

# Institutional Analysis of Village Government at Kolaka District of South East Sulawesi Province

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## Abstract

This paper aims to describe and analyze (1) the purpose of the Village Government Institutions and Village Consultative Council; (2) functional subsystem; (3) the dimensions of Village Government Institutions linkages and Village Consultative Council in Kolaka district Southeast Sulawesi Province. So that, it is used qualitative research design 'Dominant-Less Dominant' and informant as many as 27 people from nine villages. Data obtained through questionnaires, interviews, and documentation and the results analyzed using the interactive model. The results showed that: (1) the purpose of the Village Government Institutions in the Kolaka village has not really existed as a modern institution. (2) the functional subsystem as the internal structure of village government in Southeast Sulawesi is weak because it does not match the complexity of the task. (3) The Village Government Institutions links in Kolaka district, is in possible connection, functional linkages, and linkages to spread, not yet well established and quality.

**Keywords:** *Institution, Village Government, Institutional Orientation, Functional Subsystem, Institutional Linkaged.*

## 1. Introduction

Nowadays, the implementation of village governance in Indonesia was more democratic than the previous decade. Strengthening of public institutions in the area and village level increased since the late 1990s until the decade of 2000 in line with the wave of democratization. Adoption of Law No. 22 of 1999, which was later replaced by Law No. 32 of 2004 on Village Government. The elements of structural or organizational design of Local Government and Rural, formal rules regarding managerial and leadership characteristics as well as performance measures and outcomes continues to change and improvement.

Formal institutions Village Government is not fully able to bring positive results with respect to its core mandate is to realize independence and well-being of rural communities. The village head has not fully gained broad legitimacy in society. Although the village head is elected directly by the people, in fact many of the policies that the village

chief was sued by the people. Deterioration of political institutions in the area and the village not only cause indecision, fragmentation and tension but also damage to public facilities.

The weaknesses of public institutions in rural areas as described above seen also in Kolaka district of Southeast Sulawesi Province. Public institutions in rural areas is meant Village Government and Village Consultative Board. Based on initial observations of the author, the village authorities and Village Consultative Board in Kolaka in general is still weak both in enforcement and stability dimensions. The authors saw that many aspects of the implementation of the authority of the village administration is not written in formal regulations.

In addition, the rules of formal writing relating to a specific aspect of governance villages tend to be less adhered to in practice operations, among others: the obligation village chief to implement governance principles village clean and free from collusion, corruption and nepotism; establishing working relationships with partners around the village administration; the administration of the village of good governance; and inform the villagers government implementation reports to the public.

Written rules regarding the prohibition of the Village Head less fully enforced, among others: the prohibition to engage in the election campaign, the presidential election and local elections. With regard to the regulatory requirements of the country that are less fully enforced, among others: the Secretary of the village have the technical knowledge of the government; have the ability in the field of office administration; have experience in the field of finance and administration in the field of planning.

Written rules relating to the right the village head and village less fully enforced, among others: Head of the Village and the village staff was given a steady income every month and / or other benefits at least equal to the minimum wage Regional District / City. Judging from the dimension stability / durability, public institutions that are

important but not enforced at the village level in Kolaka district include participatory planning, financial management unit village, local security system, agricultural extension, information boards village, village market and etc. Public institutions have raised sinks over time and changing conditions.

Weaknesses in the village authorities and Village Consultative Council of Kolaka district Southeast Sulawesi province, as described above, allegedly due to the strengthening of public institutions at the level of village administration doesn't take place effectively. The ineffectiveness of the strengthening of public institutions at the level of village government in Kolaka district of Southeast Sulawesi province, according to the writer's observation, due to the strengthening of public institutions does not refer to the institutional strengthening of the Katz system model<sup>(1)</sup>. Strengthening public institutions at the level of village administration is considered not integrated with the institution's goals and Functional Subsystems external linkages.

