

## Reform of Village Coordination Policy in Maluku Province Area

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### Abstract

Village assistance to assist the implementation of projects that enter the village, is not also a companion for village use, but assistance for the whole village. Different from coaching. In coaching, between the builder and the fostered, have a hierarchical relationship, knowledge and truth flows one direction from top to bottom. Almost in mentoring, the facilitators stand on a par with the mentors. The big mission of the village assistant is to empower the village as a community of independent government that is advanced, strong, independent and integrated. In the implementation of village assistance, various discussions and challenges raised by villages and regions gave rise to critical and evaluative discussions about the direction of policies to facilitate the purpose of formulating and measuring the steps taken. This research was conducted to provide appropriate input for all stakeholders (Central, Provincial, Regency / City and Village Governments) The results showed that the pattern of assistance policy (TPP) which had been carried out through symmetrical considerations by taking into account all regions without regard to the geographical aspects of each region contributed to the implementation of the village assistant itself, so that in areas characterized by islands and island clusters. For this reason, the formulation of TPP policy formulations based on geographic difficulty factors or levels of accessibility (accessibility and connectivity) is needed, taking into account regional mapping based on the conditions and characteristics of villages, islands, inland and borders.

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### A. INTRODUCTION

The issuance of Law No. 6 of 2014 concerning Villages, (Village Law), became a starting point for the village's hopes of being able to determine its position, role and authority over itself. The hope is that the village will have social and political sovereignty as the foundation of village democracy, and be economically empowered and culturally dignified as the face of village independence and village development. This expectation is further strengthened by the strengthening of the principles of recognition and subsidiarity as the main principle which becomes the spirit of the Village Law. Furthermore, the new face of the village becomes the hope of accompanying the Village Law with the new village's position, role and authority. Because in the previous laws and regulations, village authority is only a target, and with this Village Law village authority is mandatory.

The position of the village becomes the government of the community, a hybrid between the self-governing community and the local self-government, not as a government organization within the district / city government system (local state government). The village has a more sovereign position and role, a very large and broad position and role in managing and managing the village. Development model that used to be Government driven development or community driven development, now has a Village driven development system. From the political point of view, with the Village Law, the village's position can become an "arena" for the implementation of development programs from the government, unlike in the past it was only limited to as a "location" of the development program. That way the village will be able to hold government, develop its own community empowerment in full. The village will be the subject of development no longer an object. With a facilitation, emancipation and consolidation approach. Therefore it is done using the imposition approach, unlike in the past using the sectoral mutilation approach.

The conception of the view that villages are often overlooked in the context of governance and development is a fact that is difficult to refute. Villages and their communities are still in a state of shortage and are left behind compared to the conditions of urban communities in various aspects of life, especially socio-economic. Cities are seen as more prosperous than villages by economic size. For developing countries like Indonesia, concentrating more on economic development in the industrial sector to pursue growth. As a result, other sectors such as the agricultural sector which is in the countryside and become the main livelihood of the village community are sacrificed. In such a concept, development is only centered in the city and the interests of rural communities are set aside. With centralized development in the city, development in the villages has lagged. As data from the Ministry of Villages, Disadvantaged Regions and Transmigration (Ministry of DPDTT), it is mentioned that from 74093 villages in Indonesia in 2015, underdeveloped villages reached 20182 or 27.94%, developing villages 51010 or 67.27% and independent villages 2901 or 3.30%. This figure is still quite high, because the backward villages reached 20182 or 27.94% of 74093 villages, while for independent villages it was still very low at only 2901 or 3.30% of 74093 villages.

The mandate to protect and empower (hereinafter referred to as "Village Community Empowerment") is set out in Government Regulation Number 47 of 2015 concerning Amendment to Government Regulation Number 43 of 2014 concerning Implementation of Law Number 6 of 2004 concerning Villages, in article 126 states that:

(1) Village community empowerment aims at enabling villages to take joint action as a unity of governance of the village administration, governance of village community institutions and traditional institutions, as well as unity of economic and environmental governance, (2) Empowerment of village communities as referred to in paragraph (1) is carried out by the Government, the provincial government, the district / city government, the Village Government, and third parties, (3) the empowerment of the Village community as referred to in paragraph (1) is carried out by the Village Government, the Village Consultative Body, the Village Consultative Forum, the social organization Villages, village adat institutions, BUM Desa, inter-village cooperation bodies, village cooperation forums, and other community activity groups formed to support government and development activities in general.

It is within this framework that the government, provincial and district / city governments carry out assistance in, implementation, and monitoring of all aspects of village activities, (both organizing village governance, village development, empowering village communities, and fostering village community). operational / technical is the responsibility of all Ministries / Government Agencies and Regional Governments, while functionally. Based on Presidential Regulation No. 12 of 2015 concerning the Ministry of Villages, PDT and Transmigration Article 2 states that the Ministry of Villages, PDT and Transmigration has the task of carrying out government affairs in the field of village development and empowerment of rural communities, which in this case (institutionally) is the main task and the function of the Directorate General of Village Community Development and Empowerment (DG PPMD).

Since the assistance program is running, the policies used related to the number, distribution, qualifications and honorarium and operational costs still use policies that are symmetrical, meaning that the treatment for all regions is the same, without taking into account or considering the conditions and conditions in each of these regions. One of them is the villages in Pulau Masela Subdistrict located in the east of Southwest Maluku Regency which is geographically bordered by the sea with Australia. This region certainly needs a special study to re-examine the allocation of numbers, distribution patterns, standards and qualifications and formulation of the village budget, taking into account the geographical location and contextual issues that occur in this region. Moving on to the description of the background of thought as outlined above, this study focuses on a number of issues including: 1. To what extent is the implementation of Village Facilitators in Maluku Province? 2. What is the formulation of village companion policy in areas characterized by islands?

## B. RESEARCH METHOD

Technically operational, the research study of Academic Manuscripts on the Urgency of Conducting Flats in Ambon City Reformulation of village companion policies in Kecamatan Pulau Masela is based on the socio legal research method. From this method, the legal study is aimed at two objects, namely legal objects in the form of laws and / or policies and social reality objects in the form of community needs and aspirations related to the Policy Reformulation of Village Facilitators in Marsela Island District Southwest Maluku Regency .

Data related to legislation and / or policy is obtained through literature study on:

- a. Legislation both at the central and regional levels in the area of regional government authority, institutional apparatuses, Policy Reformulation of Village Facilitators in Maluku Province
- b. Policies relating to the Policy Reformulation of Village Facilitators in the Maluku Province Region

The review of laws and regulations is carried out through a statute approach to positive legal regulations and other related legal documents. Meanwhile the assessment of community needs and aspirations for regulations related to the reformulation of village escort policies is carried out through social analysis of the views, perceptions, desires and expectations of the people of Marsela District, Southwest Maluku Regency, which is carried out through direct interviews with the community and Village Facilitators and also the District Head. The results of the interview are then analyzed using qualitative analysis methods and then conclusions are drawn and then described to illustrate the needs and models of village companion policies that match expectations.

## C. THEORY USED

### 1. Policy Theory

Policy in the Indonesian Dictionary means a series of concepts and principles that outline and base the plan for carrying out a job, leadership, and way of acting.<sup>1</sup> The policy is termed a policy in English which in Dutch

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<sup>1</sup>Tim Penyusun Kamus Pusat Bahasa, *Kamus Besar Bahasa Indonesia*, Edisi III, Cet. I, (Jakarta, Balai Pustaka, 2001), p. 149

contains the meaning of Beleid.<sup>1</sup> Dealing with the term, there are various views on what policy is according to figures. Klein explained that policy is an act of conscious and systematic, using appropriate means, with clear political objectives as targets, carried out step by step.<sup>2</sup> Meanwhile, James E. Anderson said that policy is a series of actions that have certain objectives that are followed and implemented by an actor or group of actors to solve a particular problem.<sup>3</sup> J.K. Friend believes that policy is essentially a position that once stated will influence the success of decisions that will be made in the future.<sup>4</sup> The United Nations defines policy as a guide for action. These guidelines can be very simple or complex, general or specific, broad or narrow, vague or clear, loose or detailed, qualitative or quantitative, public or private. Policy in this sense may be in the form of a declaration about a program, regarding certain activities or plans.<sup>5</sup> Policy definition according to the United Nations is apparently one of the definitions that is quite detailed, and there are many more definitions or understanding of the policies of the figures that are not described. Policy is often explained by experts with a variety of views that lead more to two basic elements, namely policy as a plan and policy as an action. Clearly, the concept of policy is difficult to formulate and give a single meaning, or in other words, the difficulty of treating the policy concept as a specific and concrete phenomenon, especially if the policy is seen as a process that continues to develop and continue from the process of making to its implementation.<sup>6</sup>

Of the several opinions that have been explained, the elements of the policy can be described as follows:

- 1) The existence of a systematic plan and / or action;
- 2) Conducted by a person or group of people or institutions;
- 3) There are problems to be solved or certain other objectives;
- 4) Influence what is done or happens in the future.

