



The Role of Kecamatan in Village Law Implementation



DOC. SMERU

Law No. 6/2014 on Villages (Village Law) provides opportunities for village governments to cater to the needs of the community. The *kecamatan*, being a part of the *kabupaten* government which have been carrying out the mandate for decentralization, is integral to Village Law implementation. Unfortunately, the involvement of the *kecamatan* has not been well regulated. The role of the *kecamatan* needs to be strengthened, given the weak capacities of village governments with varying topography and geographical conditions in Indonesia.

The Role of *Kecamatan* has not been Detailed

The role of the *kecamatan* has been stipulated in several village governance regulations. Government Regulation (PP) 19/2008 specifically details the function and authority of the *kecamatan*. following Law 32/2004 regarding Regional Governance. Unfortunately, the regulation got replaced by Law 23/2014 which did not specify the role of the *kecamatan*. In the Village Law, the

role of the *camat* is only mentioned in relation with the appointment of village officials, while its role of providing guidance and supervision is merely a mandate.

Although Government Regulation 43/2014 explained the guidance and supervision role of the *kecamatan*, it was not specific enough: it only mentioned facilitation and coordination of village tasks and responsibilities. There was not found any clear definitions of "facilitation" and "coordination", as perhaps those terms were taken to be understood. At our study locations, only Kabupaten Banyumas has detailed regulations on the role of the *kecamatan* with regards to village financial governance (Table 1). Meanwhile, specific regulations pertaining to the role of the *kecamatan* are needed both at national and *kabupaten* level.

This policy brief is published regularly based on the Village Governance and Community Empowerment Study in ten villages from five districts in three provinces. This study is carried out by The SMERU Research Institute with support from the World Bank from September 2015 to April 2017.

Table 1. Regulations Related to the Role of the *Kecamatan*

Government Regulation 19/2008:

- Tasks of the *camat* in village governance as described in Article 21 cover development and oversight, guidance, supervision, facilitation, consultation and evaluation.
- Government Regulation 43/2014, Article 154: “The *Camat* or an equivalent function does tasks pertaining to village development and oversight”.

Regional Government Law 23/2014:

- Article 225, Clause 1g: “Provide guidance for implementation of village/*kelurahan* activities.”

Village Law No. 6/2014:

- Article 49, Clause 2: “The Village Apparatus as stipulated in clause (1) shall be appointed by the Village Head after consulting with the *Camat* acting on behalf of the *Bupati*.”
- Article 112, Clause 2: “Government, Provincial Regional Government, and *Kabupaten*/Municipality Regional Government may delegate guidance and supervision to regional apparatus.”

**Government Regulation:
Kabupaten Banyumas**

- *Bupati* Regulation 15/2015 on Village Financial Management: Article 12, Clause 2 “*Bupati* delegates the evaluation of Village Planning Regulation with regards to the Village Budget (APBDes) as stipulated in Clause (1) to the *Camat*”.
- *Bupati* Banyumas Decree No. 140/1140 2014 on Guidance Team and Task team for Village Governance Facilitation at *Kabupaten* and Village Level.

Support Needed by Village Government

Despite lack of detailed regulations regarding the role of the *kecamatan* in supporting village governance, this study found that *kabupaten* continue to play an important role in the socialization, facilitation, and coordination process. This finding was consistent in every study location (Table 2).

Village governments still need guidance and technical support for Village Law implementation. The *kecamatan* has the potential to become an ideal source of information, given their experience in managing state administration and their much easier accessibility for village officials.

Challenges of the *Kecamatan*

As described earlier, this study found a number of challenges that *kecamatan* face in accommodating the needs of village government.

Limited understanding, weak technical capacity, and a focus on administrative matters, are found to be main challenges beleaguering the *kecamatan* in all study locations. These challenges are due to a lack of training in Village Law implementation for *kecamatan* apparatus. As a result, issues that could have been solved at the *kecamatan* level had to go through the *kabupaten* level for resolution (Box 1).

