Village Government Efforts in Realizing the Highest National Building Village Index (IDM) in Ngroto Village

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Abstrak- Setiap program pemerintah tentu mendapat dukungan dari pemerintah daerah hingga lebih paling bawah seperti pemerintahan desa. Demikian juga dengan program Indeks Desa Membangun (IDM) tentu setiap pemerintah daerah berlomba untuk mensukseskan bahkan dengan segala cara akan berusaha mendapatkan prestasi dari program tersebut. Namun pada Pemerintahan Desa Ngroto dengan menjalankan fungsi pemerintahan desa seperti biasa, sesuai dengan aturan yang ada justru mendapatkan prestasi sebagai desa dengan skor IDM tertinggi pada tingkat Nasional Tahun 2018. Penelitian ini menggunakan metode kualitatif dengan pendekatan studi kasus intrinsik Robert K. Yin, memang pendekatan ini sejak kemunculannya, memperoleh banyak kritik karena dianggap analisisnya lemah, tidak objektif dan penuh bias, namun dalam penelitian tidak saja “why” (mengapa), namun juga “how” (bagaimana) Pemerintahan Desa Ngroto dengan kebiasaannya justru mendapat hasil yang maksimal. Dengan pendekatan ini peneliti dapat mengeksplorasi dan mengelaborasi secara mendalam dan komprehensif. Karena memang Studi kasus pada penelitian ini ingin mengetahui lebih dalam ketika pemerintahan desa tidak berorientasi terhadap sebuah pencapaian atau prestasi justru mampu menjadi pemerintahan desa dengan skor tertinggi nasional. Pemerintah desa menerapkan peraturan hukum seperti pelaksanaan musdes dan musdus untuk menyaring aspirasi dan melibatkan masyarakat dalam perencanaan program pembangunan (partisipatoris). Upaya demikian terus dilakukan oleh pemerintah desa sehingga berhasil mendapatkan prestasi dan kini menjadi pusat percontohan pemerintah desa lain.

Abstract- Every government program certainly has the support of the local government to the bottom, such as the village government. Likewise, with the Village Building Index (IDM) program, of course, every local government is racing to succeed even, by all means, will try to get achievements from the program. But in the Ngroto Village Government, by carrying out village government functions as usual, by existing rules get achievements as a village with the highest IDM score at the National level in 2018. This research uses qualitative methods with the approach of intrinsic case study Robert K. Yin. Indeed, this approach received a lot of criticism since its emergence because it was considered weak analysis, not objective, and full of bias, but in research not only “why,” but also “how” Ngroto Village Government with its habit got maximum results. With this approach, researchers can explore and elaborate in-depth and comprehensively. The case study wants to know more deeply when the village government is not oriented towards achievement or achievement can become the village government with the highest national score. The village government applies legal regulations such as the implementation of musdes and musdus to filter aspirations and involve the community in planning development programs (participatory). Such efforts continue to be carried out by the village government to achieve achievements and are now a pilot center for other village governments.

Keywords: The Village building Index (IDM), village government, development

INTRODUCTION

Village development is important and crucial because most Indonesian people live in rural areas (Nooteboom, 2019). As based on the Master Book of Code and Data of Government Administration Area per Province, Regency / City and Sub-District throughout Indonesia in 2015 by the Ministry of Home Affairs, villages amounted to 74,093 and village areas amounted to 8,412 (Kementrian Dalam Negeri, 2015). Village development is an effort made by the government to improve the community's quality of life and welfare (Maolani, 2019). Stereotypes towards the village do require special attention from various stakeholders. According to Law No. 6 of 2014 on villages, village development is a form of effort made by the government to improve the quality of life and welfare of the community.

On the other hand, the Law shows about village development that requires synergy from various parties. Poverty levels and rural lag are important factors to develop the village to be more advanced by developing local potentials. In order to achieve village development targets, basic village development data is needed as well as classification of village independence and progress status. RPJMN 2015 - 2019 became the main basis in eradicating 5000 Disadvantaged Villages and increasing at least 2000 Independent Villages (Kementerian Desa, 2015).

