



Factors Influencing Village Government Resistance To Sub-District Head Policy In The Establishment Of Inter-Village Cooperation Body In Huruna Sub-District, South Nias Regency

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Abstract

The objectives to be achieved in this study are to determine the resistance of the Village Government to the Camat policy and to analyze the factors that influence the resistance of the Village Government to the Camat policy in the formation of the Inter-Village Cooperation Agency in Huruna District, South Nias Regency. The type of research used in this study is qualitative research. The sampling technique uses purposive sampling and the main informants in this study are the sub-district head, village secretary, BPD chairman and members, treasurer and the kaur. And additional informants are people who can provide additional information as a complement to the analysis and discussion and qualitative research. The additional informants in this study are several community leaders, village officials and sub-district officials. Data collection techniques use observation, documentation and interviews. From the results of the study, it was obtained that in regional autonomy, there is no cooperation between villages in government affairs and community interests, because each village only takes care of its village and its citizens. Regarding human resources and capacity, there is no cooperation between villages in planning and managing village development. And there is no cooperation between villages in collaborating to create an effort to improve the village economy. The policy implemented by the Sub-district Head has supervised Siforoasi Village and other villages in Huruna District by facilitating the preparation of village regulations, providing guidance, supervision, facilitation, and consultation on the implementation of village administration. As well as evaluating the implementation of

village government. The Sub-district Head encourages community participation between villages in sub-district development planning, evaluating community empowerment activities between villages.

INTRODUCTION

This study focuses on the social and political dynamics at the village level in the context of the formation of the Inter-Village Cooperation Agency (BKAD). The formation of BKAD is an initiative aimed at strengthening cooperation between villages in various fields, such as natural resource management, infrastructure development, and improving community welfare. However, in practice, there are various factors that can influence the resistance of sub-district heads in implementing the BKAD formation policy.

The importance of understanding the factors that influence village government resistance to the sub-district head's policy in the formation of BKAD not only helps to increase the effectiveness of the policy but also provides in-depth insight into the dynamics of local politics at the village level. Several factors that can influence sub-district head resistance include: The power structure at the village level, including the relationship between the sub-district head and the village head and community leaders, can influence the sub-district head's attitude and actions regarding the formation of BKAD.

1. The existence of certain personal or group interests that may be affected by the BKAD formation policy can be a factor in sub-district head resistance.
2. The sub-district head's perception of the benefits and disadvantages that may arise from the formation of BKAD will influence his attitude and actions towards the policy.
3. Limited resources, both financial and human resources, can also be a factor in the resistance of sub-district heads in implementing the policy of establishing BKAD.
4. External factors, such as national or regional policies that affect village autonomy or resource allocation, can also influence the attitudes and actions of sub-district heads towards the establishment of BKAD.

BKAD is an inter-village cooperation body facilitated by the sub-district to assist village heads in carrying out their responsibilities. Government Regulation (PP) Number 43 of 2014 concerning Implementing Regulations of Law Number 6 of 2014 concerning Villages. BKAD is an institution formed by several villages to cooperate in the context of utilizing resources and developing village potential together.

BKAD aims to improve the welfare of village communities through sustainable and coordinated development, as well as to overcome common problems inherent in the village area.

1. BKAD Functions
 - a. Coordination and synergy in planning, implementing, and evaluating development at the inter-village level.
 - b. Sustainable development of village economic, social, and environmental potential.
 - c. Strengthening the capacity of village institutions in managing and utilizing local resources optimally.
 - d. Facilitating development programs and joint activities that support each other between villages.

The formation of BKAD is strategic in efforts to maximize the use of resources and improve the welfare of people in rural areas. The authority of the Sub-district Head in forming

and managing BKAD is very significant in determining the effectiveness and sustainability of the BKAD.

The process of forming BKAD does not always run smoothly due to various challenges and resistance from various parties, both internal and external. To ensure the success of the formation of BKAD, it is important to understand what factors can influence the resistance of the village government to the Sub-district Head's policy in forming BKAD.

Based on the results of observations on the formation of BKAD facilitated by the sub-district head, there were obstacles in its implementation, the work was not carried out effectively and efficiently, the village government resisted the formation of the BKAD in question.

