99) five variables affect implementation performance including (1) policy standards and targets, (2) resources, (3) communication between organizations and strengthening activities, (4) characteristics of implementing agencies, and (5) social, economic and political conditions.

Several theories of policy implementation confirm that the communication factor (socialization) of the policy becomes the most important variable to determine the success or failure of policy. Our findings suggested that policy socialization regarding village authority had not really been done properly and routinely, which in turn caused difficulties for the village government to understand the matter. The two villages found it hard to differentiate between assigned authority at a certain level of government and other types of assigned authority. The two villages also found it difficult to determine between the village-scale local authority and authority based on the rights of origin.

## CONCLUSION

From the aforementioned findings and elaboration, the following conclusions were drawn related to village authority:

- Barada Village and Wehali Village had arranged their development plan in the Village Middle-Term Development Plan for the period of six years. The Village Middle-Term Development Plan included four sectors of village activities: village administration, village development, community empowerment, and community development. Each sector had many activities to implement. Each type of activities was mapped by the village government in accordance with the type of village authority. The village-scale local authority was the most widely exercised authority in activities of the two villages, followed by authority based on the rights of origin. The assigned authority ranked the third in the implementation of activities, while the other types of assigned authority were the least to be included in activities written in the Village Middle-Term Development Plan;
- The village government had the right reason related to the implementation of assigned authority and other types of assigned authority as the implementation was based on assignment as stated in the existing regulations related to budgeting and planning. However, the villages seemed to not yet able to understand the concept of authority based on the rights of origin and village-scale local authority that the implementation of these types of authority was not fully correct. A number of reasons stated were not in accordance with the criteria and details of village authority as mandated in the Village Law and the Regulation of the Minister of Home Affairs. The village authority based on the rights of origin and village-scale local authority based on the principle of recognition and subsidiarity were not implemented. Because there was no regent regulation regarding the delegation of affairs to the villages, recognition on the basis of the rights of origin or mapping of village-scale local authority did not exist that the villages could not exercise their authority.

Recommendations:

- Regency government needs to identify authority based on the rights of origin and village-scale local authority by involving the village government. Then based on the results of the identification, the regency government shall determine other types of authority based the rights of origin and village-scale local authority by taking into account the situation, conditions, and needs of villages. Village authority is based on the rights of origin and village-scale local authority;
- The principle of recognition and subsidiarity needs to be done by issuing the regent regulation on the delegation of functions from the regency to the villages to provide a legal basis on the recognition of the rights of origin and the identification of village-scale local authority;
- Villages must be made aware of their authority through training and socialization.

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