## 1.1. Public policy

### 1.1.1. Understanding Public Policy

With regard to policy, in addition to matters which are the scope of the policy, its use is very inherent and is more commonly found in the administration of the state and the administration of government by the Government. This is because according to some experts as stated in defining policies that policies are made systematically to solve problems or for specific purposes, it is certainly very relevant if used as an instrument of government action that essentially has a function to solve existing problems on the party governed or the public, which is referred to as state policy or public policy. Thomas R. Dye was quoted by Solichin A. Wahab conveying simply that public policy is "whatever governments choose to do or not to do".<sup>7</sup> This means that what the government chooses to do or not do is public policy. What is done is not merely what is planned or delivered but is done, and what is not done is also a public policy because it has the same impact as what is done. James E.<sup>8</sup> Anderson as quoted by Islamy revealed that the policy is "a purposive course of action followed by an actor or set of actors in dealing with a problem or matter of concern" (A series of actions that have a specific purpose that are followed and implemented by an actor or group of actors in order to solve a particular problem). The scope of public policy studies is very broad because it covers various fields and sectors such as economics, politics, social, culture, law, and so on. Besides that, seen from its hierarchy, public policies can be national, regional or local such as laws, government regulations, presidential regulations, ministerial regulations, regional / provincial government regulations, governor's decisions, district / city regional regulations, and regents / mayors' decisions.<sup>9</sup> In terms of the notion of public policy (public policy) it turns out that a lot, depending on what angle we interpret it. Diverse opinions, but essentially public policy is the action of the government or policy actors or a group of policy actors systematically to solve problems or other objectives in the context of public interest.

#### 1.1.2. Public Policy Categories and Frameworks

Sholichin Abdul Wahab, as quoted by Suharno, suggests that a better understanding of the nature of public policy as an action that aims at the goal, when we can break down the policy into several categories, namely:

##### a. Policy demands

<sup>1</sup>S. Wojowasito, *Kamus Umum Bahasa Belanda-Indonesia* (Jakarta, Ichtiar Baru van Hoeve, 1997), p. 66

<sup>2</sup>Imam Syaukani dan A. Ahsin Thohari, *Dasar-dasar Politik Hukum* (Jakarta, Rawali Pers, 2015) p. 22

<sup>3</sup>*Ibid.* p. 23. Mengutip James E. Anderson, *Pubic Policy Making*, (New York, Praeger Publishers, 1979) p.3

<sup>4</sup> *Ibid.* mengutip Carl J. Friedrik, *Man and His Government*, (New York, McGraw Hill, 1963) p. 79

<sup>5</sup> Solichin Abdul Wahad, *Analisis Kebijaksanaan: Dari Formulasi ke Implementasi Kebijakan Negara* (Jakarta, Bumi Aksara, 2004) p. 1-2

<sup>6</sup> Imam Syaukani dan A. Ahsin Thohari, *op. Cit.* p. 149

<sup>7</sup> Solichin Abdul Wahad, *op. cit.*, p. 120

<sup>8</sup> Irfan M. Islamy, *Prinsip-Prinsip Perumusan Kebijakan Negara* (Jakarta, Sinar Grafika, 2000) p. 90

<sup>9</sup> Taufiqurkhan, *Kebijakan Publik: Pendelegasian Tanggung Jawab Negara Kepada Presiden Selaku Penyelenggara Pemerintahan* (Jakarta, FISIP Univ. Mosetopo Beragama Press, 2014), p. 3

That is the demands or pressures submitted to government officials made by other actors, both private and government circles themselves in the political system to take certain actions or vice versa not to take action on a particular problem. These demands can vary, ranging from general pressure, so that the government does something to propose to take certain concrete actions on a problem that occurs in the community.

b. Policy decisions

Is a decision made by government officials intended to provide direction for the implementation of public policy. In this case, including decisions to create a statute (basic provisions), provisions, or make an interpretation of the law.

c. Policy statements

It is an official statement or explanation regarding certain public policies. For example; MPR stipulations, Presidential Decrees or Presidential Decrees, radial decisions, statements or speeches by government officials that indicate the desires, goals of the government, and what is carried out to achieve these goals.

d. Policy output (policy outputs)

It is the form of public policy that can be seen and felt the most, because it involves matters that are actually carried out in order to realize what has been outlined in the policy decisions and statements. In brief, the output of this policy concerns what the government wants to do.

e. The final outcome of the policy (policy outcomes)

Is the effects or impacts that are really felt by the community, both expected and unexpected as a consequence of the action or absence of government action in certain fields or problems that exist in society.

The public policy framework is influenced by several variables as follows:

- a. The goal to be achieved. This includes the complexity of the objectives to be achieved What value preferences need to be considered in policy making;
- b. Resources that support policy;
- c. The ability of actors involved in policy making;
- d. An environment that includes social, economic, political environment;
- e. Strategies used to achieve goals, and so on.

1.1.3. Public Policy Process

Michael Howlet and M. Ramesh as quoted by Subarsono, stated that the public policy process consists of five stages as follows:

- a. Agenda setting (agenda setting), which is a process so that a problem can get the attention of the government.
- b. Policy formulation, which is the process of formulating policy choices by the government.
- c. Decision making, which is a process when the government chooses to take an action or not to take an action.
- d. Policy implementation, which is a process for implementing policies in order to achieve results.
- e. Policy evaluation (policy evaluation), which is a process to monitor and assess the results or performance of policies.

Meanwhile, William Dunn as quoted by Taufiqurokhman explained the process of public policy in the realm of intellectual activity consisting of problem formulation, forecasting, policy recommendations, monitoring, and policy evaluation.

2. Concept of Village Companion

Law Number 6 of 2014 concerning Villages provides an understanding of villages as a legal community unit that has territorial boundaries that are authorized to regulate and manage government affairs, the interests of local communities based on community initiatives, original rights, and / or traditional rights that are recognized and respected in government system of the Unitary Republic of Indonesia. The presence of Law Number 6 of 2014 concerning Villages provides hope and supports the development of the Village community as well as being a responsibility accompanied by challenges of implementation by related parties. In this law, the village community development mission rests on the empowerment of the village community itself, and the government is responsible for ensuring the empowerment, guidance and supervision by the village, especially the Regional Government. .

According to Government Regulation No. 43 of 2014 as Implementing the Village Law, the intended village community empowerment is carried out with gradual assistance according to needs. Village Assistance as referred to is carried out by district / city regional work units and can be assisted by professional advisors, village community empowerment cadres, and / or third parties, called Village Facilitators. Village Assistance is carried out in the coordination of the Camat (article 128 paragraph 3).

In addition to those stipulated in Government Regulation, Village Assistance is further regulated in Regulation of the Minister of Villages, Development of Disadvantaged Regions, and Transmigration Number 3 of 2015 concerning Village Assistance which provides understanding of Village Assistance as an activity to carry

out community empowerment actions through assistance, organization, direction and village facilitation. The Village Assistance Actor is referred to as the Village Assistance.

#### 1. Legal Politics and Village Complementary Scope

Legal politics in an etymological perspective is an Indonesian translation of the term *rechtspolitiek*, which is a formation of two words, *recht* and *politiek*. In Indonesian the word *recht* means law. As for the Dutch dictionary written by Van der Tas, the word *politiek* means *beleid* which in Indonesian is interpreted as policy. So in short, Political Law means Legal Policy.

Some experts provide a definition of legal politics, such as Satjipto Rahardjo, which defines legal politics as an activity and method to be used to achieve a particular social and legal objective in society. According to Satjipto Rahardjo, there are some fundamental questions that arise in the study of legal politics, namely: what goals are to be achieved with the existing legal system; which methods and which, it feels is best to be used to achieve that goal; when the law needs to be changed and through the ways in which the change should be made; and can a standard and established pattern be formulated, which can help us decide the process of selecting goals and ways to achieve these goals properly. Meanwhile Abdul Hakim Garuda Nusantara (quoted by Syaokani and Thohari) defines legal politics as a legal policy that would be implemented or implemented nationally by a particular state government. Garuda Nusantara also explained that national legal politics could include: the consistent implementation of existing legal provisions; legal development which in essence is a renewal of existing legal provisions that are considered obsolete, and the creation of new legal provisions needed to meet the demands of developments occurring in society; affirmation of the functions of law enforcement agencies or law enforcement agencies and the development of their members; increase public legal awareness according to perceptions of elite groups of policy makers.