LITERATURE REVIEW

Definition of Resistance

Resistance or rejection of change generally occurs when something threatens the values of a person or individual. Santosa, et al. (2015:10) Resistance is something that is formed by various repertoires whose meanings are specific to a particular time, place, and social relationship. James C. Scott in Lusi Diana (2018) states that class resistance includes any actions taken by the defeated, which are aimed at reducing or rejecting claims (eg rent, taxes, prestige) made by the upper class (landlords, rich farmers, the state) against the defeated. Scott divides this resistance into two parts, namely:

- a. Public or open resistance (public transcript)
- b. Hidden or closed resistance (hidden transcript).

Basically, making changes is an effort to take advantage of opportunities to achieve success. Because when making changes there is a risk, namely resistance or rejection of change. Resistance to change is a dangerous action in an environment full of fierce competition. Some common resistance factors in organizational change are as follows:

- a. Work habits. People are often resistant to change because they consider new habits to be troublesome or disruptive.
- b. Security. Such as fear of being fired, or losing a job.
- c. Economy. Economic factors such as salary are most often questioned, because people really don't expect their salary to go down.

Another term often used regarding resistance to change is because every change will disrupt the comfort zone, namely work habits that have been felt comfortable.

There are several reasons why resistance to change occurs as follows:

- a. Threats to resource allocation
- b. Threats to the power held
- c. Limited focus of change
- d. Culture oriented towards the status quo
- e. Conservative groups

Understanding the Inter-Village Cooperation Agency (BKAD)

The concept of BKAD can be understood by knowing the definition of BKAD. According to Government Regulation Number 47 of 2015 concerning Amendments to Government Regulation Number 43 of 2014 concerning Implementing Regulations of Law Number 6 of 2014 concerning Villages (State Gazette of the Republic of Indonesia 2015 Number 157, Supplement to the State Gazette of the Republic of Indonesia Number 5717); the Inter-Village Cooperation Agency,

hereinafter abbreviated as BKAD, is an agency formed on the basis of an agreement between villages to assist village heads in implementing inter-village cooperation.

The Inter-Village Cooperation Agency (BKAD) is an institution formed by several villages in a certain area in Indonesia with the aim of cooperating in various fields to improve the welfare of village communities and accelerate village development. BKAD aims to optimize the potential and resources owned by each village through synergistic and integrated cooperation. Law Number 6 of 2014 concerning Villages, which gives authority to villages to regulate and manage the interests of their communities based on community initiatives, ancestral rights, and customs. Government Regulation Number 43 of 2014 concerning Implementing Regulations of Law Number 6 of 2014 concerning Villages, which regulates cooperation between villages.

Policy

Carl J Federick as quoted by Leo Agustino: "Defining policy as a series of actions/activities proposed by a person, group or government in a certain environment where there are obstacles (difficulties) and opportunities for the implementation of the proposed policy in order to achieve certain goals (Leo Agustino, 2014). This opinion also shows that the idea of policy involves behavior that has intent and purpose is an important part of the definition of policy, because after all the policy must show what is actually done rather than what is proposed in several activities on a problem.

Meanwhile, according to James E Anderson as quoted by Islamy, 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 certain purpose that are followed and implemented by an actor or group of actors in order to solve a particular problem) (M Irfan Islamy, 2016).

Policy formulation is the initial step in public policy. In the treasury of policy formulation theories, there are at least thirteen types of policy formulation, namely:

- a. Institutional Theory
- b. Process Theory
- c. Group Theory
- d. Elite Theory
- e. Rational Theory
- f. Incremental Theory
- g. Game Theory
- h. Public Choice Theory
- i. System Theory
- j. Mixed Scanning Theory
- k. Democratic Theory
- l. Strategic Theory

In this study, the researcher chose to use the Process Theory which is considered appropriate to the object to be studied. In this theory, its followers accept the assumption that politics is an activity so that it has a Process. For that, public policy is also a political process that includes a series of activities:

- a. Problem identification
- b. Arranging the policy formulation agenda
- c. Formulating policy proposals
- d. Policy legitimacy
- e. Policy implementation
- f. Policy evaluation.

