

Implementation of Village Government Capacity Building Policies in Indonesia

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Abstract

This research is based on the existence of phenomena related to the ineffective implementation of policies on strengthening the institutional capacity of village government. Therefore, the purpose of this research is directed to obtain an overview related to the implementation of policies to strengthen the institutional capacity of village government. Substantively, this study will describe and analyze how efforts to strengthen village government institutional capacity can be achieved by optimizing policy implementation. Policy implementation in this study is analyzed with reference to the theory of policy implementation put forward by Edwards III. The research approach uses a qualitative approach, through descriptive methods. While data collection is done through desk study technique. The results of the study show that the low quality and not yet optimal village development program, one of which is caused by the ineffective implementation of policies to strengthen the institutional capacity of village government. The effectiveness of implementing these policies can be done by optimizing communication factors, resources, dispositions and bureaucratic structures within the village government. Strengthening village government institutional capacity can be done by optimizing eight capacities, namely strengthening structure, culture, apparatus resources, technology, budget, facilities, regulations and strengthening governance.

Keywords: Policy Implementation, Government Capacity Strengthening.

INTRODUCTION

Conceptually, the village is translated as an agglomeration of settlements in rural areas. In Indonesia, the term village is the division of administrative areas in Indonesia under sub-districts, which are led by the Head of the Village (Kurniasih et al., 2022). The issuance of Law (UU) Number 6 of 2014 concerning Villages has made the issue of villages increasingly an interesting topic of discussion in various circles, both academics and practitioners. The presence of the law has provided clarity and legitimacy of status and legal certainty in the implementation of village administration.

The village government is the spearhead for the regional and central governments in translating every development program, especially at the village level (Noor et al., 2019). In Law no. 6 of 2014 stated that the position of the village is no longer sub-national, but is

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¹² domiciled in the Regency/City area. The village is no longer under the lowest administrative structure let alone an extension of ⁵ the local government. In other words, the presence of the village will be based on the principles of recognition and subsidiarity.

Recognizing and developing the existence of a village is a constitutional mandate of the 1945 Constitution. The social changes that occur need to be followed by the dynamics of governance in the village, considering that villages have territory, local resources and people who are the basis of livelihood for some Indonesian people. The success of village development must be an indicator of Indonesia's development, considering the number of villages is no less than 70,000 and the population living in villages ranges from 60%-70% (Nugroho, 2018).

However, empirically it was detected that there were problems that arose related to the weak village government institutions caused by the low capacity of the village government in carrying out its government management functions, namely: (1) weak village development planning management, (2) village administration management and (3) weak management village government financial management. Whereas in the era of village ¹⁷ autonomy through law number 6 of 2014 concerning villages, the village government is required to have the ability to carry out the three management of the village government (Noor et al., 2019).

Increasing the institutional capacity of village government is ⁵ achieved through public policy policies that are organized by involving three main actors who have an important role in implementing village authority, namely; Village Government (Village Head and Village Officials), Village Consultative Body (BPD), and village community. Therefore, the implementation of policies in the context of strengthening the institutional capacity of village government should also be ensured to work and be implemented optimally (Nugroho & Said, 2015).

A public policy must be translated into various action programs to achieve certain goals that have been set. As Grindle (1997) argues that implementation ² is an effort to translate public policy into various action programs to achieve certain goals set in a policy, then implementation is related to the creation of a "policy delivery system" that links policy objectives with certain outputs and outcomes.

Empirically it was found that the phenomenon of villages in general is still not equipped with various tools such as employee job descriptions, work procedures (SOP), job analysis, and so on. Apart from that, it was also detected that the structural position tasks that had been outlined, as well as officials at the staff level still did not have clear job descriptions. On the other hand, it was also revealed that the technical constraints in implementing village government capacity strengthening policies can be seen from the institutional problems encountered in various villages in Indonesia. These various phenomena reflect that the condition of village governments in various regions in

Indonesia seems to be still unable to carry out their government management effectively.

Another phenomenon that is also a crucial problem in the village government environment is the low qualification weight of village officials. This condition is reflected in the pattern of communication carried out by village officials which is considered less effective, so that it has implications for the quality and process and acceleration of the development of a village. This phenomenon strengthens the argument that advanced education is synonymous with openness of information and knowledge. In this context, it can be interpreted that resources, especially human resources, are one of the most important factors in determining the success of policy implementation.