##### a. Objectives and Scope of Village Companion Arrangement

The purpose of Village Facilitation according to Permendes PDTT Number 3 Year 15 concerning Village Assistance is to:

- a) Increasing the capacity, effectiveness and accountability of village government and development of Desa;
- b) Increase the initiative, awareness and participation of the village community in participatory village development;
- c) Increase the synergy of inter-sectoral Village development programs; and
- d) Optimizing village local assets in an emancipatory manner.

Meanwhile the scope of village assistance arrangements includes:

- a) Village community assistance is carried out in stages to empower and strengthen villages;
- b) Assistance to the village community in accordance with needs based on the geographical conditions of the area, the value of the Village APB, and the scope of activities to be accompanied; and
- c) The Government, the provincial government of the regency / city government, and the Village government undertake efforts to empower the village community through continuous assistance of the village community, including in terms of providing human resources and management.

The scope of the village assistance is carried out by the Village companion consisting of:

- a) Professional assistants;
- b) Cadres empowering the village community; and / or
- c) third parties.

##### a. Village Companion Management

PDTT Permendes Number 3 Year 2015, provides provisions on what constitutes a task that must and can be carried out by village assistants, both as professional assistants, village community empowerment cadres and / or third parties as follows:

- a) The Village Facilitator is assigned to assist the Village in organizing Village development and empowering the Village community, the details of which are regulated in article 12;
- b) The technical assistant is assigned to assist the village in carrying out sectoral programs and activities, the details of which are regulated in article 14;
- c) Community Empowerment experts whose duties include technical assistance in the fields of management, study, finance, training and capacity building, regeneration, rural infrastructure, and regulation, the details of which are regulated in article 17;
- d) Village Community Empowerment cadres have the duty to foster and develop and mobilize the initiatives, participation and self-help of mutual assistance, the details of which are regulated in articles 18 through 19; and
- e) Third parties are regulated in articles 20 through 22.

##### a. Types and Position of Village Assistance

Village Companion consisting of:

1. Professional assistants consisting of village assistants domiciled in the sub-district, Technical assistants domiciled in the regency, and Experts who are domiciled in the Center and provinces;

2. Village Community Empowerment cadres domiciled in the Village; and
  3. Third parties consisting of Non-Governmental Organizations, Universities, Community Organizations or Companies.
- b. Village Companion Competencies
1. Competency of Village Assistance has the following qualifications:
    - a) Having knowledge and ability in community empowerment;
    - b) Having experience in organizing village communities;
    - c) Able to conduct economic community business assistance for the village;
    - d) Able to carry out facilitation techniques for community groups in village meetings; and / or
    - e) Having sensitivity to the customs, customs and cultural values of the village community.
  2. Competency of technical personnel includes:
    - a) Having knowledge and ability in organizing the implementation of sectoral activity programs;
    - b) Having experience in community empowerment and community organizing;
    - c) Experience in facilitating cooperation between social institutions; and / or
    - d) Able to conduct policy analysis of program implementation in the region.
  3. Competence Experts have qualification elements which include:
    - a) Having experience in controlling and managing community empowerment programs;
    - b) Capacity building and community empowerment training; and
    - c) Analysis of community empowerment policies

Experts must also have competency certifications issued by professional certification bodies.

c. Village Companion Budgeting and Operational Financing

The source of funding for village assistance according to the PD TT Permendes, comes from the State Budget and Expenditure Budget, Regional and Regional Budget. The Ministry of Villages, PD TT has also issued a letter numbered: 581 of 2015 signed by the Minister of the Village, namely: for district level experts, village level assistants and village local facilitators at the lowest level. For TA fees of Rp 4.5 million, PD of Rp 3.5 million and PLD of Rp 2.7 million.

## D. RESULTS AND DISCUSSION

### 1. Analysis of the Study Study Area

#### 1.1. Overview of Research / Study Location

With the number of 11 regencies / cities, Maluku has a land area ranging from the largest to the smallest, namely the Southwest Maluku Regency with an area of 72,426.91 Km<sup>2</sup>, West Southeast Maluku Regency 52,995.19 Km<sup>2</sup>, Ambon City 35,944.62 Km<sup>2</sup>, Central Maluku Regency 11,595.57 Km<sup>2</sup>, Buru Regency 7,595.58 Km<sup>2</sup>, West Seram Regency 6,948.40 Km<sup>2</sup>, Aru Islands Regency 6,426.77 Km<sup>2</sup>, East Seram Regency 5,779.12 Km<sup>2</sup>, South Buru Regency 5,060.00 Km<sup>2</sup>, Southeast Maluku Regency 4,178.66 and City Tual 254.39 Km<sup>2</sup>

As a province with island cluster-based characteristics, the problem of village assistants, especially in Maluku Province, has a significant complexity of problems, not to mention the geographical areas of the islands, which are bordered by the sea and isolated from government access, which is a challenge in implementing the Village Law. Thus, a professional village escort policy formulation model is needed that is able to manifest the objectives of the legal policy of village development on the one hand and on the other hand it can also respond to the reality and characteristics of geographical areas in the form of islands and islands. Based on data on the number of underdeveloped villages based on large island areas, it can be seen that the number of villages lagging behind is one of them in the province of Maluku, which is 782 or around 39.94% and villages very behind by 833 or 42.54%. Thus, it is necessary to do a mapping of rural development (rural based development) to inventory the backward villages in line with the formulation of the village's own companion policy.

Based on the development of administrative regions in Maluku Province, the number of sub-districts in the results of updating the Semester 2 Village Master File in 2017 has not changed from the previous semester, where the number of sub-districts in Maluku Province is still constant at 118 districts. The number of villages in the results of updating the Semester 2 Village Master File in 2017 is 1,238 villages. The number of villages indicates that in semester 2 of 2017 there was a change in the administrative area in Maluku Province. This change was found in Southeast Maluku Regency, which was the addition of two villages

#### 2. Geographic Aspect

Maluku is astronomically at 20 30 ' - 9 South Latitude and 1240 - 136 East Longitude. The border of the Maluku Province consists of 4 (four) regions, namely the North bordering the Seram Sea, the south bordering the Indonesian Ocean and the Arafura Sea, the east bordering Irian Island / Papua Province and the west bordering Sulawesi Island. All 11 (eleven) Regencies / Cities in Maluku Province have the largest to the smallest land area, as follows:

Southwest Maluku Regency (MBD), covering an area of 72,426.91 Km<sup>2</sup>

- a. West Southeast Maluku Regency (MTB), covering an area of 52,995.19 Km<sup>2</sup>
- b. City of Ambon, the extent of 35,944.62 Km<sup>2</sup>
- c. Central Maluku Regency (Malteng), covering an area of 11,595.57 Km<sup>2</sup>
- d. Buru Regency, area of 7,595.58 Km<sup>2</sup>
- e. West Seram District (SBB), covering an area of 6,948.40 Km<sup>2</sup>
- f. Aru Islands Regency, area 6,426.77 Km<sup>2</sup>
- g. East Seram District (SBT), area 5,779.12 Km<sup>2</sup>
- h. Regency of South Buru (Bursel), with an area of 5,060.00 Km<sup>2</sup>
- i. Regency of Southeast Maluku (Malra), covering an area of 4,178.66 Km<sup>2</sup>
- j. Tual City, area is 254.39 Km<sup>2</sup>

Geographically, Maluku Province is bordered by North Maluku Province in the North, West Papua Province in the East, Timor Leste and Australia in the South, and Southeast Sulawesi and Central Sulawesi in the West (Figure 1.1). While astronomically, Maluku Province is located between 2030' - 9030' LS and 1240 - 136030' BT. As an archipelago, Maluku Province has an area of 712,480 km<sup>2</sup>, consisting of approximately 92.4% of the sea and 7.6% of the land area with a total of 1,340 islands and coastline length of 10,630.10 km. In addition, Maluku Province is on an international crossing route that is traversed by 3 (three) Indonesian Archipelagic Sea Lines (ALKI). This position has a very strategic meaning in the fields of economy, trade and investment.