Based on the description above, an analysis of public institutions in rural government in Southeast Sulawesi province in Kolaka district is important. This study analyzed the public institutions in the village administration using a model system strengthening public institutions from Katz<sup>(2)</sup>. Model systems strengthening of institutions of Katz offers a framework for understanding the constellation dimensions government agencies more comprehensive because they view as a system of public institutions. Village government as a public institution is a system that has three major subsystems, namely Subsystems Objectives, Functional subsystem or internal structure, and links could Subsystem with the external environment.<sup>(3)</sup>

## 2. Public Institutional Analysis Model

### 2.1. The Focus Model on Internal Working

#### 2.1.1. Cultural Divergence Model from Grindle

Grindle found four factors that can help public agencies can perform successfully in developing countries. Successful organizations, according to Grindle are: (a) develop an organizational mystique, ie an internalized sense of mission and the importance of the organization; (b) has a manager who is flexible and should oriented problem-solving and team-work; (c) have the performance expectations are clearly defined; and (d) have some autonomy in personnel management that facilitates the development context for all three characteristics mentioned earlier.<sup>(5)</sup>

#### 2.1.2. Specificity Model from Wilson

Model specificity of Wilson stated that organizations that displays tasks that are highly technical and specialized very likely to be high performers.<sup>(6)</sup>

Institutional analysis model of Scott also includes a model that focuses on the internal workings of the institution. Analysis of Scott distinguish the three pillars of the institution, namely the regulative, normative, and cultural-cognitive. Regulative pillar refers to regulations that restrict and regulate the behavior of people within the institution. Analysis of the regulatory pillar is focused on making regulations, monitoring the implementation of regulations and sanctions for violations or neglect of regulations. Normative pillars include the values and norms. Analysis of the normative pillar focuses on the values that are considered good and desirable in constructing the organizational structure and the behavior of people in the emerging role of these structures, as well as the norms about how things should be run in the organization. Cognitive cultural pillar refers to the conception of social reality as well as a framework to make sense of social reality.<sup>(7)</sup>

Barma et al, made a summary of the major internal factors for the strengthening of public institutions as follows.<sup>(8)</sup>

- a) Agency adopted a brief but clear mandate and develop policies based on building-block approach, the first stage focus on the tasks that are very specific, have an opportunity for greater success.
- b) Leadership, whether as individuals or in groups, which emphasize problem-solving and esprit de corps, will reinforce the success of the institution.
- c) Agencies which structure the individual tasks accurately and prioritize individual motivations (including through performance management), will be better able to manage human resources in achieving results.
- d) An institution that maintains a constant emphasis on performance evaluation and evidence-based learning (evidence-based learning) as well as the adaptation, it would be possible to sustain success in the long term and responding to challenges in its operations.
- e) Autonomous institutions in personnel management and payroll scale to strengthen agencies to obtain and retain qualified personnel at all levels and thereby strengthen institutional performance.

### 2.2. Analysis Model Considering Operational External Environmental

#### 2.2.1. Milton J. Esman Model

The Institutional analysis model of Esman also called Institutional Strengthening Universe Model. Esman models of the universe that includes three analytic categories that describe systemic behavior in an institution. Three categories of analysis where Esman build their capital is described as follows.

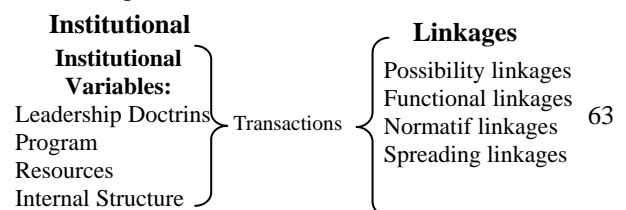


Figure 1. Institutional Strengthening Universe Model Esman<sup>(9)</sup>; and Blase.<sup>(10)</sup>

### 2.2.2. Saul M. Katz Model

Institutional development system model of Katz proposed a three-dimensional analysis: objectives, functional subsystems to perform organizational functions that are important, and the linkages between the organization and its environment. Goals include doctrine and institutionalitas. Functional subsystems include internal structure. While the linkages include links that allow, functional link, link normative, spreading links, resources, and transactions.<sup>(11)</sup>

### 3. Research Method

This research uses a "dominant-less dominant design" approach of Creswell. It means that the qualitative is "dominant" than the quantitative as "less dominant".<sup>(12)</sup>

This research also focuses in 3 dimensions of rural government agencies that include the institution's goals, functional subsystems and linkages existence of the institution.

The key informant are 27 persons, consist of 9 village's head and its secretary 9 persons, and head of Village Consultative Council are also 9 persons.

The data collection uses questioner, interview and dokumentation, and the data analyzed by using interactive models of Miles and Huberman<sup>(13)</sup>.

### 4. Results

#### 4.1. Dimensions of Institutional Purpose

Table 1. Clausul Frequency in the legislation at the local level that hasn't been carried out in the village.

