

PUBLIC SERVICES AFTER VILLAGE LAW IMPLEMENTATION IN INDONESIA

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Abstract:-

A great affirmative policy of Law 6/2014 on Village in Indonesia operates recognition principle for village's existence, and subsidiarity principle for village autonomy. Conducting quantitative method, this research concludes that implementation of Law 6/2014 has influenced to increase effectiveness of public services. Village officials already understand the Law clearly and consistently. Increasing of effectiveness of public services is affected by increasing of village officials training, village officials capacity, availability of rural resources, and support of socio-economic environment.

Keywords:-*Village Act, affirmative policy, village government, public services.*

1. INTRODUCTION

Development programs only delivered to 31 percent of villages in 2008 in Indonesia. The incident of discrimination against rural areas at least in last decade has consequences on backwardness of rural areas. In 2014 there were only 3.92 percent of villages classified as achieved area, while 27.22 percent of villages classified as backward area (National Plan and Development Board and Statistical Central Board, 2015).

Government issued Law 6/2014 on Villages to combat the area discrimination. Affirmative action within the law is shown by the recognition and subsidiarity principles (Antlov, Wetterberg and Dharmawan, 2016; Sukasmanto and Mariana, 2015; Vel and Bedner, 2015). Through the recognition principle, the existing villages are recognized according to their local justification. Subsidiarity principle also justified local authorities or customary law to manage village level government.

Village government as part of decentralised government has ultimate goal to conduct prime services to villagers (Petegge, 2008). Village fund about IDR 650 million peryear should be allocated to improve public services at village level (Rahardjo, Sjamsuddin, Hardjanto, 2013). Some local groups also participated and are partnering village government in public service delivery. Unfortunately, former case study showed that village officials' commitment is often lower than the community to deliver public services (Wetterberg, Hertz, and Brinkerhoff, 2015).

A bigger study on implementation the Law should be conducted to gain information on effect of the Law into public services at lowest level government. Does implementation of affirmative policy of Law 6/2014 influence on effectiveness of rural public services?

2. Theoretical Foundation

Public services phenomenon is shown in microscopic pattern of implementation of village government daily. In accordance to Law 6/2014 that uses top down approach (called *local self-government* and *to develop villages*) as well as bottom-up approach (called *selfgoverning community* and *villages develops itself*), the most appropriate policy implementation analysis must be a hybrid approach to combine the top down model and bottom up model (Saetren, 2005, 2014; Sabatier, 1986).

Using top down approach, sufficient conditions and necessary in order to achieve public policy goals include (Gunn, 1978; Pressman and Wildavsky, 1973; Sabatier, 1979, 1983, 1986): 1) clear and consistent policy objectives; 2) sound causal theory; 3) coherent structuring of the implementation process; 4) commitment and skill of top implementing officials; 5) support from organized constituency groups and key sovereigns; 6) changing socioeconomic conditions and political support for the initiative over time.

According to purpose of Law 6/2014, new village government services need to be responsive to all of community members (Osborne, 1993). Villagers is no longer viewed as consumers, but as citizens that have political rights to be served (Denhardt and Denhardt, 2000, 2010). Within this last paradigm of public services, the services should be used as an indicator of government effectiveness (Chanley, Rudolph, and Rahn, 2000), as the public services connect with citizen satisfaction.

3. Method

Conducting quantitative method, unit of analysis of village is analysed to answer the research question. Census was conducted to 313 villages in Serang District, Province of Banten, Indonesia. The district has been chosen, because characteristics of village autonomy in the area has equivalent to average national autonomy index (i.e. *low* category) (Agusta and Fujiartanto, 2014).