**Peta Maluku Province** The population of Maluku Province in 2015 amounted to 1,686,469 people with the largest population, namely in Ambon City as the capital of Maluku Province by 411,617 people (Table 1.1). Maluku's population growth rate decreased in the period 2010-2015, amounting to 1.85% compared to the period 2009-2010 amounted to 2.78%, this is due to the expansion of Regency / City. The highest population growth rate occurred in Ambon City at 3.75%, while the lowest was Southwest Maluku Regency at 0.48%. Meanwhile, the distance between the provincial capital and the regency capital

According to data sourced from the Government Bureau, Maluku Province consists of 9 (nine) Regencies and 2 (two) Cities with 118 Districts and 1,231 Villages consisting of 1,198 Villages and 33 Kelurahan. The highest number of villages / sub-districts is East Seram District with 198 villages / sub-districts from 15 sub-districts, Central Maluku Regency 192 villages / sub-districts consisting of 186 villages and 6 sub-districts of 18 sub-districts, Southeast Maluku District 191 villages / sub-districts consisting of 190 Villages and 1 Kelurahan from 11 Subdistricts, Aru Islands District 119 Villages / Kelurahan consist of 117 Villages and 2 Kelurahan from 10 Districts, Southwest Maluku Regency 117 Villages from 17 Districts, Seram Regency West Part 92 Villages / Kelurahan from 11 Districts, Regency Buru 82 villages / kelurahan from 10 districts. West Southeast Maluku Regency 81 Villages / Kelurahan consists of 80 Villages and 1 Kelurahan from 10 Subdistricts, South Buru District has 79 Villages / Kelurahan and 6 Districts. Ambon City 50 villages / villages consisting of 30 villages, 20 villages and 5 districts and Tual City 30 villages / villages consisting of 27 villages and 3 villages and 5 districts

**B. Analysis of the Policy of Professional Companion in Maluku**

Developing Indonesia from the periphery by strengthening regions and villages, is the third Nawacita that one of its agendas oversees the implementation of Law no. 6 of 2014 concerning Villages, systematically, consistently and continuously with facilitation, supervision and assistance. In general, villages have a lot of natural potential which, if managed properly, will have an impact on the welfare of their communities, but the policy to bring economic sovereignty closer to the village community (through DD and ADD disbursements) has not been directly proportional to the improvement in the quality of life of its citizens. Until the issuance of Regulation of the Minister of Villages, Development of Disadvantaged Regions, and Transmigration of the Republic of Indonesia Number 3 of 2015 concerning Village Assistance, most villages in Maluku were still wallowing with poverty and underdevelopment.

#### 1. Regulatory aspects

Law No. 6 of 2014 challenges the village explaining that village development is an effort to improve the quality of life and life for the welfare of the village community. Village development aims to realize the effectiveness of the administration of the village government, accelerate the improvement of the quality of public services, improve the competitiveness of villages. The 2015 government work plan mandates that a lot of accelerated village development will be implemented through the implementation of Law Number 6 of 2014 concerning Villages

Presidential Regulation No. 12 of 2015 concerning the Ministry of Villages, Disadvantaged Regions and Transmigration has the task and function of carrying out government affairs in the field of development and empowerment of rural communities, and efforts made to support the smooth implementation of Law No. 6 of 2014 concerning Villages, namely the government undertaking assisted assisted by experienced professional assistants in the field of community empowerment and in the field of village development.

Village facilitators are regulated in the Minister of Rural Development and Transmigration Ministerial Regulation No. 3 of 2015 concerning village assistants. Village facilitation is carried out to fulfill the principles of equity and accelerate development in villages that can be quickly, precisely and efficiently. Village assistants are

demanded to accelerate development in the village of guan to realize our national goals, namely the creation of a just, prosperous and prosperous community based on Pancasila and the 1945 Constitution. village.

For this reason, an in-depth knowledge and understanding of the rules by each village assistant on various regulations is available, so that in directing village development it does not deviate from state regulations at the top level, for that every village facilitator must know systemically about various village regulations. The rural rules in question are:

- a. Law Number 6 of 2014 concerning Villages.
- b. Government Regulation Number 43 of 2014 concerning Regulations for Implementing Law Number 6 of 2014 concerning Villages.
- c. Government Regulation Number 60 of 2014 concerning Village Funds Sourced from the State Budget.
- d. Regulation of the Minister of Home Affairs of the Republic of Indonesia Number 111 of 2014 concerning Technical Guidelines for Regulations in the Village.
- e. Regulation of the Minister of Home Affairs of the Republic of Indonesia Number 112 of 2014 concerning Election of Village Heads.
- f. Regulation of the Minister of Home Affairs of the Republic of Indonesia Number 113 of 2014 concerning Village Financial Management.
- g. Regulation of the Minister of Home Affairs of the Republic of Indonesia Number 114 of 2014 concerning Village Development Guidelines.
- h. Regulation of the Minister of Villages, Development of Disadvantaged Regions, and Transmigration Number 1 of 2015 concerning Guidelines for Authority Based on Origins and Village-Scale Local Authorities.
- i. Regulation of the Minister of Villages, Development of Disadvantaged Regions, and Transmigration Number 2 of 2015 concerning Guidelines for Standing Orders and Mechanisms for Deciding on Village Deliberations.
- j. Regulation of the Minister of Villages, Development of Disadvantaged Regions, and Transmigration Number 3 of 2015 concerning Village Assistance.
- k. Regulation of the Minister of Villages, Development of Disadvantaged Areas, and Transmigration Number 4 of 2015 concerning Establishment, Management and Management, and Dissolution of Village-Owned Enterprises.
- l. Regulation of the Minister of Villages, Development of Disadvantaged Regions, and Transmigration Number 5 of 2015 concerning Determination of Priorities for the Use of Village Funds in 2015.

Of the many rules, none of them confirms the strategy and the obligation to increase the participation of rural communities in development by various components of the state and society. In terms of participation is a benchmark of important things from the community to ensure the progress of the development of their own village. No matter how the concepts, theories and prepositions of development are directed to develop villages, but are not supported by the active role of the community, then everything will be in vain and village development goals will not be realized as expected.

Besides that, the various village regulations above were arranged based on the geographical and social reality of the people in the western and central parts of the country. The rapid development progress that occurred there is comparable to the concept of assistance advocated by the Regulation of the Minister of Villages, Development of Disadvantaged Regions, and Transmigration Number 3 of 2015 concerning Village Assistance.

For developed regions, all development segments are well integrated. Various means of supporting community life have been well built too. Transportation, communication and distribution systems of people, money and goods are available so that the inclusion of the village assistance program can be supported by various tools and can stimulate village development to progress even more rapidly in the future. However, what about eastern Indonesia? like Maluku, which geographically is an archipelago region where most of the villages are still isolated in small islands. Various means of supporting the life of the community have not been built properly. The transportation system, communication and distribution of people, money and goods are not yet available so that the inclusion of the village assistance program is not optimal because it has not been properly supported by various equipment. In addition, the climate of the archipelago which is familiar with the sea wave season and the dry season and coupled with the limited means of sea transportation also complicates the task of assisting village staff. Geographically, the assistance in Maluku is carried out in the archipelago, many village assistants work in the island cluster.

With reference to the policy model as stated above above, the policy formulation in broad outline of the implementation model can be seen in the following stages namely:

- a. Identify the network of actors involved.
- b. The type of public policy that encourages the community to carry out its own policy implementation, or still involve lower-level government officials.
- c. Policies made in accordance with the expectations, desires of the target public.



d. Community initiatives directly or through NGOs.

This model also prioritizes two main variables, namely, First, related to the substance of the policy (content of policy) and the context of its implementation (content implementation), where the content of policy includes, among others (a) Interests affected by the policy, (b) Types of benefits which will be produced, (c) The desired degree of change, and (d) the position of the policy maker. The context of its implementation (content implementation), includes Power, interests, strategies of actors involved, Characteristics of institutions and authorities, Compliance and responsiveness, . Second, related to the impact (impact) of the policy itself, including the benefits of the program, and Change and improvement of life for the community.

From the description of the theory above if it is compared with the reality that occurs in the field, this proves that due to the policy direction of the petal center (from the Government), so there is something that is not captured through the identification of actors in the implementing regulations. Village development must be carried out systemically by all components of the community. The ability of actors in supporting policies must also be clearly contained in the rules that underlie the implementation of a policy. In the Regulation of the Minister of Villages, Development of Disadvantaged Regions, and Transmigration Number 3 of 2015 concerning Village Assistance, there is no pattern of relationships in increasing community participation. From this point of view, non-governmental organizations should also be involved in building community participation which is a determining factor in the success of village development.