No	Name Clausuls	Frequency		
		Yes	No	Neut-ral
1	District Regulation on the Establishment, Removal and Merger Village	6	2	1
2	Preparation Guidelines Regional Regulation concerning Organization and Work Flow Village Government	5	4	0
3	District Regulation regarding the Village Others	6	2	1
4	District Regulation regarding the financial position of the Head of the Village and the Village	6	3	0
5	District Regulation regarding the	5	4	0

	procedures for the selection, nomination, election, appointment and dismissal of the chief.			
6	District Regulation regarding the election of village heads and village heads tenure	6	3	0
7	District Regulation on guidelines for the establishment and regulation mechanism of the Village	5	4	0
8	The decree regarding the acquisition of part of the village of taxes and levies	7	2	0
9	District Regulation regarding the sources of rural income	9	9	0
10	Guidelines for the preparation of the decree concerning APBDesa, changes Village APB, APB calculation of the village, and the accountability of APB village.	6	3	0
11	District Regulation regarding the implementation of the cooperation between the village and village cooperation with third parties	6	2	1
12	Village regulations concerning the establishment of community institutions	5	4	0
13	Village regulations regarding the organizational structure and working procedures of the village administration	6	3	0
14	Village regulations concerning Rural Development Plan	5	4	0
15	Decisions regarding the Village Chief Government Work Plan (RKP) Village	5	4	0
16	The provisions of APB village on fixed income and / or other benefits received by the Head of the Village and the Village	7	2	0
17	Village rule about financial management	7	2	0

Source: Primary data, October 2014.

Based on these descriptions, government village agencies of Kolaka district can't be said to succeed in order to realize its objectives. The main objective is to improve the quality of village governance services to the public welfare. This goal has been set in its medium developmental planning of village and village-budget less is realized. Meanwhile, most of the village administration mandate given by government regulation hasn't been included in the document the village plan. Work village administration hasn't led to the achievement of meaningful innovation for economic empowerment.

Village governance institutions still obtain social legitimacy although in some villages already degenerated. This deterioration is characterized by the existence of public protests against the government's decisions and actions of the village, or at least the public and members of village consultative council withdrew to not participate in the decision-making process of the village. Village administration hasn't been able to engage the wider community, including formal economic actors in the village, to actively engage in a larger change.

Documents regulations made by the central and provincial and district are less available in the village, and some of these regulations are not helpless-resistant due to strong political eddies from the central, provincial, district

to village. This powerful political currents which lead to common rules or regulations. On the other hand, some of the rules or existing regulations aren't applied appropriately. Even at the village level, has now created a context less government management appreciates the results of the institution. This is illustrated for example from the removal of the staff of different interests with the chief.

The above conditions provide an illustration that the village government in Kolaka has not really existed as a modern institution as described in models of institutional development. Institutional development models assume an organization that spread innovation; encourage and control the motion of change; or encourage the parties to take part in these changes<sup>(14)(15)</sup>. Village government organizations in Kolaka district hasn't been able to spread innovation, hasn't been able to drive change and encourage people to participate in these changes. Village government's ability to participate in reducing poverty and economic vulnerability isn't significant. Village government organizations in Kolaka still closer to the construct of "failed state", at least in the sense that government failed to provide public goods that are essential as understood by the theoreticians Weberian.<sup>(16)(17)</sup>

#### 4.2. Functional Subsystem of Institutional Dimension.

Functional subsystems or internal structure of the institution is a critical internal variables of the organization. Functional subsystems or internal structure of the institution is critical because it provides a foundation upon which the organization serves<sup>(18)</sup>. By doing so, the arguments and the hypothesis that the effectiveness of the organization is determined to a large extent by the structure, as proposed by Leonard is not something that is difficult to accept. The findings of this study indicate that the subsystem (internal structure) village administration contains serious weaknesses. With these flaws, the village government does not have a firm foundation for the effective functioning of the institution.<sup>(19)</sup>