Multiple regression analysis is constructed the model below.

$$Y_i = \beta_0 + \beta_1 X_{i1} + \beta_2 X_{i2} + \dots + \beta_k X_{ik} + \varepsilon_i$$

(1) Whereas:

Y_i : dependent variable

X_{ij} : independent variable of j

ε_i : error

β_0 : intercept parameter

β_j : regression coefficient parameter
of independent variable of j

i = 1, 2, ..., n

j = 1, 2, ..., k

According to the general model, specific linear regression models to be tested are constructed below:

$$Y_{1.1} = \beta_0 + \beta_1 X_{1.1} + \beta_2 X_{1.2} + \beta_3 X_{1.3} + \beta_4 X_{2.1} + \beta_5 X_{2.2} + \beta_6 X_{2.3} + \beta_7 X_{2.4} + \beta_8 X_{3.1} + \beta_9 X_{3.2} + \beta_{10} X_{3.3} + \beta_{11} X_{4.1} + \beta_{12} X_{4.2} + \beta_{13} X_{4.3} + \beta_{14} X_{4.4} + \beta_{15} X_{4.5} + \beta_{16} X_{4.6} + \beta_{17} X_{5.1} + \beta_{18} X_{5.2} + \beta_{19} X_{6.1} + \beta_{20} X_{6.2} \quad (2)$$

Whereas:

$Y_{1.1}$ = scope of public services

$X_{1.1}$ = clarity levels of purpose

$X_{1.2}$ = consistent levels of purpose

$X_{1.3}$ = causal coherent levels of village change

$X_{2.1}$ = communication effectiveness levels of training on village government management

X_{2.2}= communication effectiveness levels of training on village development plan
 X_{2.3}= communication effectiveness levels of training on village legal products
 X_{2.4}= communication effectiveness levels of training on village financial management
 X_{3.1}=education levels of village head
 X_{3.2}=knowledge levels on village legislation
 X_{3.3}=suitability levels between official experiences and village law
 X_{4.1}=value of immovable village asset (IDR/year)
 X_{4.2}=value of moving village asset (IDR/year)
 X_{4.3}=village income level (IDR/year)
 X_{4.4}=availability levels on supported governmental books
 X_{4.5}=availability levels on governmental materials
 X_{4.6}= availability levels on governmental tools
 X_{5.1}=unemployment levels
 X_{5.2}=poverty levels
 X_{6.1}=levels of Village Consultative Board support
 X_{6.2}= levels of informal leader support

$$Y_{1.2} = \beta_0 + \beta_1 X_{1.1} + \beta_2 X_{1.2} + \beta_3 X_{1.3} + \beta_4 X_{2.1} + \beta_5 X_{2.2} + \beta_6 X_{2.3} + \beta_7 X_{2.4} + \beta_8 X_{3.1} + \beta_9 X_{3.2} + \beta_{10} X_{3.3} + \beta_{11} X_{4.1} + \beta_{12} X_{4.2} + \beta_{13} X_{4.3} + \beta_{14} X_{4.4} + \beta_{15} X_{4.5} + \beta_{16} X_{4.6} + \beta_{17} X_{5.1} + \beta_{18} X_{5.2} + \beta_{19} X_{6.1} + \beta_{20} X_{6.2} \quad (3)$$

Whereas:

Y_{1.2}=number of public services provided by village government
 X_{1.1}=clarity levels of purpose
 X_{1.2}=consistent levels of purpose
 X_{1.3}=causal coherent levels of village change
 X_{2.1}=communication effectiveness levels of training on village government management
 X_{2.2}= communication effectiveness levels of training on village development plan
 X_{2.3}= communication effectiveness levels of training on village legal products
 X_{2.4}= communication effectiveness levels of training on village financial management
 X_{3.1}=education levels of village head
 X_{3.2}=knowledge levels on village legislation
 X_{3.3}=suitability levels between official experiences and village law
 X_{4.1}=value of immovable village asset (IDR/year)
 X_{4.2}=value of moving village asset (IDR/year)
 X_{4.3}=village income level (IDR/year)
 X_{4.4}=availability levels on supported governmental books
 X_{4.5}=availability levels on governmental materials
 X_{4.6}= availability levels on governmental tools
 X_{5.1}=unemployment levels
 X_{5.2}=poverty levels
 X_{6.1}=levels of Village Consultative Board support
 X_{6.2}= levels of informal leader support

$$Y_{1.3} = \beta_0 + \beta_1 X_{1.1} + \beta_2 X_{1.2} + \beta_3 X_{1.3} + \beta_4 X_{2.1} + \beta_5 X_{2.2} + \beta_6 X_{2.3} + \beta_7 X_{2.4} + \beta_8 X_{3.1} + \beta_9 X_{3.2} + \beta_{10} X_{3.3} + \beta_{11} X_{4.1} + \beta_{12} X_{4.2} + \beta_{13} X_{4.3} + \beta_{14} X_{4.4} + \beta_{15} X_{4.5} + \beta_{16} X_{4.6} + \beta_{17} X_{5.1} + \beta_{18} X_{5.2} + \beta_{19} X_{6.1} + \beta_{20} X_{6.2} \quad (4)$$