Then at the stage of encouraging the community to work on their own or implement the policy, the weak point is on community participation. Supposedly in the formulation of a community policy as an element of implementing also involved. In this process, the community participates actively or passively in contributing thoughts according to the real conditions experienced in public policy making. With the participation of the public in the formulation of public policy, it can show the regional uniqueness. The greater the desire of the community to determine their own destiny, the greater the community's participation in the development of their village. Community participation in this stage is the community giving input or consideration either verbally or in writing to the government to make consideration in determining local public policies before they are determined.

In relation to the types of public policies that encourage the community to carry out their own policy implementation Of the many rules, none of which emphasizes the strategy and obligation to increase the participation of rural communities in development by various components of the state and society. In terms of participation is a benchmark of important things from the community to ensure the progress of the development of their own village. No matter how the concepts, theories and prepositions of development are directed to develop villages, but are not supported by the active role of the community, then everything will be in vain and village development goals will not be realized as expected. Its relevance to a policy that must be made in accordance with the expectations, desires of the target public, also appears that various regulations on villages are based on geographical and sociological reality in the western and central hemisphere of the country. The rapid development progress that occurred there is comparable to the concept of assistance advocated by the Regulation of the Minister of Villages, Development of Disadvantaged Regions, and Transmigration Number 3 of 2015 concerning Village Assistance.

For developed regions, all development segments are well integrated. Various means of supporting community life have been well built too. Transportation, communication and distribution systems of people, money and goods are available so that the inclusion of the village assistance program can be supported by various tools and can stimulate village development to progress even more rapidly in the future. However, what about eastern Indonesia? like Maluku, which geographically is an archipelago region where most of the villages are still isolated in small islands. Various means of supporting the life of the community have not been built properly. The transportation system, communication and distribution of people, money and goods are not yet available so that the inclusion of the village assistance program is not optimal because it has not been properly supported by various equipment.

In addition, the climate of the archipelago which is familiar with the sea wave season and the dry season and coupled with the limited means of sea transportation also complicates the task of assisting village staff. Geographically, the assistance in Maluku is carried out in the archipelago, many village assistants work in the island cluster. Likewise with the aspects of Community Initiatives directly or through Non-Governmental Organizations.

In another part, the problem faced by the village today is the loss of identity and participatory enthusiasm, due to the loss of functions and structures that they consider to be good so far. Because the power of the New Order for 32 years through its political machinery was so effective in removing most of the original spirit, character, and characteristics of village autonomy. The village has lost its ability to regulate itself so that it becomes helpless, poor, left behind, and marginalized. The lack of community participation is also caused by the fact that rural development is not yet fully based on community participation, village development is not yet integrated and village development policies are not optimal in carrying out pro poor, pro jobs and pro growth. And development policies that have not been able to describe the characteristics of the village.

Rural development so far has only been understood in its entirety as development in the economic field, even though the important thing that must also be understood in village development is social life that is democratic and just. A democratic and just social life is meant to mean that sustainable development in the village runs with the participation of the community in development. The success of development programs / projects is largely determined by the participation of the community as recipients of development activities, the active participation of the community can be increased through the role of community leaders and the involvement of NGOs in involving and increasing the active participation of the community. In reality, in many regions there has been a politicization of the program when regional political events took place such as regional elections and so on. The interests of the political and bureaucratic elites in many regencies / cities in the province are sometimes piggybacking behind this good program. Usually the regional elites use assistants for the greatest purpose and often lead to social friction and conflict in the community. Supposedly in the context of assistance rules also emphasized the prohibition of politicization of assistance programs.

The policy concept framework is not asymmetrical so that it gives birth to different benefits. For the archipelago, where most of the villages are still isolated in small islands, they do not feel the benefits of this village assistance policy because it is not supported by various means of supporting good community life. The transportation system, the harvest is often damaged because of the lack of transportation to the city centers, communication and distribution of people, money and goods are not evenly distributed because of isolation. Until now, there are still many underdeveloped villages and very disadvantaged villages in Maluku as a result of the lack of success of village assistants in applying their knowledge due to the domino effect of the geographical constraints of such a vast task. The degree of change desired from the implementation of a policy is the degree to which the results of the policy contribute to achieving value. In fact there is rarely a problem that can be solved completely, generally the solution to a problem can foster a problem that needs to be solved again or reformulated.

#### 1. Recruitment Aspects and Placement Patterns

Recruitment has not been able to bring qualified personnel in their fields due to limited human resources in the field, such as Village Community Empowerment Experts (TA-PDM), Village Infrastructure Experts (TA-ID), Participatory Development Experts (TA-PP), Village Economic Development Specialist (TA-PED), Appropriate Technology Expert (TA-TTG), and Basic Social Services Expert (TA-PSD), which is good as a result of inequality in the development of community education. In the recruitment process in Maluku Province, the requirements for S1 level of education, and the specialization of education offered led to the quiet recruitment process of applicants, these requirements (S1) were then demoted to Associate Expert. With the limitation of qualified human resources experts in Maluku Province, it is very difficult to obtain village counterparts as required.

The recruitment results then present village assistants who only meet the educational level requirements, but are still far from the expectation of the presence of experts who can fill the development of villages in the province. Identified by villages in Maluku there is still a lack of experts in the fields of planning, implementation, institutional strengthening and technical personnel to accelerate welfare improvement such as Village Infrastructure Experts (TA-ID), Participatory Development Experts (TA-PP), Village Economic Development Experts (TA-PED), Appropriate Technology Expert (TA-TTG), this condition plus the character of the community tends to accept what it is so that the assistance process runs less quality (Because Not an Expert) and therefore very dependent on the quality of village development.

There should be various areas of expertise within a target area consisting of several villages such as Village Community Empowerment Experts (TA-PDM), Village Infrastructure Experts (TA-ID), Participatory Development Experts (TA-PP), Development Experts Village Economy (TA-PED), Appropriate Technology Expert (TA-TTG), and Basic Social Services Expert (TA-PSD), so that with their expertise can encourage village development to progress rapidly in the province.

There were also various problems encountered in the placement of village assistants, such as sometimes those who had agricultural education backgrounds were placed in coastal villages whose communities relied on the sea as their source of life, fisheries and marine scholars who were placed in rural villages that relied on agricultural land as a source of income their search, of course, their expertise is not in line with the potential and field of empowerment that will be done.

The operational dimension of a job is directly related to the efficiency and effectiveness to be achieved. Jobs that are designed efficiently and effectively encourage the implementation of work to achieve maximum output. Handoko (1997: 33) states that, attention to efficiency and effectiveness has started since the advent of scientific management. Experts devote research to find the best ways to design jobs that are efficient and effective. These efforts show that specialization and areas of expertise are key elements in the design of the success of a job.

The terms work specialization and work expertise are used to describe the degree to which tasks in an organization are broken down into separate jobs. The nature of specialization and work expertise is by individual work which is broken down into a number of steps with each step being completed by different individuals who fit their educational specialization and expertise. In another part, specialization of education and expertise strongly

supports the work fields in which various work assignments are translated into a division of labor. The opinions of the experts above reinforce the adage that the success of a job is better left to the experts.

#### 1. Evaluation and Monitoring Aspects of Implementing Professional Companion Policy

As stated earlier, to elaborate on several factors that hinder the implementation of public policy, namely:

##### a. Fill out the policy.

That the implementation of the policy fails because the contents of the policy are still vague, meaning that the objectives are not detailed enough, the means and application of priorities, or policy programs are too general or completely absent. Furthermore, due to lack of internal and external provisions of the policy to be implemented. Meanwhile, the policy to be implemented can also show significant shortcomings.

##### b. Information.

The implementation of public policy assumes that the directly involved stakeholders have information that is necessary or highly related to be able to play their role properly. This information is simply absent, for example due to communication disruptions.

##### c. Support.

Implementation of a public policy will be very difficult if the implementation is not enough support for the implementation of the policy.

##### d. Distribution of potential.

Because the causes related to the failure of the implementation of a public policy are also determined aspects of the potential distribution among the actors involved in the implementation. In this case related to the differentiation of tasks and authority of the implementing organization. The organizational structure of implementation can cause problems if the division of authority and responsibilities is not adjusted according to the division of tasks or is marked by unclear restrictions. A public policy will be effective if implemented and has positive benefits for community members. In other words, human actions or actions as members of the community must be in accordance with what is desired by the government or state. So if their behavior or actions are not in accordance with the wishes of the government or the state, then a public policy is not effective.