METHODS

Research Approach and Type

The type of research used in this study is a descriptive research type with a qualitative approach. According to Sugiyono (2020:9) qualitative research methods are research methods used to research natural object conditions, where researchers are key instruments, data collection techniques are carried out by triangulation (combination), data analysis is inductive, and qualitative research results emphasize meaning rather than generalization.

According to Bogdan and Biklen in Sugiyono (2020:7) descriptive qualitative research methods are data collection in the form of words or pictures, so they do not emphasize numbers. The data collected after being analyzed is then described so that it is easy for others to understand. The purpose of this descriptive research is to create a systematic, factual and accurate description, picture or painting of the facts, characteristics and relationships between the phenomena that are owned.

So it can be concluded that the qualitative approach is an approach that is carried out in its entirety to the research subject where the researcher becomes the key instrument in the research, then the results of the approach are described in the form of written words from the empirical data obtained.

Data Sources

This study uses primary and secondary data. Secondary data is obtained by utilizing writings contained in books, journals and several policies related to village government resistance. Primary data is obtained from informants conducted using the interview method.

Informants in research have a very important role in collecting data and information. According to Afrizal (2016) research informants are people who provide information either about themselves or other people or an event or something to researchers or in-depth interviewers. In qualitative research, informants are divided into three, namely:

a. Key informants

According to Afrizal (2016) key informants are informants who have comprehensive information about the problems raised by researchers. The key informant in this study is the Head of Sifaoro'asi Village.

b. Main Informant

According to Afrizal (2016) the main informant is a person who knows technically and in detail about the research problem to be studied. The main informants in this study were the sub-district head, village secretary, BPD chairman and members, treasurer and the kaur.

c. Additional informants

According to Afrizal (2016) additional informants are people who can provide additional information to complement the analysis and discussion and qualitative research. The additional informants in this study were several community leaders, village officials and sub-district officials.

Data Collection Techniques

According to Sugiyono (2015) data collection techniques are the most important step in research, because the main purpose of research is to obtain data. Data collection techniques can be done by observation, interview, and documentation.

a. Observation. According to Sutrisno Hadi in Sugiyono (2015) observation is a complex process, a process that consists of various biological and psychological processes.

b. Interview. According to Esterbrg in Sugiyono (2015) an interview is defined as follows "a meeting of two persons to exchange information and ideas through questions and responses, resulting in communication and joint construction of meaning about a particular topic". This

means that an interview is a meeting of two people to exchange information and ideas through questions and answers, so that meaning can be constructed in a particular topic.

- c. Documentation. According to Sugiyono (2015) a document is a record of past events. Documents can be in the form of writing, pictures, or monumental works of a person. Documents in the form of writing, for example, diaries, life histories, stories, biographies, regulations, policies. Documents in the form of images, for example, photos, live pictures, sketches and others.

Data Analysis Techniques

The data analysis technique in this study, according to Sugiyono (2018:247), is the triangulation technique. Triangulation is a method used to increase the validity and reliability of a study by combining data from various sources, methods or theories.

a. Source Triangulation

Source triangulation to assess the credibility of data is done by checking data that has been obtained through several sources, namely: Head of Sifaoroasi Village, Head of Other Villages, and Sub-district Head.

b. Technique Triangulation

Technique triangulation to test the credibility of data is done by checking the same source data with different techniques. For example, data is obtained through interviews, observations and documentation then checked with observations, documentation.

c. Time triangulation

Time also often affects the credibility of data. Time triangulation is done by checking with interviews, observations or other techniques at different times and situations, then it is done repeatedly until data certainty is found.

RESULTS

The results of this study are a description of the data obtained during data collection in the field through interviews. This study will present several findings and the results of data collection in the field. The data generated in this research process will be described, namely the description of the data from interviews with the District Head, the Head of Siforoasi Village, and other village heads.