Another phenomenon that is also interesting to observe related to this village administration is the bureaucratic structure factor. The bureaucratic structure in the context of village government also determines the success or failure of policy implementation in the framework of strengthening the institutional capacity of village government (Siregar & Isnaini, 2015). The bureaucratic structure in question is related to coordination, orders, division of labor, authority, and cooperation carried out by the village government. Success in carrying out these factors actually reflects the high or low institutional capacity of the village government in carrying out its duties as an institution that carries out public services.

The limited village budget and weak capacity in managing village finances are also factors that determine the successful implementation of village government policies. This is in line with Edwards III's view in Widodo (2010:101) which argues that limited budgetary resources will affect the success of policy implementation. Besides that, the program could not be implemented optimally, budget constraints caused the disposition of policy actors to be low.

The description above indicates that optimizing various factors in policy implementation is empirically believed to provide strengthening of the institutional capacity of village governments in carrying out their duties as institutions that serve the public.

LITERATURE REVIEW

Public Policy Implementation

Public policy is essentially the government's authority to carry out its duties and functions in relation to various stakeholders, both the community, the business world, academics and other stakeholders (Yashinta, 2020). Basically, government policies in managing people's lives in various aspects are policies that are oriented to the public interest (community).

Leslie A. Pa in Widodo (2010) categorizes the definition of public policy into two types, namely definitions that emphasize more on the main aims and objectives of the policy and definitions that emphasize more on the impact of government actions. The definition that

emphasizes more on the main aims and objectives of the policy according to Leslie A. Pa in Widodo (2010) can be identified as follows:

1. A purposive course of action allowed by an actor or set of actors dealing with a problem or matter of concern.... public policies are those policies develop by government bodies an official (Anderson).
2. A set of interrelated decisions taken by the political actor or group of actors concerning the selection of goals and the means of achieving them within a specified situation where these decisions should in principle, be within the power of these actors to achieve (Jenkins)
3. Public policy is whatever government chooses to do or not to do
4. A projected program of goals, values and practices (Laswell & Kaplan)

On the other hand, Eyestone in Abdul Wahab (2008), says that broadly public policy is interpreted as "the relationship of a government unit with its environment". This concept contains a very broad and uncertain meaning because what is meant by public policy can cover many things. Whereas Lindblom in Abdul Wahab (2008) said that public policy-making is essentially a very complex and analytical political process, which does not recognize when it begins and ends, and the boundaries of the process are actually uncertain. It is this series of rather complex forces that we refer to as making public policies which then produce results called policies.

Observing the various views above, it can be seen that public policy is a complex phenomenon consisting of a number of decisions made by a number of individuals and government organizations (Madani, 2011). A public policy has a close relationship between the government as a policy maker and the people who have an interest in the policy. However, what needs to be understood is that a public policy will be considered successful when it can be implemented in accordance with the goals and objectives of the policies that have been set. This implies how important policy implementation is in the entire public policy process.

The urgency of implementing this policy is in line with Udoji's view in Abdul Wahab (2008) who emphasized that the execution of policies is as important if not more important than policy-making. Policies will remain dreams or blue prints file jackets unless they are implemented. Policy making does not end once policies are defined or approved.

Policy Implementation is a follow-up step based on a policy formulation. Dunn (2004:56) states that regarding policy implementation, it is more practical activities, including executing and directing. Thus, it can be concluded that implementation is an important aspect of the entire process of creating a policy, but there are many assumptions that after the policy is ratified by the authorities, the policy will automatically be implemented, and the results will be close to what the policy makers expect.