Whereas:

Y_{1.3}=Time to service villagers
 X_{1.1}=clarity levels of purpose
 X_{1.2}=consistent levels of purpose
 X_{1.3}=causal coherent levels of village change
 X_{2.1}=communication effectiveness levels of training on village government management
 X_{2.2}= communication effectiveness levels of training on village development plan
 X_{2.3}= communication effectiveness levels of training on village legal products
 X_{2.4}= communication effectiveness levels of training on village financial management
 X_{3.1}=education levels of village head
 X_{3.2}=knowledge levels on village legislation
 X_{3.3}=suitability levels between official experiences and village law
 X_{4.1}=value of immovable village asset (IDR/year)
 X_{4.2}=value of moving village asset (IDR/year)
 X_{4.3}=village income level (IDR/year)
 X_{4.4}=availability levels on supported governmental books
 X_{4.5}=availability levels on governmental materials
 X_{4.6}= availability levels on governmental tools
 X_{5.1}=unemployment levels
 X_{5.2}=poverty levels

X_{6,1}=levels of Village Consultative Board support

X_{6,2}= levels of informal leader support

4. Result and Discussion

Public services grow in line with tasks assigned by Laws 6/2014. Increasing types of public services are also associated with increased needs of villagers to the new services.

Effectiveness model on scope of public services by village government is presented below.

$$Y_{1,1} = -892,805 + 1092,139 X_{2,4} + 0,035 X_{4,2} + 735,744 X_{4,6} + 120,369 X_{5,1} - 63,879 X_{5,2}$$

Whereas:

Y_{1,1}=scope of public services

X_{2,4}= communication effectiveness levels of training on village financial management

X_{4,2}=value of moving village asset (IDR/year)

X_{4,6}= availability levels on governmental tools

X_{5,1}=unemployment levels

X_{5,2}=poverty levels

The model was significant ($\alpha = 0.100$; the Sig. = 0.000) and can be used to explain behavior of a similar wider population (F count = 5,041; Ftabel = 1.866). The model shows, that without intervention, scope of public services will decrease. This is shown by negative constant value. In the field, in fact village government serves 8,485 families each week.

Continuously communication between village officials and district trainer on village financial management associated positively with increased scope of public services (Gos, 2001; Sabatier and Mazmanian, 1979, 1983). Increase of 1 degree effectiveness of the communication can add the scope of public services to 1,092 households. About 3.54 percent of village officials got a "very understands" level to content of village financial management training, while 60.77 percent of village officials got a "understand" level to the content of the training. Training materials that are important to increase scope of rural public services is village spending. In the field, 42 percent of expenditures are used for village administration. According to village official's opinion, large budget allocation of village fund will allows better public services.

Movable assets support public service equipment (Sabatier and Mazmanian, 1979, 1983), so that officials may use them to work and to serve villagers. Thus, increased mobile assets will increase scope of services for more villagers. Increase in village movable assets of IDR 1 million may increase scope of public services to one household.

Public services require equipment (Sabatier and Mazmanian, 1979, 1983), such some types of administrative books, computer for typing administration letter, and printer. In the field, village has average 8 types or 62 per cent administrative tools. Availability, additions and completeness of the equipment allows village government to increase scope of services for more villagers. Increased 1 equipment may increase scope of public services for 736 households.

Increased people unemployment also increases scope of public services. In the field, this is indicated by arrival of unemployed people who need a justification letter to gain work or removed from former work. They need a letter from village government legally, to get a work again, or letter to migrate to other regions in order to find a new job. Increase of 1 percent unemployment will wide services to 120 households.

The model also showed that the reduction in poverty levels can increase scope of public services (Sabatier and Mazmanian, 1979, 1983). Moving out of poverty increases need of public services. This is in line with needs of various administrative letter to work or get a higher level education. Work activities and higher education are also making people increasingly require services beyond basic needs. About 1 percent reduction of poverty growing needs of scope of public services to 64 households.