From the results of the Evaluation and Monitoring of the Implementation of Professional Companion Policy, several significant obstacles were encountered in the field as follows:

1. Geographical constraints, such as three villages that are not one island accompanied by one local village companion, the high cost of inter-island transportation makes it difficult to carry out mobility in accompanying tasks.
2. The politicization of the village assistance program by political and bureaucratic elites that is very prone to friction and social conflict so that it influences the success of the village development program.
3. Lack of skilled personnel in their fields at the sub-district level as well as local assistants in the village.
4. The implementation of tasks and functions of assistance is less than the maximum, especially in capacity building, regeneration and community organizing.
5. Limited knowledge and experience in the field of assignment, knowledge of appropriate technology and knowledge and experience to empower community.
6. The ability to communicate to build interaction in working with village government officials is lacking.
7. The work program design is still not good enough, both by local village assistants and sub-district facilitators.
8. Village facilitators do not understand their function as village facilitators.
9. Low community participation, and the minimum availability of supporting facilities, such as blackboards, paper, village computers, meeting rooms and others.

#### 4. Potential Aspects and Problems and Challenges in the Implementation of Professional Companion Policy

Village development is an integral part of national development, and is an effort to improve the quality of rural human resources and society as a whole which is carried out sustainably based on the potential and capability of the village. It was said by Adisasmita (2006: 3) that in the implementation of village development it should refer to the achievement of the objectives of development which is to realize the life of rural communities that are independent, advanced, prosperous, and just. Village development has a very important role in the context of national development because it covers the largest part of the national territory. Development of village communities must be increased to support village development. Development of rural communities can be done through the development of the ability of human resources in rural areas so that creativity and activities can be more developed and environmental awareness is higher.

The village government has a very influential role, especially in efforts to create a climate that encourages the growth of initiatives and non-governmental organizations in rural areas, which is done through the delivery of development messages. Directing the community to participate in the development and distribution of community aspirations. Village community participation is manifested in the form of mobilizing and utilizing existing funds and resources in the community to enhance development activities in rural areas. Based on the understanding of village development mentioned above, it can be interpreted that village development is a rural-

based development concept while still paying attention to the socio-cultural characteristics of people living in rural areas. Village development is expected to be a solution for social change in rural communities and to make villages the basis of change. Based on the understanding of village development mentioned above, it can be interpreted that village development is a rural-based development concept while still paying attention to the socio-cultural characteristics of people living in rural areas. Village development is expected to be a solution for social change in rural communities and to make villages the basis of change.

The objectives of the village development itself include, among others, long-term village development and short-term village development. The long-term goal of the village is to realize the improvement of the welfare of the village community which is directly carried out through increased employment opportunities, business opportunities and income based on the approach of community development, business development and human development, and which indirectly is laying solid foundations for national development. While the short-term development objectives are to increase effectiveness and efficiency in the implementation of economic activities and in the utilization of human and natural resources. Furthermore, spatial village development can be formulated, namely the creation of an independent rural area. Environmental insight, harmony, harmony and synergy in other rural areas through comprehensive and sustainable development for the realization of a society that is peaceful, democratic, just, competitive, advanced and prosperous.

Basically the general objective of village development is to improve the quality of life of rural communities through achieving social and economic progress on an ongoing basis while still paying attention to equality of rights and upholding the principles of justice for the community as a whole. From the understanding of village development it can be interpreted that the purpose of village development is an effort made to improve the quality of life of the community as a whole. In accelerating village development in Indonesia the government then brought economic sovereignty closer to the community, by lowering DD and ADD to the village community. So that in the implementation required skilled professional assistants in the culture to accelerate the goals and objectives of development in the village. Based on the understanding of village development mentioned above, it can be interpreted that village development is a rural-based development concept while still paying attention to the socio-cultural characteristics of people living in rural areas. Village development is expected to be a solution for social change in rural communities and to make villages the basis of change.

An approach that can be used also in the formulation of village development policies should be to combine all the interests of the top, bottom, sectoral or sector that are accommodated and harmonized in a systematic and dynamic policy. The village advisory policy formulation system should be more of a simulation with macro target constraints but the implementation is in accordance with the lower levels. The result will be optimal policy planning between the center, the regions and sectors which are considered as the main national or regional issues. Issues and problems in policy space have different meanings.

In daily conversation the issue is often interpreted as a rumor in its understanding for the layman, whereas in public policy analysis (the public policy analysis) in the meaning contained is not like what is commonly understood by ordinary people. Although it must be acknowledged in various literatures that the term issue has never been clearly formulated, but as a "technical term", especially in the context of public policy, the meaning is more or less the same as what is often referred to as a policy problem (policy problem). The term issue here is not what is becoming a developing rumor but the issue here is interpreted as a matter of policy in the context of public policy analysis. This public policy analysis maintains a central position. This relates to the fact, that is the process of making

Any public policy generally starts from an awareness of a problem (awareness of a certain problem). For example, the failure of certain policies in their efforts to overcome a problem at a level that is considered satisfactory. But, in other situations, the beginning of the process of making public policy can also take place because of certain problems that have been prepared for so long as "have never been touched" by or overcome through government policy. Policy issues in essence usually arise because there have been disagreements among actors about the direction of action that has been or will be taken, or disagreement of views regarding the character of the problem itself. In other words, an issue is a new problem that arises from differences in problems that have different potential in handling a problem. The exact emergence of public policy issues is mainly due to conflicts or perceptual differences between actors or a problematic situation faced by the community at a certain time.

In daily political practice, it turns out that not all issues that have ever been or are developing in the midst of society automatically become public policy. This kind of event is not a strange phenomenon, because it can occur in any political system. Then often heard and witnessed a number of specific issues in a particular field that so smoothly got a response, entered the government policy agenda (public policy agenda) to be discussed at the cabinet or parliament level, and then even concrete steps were taken against it. In one of the literature, it is stated that, theoretically, an issue will tend to get a response from policy makers, to be made a public policy agenda, if it fulfills certain criteria. In this context, some of the important criteria for the public policy agenda are: First, the issue has reached a certain critical point, so that it practically can no longer be ignored, or it has been perceived as a serious threat that if not immediately addressed will cause a new overflow of crisis that is far greater in the coming masses. Second, issues that can have dramatic impacts. Third, the issue concerns certain emotions viewed

from the perspective of the interests of many people, even humanity in general, and receives support in the form of extensive media coverage. Fourth, the issue reaches a very broad impact. Fifth, the issue is concerned with power and legitimacy in society.

On the other hand, the challenges in policy formulation are also influenced by the Government's dislike in designing public policies related to village development in reaching the needs of the people in all corners of the country. Policy failures naturally occur because First is not implemented and Second is unsuccessful implementation. Not implemented means that a policy is not implemented according to plan, where there is the possibility of political bargaining, no mastery of the problem, no coordination and so forth. Meanwhile, an unsuccessful implementation usually occurs if a policy has been implemented according to plan, but there are unfavorable external conditions such as a change of power, transfer of position and so forth. The reality of village assistance policies in Maluku is in line with this constellation.

If a policy is inaccurate or cannot reduce the problems that are the target of the policy, then the policy may fail even if the policy is implemented very well. Meanwhile, a policy that has been very well planned may also fail if the policy is not implemented properly by the implementers of the activity. This means that policy implementation is one of the "important" variables that influence the success of a policy in solving public problems. We can see to this day a variety of policy issues and government programs that can be said to be "less" successful in the implementation process such as inaccuracy in aid, BPJS, infrastructure, central-regional disparities, fuel price increases and others including implementation of village assistance programs. really need a very serious solution so that the planned goals can be achieved until now.

If a policy that has been prepared fails, then the question is what have been done by the actors implementing the policy? Some things that might affect can be said to occur because there is an element of "interest" in it. Of course this is a problem that is a dilemma when the community is very hopeful of the actors implementing the policy in order to get something useful. Where this is very closely related when the people who have the greatest "sovereignty" in this country. Several factors become obstacles in the implementation of policies, first are political obstacles. Political obstacles can occur when there are various "interests" of the actors in it so that the planned policies are not on target.

Second, the weaknesses of the institute. An institution is a deciding implementing organization that directly touches the community. This means that there are various activities, both policy socialization, policy knowledge and the implementation of the policy itself. But sometimes this becomes an obstacle when the implementers do not fully understand the policies to be implemented. Third, the inability of human resources. The inability of human resources to implement policies can be categorized in the technical and administrative fields which sometimes makes people confused when there is a new policy, which is very closely related to the notification of policies and new programs which will cause disappointment to the community.