Table 2. Support Provided by the *Kecamatan*

- **Socialization+** village policies, both through meetings and activities at the village and *kecamatan* level.
- **Facilitation+** in creating village documents (RPJMDes, RPKDes, APBDes) including the process of fulfilling administrative requirements for Dana Desa (village funds) disbursement and forwarding questions to the *kecamatan* level.
- **Verification*** of terms and documents needed for village funds disbursement.
- **Coordination+** of the implementation routine activities in the *kecamatan* that are attended by village official representatives (village head, village secretary and / or related *kaur* (head of affairs)), including financial technical meetings.

+ This support is found in all *kecamatan*.

* Support is found in both the Kabupaten Banyumas and Batanghari. In Kabupaten Batanghari the assistance team from the *kabupaten* regularly visits the *kecamatan*, while the *kecamatan* team in Banyumas is able to do their own verification.

Box 1. Difficulties in Finalizing Documents

Villages officials in Wonogiri felt that the process to finalize documents required for village funds disbursement is impractical. They complained that for several times they had to travel around 100km just to fix a typo or an error in calculation. It will certainly save time and cost if they can just coordinate these things at the *kecamatan* level.

"So the proposal submitted had a minor mistake that need to be fixed... there was also an issue with calculation which had to be erased and changed...this caused delays."

(Interview with village official in Wonogiri, male, 40s)

Consequently, village governments had to allocate more funds and spare more time which ultimately affect the execution of village development activities.

These limitations emerge from the absence of a detailed legal basis to support the performance of the *kecamatan*, in particular their function and authority in terms of giving assistance to village government. As a result, there has been almost no additional budget allocations for related activities since Support is found in both the Kabupaten Banyumas and Batanghari implementation. (Box 2). This has obviously constrained the role of the *kecamatan*, whose workloads have substantially increased as Support is found in both the Kabupaten Banyumas and Batanghari implementation relies much on the *kecamatan*. This dependence on the role of the *kecamatan* is further affected by the yet to be active status (as of December 2015) of facilitators at the village and the *kecamatan* level.

District Government Initiatives

Despite existing challenges, Kabupaten Banyumas and Batanghari have done the extra mile by providing additional budget allocations for the *kecamatan* to facilitate and guide villages. Kabupaten Banyumas provided an additional of Rp18,000,000 (Box 3) and the Kabupaten Batanghari Rp5,000,000 for each *kecamatan* to organize activities related to village facilitation as part of Village Law implementation. Wonogiri provided additional funds only for *kecamatan* that need or requested more support. Besides the additional budget, Kabupaten Banyumas and Batanghari also created ad hoc teams to coordinate and provide assistance to village governments as part of Village Law implementation.

Box 2. Limited Budget Allocation for Village Government Facilitation

The budget allocation for *kecamatan* in Ngada was not increased; the current allocation had to be carefully managed in order to cover the costs of village government facilitation activities in Village Law implementation. Kabupaten Merangin initially agreed to increase the budget for *kecamatan* from Rp345,000,000 in 2015 to Rp624,000,000 in 2016. However, Kabupaten Merangin unexpectedly reduced the *kecamatan's* budget allocation.

"For the *kecamatan*, initially it (the budget) was the same as the previous year, but it was reduced, so some *kecamatan* experienced a reduction (in their budget allocation). Samisake (One Kecamatan One Billion Program) in 2016 is still being considered, (whether) it will be continued or not. Now we are told to use the Samisake funds for other activities. Recently there was an incident where there is a reduction of 27 billion. Twenty-seven billion was cut from all the SKPD and *kecamatan*, mainly for purchases that do not affect facilitation of activities... Village development funds are also small at the *kecamatan*. Our SPPD (Official Travel Warrant) to go to the Kabupaten Bangko was only Rp50,000. If the travel is to Jangkat (another *kabupaten*), it's Rp125,000 if I'm not mistaken. "

(Interview with Regional Financial and Asset Management Board official
(*Badan Pengelola Keuangan dan Aset Daerah*)
Kabupaten Merangin, Male, 49 years old).