Consideration of these needs, then Permendesa PDTT Number 2 of 2016 on Village Building Index (IDM) becomes important. IDM is designed to support the government's efforts in dealing with the improvement of Mandiri Village and the alleviation of Disadvantaged Villages. On that basis, the Ministry of PDT plans a village development program through IDM. The implementation of IDM is shown in one of the villages, namely Ngroto Village, Pujon Subdistrict, Malang Regency was crowned by the Ministry of Health pdtt to be the independent village with the highest IDM in Indonesia in 2018. Through IDM, Ngroto Village is tested for the status of progress and independence, on the other hand the provision of information data needs to be prepared in the realization of village development. Based on IDM compiled by the Ministry of Ministry of Pdt, Ngroto Village is ranked first out of 100 villages with an IDM value of 0.94. In achieving the title, of course, it takes time and efforts carried out by the Ngroto Village Government. Flashback, in 2014 Ngroto Village, Pujon Subdistrict, Malang Regency earned the title of Developing Village (Meylavinisari et al., 2020).

The Village Government has not succeeded in achieving standardization towards Maju Village. The social condition of Ngroto Village community, before getting the highest IDM title has many shortcomings. Among them is the passive construction of human resources and inadequate facilities due to the lack of budget received by the village government. On the other hand, the problem that occurs is the lack of public awareness of the importance of education, especially early childhood education (Nieminen & Sajaniemi, 2016).

. The occurrence of economic inequality due to the unbalanced economic activities of the community also appears in this condition. Social conditions after the development of the village, the community becomes much more prosperous as seen from the ease of the community in accessing the mobility of the population both inside and outside the village. Through the management of resources in social, economic and ecological resilience in a sustainable manner, the village government will bring it into An Independent Village (Syafar & Ulumi, 2021).

The reason is that the village government conducts physical development as stated in the APBDes by focusing on 3 (three) main points of the development program according to the IDM Dimension. The focus includes the first Dimension of Social Resilience, educational indicators are realized by establishing kindergarten and PAUD as the first education for village children. Second, to build the economy, the Ngroto Village Government activated BUMDesa Ageng with units that can improve the community's welfare. Third, in the field of ecology, the community formed a PRB API and established IRRC / Organic waste processing cooperation into electricity. The role and efforts of the village government in making Ngroto Village with the highest IDM in Indonesia will be an interesting research topic to study. IDM is compiled with regard to the availability of data sourced from Potensi Desa 2014. IDM is a composite index consisting of variables that are derived into operational indicators. Each indicator has a score between 0 to 5, the higher the score reflects the level of meaning, the existence of kindergarten and PAUD has a high level of meaning (www.desa.lokadata.id, 2019).

Ngroto village became another village pilot village in the context of village development. The central government prepares the village progress program, by utilizing the structural of the village institution to shake up its program. Law No. 6 of 2014 on villages became the basis of the phase of social institutional change in the people of Ngroto Village. The implementation of the Law is aligned with the Ngroto Village Government's Mission Vision of Adil, Makmur, Mandiri, Aman, Nationalist, Reliable, Transparent and Accountable (AMANAT) in the implementation of village development governance. Through institutional structures that have *Tupoksi* (main tasks and functions) clearly and specifically can encourage the progressive development of village development programs.

LITERATURE REVIEW

According to Article 1 Paragraph 2 of Law No. 6 of 2014 on villages, the village government is the implementation of the government and the interests of the community in the NKRI system of government. The village government consists of the Village Chief and is assisted by village devices, such as the Village Secretary, the Village Chief and the Head of Affairs. In taking decisions the village government is equipped with devices including BPD, PKK, LKMD and others. On the other hand, there are other informal institutions developed according to their respective conditions and regions including indigenous institutions and religious institutions. The village government has full authority to conduct government affairs as an autonomous region and is responsible to the Regent / Mayor. Kemendesa PD TT explained that village authority includes the implementation of village government, the implementation of village development, village community development and empowerment of village communities based on community initiatives, origin rights and village customs (Kementerian Desa, 2015).