The most core dimension of public policy is the policy process. Here public policy is seen as a process of activity or as a unified system that moves from one part to another continuously, mutually determines and forms one another. Nugroho (2011) gives the meaning of policy implementation as "a way for a policy to achieve its goals. It was also added that to implement public policy, there are two choices of steps, namely: directly implementing it in the form of a program or through the formulation of derivative policies or derivatives of said public policy. To describe the sequence of policy implementation in general, it can be described as follows:

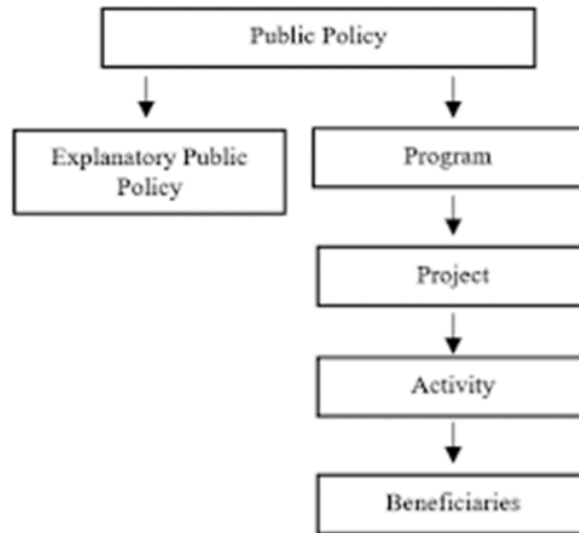


Figure 1 Policy Implementation Sequence

Source: Nugroho (2011)

One model of policy implementation that emphasizes implementation is the main problem of public administration (Edwards III, 1980). He said, without effective implementation the decision of policy makers will not be carried out successfully. Edward III's policy implementation model is described as follows:

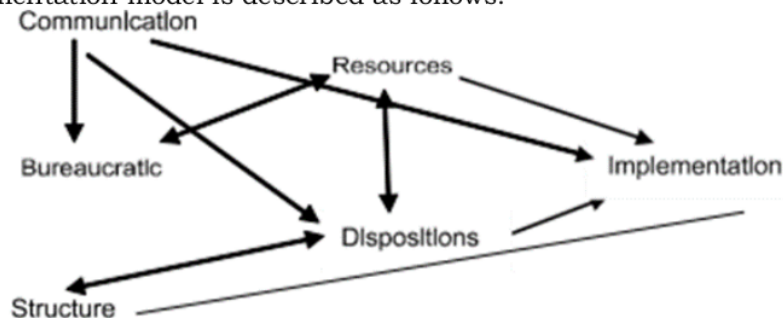


Figure 2 Edward III's Policy Implementation Model

Source: Edwards III (1980)

Edwards III (1980) offers and considers four factors for effective implementation of public policy, namely: Communication, Resources, Displacement or Attitudes, and Bureaucratic Structure. Describes the four factors referred to, namely, communication, resources, attitude of implementers, and bureaucratic structure. ²

Communication is concerned with how policies are communicated to organizations and/or the public. Edwards said there are three indicators that can be used to measure communication factors. namely, transmission, clarity and consistency. Resources with regard to the availability of supporting resources, especially human resources. This relates to the ability of public policy implementers to carry out policies effectively. Disposition relates to the willingness of the implementers to carry out the public policy, competence alone is not sufficient, without the willingness and commitment to implement the policy. Bureaucratic structure, Edwards in Nugroho (2011), explains that the bureaucratic structure is related to the suitability of the bureaucratic organization that is the organizer of public policy implementation. The challenge is how to avoid bureaucratic fragmentation because this structure makes the implementation process ineffective.

Institutional Capacity Strengthening

Capacity building is an effort that is intended to develop a variety of strategies in increasing the efficiency, effectiveness and responsiveness of organizational performance. This context, as stated by Haryono (2012) which emphasizes that Capacity building is intended to encapsulate a variety of strategies that have to do with increasing the efficiency, effectiveness, and responsiveness of government performance (capacity building is an effort intended to develop various kinds of strategies that can increase the efficiency, effectiveness and responsiveness of government performance).

The search for the definition of capacity building varies from one expert to another. This is because capacity building is a multidimensional study that can be seen from various sides. In general, the concept of capacity building can be interpreted as a process of building the capacity of individuals, groups or organizations. The same thing was stated by Sensions in Haryono (2012) which defines that: Capacity building usually is understood to mean helping governments, communities and individuals to develop the skills and expertise needed to achieve their goals. Capacity building program, often designed to strengthen participant's abilities to evaluate their policy choices and implement decisions effectively, may include education and training, institutional and legal reforms, as well as scientific, technological and financial assistance.