Fourth, differences in the actors' agenda. Often when the policy is formulated, various policy actors have their respective goals to fulfill the policy, so what happens is not a policy aimed at the interests of the community, but "only" the interests of the various actors involved in the preparation. This is what makes a policy experiencing uncertainty in the implementation process, where the policy implementation process is interactive from the process of activities that preceded it, so that the formulation of policies with their implementation have interrelated relations with each other that cannot be separated. Of course, in the implementation of community policy, the program will always support and target to be achieved by the government, which is very related to how the government works, but only for one reason, as long as it is truly "for" the interests of the wider community of the entire archipelago, not just the interests of various implementing actors.

The above discussion is in line with the statement of the Head of the State Administration Agency Adi Suryanto that one of the big challenges for the government in the agenda of bureaucratic reform and improving governance is to improve the quality of policies. according to him until now there are still many policies that are decided without going through adequate rational analysis. One result of the lack of evidence in policy making is the emergence of policies that merely mimic without looking at the context, and to improve the quality of policies, Adi said that one of them could be done by deregulation. Unfortunately, the deregulation faced challenges in its journey after the decision of the Constitutional Court (MK) which declared the cancellation of perda through the Governor and the Minister of the Interior was unconstitutional. Therefore, he continued, the problem of improving the quality of policies can be done with the existence of an instrument, namely the policy quality index (IKK). The IKK can be used to measure the quality of public policy in Indonesia which is simple, effective and easy. IKK as an alternative instrument that is easily used by Ministries / Institutions and local governments in measuring the quality of planning and implementation of public policies.

Based on the existing conditions, the desired conditions are as follows:

- a. The ratio of village local assistants, assistants and Professional Assistance is not in accordance with the KAK, which is 1: 4, 2:10 and 3: 1, which looks far from the target quota set due to the lack of human resources required in the Recruitment. Seen for Maluku, it is still 1: 6 for local village assistants, 2:20 for facilitators and 3: 2 for professionals.

- b. Deployment of companions is not evenly distributed for services provided. Many villages are very underdeveloped who do not get assistance because of isolation and the distance of the location causes many local village assistants to resign and therefore do not get access to assistance at all.
- c. Qualifications of Professional Assistance Staff are not appropriate or not in accordance with the conditions and availability of HR in the area / village Many local village facilitators do not have the basic skills and expertise needed by the community. Because many PLDs also have a high school education background and lack of experience, no innovative contribution can be made to the village community.
- d. Honorarium and Operational Costs of Professional Assistance Staff Are the honorarium and operational costs (especially PLD) not appropriate or in supporting their work as a companion, due to the level of expensiveness at the assignment location.

A number with the various problems outlined above, the government needs to take further policy steps in the form of:

1. Revise the village rules and village development rules including the Minister of Village Regulation, Development of Disadvantaged Regions, and Transmigration Number 3 of 2015 concerning Village Assistance, to adjust to the geographical conditions of eastern Indonesia, especially in the Maluku province.
2. The need for coordination, integration and synchronization of programs across the center with the relevant ministries in the development of villages. If this region has a limited number of experts in the fields needed by the community, it is necessary to work together with other regions to bring in experts from other regions who are over or unemployed.
3. The need for the latest data bank related to social reality and the dynamics of state management as well as data and application of policy in the community.
4. There needs to be an asymmetric policy in the form of reducing operational costs for counterparts in advanced continental regions, complete and easy to reach their target villages, to isolated, outermost and underdeveloped island regions to help accelerate village development in eastern Indonesia.

C. Analysis of Quiet Professional Policy Formulation Assistance to the village in principle is an effort to mobilize the potential that exists in the village so that the village is able to utilize the potential for changes in the economic, political, social and cultural.

Therefore village assistance cannot be seen and interpreted as an activity of 'helping villages' to carry out technocratic and administrative aspects only. More than that, village assistance is an activity to transform the values contained in the Village Law so that it can be translated into daily behavior in the village. This section will explain two things. First, the perspective of village assistance as a framework for formulating models. This needs to be seated first so that the offer of the village assistance model cannot be separated from the reasoning and spirit of the Village Law which is the normative and political basis for the implementation of assistance. Departing from this perspective, the village assistance model was formulated. Second, relating to the evaluation of professional companion policies, with due regard to accessibility and connectivity (Characteristics of Entitlement and range of control),

#### 1. Analysis of the Policy Formulation of Professional Professional Assistanc

The concept of village assistance in the Village Law departs from the idea of community empowerment as part of the fostering and supervision function. Based on the results of a review of secondary data (IDM and Maluku Province TTP Quota Data), the issues that arise related to village assistance are related to administrative and procedural aspects such as mentoring capacity and coordinative relationships between institutions including Regional Apparatus Organizations and Village Apparatuses. The village facilitation perspective should depart from the problems faced by the village (problem based). By paying attention to the pattern and formulation of the TPP as outlined and explained above, especially for the Province of Maluku with the characteristics of the archipelago and the group of islands will certainly have an impact on the implementation of TPP implementation. Therefore, the formulation of the number of assistants and their distribution also takes into account aspects of the regional characteristics and the difficulty level of the area in the form of islands and islands. In this section, the Central Government should carry out a mapping of the problems faced by the Regional Government including reviewing the IDM indicators specifically for the archipelagic regions such as the Maluku Province.

Based on the IDM recapitulation data of Maluku Province 2017, it can be seen that the percentage of the status of Disadvantaged Villages and Very Disadvantaged Villages is very high at 76.89%, the celebrity is Developing Villages at 12.03% and Maju Villages at 5.78% while Maju and Mandiri Villages are at 5.3%. With a total of 11 regencies / cities, Maluku has an area

With the number of 11 regencies / cities, Maluku has a land area ranging from the largest to the smallest, namely the Southwest Maluku Regency with an area of 72,426.91 Km<sup>2</sup>, West Southeast Maluku Regency 52,995.19 Km<sup>2</sup>, Ambon City 35,944.62 Km<sup>2</sup>, Central Maluku Regency 11,595.57 Km<sup>2</sup>, Buru Regency 7,595.58 Km<sup>2</sup>, West Seram Regency 6,948.40 Km<sup>2</sup>, Aru Islands Regency 6,426.77 Km<sup>2</sup>, East Seram Regency 5,779.12

Km<sup>2</sup>, South Buru Regency 5,060.00 Km<sup>2</sup>, Southeast Maluku Regency 4,178.66 and City Tual 254.39 Km<sup>2</sup>. As a province with island cluster-based characteristics, the problem of village assistants, especially in Maluku Province, has a significant complexity of problems, not to mention the geographical areas of the islands, which are bordered by the sea and isolated from government access, which is a challenge in implementing the Village Law. Thus, a professional village escort policy formulation model is needed that is able to manifest the objectives of the legal policy of village development on the one hand and on the other hand it can also respond to the reality and characteristics of geographical areas in the form of islands and islands.

Based on data on the number of underdeveloped villages based on large island areas, it can be seen that the number of villages lagging behind is one of them in the province of Maluku, which is 782 or around 39.94% and villages very behind by 833 or 42.54%. Thus, it is necessary to do a mapping of rural development (rural based development) to inventory the backward villages in line with the formulation of the village's own companion policy. With the formulation and recruitment pattern of TPP which has been carried out in general (general), it greatly affects the aspects of capacity and socio-political order and has the opportunity to achieve independence from within. A village that is relatively advanced with a strong tradition of citizenship is certainly different from a village that is closed, co-opted by the elite, and has poor community organization. In this context, village assistance must involve a variety of actors (central and regional governments, civil society organizations, and tertiary institutions) and affirm the needs and diversity of villages and regions. This asymmetric perspective is considered compatible with the ideal of the Village Law and the social and political realities in various villages.

This asymmetrical perspective is actually in line with the Village Law Article 113 and Article 114 which provide room for assistance with the Provincial and Regency Governments. Likewise, PP Number 43 Year 2015 Article 128 which explains that the Provincial and Regency Governments (can) carry out empowerment of rural communities by tiering assistance as needed. Even in paragraph 1, it is explained in more detail that technical assistance is carried out by the Regency / City SKPD and can be assisted by professionals in the category of experts, village assistants and community advisors (TAPM), or third parties.