One aim of Law No. 6/2014 on Village is improving service to villagers. Important indicator on effectiveness of this aim is number of public services provided by village official. Model of the public service effectiveness is presented below.

$$Y_{1,2} = 4,560 + 0,739 X_{2,2} + 0,532 X_{3,3} + 0,487 X_{4,6}$$

Whereas:

Y_{1,2}=number of public services provided by village government

X_{2,2}= communication effectiveness levels of training on village development plan

X_{3,3}=suitability levels between official experiences and village law

X_{4,6}= availability levels on governmental tools

The model was significant ($\alpha = 0.100$; the Sig. = 0.000) and can be used in a similar wider population (Ftest = 7.954; Ftabel = 2.102). According to the model, village government has been effective in providing public services for villagers. This is indicated by positive constant value. Public services provided by village officials had reached an average of 12

Types of services.

Continuing communication between village officials and trainer at district level on development planning has a positive relationship to increase number of public services. The phenomenon is also recorded by Sabatier and Mazmanian (1979, 1983). Increased 1 degree communication effectiveness between village officials and trainer on village development plan can increase 0.7 public services. About 0.63 per cent of village officials are at "very understanding" level on training content of rural development planning, while 63.02 percent of them at "understand" level. Village

planning process can grasp various problems and new ideas to develop the village. Such information can be used to increase necessary public services. Suitable experience of village officials with village regulations is also support growing number of public services. The addition of 1 percent conformity experience of village officials may increase 0.5 public services. This result is also recorded by Sabatier and Mazmanian (1979, 1983). Types of public services provided by village government is recorded in village legislation. Therefore, suitability between village regulation and everyday experience of village officials increased number of public service in the village.

Availability of administrative tools also increase number of public services. Increased 1 percent availability of the tools may increase 0.5 public services. Public services require special equipments, such as types of administrative books, computer, and printer. As pointed by Sabatier and Mazmanian (1979, 1983), availability of the equipment allows addition of more complete public services.

Increased provided public services have consequences to takes more working time, especially after number of 8 village official is limited by regulation. Model of public service effectiveness by village government are presented below.

$Y_{1.3} = 229,872 + 50,154 X_{3.3} + 0,002 X_{4.2} - 0,000068 X_{4.3}$ whereas:

$Y_{1.3}$ =Time to service villagers

$X_{3.3}$ =suitability levels between official experiences and village law

$X_{4.2}$ =value of moving village asset (IDR/year)

$X_{4.3}$ =village income level (IDR/year)

The model was also significant ($\alpha = 0.100$; value Sig. = 0.000) and can be used in a similar wider population (Ftest = 6.833; Ftable = 2.102). The model shows that village government has used work time to carry out a public service. This is indicated by positive constant value. The overall time for public service in every week reached an average of 392 hours. Compared with the number of village officials, every respective village official need to use 47.88 hours of work per week.

Capacity of the official to provide working time increases, in line with suitability of their experience with village regulation (Gos, 2001). Increased 1 degree of conformity between experiences and regulation can add 50 hours of public service. The regulation conducts an obligation to village officials to serve villagers during working hours, and if needed the must also serve the people outside of working hours.

Mobile asset value can also increase public services. Addition of IDR 1 million of movable assets value may increase 0,002 hours of public service. Addition of property and facilitate may make village official easily in serving citizens, such addition of two-wheeled vehicles, and office equipment.

It should be careful to explain negative relationship between level of village income and public service time. In the field, increased village incomes wil increase concern of officials in preparing financial accountability. This has reduced time to service villagers. Decline in rural incomes amounting to IDR 1 million will add 0.000068 hours of public service.

5. Conclusion

The statistical regressions above indicates that affirmative policy of Law 6/2014 on Village has positive effect on effectiveness of public services in Indonesian villages. This is demonstrated by increased effectiveness of scoupe of public services, number of public services provided by village government, and time to service villagers. Village officials already understand the Law clearly and consistently. Increasing of effectiveness of public services is affected by increasing of village officials training, village officials capacity, availability of rural resources, and support of socio-economic environment.

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