Toward Pro-poor Policy
through Research

The SMERU Research Institute is an independent institution for research and policy studies which professionally and proactively provides accurate and timely information as well as objective analysis on various socioeconomic and poverty issues considered most urgent and relevant for the people of Indonesia.

Jl. Cikini Raya No. 10A,
Jakarta 10330 Indonesia
Phone: 6221-3193 6336;
Fax: 6221-3193 0850
e-mail: smeru@smeru.or.id;
website: www.smeru.or.id

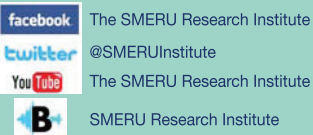
The SMERU Research Institute

Author:
Muhammad Syukri

Editors:
Gunardi Handoko &
Liza Hadiz

Design and Layout:
Novita Maizir

©2016 SMERU
For other policy briefs,
please visit
www.smeru.or.id



The findings, views, and interpretations published in this report are those of the authors and should not be attributed to any of the agencies providing financial support to The SMERU Research Institute.

Box 3. Kabupaten Banyumas Government Initiative

Kabupaten Banyumas has been very responsive in terms of Village Law implementation. They formed both a guidance team and working groups for village governance facilitation at the *kabupaten* level to help with Village Law implementation, based on *Bupati* Decree No. 140/1140 of 2014. This team consists of a Guidance Team and seven Working Groups for each village governance topic. One team recommended to add Rp18,000,000 to the *kecamatan*'s budget to cover costs of coordination meetings between villages, facilitation travel costs to villages, speaker costs, etc.

"The budget allocation is Rp18,000,000. The activities are facilitation of planning as well as village budgeting. These (activities) are included in the public service improvement program ... So with this budget allocation, we expect *kecamatan* to become more empowered in guiding villages, in planning, and it (the budget) will be used for coordination meetings in the *kecamatan* for planning and village development. (With this additional budget) we expect more optimal results from the bottom (grassroots level), as we have many villages: 301 villages (and) 27 *kecamatan*, with [challenging] geographical distribution. We also have a team as part of Village Law implementation. The idea of a budget increase came from the *kabupaten* team with the aforementioned goals. "

(Interview with Banyumas Bappeda official, female, 40 years old)

Follow up Recommendations

Some recommendations for strengthening of the role of the *kecamatan* to bridge the roles of the *kabupaten*/city government and province as well as to support village government in Village Law implementation:

- Clarify the role and authority of the *kecamatan* in guiding village governments by having a more detailed regulation;
- Increase the budget allocation for the *kecamatan* to guide village government;
- Provide *kecamatan*'s officials with adequate technical training on mechanisms for Village Law implementation, for example, verification of documents required for village funds disbursement, monitoring implementation, etc.
- Conduct further studies on the possibility to place functional civil servants (*pegawai negeri sipil - PNS*) to help local government task forces (*satuan kerja perangkat daerah - SKPD*) at the *kecamatan* level for certain expertises that might be needed. Civil servants potentially can be partners with facilitators at the village and *kecamatan* level in the future.

LIST OF REFERENCES

Bupati Banyumas Regulation No. 15 Year 2015 on Village Financial Management.
Government Regulation 43/2014 on the Implementation of Law No. 6/2014 on Villages
Bupati Banyumas Decree No. 140/1140 2014 on Guidance Team and Working Group on facilitation of Village Law implementation at the village and *kecamatan* level.
Law of the Republic of Indonesia No. 6/2014 on Villages
Law of the Republic of Indonesia No. 23/2014 on Regional Government.
Law of the Republic of Indonesia No. 32/2004 on Regional Government.