#### 1. TPP Policy Model in the Islands Region

Starting from the TPP policy model that has been implemented based on quotas without paying attention to aspects of accessibility and connectivity (Characteristics of Entitlement and span of control), especially for islands such as the Maluku Province, of course it has an impact not only on performance aspects but also on the Final Report Professional Assistance 83 Assessment of Policy Evaluation of Professional Assistance Staff, P3MD Maluku Province in 2018 for fulfilling capacity and fulfilling the assistance objectives themselves. Regional accessibility and connectivity in archipelagic regions such as Maluku Province is a determinant factor for the implementation of the TPP itself. This reality can be seen from:

- a. Anthropological and cultural aspects of the community as well as problems that occur in the Village are mainly related to the customs and culture of the community. For example, in the case of community development and empowerment, the problems of customs and habits that live and develop into a system of values on certain matters are exclusive and closed and can only be done and / or become part of certain indigenous groups;
- b. Aspects of the geographic and sociological conditions of the community. In this case, in certain areas in Maluku Province (outermost and border) for certain seasons it becomes difficult to reach and there are differences and capacity gaps in each village. Aspects of island-based ownership. The island group itself is an area that includes several islands and their waters, formed on the basis of sea and island interactions in accordance with physical, ecosystem, economic, social and cultural conditions. The island cluster approach itself in Maluku has been stipulated in the Regional Regulation so that the TPP policy should follow the island cluster approach itself which has also been established as a regional development policy in Maluku.

Thus, of course, there is a need for structuring policy patterns by establishing and / or formulating indicator indicators based on the needs and basic problems that exist in each village area by the local government in stages. This is intended to get a complete and comprehensive picture related to the number, distribution patterns, qualification standards and budgeting formulations. Further to this it can be explained as follows:

##### 1) Amount (allocation) of assistance (TPP)

With regard to the number (allocation) of assistance (TPP) especially for the regions or islands, the policy format should be carried out using the island cluster approach. In this section, for the local Village Facilitator (PLD) in charge of the Village, it is necessary to map the characteristics of the villages that are targeted by village assistance, namely First, Villages on one island, villages on more than one island including Coastal Villages and Villages that are in the most remote and border areas. Second, the village which is in the mountainous region in one island and / or between islands and coastal islands.

To get a proportionate number of TPPs (allocations) of TPP specifically for regions with archipelago character such as Maluku Province, an analysis of accessibility factors and connectivity between regions (islands and / or between islands) is needed. The level of geographical difficulty is a very important factor considering the

inter-island transportation facilities are very influential with the distance that also varies between one village area with another village area. This results in higher costs incurred. Taking into account the factors mentioned above, of course in the future the formulation of the policy of the number of TPP needs to be formulated through a village area classification approach:

- 1) Very difficult
  - 2) Difficult
  - 3) Quite difficult
  - 4) Less difficult
  - 5) Not difficult
- With the classification of the village area, the formulation of the number of TPP policy for the most difficult village area is different from the village area which is not and / or less difficult.

For some areas in Maluku such as the Aru Islands Regency, West Southeast Maluku Regency (MTB) and Southwest Maluku Regency, the characteristics of the village area are generally scattered on island islands with a high level of geographical difficulty besides the availability of inter-island transportation modes (modes). limited with high costs. Therefore, the formulation of TPP Amount should be divided according to regional approach:

#### 1) Complementary Distribution Pattern (TPP)

Maluku Islands is a functional unit of geographical area and ecosystem that covers land, sea and air including space in the earth which covers the entire territory of Maluku Province. In the framework of accelerating the improvement of community welfare and equitable development among regions in Maluku as an archipelago, one of the approaches in the implementation of development is a regional approach that is based on the island group concept.

Based on Maluku Province Regional Regulation Number 16 of 2013 concerning the Spatial Planning of Maluku Province in 2013-2033, there are 12 Island Clusters in Maluku Province, namely:

1. Cluster of Island I covers the territory of Buru Island;
2. Cluster of Island II covers the West Seram Region;
3. Cluster of Island III covers the North Seram Region;
4. The Island IV group covers the East Seram Region;
5. The V Island group covers the South Seram Region;
6. The VI Island Cluster covers the Banda Islands Region, P.Teon, P.Nila and P.Serua;
7. The VII Island Group covers the Ambon Island Region and PP. Lease;
8. The VIII Island Group covers the Kei Islands Region;
9. The IX Island Cluster covers the Aru Islands Region;
10. The X Island Group covers the Tanimbar Islands Region;
11. The XI Island Group includes the Babar, Leti, Moa, Lakor and Damer Region Areas; and
12. The XII Island Group covers the Territorial Islands and Wetar Islands. Map of Island Clusters

By referring to the regional approach based on the Island Cluster concept, of course the pattern of TPP distribution to the islands such as Maluku has a difference with the continental area by mapping the geographical, sociological, needs, and problems that exist in the village

Based on the mapping of PLD distribution as mentioned above, taking into account the various challenges and problems faced in the mentoring process shows that there is a discrepancy with the pattern of TPP distribution, especially in Maluku. The results of the study (survey) showed that most respondents (assistants) stated that they did not agree with the current pattern of TPP distribution

#### 1) Standards and Qualifications

Regarding the standards and qualifications for the TPP, it is necessary to reconsider the human resource aspects (both the community and the assistants themselves) with the village government Institution itself. For PLD who are at the technical level in the village, of course the prerequisites regarding standards and qualifications are not limited to the size and standard of formal education solely. Unlike the case with TPD and TA which still require certain sizes and standards. However, for villages in the island, in addition to taking into account IDM indicators, the Government also developed standard and qualification indicators based on mapping of problems and needs faced by the Village including capacity indicators (pemdes, communities) as well as the involvement of human resources from elements of tertiary institutions. TPP qualifications need to be reviewed according to the needs, challenges and complexity of the problems faced by the village. Based on the existing conditions, the desired conditions are as follows:

- a. The ratio of village local assistants, assistants and Professional Assistance is not in accordance with the KAK, which is 1: 4, 2:10 and 3: 1, which looks far from the target quota set due to the lack of human resources required in the Recruitment. Seen for Maluku, it is still 1: 6 for local village assistants, 2:20 for facilitators and 3: 2 for professionals.



- b. Deployment of companions is not evenly distributed for services provided. Many villages are very underdeveloped who do not get assistance because of isolation and the distance of the location causes many local village assistants to resign and therefore do not get access to assistance at all.
- c. Qualifications of Professional Assistance Staff are not appropriate or not in accordance with the conditions and availability of HR in the area / village Many local village facilitators do not have the basic skills and expertise needed by the community. Because many PLDs also have a high school education background and lack of experience, no innovative contribution can be made to the village community.
- d. Honorarium and Operational Costs of Professional Assistance Staff Are the honorarium and operational costs (especially PLD) not appropriate or in supporting their work as a companion, due to the level of expensiveness at the assignment location.

#### 1) Budgeting Formulation

With regard to budgeting in the implementation of TPP, normatively it is necessary to conduct an in-depth study involving various elements in it. With the existing budgeting format imposed so far, it is still a problem in terms of indicators in measuring the presentation (amount) in the financing component. Therefore, the formulation of the future budgeting needs to pay attention to, among others:

- a. Difficulty level and village accessibility
- b. Specific size and standard costs, especially for villages in the islands and coastal areas including the outer and border areas Final Report Assessment of Policy Evaluation for Professional Assistance Staff 94 Assessment of Policy Evaluation for Professional Assistance, P3MD Maluku Province 2018
- c. there is a financing unit that is arranged based on the geograssive aspects of the region and the level of expensiveness

With due regard to the above aspects, at least there is a TPP policy formulation that can be developed especially in the islands such as Maluku, which include:

- a) Typology and / or regional characteristics in stages starting from the Province, Regency. City, District and Village
- b) Village institutional capacity and village governance apparatus
- c) Mapping the needs and problems faced by the village by taking into account the geographical, sociological aspects of the community, culture and customs
- d) Area (including sea and coast), population, geographical constraints and poverty level and IDM status

#### E. CLOSING

Based on the discussion previously stated above, the following conclusions can be concluded:

1. The pattern of assistance policy (TPP) which has so far been implemented through a symmetrical approach that is by treating the same in all regions without regard to the geographical aspects of each region has an impact on the implementation of the village assistant itself, especially in areas characterized by islands and clusters island. Besides that, the pattern of pending policy that tends to be centralized without doing mapping of the basic problems (problem based) faced by each region is in accordance with the conditions and realities faced by the Regional Government (Provincial, Regency / City) and by the Village Government. Therefore, this village assistance program is carried out nationally and uniformly, both in the institutional aspect, management, assignment, the provision of accompanying personnel and the target being accompanied. In other parts, the TPP policy pattern tends to place villages as objects without regard to aspects and potential problems in each each region.
2. The asymmetrical policy approach pattern, especially for regions with archipelagic characteristics, is a distinction or an exception so that this policy becomes a breakthrough in the form of village assistance policy through TPP. The strengthening needs to pay attention to, among others (1) recruitment aspects and placement patterns; (2) Territorial aspects and mapping of potential and problems; and (3) TPP policy formulation in the islands.

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