The statement above can be understood that capacity building is an effort to assist the government, the community in developing the skills and expertise needed to achieve the goals that have been set.

Capacity building is a process in which individuals, groups, organizations, institutions and communities increase their ability to: (a) Generate performance in carrying out basic tasks and functions (core functions), solve problems, formulate and realize the achievement of predetermined goals, and (b) Understanding and fulfilling development needs in a broader and sustainable context (Millen, 2004). This is in line with the concept of capacity development according to Grindle (1997) which states that capacity development is "the ability to perform appropriate tasks effectively, efficiently and sustainably". Grindle even stated that capacity building refers to "improvement in the abilities of public sector organizations".

The dimensions, focus and types of activities in capacity building according to Grindle (1997) are described as follows:

1. Human resource development dimension, which focuses on professional personnel and technical capabilities. Activities to be carried out for this dimension are training, hands-on practice, working climate conditions, and recruitment, which can clearly identify competent personnel;
2. Organizational strengthening dimension, which focuses on management to improve the success of roles and functions, as well as activities to be carried out for this dimension are implementing incentive systems, providing personnel equipment, strengthening leadership culture and organizational culture, communication, managerial structure;
3. Institutional reform, which focuses on institutions and systems as well as macro structures, with types of activities such as economic and political rules, policy and regulatory changes, and constitutional reform, this dimension is more related to external aspects outside the institution itself.

The activities mentioned above are very necessary in order to increase institutional strength in building the achievement of organizational goals. Furthermore, according to Soeprapto (2003) suggests that the significant factors that influence government capacity building are as follows: (1) Collective commitments, (2) Conducive Leadership, (3) Institutional reform, (4) Regulatory reform and (5) Identification of strengths and weaknesses.

METHOD

This research uses a qualitative approach. The qualitative approach was chosen because this research seeks to collect data. The data collection techniques used in this study were desk study and observation.

RESULTS AND DISCUSSION

Capacity building programs are basically designed to strengthen their ability to evaluate their policy choices and carry out their decisions effectively. Of the various issues that still surround the village, in the midst of the issuance of Law no. 6 of 2014 with various

updates, critical questions arise regarding what efforts or policies need to be made to increase the capacity of village administration, so that villages can be independent and can contribute to regional development according to the vision of Law no. 6/2014. The meaning and essence of the contents of Law no. 6 of 2014 is an acknowledgment of village autonomy. This means that the Village is given the opportunity to grow and develop following the development of the community itself. Thus, the village has a very strategic position, so that it requires balanced attention in the implementation of regional autonomy, because with a strong and steady village it will directly influence the realization of regional autonomy.

Village government capacity in this context is mastery of knowledge and information as well as skills in applying policy instruments and programs to carry out its functions effectively and efficiently. More importantly, the capacity of the village government is an initiative to innovate or update development, governance and community governance so that the village develops more dynamically and progresses to achieve the vision and mission outlined. In line with this context, Leba (2015) explains that the capacity of village government is not only the ability and fluency of the village government to carry out its main tasks and functions, but also must be able to follow standard administrative procedures.

The institutional capacity of the village administration cannot be viewed from the perspective of the village government's work in carrying out village regulations and regulations from the top level of government alone. But it must also be seen from the aspect of institutional dynamics, namely the interaction between elements in the village related to the interests of the villagers as outlined in the vision, mission, goals, objectives, policies, programs and strategies to achieve them. Therefore, strengthening the institutional capacity of the village government must be able to become the main pillar for strengthening other social elements in the village.

Strengthening institutional capacity at the village level is an ongoing process, in which individuals, groups, organizations and communities improve their capacities. In line with this context, Satibi (2012) suggests factors that can strengthen the institutional capacity of government, including; (1) strengthening structure, (2) strengthening culture, (3) strengthening apparatus resources, (4) strengthening technology, (5) strengthening budgets, (6) strengthening facilities, (7) strengthening regulations and (8) strengthening governance.