The Ministry of Rural Development of Disadvantaged Regions, and Transmigration (PD TT) of the Republic of Indonesia sets regulations on IDM. Common provisions in the intended ministerial regulations include rural areas such as: (village classification, village development, community empowerment and village funds). The Regulation of the Minister of Villages pdtt was made on the consideration that in the framework of the achievement of RPJMN 2015-2019. The legal basis of the Pdtt Ministerial Regulation is sourced from 1). Law No. 6 of 2014 concerning villages; 2). Government Regulation No. 43 of 2014 on Regulation of Implementation of Law No. 6 of 2014 on villages; 3). Government Regulation No. 60 of 2014 on village funds sourced from the State Budget; and 4). Regulation of the Minister of Villages PD TT on the working arrangements of the Ministry of Ministry of PD TT. Thus, the establishment of Permendesa PD TT about IDM. Permendesa PD TT RI Number 2 was set in Jakarta on February 18, 2016 explaining about the general provisions in IDM. That in determining the status of the village, then a village must be classified first. According to Permendesa PD TT, villages or customary villages are the unity of legal communities with territorial boundaries to regulate and manage government affairs, community interests based on origin rights, and initiatives that exist or are not traditional rights recognized and respected in the NKRI government system. Further can be explained based on villages' classification, including 1). Very Lagging Village or Pratama Village; 2). Lagging Villages or Pre-Madya Villages; 3). Developing Village or Madya Village; 4). Maju Village or Pra Sembada Village and 5). Mandiri Village or Sembada Village. The classification of the village is regulated and assessed by the Ministry of Pdtt. In carrying out its program, the Ministry under the management of the Minister of Government Affairs is good in the field of village development and acceleration of development of disadvantaged areas, empowerment of rural communities and transmigration. IDM becomes the basic reference in the development of a village, because the Composite Index is formed from 3 (three) indices, namely (i). Social Resilience Index; (ii) Ecological Resilience Index; And (iii). Economic Resilience Index.

The functions and uses of IDM can be explained as follows: a. Benchmark the village ranking in the success of village empowerment and development. b. As advocacy material at the level of the Central, Provincial, Regency / City and Village Governments in managing budget policies to increase village independence. c. Evaluation tools in the planning and implementation of village development. d. Materials to formulate the focus and locus of village development specifically. e. Strengthen the village empowerment and development analysis results with other indices such as Capacity Index, Gender Justice Index, Democracy Index, and Governance according to village locus. The Next Building Village Index called IDM was developed to achieve the development goals as stated in the RPJMN year 2015-2019. The main basis of IDM is sourced from nawacita Jokowi-JK Third which mentions that "Building Indonesia from the periphery by strengthening regions and villages". This aims to answer the problem of poverty due to development inequality that has been implemented. IDM focuses on strengthening village autonomy as optimization of Law No. 6 of 2014 on villages. Kemendesa PD TT Jokowi-JK Work Cabinet is politically committed to Building Indonesia from the Village. Kemendesa PD TT has launched 3 (three) flagship programs as pillars of Desa Membangun Indonesia. The program is (1). Wiradesa Community Nets; (2) Village Economic Barn; (3). Village Cultural Circle. The three pillars are expected to be used as a program development tool to improve the progress and independence of the village. The three pillars are related to each other. Because it becomes the commitment of the Ministry of Pdtt to achieve the target while producing a defensible impact (sustained impact) for the welfare of the village community. In the sharpening of the locus and the focus of developing superior and priority programs, the three pillars become instruments for setting the IDM locus. IDM is based on 3 (three) dimensions developed in 22 variables and 52 indicators (Kementerian Desa, 2015). As stated in the following image:

Figure 1. IDM Dimensions (Building Village Index, 2015)

IDM assessment is based on 3 (three) dimensions above, namely social dimension, economic dimension and ecological dimension. Next each dimension will be lowered on variables and indicators. *First*, the Social Resilience Index consists of the social capital, health, settlement, and education dimensions. The dimension of social capital is lowered to 4 (four) indicators, namely: 1). social solidarity consisting of *gotong royong* in the village, the existence of unpaid public spaces for the village community, the availability of sports facilities and the presence of sports activity groups; 2) tolerance in rural communities consisting of religious, tribal and ethnic diversity, as well as the use of different colloquially as a means of communication; 3). The security of the population consists of the community's role in several ways, including building and maintaining environmental *postskamling*, participating in *siskamling* and measuring the level of confection in the village and settlement efforts by the village government; 4). Social welfare consists of available access to SLB, there are people with social welfare and there are residents who commit suicide.

Second, the Economic Resilience Index has only one dimension, namely the Economic Dimension. The economic progress of the village can be reviewed from the ease of the village community to access economic activities. Among them are the production of heterogeneous village communities, there are trade service centers, distribution/logistics access is characterized by the availability of post offices and other logistics services. As for access to financial institutions and credit, villages must have public banking institutions, both government and private, availability of BPR, and access to credit. The economic institution consists of the availability of cooperatives in the village (Mattoasi et al., 2021). The openness of the area can be characterized by public transportation and the good quality of village roads. It can be traversed by four-wheeled motor vehicles or more unless it rains and at certain times.