Table 1 Interview Results With The Sifaoroasi Village Government Interview Results With Sifaoroasi Village

Factors of Resistance in Village Administration		
No	Question Description	Answer
1. Lack of Socialisation and Communication	a. Have you promoted good cooperation with other villages?	Yes. There are consultations or socialisation activities carried out between villages in cooperation to improve the welfare of the community.
	b. Have you communicated well with other villages?	Yes. Communication between villages in Huruna Subdistrict is conducted using language that is easy to understand, building trust among fellow villagers.

	c. Does the sub-district head build good relationships with village heads through effective communication?	Yes. The sub-district head has established good relations between villages by identifying key partners, such as their social status, position, and so on. By identifying key partners, the sub-district head can choose appropriate and easily understood words.
2. Regional Autonomy	a. Has the District Head fulfilled his obligations to manage and administer government affairs and community interests and cooperate with other villages?	Yes. As a leader or village head, I manage all government affairs and community interests, but I do not cooperate with other villages.
	b. Has the District Head promoted the social and cultural values of Sifaoroasi Village and cooperated with other villages?	Yes. There is cooperation between villages in promoting social and cultural values and collaborating with other villages, whereby village heads encourage their residents to actively participate in religious activities, provide support, and establish good relations with residents of neighbouring villages.
3. Human Resources and Capacity	a. Does the District Head cooperate with other villages as a leader in village management, planning, and development?	Yes. There is cooperation between villages in promoting social and cultural values and working together with other villages by village heads directing their residents to actively participate in religious activities, provide support, and establish good relations with neighbouring villages.
	b. Have you mobilised the entire community of Sifaoroasi Village to establish a business in the area and collaborate with other villages and the government?	There is no cooperation between villages in village management and development. This is because each village head focuses on planning and developing their own village.

Source: Results of interviews with the Siforoasi Village Government in Huruna Subdistrict (2024).

Table 2 Results Of Interviews With Other Village Administrations

No	Question Description	Answer
1. Lack of Socialisation and Communication	a. Have you promoted good cooperation with other villages?	No. There is no compatibility between villages in conducting socialisation in good cooperation.
	b. Have you communicated well with other villages?	Yes. There is good communication between villages.
	c. Have you built good relationships with village heads through effective communication?	Yes. The sub-district head has directed each village to establish good communication between villages. However, communication between villages is not very good.
2. Regional Autonomy	a. Have you fulfilled your obligations to manage and administer government affairs and community interests and cooperate with other villages?	Yes. I have fulfilled my duty to manage and address the interests of the community. However, there is no collaboration between villages.
	b. Have you promoted social and cultural values among villages and cooperated with other villages?	Yes. I have directed the villagers to enhance good cultural values and promote collaboration between villages.
3. Human Resources and Capacity	c. Have you cooperated with other villages as a leader in village management, planning, and development?	No. In the management of village planning and development, there is no collaboration between villages.
	d. Have you mobilised the entire community to develop businesses in the area and cooperate with other villages and the government?	Yes. I have mobilised all villagers to collaborate between villages in establishing a business initiative to boost the village economy.

Source: Results of interviews with other village governments in Huruna Subdistrict (2024).

Table 3 Results Of Interviews With Sub-District Heads
District Head Policy

No	Question Description	Answer
1	Has the sub-district head provided guidance and supervision to Siforoasi Village and other villages?	Yes. I have provided guidance and supervision to Siforoasi Village and other villages in Huruna Subdistrict by facilitating the drafting of village regulations, providing guidance, supervision, facilitation, and consultation on the implementation of village administration. I have also conducted evaluations of village governance.
2	Has the sub-district head coordinated community empowerment, coordinated the maintenance of public service facilities and infrastructure, and supervised the activities of each village?	Yes. I encourage inter-village community participation in sub-district development planning, evaluate community empowerment activities conducted by government units, coordinate the implementation of government activities at the sub-district level, and provide guidance on inter-village government administration.
3	Has the sub-district head collaborated between the Siforoasi village administration and other villages through guidance, supervision, and facilities?	Yes. I collaborate between villages in planning. The sub-district head conducts training and supervision between village heads in Huruna Sub-district and the implementation of village administration. The sub-district head also evaluates the implementation of village administration to determine the extent to which administrative tasks have been carried out.

Source: Interview with the Sub-District Head (2024).