In accordance with the research context which places the implementation of village government institutional capacity strengthening policies as a research focus, the analysis knife of this study is based on the theoretical basis of policy implementation put forward by Edwards III (1980) which essentially includes four factors namely: Communication, Resources, Displacement or Attitudes, and Bureaucratic Structure.

Communication

According to Edwards III in Winarno (2014) communication relates to how policies are communicated to organizations and/or the public and the attitudes and responses of the parties involved. While the notion of communication itself is the process of delivering information from communication to the communicant.

Communication is one of the important elements that influence the implementation of public policy (Supranyitno, 2009). The success of a policy can be seen from the existing communication. Policies must be conveyed to related parties, so that the information conveyed must be accurate. In this context, three things are needed in communicating village government policies, namely good distribution (transmission) will result in good implementation as well. There is clarity that is received by policy implementers, of course it will not be confusing in its implementation, and there is consistency provided by policy implementers. If what is communicated changes, of course it will be confusing in the implementation of the policy in question.

Communication transmission or good communication distribution will also produce a good implementation (Laponte, Samudin & Fery, 2019). The communication referred to in this study is how the village government disseminates policies in village development programs. To implement the policy of strengthening village government institutions, communication between policy implementers and policy objectives is very important so that implementation can run well and there are no errors (Ngetje, Rorong & Rares, 2021).

Clarity of information, communication provided by policy implementers must be clear and not confusing, with clear information it will support any party that closes any misunderstandings that have an impact on the results of the policy (Suharyani, 2016). In addition, good communication is not only seen from the clarity of information, but can be influenced by good communication carried out by policy implementing parties and also to those implementing the policy itself.

Indiahono (2009), states that every policy will be implemented properly if there is effective communication between program implementers (policies) and the target groups (target groups). The goals and objectives of the policy can be well communicated, so as to avoid any distortion of policies and programs. This is very important because the higher the target group's knowledge of the program, the lower the level of rejection and mistakes in applying programs and policies in the real world.

In this context, how do village government institutions interact and socialize related to village development programs and implementation, with the parties involved in village government policies. One of the ways to strengthen village government institutions is by optimizing coordination in empowering village officials and communities. Coordination in empowering officials and the community is one of the elements of strengthening the institutional capacity of the

village government. In addition, communication patterns that are built can also be assisted by strengthening information technology.

Resource

Resources become one of the important factors in the implementation of public policy (Theory, E. S. M., 2009). Substantively, resources include human resources, budget resources, and facility resources. In the context of village development, a policy implementation must of course be supported by various adequate resources, both human resources and other resources. In other words, strengthening the capacity of village administration requires the support of various resources, both human resources, budget and facility support.

Tahir (2015) says that resource factors have an important role in implementing policies that are ¹⁶ line with opinions (Daming et al, 2021), because no matter how clear and consistent the provisions or rules of a policy are, if the personnel responsible for implementing the policy lack have adequate resources to do the job effectively, then the implementation of the policy will not be effective. From this statement it can be seen that the number of resources is important in policy implementation, a workload that is balanced with the number of personnel will make the implementation work more effectively.

¹⁷ On the other hand, Edwards III in Agustino (2016) argues that physical facilities are an important factor in policy implementation. The implementor may have sufficient staff, understand what he has to do, and have the authority to carry out his duties, but without supporting facilities (facilities and infrastructure), the implementation of the policy will not be successful.

With regard to the capacity of human resources, it is illustrated that the condition of village government officials is that it is detected that many have qualifications with an education below high school, although some have qualifications with a bachelor's degree. Deviation of apparatus education is indeed something that affects the ability of village apparatus governance in carrying out their duties and functions. Therefore, strengthening human resources will reflect the quality and process of accelerating the progress of a village, because advanced education is synonymous with openness of information and knowledge.

The obligation to become a learner for village apparatus is inseparable from the demands in preparing budget plans, carrying out activity monitoring and evaluation, as well as the obligation to prepare ⁴⁷ activity implementation reports. This is reflected in Permendagri No. 114 of 2014 concerning Village Development Guidelines. In fact, when carrying out auctions for various projects with high value, village government officials are also required to have the ability to hold auctions of government goods and services. For the process of procuring goods and services, coordinating with the Procurement Service Unit in the district, either directly or through village assistants, can be carried out in order to avoid the various fears and worries that have so far often

arisen in the implementation of the process of procuring goods and services (Irawati, 2021). It is important to get attention, because the fear that arises in the implementation of goods and services procurement is a hidden problem that can hinder the success of a village.