Third, the Ecological Resilience Index has one dimension, namely the Ecological Dimension. Assessment of the Ecological Dimension is seen from the quality of the environment consisting of indicators of the existence or absence of soil, water, and air pollution. There are rivers polluted by sewage. The ecological context also sees the potential for vulnerability and disaster response, as well as the efforts of the village government in addressing the potential for natural disasters (Ghassani, 2017).

In this context, the village's status, progress, and independence is assessed from all idm dimension indicator devices and the needs carried out on periodic data renewal surveys. Allocating the budget in the implementation of this ministerial regulation is charged to the State Budget.

RESEARCH METHODS

The study uses qualitative methods with Robert K. Yin's case study approach. Because researchers want to know in detail and in-depth about the efforts of the Ngroto Village Government, Pujon Subdistrict, Malang Regency in implementing regulations to improve village status and achieve the highest IDM at the National level. Of the several types of case studies yin describes, this study uses intrinsic case study research that is a case study that is oriented to processes, activities, and events in life uniquely. Researchers used Robert K. Yin's intrinsic case study because it was related to the highest IDM event received by Ngroto Village, Pujon Kidul Subdistrict, Malang Regency. The role and strategy of the village government as a process and activity in realizing the highest IDM in Indonesia makes this case study approach feel suitable for research conducted by researchers. Thus, an understanding will be obtained about the efforts of the village government in implementing Pdt Village Minister Regulation No. 2 of 2016 to realize the highest IDM, which is then analyzed again using existing theories. In qualitative research one of the main considerations in the data collection process is to conduct the selection of informants. The selection of informants is important so that the data generated is in accordance with the research needs. The informant determination technique used in this study is

a purposive technique. According to (Cresswell, 2014) the determination of participants/objects in the study is determined by researchers through the selection of people who can help in understanding a phenomenon.

Furthermore, the reason researchers use purposive techniques is to obtain accurate data. In addition, by using this technique, researchers can choose informants that suit the background and the research's focus. Determining informants using purposive techniques will produce relevant data and information in accordance with the focus of the research raised. Referring to the above explanation, the informant and the criteria selected by the researcher are:

- a. The Village Device consists of the Village Chief, The Village Secretary, the Head of Affairs, the Section Head and the Village Chief.
- b. Chairman of BPD, KPMD, Chairman of RT and RW
- c. Institutions that are naungi IDM such as the chairman of BUMDesa, and local subdistrict agencies.

In this study, the technique of analysis of the pattern of Robert K. Yin case study was done by preparing and organizing the data that had been collected. Pattern matchmaking uses logic by comparing patterns based on empirical data and predicted patterns. According to Yin, if these two patterns have similarities, the results can strengthen the case study's internal validity. To be able to explain the pattern, the researchers used Max Weber's bureaucratic proposition with empirical reality in the Ngroto Village Government. The technique of analysis of special types of pattern matching used in this research is the creation of explanation. The purpose of the creation of the explanatory is to analyze the case study data by making an explanatory related to the case in question, in this case the case of IDM increase in Ngroto village which reached the highest NATIONAL IDM status in 2018. Here are the steps to match the pattern in the creation of explanation according to Yin (Robert K, 2013) that will be carried out in this study:

- a. Make an initial theoretical/proposition statement about the efforts of the Ngroto Village Government in optimizing the Village Government *Tupoksi* (main tasks and functions) to realize the Highest IDM in the National scope. The initial proposition proposed here is: That the Ngroto Village Government in realizing the highest IDM achievements is carried out in the framework of rational legal authority, which includes legally formulated ideas, values and objectives in the form of regulations applied to IDM improvement efforts by placing it on the unlimited obligations of actors.
- b. They were comparing the findings of cases of IDM improvement efforts in Ngroto Village with the initial proposition. The proposition that has been built by researchers compared to the conclusions from data in the field regarding the efforts of the Ngroto Village Government in improving IDM condition that is visible from data- data obtained from the results dropped field. Researchers compared the proposition with the facts of the findings in the case studied.
- c. Next is to improve the statement or proposition that has been built from the beginning where the proposition will be adjusted to the data obtained by researchers in the field. If differences are found from propositions and findings in the area, the researcher will improve according to existing empirical data. In reality, there is no change in the proposition of the results of the research obtained.
- d. Compare IDM cases elsewhere in order to improve. At this stage, researchers compared with secondary data about the efforts of other village governments in improving the status of villages manifested through the dimensions of resilience contained in IDM.
- e. Re-fix the side of the case /proof it does not match the data found by the researcher. This stage remains supported by field data collection conducted by researchers. If a difference is found between the proposition and its findings, then the researcher will verify the field data. The validity of the data becomes the main reference in this stage of data verification. At this stage, the data collection found by the researchers did not change.
- f. Compare the researcher's proposition with the facts of the findings of the various cases of events studied. Where the efforts made by the village government, then the analysis is associated with rational-legal authority as has been put forward by Weber and Albrow.
- g. Furthermore, researchers will overcome the process of rowing this pattern until reaching the last stage to get the right proposition and be able to answer the problems in this study.