Table 4 Cooperation Between Villages

No	Question Description	Answer
1	Does the sub-district head establish economic cooperation between the Siforoasi village administration and other villages?	Yes. I have encouraged every village to collaborate with other villages in developing the economy so that the community can prosper and the village administration can serve as a service provider and driver of the village economy.
2	Does the sub-district head cooperate with the Siforoasi village administration and other villages to develop infrastructure?	Yes. As a district head, my duties include mentoring and supervising villages, including in the management of village finances, the utilisation of village assets, and the implementation of laws and regulations.

3	Does the sub-district head cooperate in developing social and cultural activities to strengthen relations between the communities in Siforoasi village and other villages?	Yes. I am building good social and cultural relations between village heads and their communities with the aim of strengthening good relations between villages in Siforoasi and other villages.
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Source: Interview with the District Head (2024).

DISCUSSION

Intention of Socialization and Communication

Based on the results of interviews conducted with the Head of Siforoasi Village, that the deliberation or socialization carried out by the Head of Siforoasi Village and other villages to work together in improving the welfare of the community. Communication carried out between villages in Huruna District, especially Siforoasi Village, establishes good relations with other villages by communicating in a language that is easy to understand and building trust with other villages in other words that they trust other villages. Therefore, the Sub-district Head has built good relations with all villages in Huruna District, and directed Siforoasi Village and other villages through effective communication in building other relationships by knowing who the interlocutor is, and speaking in words that are easy for others to understand.

Therefore, the intention of socialization and communication between villages is very important because effective communication is not only about conveying information, but also building good relations between village governments and other villages. Village governments need to ensure that they are always ready to listen and respond to the needs and problems faced by neighboring villages. Thus, other villages will feel heard and appreciated, so that they are more motivated to participate in working together to build the village together. In the development of rural areas, it is carried out in an effort to accelerate and improve the development and empowerment of the Siforoasi village community and other villages through a participatory development approach, development of cooperation between villages formulated through the concept of sustainable development of rural areas.

Regional Autonomy

Based on the results of interviews conducted with the Siforoasi Village government, the head of Siforoasi Village, in other words as a leader in the village, has taken care of all village government affairs and the interests of its people. However, there is no cooperation between villages in government affairs and the interests of the community, because each village only takes care of its village and its citizens. To improve better regional autonomy, the researcher suggests that the village government provide opportunities to make decisions, support goal setting and planning, and improve skills in solving problems between Siforoasi Village and other villages. In improving social and cultural values in Huruna District, there is cooperation between Siforoasi Village and other villages by directing each community to participate in religious activities, and establishing good relationships with other villagers or neighboring villages.

The socio-cultural values applied by the head of Siforoasi Village and other villages are good. To improve socio-cultural values, namely:

- 1) In improving Forming a community. Increasing solidarity and awareness of cultural diversity can be done by forming a community between villages.
- 2) Mainstreaming culture in education. In education, tolerant attitudes and tolerant perspectives need to be fostered from an early age. This can be done through cross-cultural learning interactions within the village.

- 3) Instilling character education. Character education needs to be instilled in the soul of every person. Exemplifying the principle of multicultural agriculture. In the economic field, the principle of multicultural agriculture can be emulated by villages.

Human Resources and Capacity

Based on the results of interviews conducted with the head of Siforoasi Village, in planning and managing village development, there is no cooperation with other villages, or each village head focuses on planning development only in his own village. The Head of Siforoasi Village has directed his people to cooperate with other villagers to collaborate in creating a business to improve the village economy. However, the direction given by the village head to his people was not heeded by the residents of Siforoasi Village or there was no cooperation between villages.

Training: Improving knowledge, skills, and attitudes of human resources through training

- 1) Education: Providing education to human resources
- 2) Coaching: Fostering human resources
- 3) Recruitment: Financing human resources
- 4) System changes: Changing the existing system
- 5) Opportunities: Providing opportunities to human resources
- 6) Awards: Providing awards to human resources

Sub-district Head Policy

Based on the results of interviews conducted with the Sub-district Head, the policy implemented by the Sub-district Head has supervised Siforoasi Village and other villages in Huruna District by facilitating the preparation of village regulations, providing guidance, supervision, facilitation, and consultation on the implementation of village administration. As well as conducting evaluations on the implementation of village government. The Sub-district Head encourages community participation between villages in sub-district development planning, evaluates community empowerment activities between villages carried out by government work units, coordinates the implementation of government activities at the sub-district level and fosters the implementation of government between villages. The Sub-district Head has also provided training and supervision between village heads in Huruna District and the implementation of village government. The Sub-district Head also evaluates the implementation of village government to determine the extent to which government tasks have been carried out.