The competence of village government officials needs to be focused on in order to be able to carry out tasks based on the new authority. They are no longer only tasked with carrying out administrative and governmental service affairs in general, but are also responsible for implementing village development, community development and empowering village communities. If there is still no formulation that is felt to be more effective than in the past in the process of developing its apparatus, it is possible that the development method refers to the ASN leadership training method, where lower levels will take longer to develop. Thus, if the government is really committed to village development, then village officials who are still not standardized on the quality of their knowledge must spend more time on themselves to get priority on knowledge development.

Edwards III in Tangkilisan (2003) suggests that resources are said to be good in terms of human resources, budget and facilities. Facility resources include factors that are no less important than other resources in the implementation of this village government institutional capacity strengthening policy. Provision of proper facilities such as buildings, land, transportation and auxiliary equipment will support the implementation of a policy. With good facilities, it will support the success of the policy of strengthening the institutional capacity of the village government.

Disposition

Disposition is the character or characteristic possessed by the implementor (apparatus). Disposition will determine the success of policy implementation (Ramdhani, 2017) where (Wahab, 2010) also thinks so. This implies that if the implementor has a good disposition, then he will be able to carry out the policy as well as what the policy makers want. If policy implementation is carried out effectively, implementers must not only know what they have to do, but they must also have the ability to implement it and they have the desire to implement the policy. In this context, the importance of strengthening the culture that is built within an organization, including within the village administration, is reflected.

Within the village government itself, the disposition factor is the desire or agreement among the village apartments to implement policies effectively. In this position, village officials not only know what they are doing, have the ability, but also must have the attitude, commitment and professionalism to implement the policy. Such a culture needs to be built in the village government environment, so that it can support the implementation of the policy according to what is desired.

In line with the findings above, Edwards III in Indiahono (2009:32) says that the important characters possessed by the

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 implementor are honesty, commitment, and democracy. Implementors who have a high commitment and are honest will always survive the obstacles encountered in a program or policy.

Bureaucratic Structure

Policies that are so complex require the cooperation of many people when, the bureaucratic structure is not conducive to the available policies, then this will result in ineffective resources and hinder the implementation of policies. The bureaucracy as executor must be able to support the policies that have been decided by doing good coordination (Hidayat 2021).

Empirically it was found that the village government structure in the context of regulating and implementing each village development policy does not seem to fully support the success of the policy. Important aspects of the organizational structure tasked with implementing policies include the existence of standard operating procedures (Hidayat, 2019). In addition to standard operating procedures, the distribution of responsibilities and the division of labor are also factors that can boost the performance of the bureaucratic structure in a better direction.

The findings above further strengthen the argument that organizational structure will empirically help the successful implementation of policies. This is corroborated by Edwards III's view in Agustino (2016) which states that with the fragmentation of the bureaucratic structure which aims to spread responsibility for various activities, activities, or programs in several work units according to their respective fields, implementation will be more effective because it is implemented by a competent and capable organization.

Institutional capacity that needs to get attention related to the village organizational structure, is the importance of structuring the authority of the various components that exist within the village administration. Institutionally, there are three main actors who have an important role in the exercise of authority within the village administration, namely the Village Government (Village Head and Village Devises), Village Consultative Body (BPD), and village community, Asrori. (2014). Empirically it was found that villages in general are still not equipped with various tools such as employee job descriptions, work procedures (SOP), job analysis, and so on.

CONCLUSION

The ineffective implementation of policies to strengthen village government institutional capacity has empirically resulted in not yet optimal village development programs. These problems cannot be ignored and efforts need to be made to increase the effectiveness of the implementation of policies to strengthen the institutional capacity of the village government. The effectiveness of policy implementation can be done by increasing communication factors, resources, dispositions and bureaucratic structures within the village government. While

strengthening the institutional capacity of the village government itself can be done by optimizing eight capacities namely strengthening structure, culture, apparatus resources, technology, budget, facilities, regulations and strengthening governance.

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