RESULTS AND DISCUSSIONS

The development of Ngroto Village in achieving the status of independence is carried out participatory. Participatory village development is actually a development based on proposals from the community (Suwandi & Rostyaningsih, 2012). The order of the Village Chief Ngroto to realize participatory development is certainly inseparable from the role of other village government ranks. Identifying each hamlet's problems and potential and analyzing the suitability of each proposal with the region's potential requires the role of local figures—nothing like the village chief as the right hand of the village chief in carrying out his duties. Ngroto village implements participatory development as outlined in the mission vision of the elected village head. In this case the rules governing work can be both technical and legal as the propositions that Albrow has put forward. Development planning is based on administration such as written documents RPJMDesa, RKPDesa, and mission vision as a form of modern organization.

In the framework of the implementation of village authority and based on the mandate of Law No. 6 of 2014 on villages, the Ngroto Village Government exercises its authority in the field of village government, village development, community empowerment and village community development independently. In this case, the task of the village government is organized continuously and divided into different stages in terms of functional each equipped with authority (authority) and sanctions that are in accordance with its level / hierarchically. Through the elaboration of the mission vision, the implementation of development is formulated in RPJMDesa 6 (six) years which has been compiled since 2014 - 2019 the first period of Mr. Prayogi's leadership. RPJM covers the direction of the policy of alignment of district and village development programs. Later this RPJMDesa is poured in RKPDesa. It is also in line with Albrow's proposition that the duties of officials are organized on a regulated and sustainable basis.

The village government realized development through the implementation of RKP in 2016 and 2017. The program prepared in such a way can make Ngroto Village the village with the highest IDM national level. Based on data collection conducted by researchers, it was found that the Village Government is not oriented to get the highest IDM score at the National level. It's all based on work routines. Development programs that have been planned to the reporting stage are implemented in accordance with existing regulations. In addition, the village government also regulates the division of labor hierarchically. As Albrow's proposition in Wakhid (2011) on tasks is divided into different stages in terms of functional each equipped with authority (authority) and sanctions in accordance with its level (Wakhid, 2011).

In this case the village head occupies the highest position and has the right to determine the regulations for the development of Ngroto Village. The real products of RKP can be classified on the Dimension of Social Resilience, the Dimension of Economic Resilience and the Dimension of Ecological Resilience. The Village Government in running the development program, pays attention to the aspects of IDM (Setyobakti, 2018).

The program that has been prepared was able to add points to IDM Ngroto Village. In the Dimension of Social Resilience, there are 3 (three) variables with several indicators in them. The variables listed include health, education and social capital. In the health variables, the points that are seen and assessed are service, community empowerment and health insurance in Ngroto Village. This village has many health facilities with easy access and mileage that is not far away. Among them there are 1 Puskesmas, 1 (one) unit of the Mother and Child Welfare Center, 1 (one) unit of the Treatment Center, 1 (one) unit of Dentist Practice, 1 (one) unit of baby shamans, so that if in total there are 9 (nine) units of health facilities. Health care can be photographed in several activities. In this case the village government formed 8 (eight) *posyandu* posts for toddlers and the elderly. The eight posts are spread across 3 (three) hamlets with strategic placements. The existence of this *posyandu* post aims to facilitate the access of toddlers and the elderly in getting good nutrition. The village government, especially the village head, has been thinking about the community's health since the mother of pregnancy. The provision of nutrition and vitamins shows the attention and efforts of the village government to improve the welfare of its people in the field of health.