To improve the Sub-district Head's policy in fostering and supervising Sifaoroasi Village and other villages, namely:

- 1) Facilitate the preparation of village regulations and village head regulations. Facilitating village governance administration
- 2) Facilitating village financial management and utilization of village assets
- 3) Facilitating and enforcing regulations
- 4) Forming a Village Financial Facilitation Team to evaluate village regulation plans
- 5) Providing guidance, supervision, facilitation, and consultation on the implementation of village administration
- 6) Conducting training and supervision of village heads
- 7) Conducting evaluations of village governance

Inter-Village Cooperation Agency (BKAD)

Based on the results of interviews conducted with the Sub-district Head, each village has been encouraged to cooperate between villages in building the economy so that the community is prosperous and the village government can become a service and driver of the village economy. The Sub-district Head cooperates with the Siforoasi village government and other villages to build infrastructure by conducting village coaching and supervision, including in village

financial management, utilization of village assets, and implementation of laws and regulations. The Sub-district Head also cooperates to build social and cultural aspects to strengthen relations between the community in Siforoasi Village and other villages.

Based on the results of interviews conducted with 3 (three) sources, the lack of cooperation between villages in Huruna District and the policies implemented by the Sub-district Head are still ineffective in forming the Inter-Village Cooperation Agency (BKAD). To improve cooperation between villages, the Sub-district Head encourages the development of joint village-owned businesses to achieve competitive economic value; community activities, services, development and community empowerment between villages and the field of security and order. Or in other ways:

- 1) Facilitate the formation of BKAD
- 2) Facilitate discussions on cooperation between villages
- 3) Facilitate cooperative dispute resolution between villages in one sub-district
- 4) Conduct socialization and facilitation so that villages can recognize their regional branding
- 5) Transfer knowledge to BKAD members

CONCLUSION

Based on the results of the research and discussion that have been presented, it can be concluded that the government resistance factor carried out against the policies carried out by the Sub-district Head is still less effective in improving the Inter-Village Cooperation Agency (BKAD) in Huruna District, South Nias Regency.

1. Based on the results of interviews conducted with the village head of Siforoasi, in regional autonomy, there is no cooperation between villages in government affairs and community interests, because each village only takes care of its village and residents. Regarding human resources and capacity, there is no cooperation between villages in planning and managing village development. And there is no cooperation between villages in collaborating to create an effort to improve the village economy.
2. Based on the results of interviews conducted with other village heads, there is no compatibility between other villages and Siforoasi village in conducting socialization in working together to build good relationships. And the communication that occurs between villages in Huruna District is not good, so that relations between villages are not well established. And there is no cooperation between villages in building a business to improve the village economy.
3. Based on the results of interviews conducted with the Sub-district Head, the policy implemented by the Sub-district Head has supervised Siforoasi Village and other villages in Huruna District by facilitating the preparation of village regulations, providing guidance, supervision, facilitation, and consultation on the implementation of village administration. As well as conducting evaluations of the implementation of village government. The Sub-district Head encourages community participation between villages in sub-district development planning, evaluating community empowerment activities between villages.

SUGGESTION

From several conclusions presented above, the researcher provides the following suggestions:

1. To maintain the resistance of the village government between villages by means of demonstrations between villages, simultaneous intensification can be carried out to show their resistance to village government policies or actions.
2. An effective policy carried out by the Sub-district Head to maintain the Inter-Village Cooperation Agency (BKAD) is that the Sub-district Head facilitates the discussion of the inter-

village cooperation plan carried out by the management of the Village Cooperation Agency and ensures that the discussion of the inter-village cooperation plan focuses on the needs and opportunities of the village to develop cooperation. Cooperation between villages can be carried out by forming an Inter-Village Cooperation Agency (BKAD). The formation of BKAD is carried out through inter-village deliberations attended by representatives of the villages that will cooperate. The joint decision for the formation of BKAD is signed by the village head and witnessed by the Sub-district Head.

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