Next are education variables with assessment specifications on access to primary and secondary education, access to non-formal education, and access to knowledge. Ngroto village has a fortune that no other village gets. Because several educational institutions are the authority of the Central Government located in Ngroto Village. There are 14 (fourteen) formal institutions. The efforts of the Ngroto Village Government to carry out village development in harmony with education variables are by building playground facilities in PAUD and kindergarten. This educational game is intended as a form of support for children as the nation's next generation. In addition, with the health facilities here can help people outside Ngroto to school there. This luck, adds a pretty significant point in IDM. For the village government, the child's education is very important and influential for his future.

The Ngroto Village Government renovated the road with the aim of launching socio-economic access to the community. Considering, the people of Ngroto Village are mostly livelihoods as farmers. According to the village government, road access plays a very important role. When the road can be accessed properly, the *cost of* accommodation issued by farmers is not large. Agricultural production can increase and spending on

accommodation can be suppressed. Good road access also supports the speed of people's distance to go to the place of education and health. The construction of road infrastructure facilities to rice fields is encouraged because the majority of people's jobs are vegetable farmers. The vegetables grown by farmers are carrots, cabbage, mustard, tomatoes and so on. Agricultural products will be transported and sold to Sub Agrobis Pasar Mantung, located in Ngroto Village. When farmers mobilize crops to the site, of course, it requires a considerable cost for accommodation. Thus, the village government plans a road rebate program every year. The result is that farmers do not need large expense accommodation costs, so the harvest can be enjoyed (Setyowati, 2019).

Apart from the empowerment program, the condition of the Ngroto community also lives in a *royong* and helps each other. Such a life, without any intervention from the village government. Just like high public awareness is purely from the community without any element of interest from the village government. In addition to the infrastructure development that takes precedence, the Ngroto Village Government also develops community empowerment activities. The village government empowers the community with the aim of providing support for the poor and vulnerable. The intended model of empowerment is empowerment targeting PKK organizations. Empowerment of making threaded cassava chips for sale. The support provided by the village government is in the form of funds that have been budgeted. The village government does not provide direct cash assistance but rather is done through empowerment programs. The village government carries out empowerment programs solely to make the community independent. Thus, it can add points to the social capital variable of IDM's social resilience dimension. In implementing village cultural circles, village funds must be maximized by the village government to be able to produce progress, not setbacks for the village (Mulyadi et al., 2019). Village development is referred to as *code of conduct*, meaning cultural work with morals and norms as the foundation.

Meanwhile, the development of Ngroto Village can be seen from the economic side that is associated with the Economic Dimension of IDM. Economic growth can determine the welfare of the community, especially for rural communities. In IDM there are several variables, including the diversity of village community production, available trade service centers, distribution/logistics access, access to financial and credit institutions, economic institutions and regional openness. Ngroto Village was crowned as Mandiri Village with the highest IDM can be seen from the economic side. The Ngroto Village Government's efforts for economic growth began with alleviating poverty. In boosting the community economy and the implementation of the village economic barn, the village government formed BUMDesa named Ageng. BUMDesa has a role in providing loans and providing electricity token payment services and so on. Lending money from BUMDesa is enough to pay a service fee in exchange for interest of 1 percent. BUMDesa lending targets small traders such as cilok. Lending in BUMDesa certainly does not burden the community because there is no deadline to pay it and if it is too late there is no fine. BUMDesa itself has a clear organizational structure and is open every Wednesday (Devayana, 2020).

Another effort in boosting the community economy is through training and coaching on social groups in Ngroto Village. In this case, the PKK became the main locus to be given training and empowerment. PKK mothers were given training in making cassava chips by the village government. The main purpose of this training is to make PKK cadres economically independent. Women here have an important role in economic resilience. Because, in Ngroto there is KOPWAN which is a place to save and borrow mothers with 1 percent interest as well. IDM is classified as a variable access to financial institutions and credit (Subekan, 2020).

Apart from training and empowerment to improve the community's economy, in Ngroto Village, there is Sub Agrobis Pasar Mantung, a center for vegetable delivery from local to outside the province and island. The benefit of the existence of Sub Agrobis is to open up local community jobs. The revenue earned from this market is also quite large. Some are allocated to PAD. In IDM this is included in the variables of the availability of trading centers. The existence of mantung market brings benefits to the local community. The Village Government branding this market as a wheel player of the community economy. So that STA Mantung can turn the economic wheels of the regency / province level to the island. However, this market brings a big impact to the environment in the form of vegetable waste produced every day until it reaches 2 tons. The next trade center is KOP Sae Pujon in Ngroto Village. The cooperative processes cow's milk and deposits it to Nestle companies. Geographical conditions are very supportive. People who work as farmers can deposit their cow's milk to KOP Sae. Thus the existence of KOP Sae is very helpful to the community in the economic field and adds value in IDM.

When social and economic development has been realized, the village government does not release development on the environmental side. As this relates to the Dimension of Ecological Resilience in IDM (Badan Pusat Statistik, 2014). A condition when development is good with high IDM points, but if the quality of the local environment is not good, it will certainly affect the IDM dimension of ecological resilience. The Ngroto Village Government pays attention to environmental aspects, especially on air pollution and sewage treatment. The Ngroto Village Government cooperates with the Food and Horticulture Plant Service to process

organic waste into compost and electric power. This waste treatment site is called *integrated resource recovery center* (IRRC). The existence of IRRC is beneficial for Ngroto Village, because it can add points to the indicators of existing and the absence of air pollution and there are rivers affected by sewage. Vegetable waste from Mantung Market and cattle dung owned by farmers will be processed into a source of electrical energy in IRRC. The source of IRRC funds is assistance from the Association of Regents and Mayors in Asia Pacific as well as from UNICEF.

Mantung Market vegetable waste that was 2 tons per day, can be overcome by processing it into electrical energy. In addition, farmers who initially dumped cow dung into the river can now be utilized and environmental pollution can be resolved. Thus it can add points to the IDM Ecological Dimension. In addition to processing organic waste into electrical energy, the Village Government established cooperation with the NGO Pattiro Malang in 2012. Ngroto village became a village built by PATTIRO NGO to handle climate change, reduce gas emissions and global warming. The cooperation of the Village Government and Pattiro NGO resulted in training in processing household waste in the community.

On the other hand, in dealing with the problem of waste, the village government seeks to meet infrastructure facilities by procuring garbage cans, garbage transport vehicles, procurement of waste processing machines and waste processing. In every house or village office, there are 2 (two) garbage cans with the function of organic and non-organic waste. The existence of this garbage can is accompanied by a campaign conducted by the village government. The intended campaign is "Don't Litter". Ngroto's beautiful and cool atmosphere, supported by a clean environment without waste, also adds the IDM ecological resilience dimension. This effort continues to be carried out by the village government with observations through the hamlet government.

The development of village status occurred so rapidly since the leadership of Pak Prayogi as the village head. Changes in village development are realized through physical development and human resources. The implementation of regulation and *good governance* resulted in Ngroto Village being better despite many obstacles and challenges. The development of the village was originally purely aimed at making Ngroto Village into an Independent Village. To achieve this goal, the village government seeks to build from the inside first. After the development from the inside has been successful, the village government will build from the outside by establishing cooperation (Steffy Adelia Tindi, 2015).

Efforts poured administratively through RPJMDesa and RKPDesa, resulted in Ngroto Village becoming the Independent Village with the highest NATIONAL IDM. The development plan that has been neatly prepared has included the Dimensions in IDM. The village government also carried out the implementation with high work discipline. Synergy between the village government and the community also went well. So, in 2018 Ngroto Village was named as Mandiri Village with the highest IDM in Indonesia.

CONCLUSION

The Ngroto Village Government is not oriented to get the highest IDM score at the National level. During this time they only carry out their duties in accordance with existing procedures and regulations, it was able to bring Ngroto Village into a village with the highest National IDM in 2018. In this case, the village government carries out the mandate of Village Law No. 6 of 2014 on villages, Permendagri Number 114 of 2014 on village development guidelines, and Permendesa PDTT RI Number 2 of 2016 on IDM.

The role of the village government in carrying out its bureaucratic structure is in harmony with max Weber and Albrow's theory of rational-legal authority regarding 8 (eight) propositions on the drafting of a system of legal authority based on the conception of legitimacy. Village development planning is stated in writing in RPJMDesa and RKPDesa. The division of labor of the village government is arranged hierarchically with rules that are technical and legal. From the results of the implementation of policies and bureaucracies carried out, the village government was able to solve the elements of existing problems, including the increase in IDM that was previously weak, both IKL, IKS and IKE so that the IDM dimension was lifted.

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