Functional subsystems (internal structure) village government in Southeast Sulawesi said weak because it doesn't fit with the complexity of the task. Currently the village administration is no longer solely focused on setting up and maintenance of the traditional functions derived from the origins of the village, but it has grown with the tasks of community empowerment. The tasks of community empowerment submitted to the current village administration isn't simple, although not overly complex. Kompleksitas tasks of community empowerment is moderate. Tasks that are not able to moderate supported by an internal structure that exists today so that the village government institutions are not effective. The findings of

this study provide empirical evidence for the model Bohte and Meier which states that "when an organization handles the tasks that the degree of difficulty is moderate, the impact of structure on performance will be bigger than when the organization handles the tasks very easily or otherwise highly difficult". Furthermore, efforts to deal with the internal structure of the institution will lead to improvements in the performance of village government institutions.<sup>(20)</sup>

#### 4.3. Institutional Linkages Dimension

The village administration in Kolaka district doesn't have a strong enough connection with the parties allocate authority, with productive units in the village, and with public opinion-forming institutions in the village. Not to create a strong link that led to the village government has not yet fully moral capacity and strong financial capacity to carry out the tasks of economic empowerment of rural communities.

Relationship of Village government to the district governments are relatively efficient but still took determined by political equality. Village government relations with local governments tend to form a dependency for the village as a subordinated position the district. Relationship with the village administration productive economic units haven't been built up so that the village does not benefit from the relations of production in the village. Village government relations with opinion formers institutions have not built up extensively so that the village government should always be wary of legal entanglement and protests.

Institutional linkages with the environment determine the occurrence and quality, information exchange and active energy. The quality of these relations determine the extent to which institutions / organizations to obtain the resources to continue its operations and ensure its survival. Thus, the quality of these relations contribute directly or indirectly to the performance of the organization.

Linkages of village government institutions in Kolaka district, good connection possible, functional linkages, and linkages to spread, not yet well established and quality. The village government and Village Consultative Council hasn't been able to acquire energy resources and adequate linkages that exist today. The village government and Village Consultative Council still be in a position that depends on the will and interests of others above the village. Functional linkages with the productive units and groups in the villages are often also used by those beyond the village. Linkages with the rural environment still tend to form linkages dependent and exploitative. Under these conditions, the village government institutions don't obtain the resources crucial to its continued operation.

## 5. Discussion

Efforts to develop the village government institutions requires a conceptual model as the referer. This conceptual model represents the composition of the core variables in the development of village government institutions, and a simplified set of logical relationships among these variables. The concepts covered in the model adopted from a model system the development of institutions of Katz yet been adapted to the empirical findings.

Three core concepts covered in the conceptual model of the development of village government institutions, namely: functional subsystems, linkages, and purpose. Functional subsystems in village government institutions include: (a) the delivery of the affairs of the district to the village; (b) the preparation of the organization, (c) details of obligation and duty, (d) personnel development, (e) reviewing the incentives, and (f) providing the legal framework for action. Linkages in the village government institutions include: (a) connection allows, the connection with the district governments, counties and provinces; (b) a functional link, which links to the formal economic units in the country and / or the incoming operating in the village; and (c) linkages to spread, which is linked to forming public opinion in the village especially indigenous institutions and mass media. Village Government institutions objectives include: (a) the results (performance), and (b) the legitimacy

Institutional development model that has been submitted to the Government relies village and Village Consultative Council. The village government and Village Consultative Council should be more proactive behavior and performance. In the first stage, the village authorities and Village Consultative Council urged the district in order to organize the delivery of empowerment for village affairs. Regency immediately make regulations which specify matters that will be transferred to the village. Furthermore, the village of Regents urged to conduct a gradual handover by the regulation. As a consequence, Rural affairs and the authority will be increased and for the village authorities and Village Consultative Council should systematically obtain technical assistance.

After successfully doing this stage, the Village Government concentrates strengthen linkages in the form of a chain streamline public resources between the village-provincial-district; uphold the rights of Village Government in licensing; and building partnerships. This phase is done while fixing the second priority in the functional subsystems, namely to optimize control over the implementation of the rights of Village Government budget, performance measurement, and guidance documents. However, this step can be deferred and the village government moves toward developing a third dimension ie institutional purposes. Priorities here are the

consolidated results with the results citizen deliberation recess of Parliament in order to optimize the benefits of village government program. The village government also measure their performance more systematically for materials development personnel; and order the relevant documents. In the process, the District plays the role of coordination and facilitation of appropriate duties and tasks set out in the main Head of Government Regulation No. 19 Year 2008 concerning the District.

The process will continue to roll. Improvement in the results (performance) Village Government will demand the development of functional subsystems and linkages. Likewise, the more extensive the village authorities and Village Consultative Council legitimacy of the citizens, the more powerful it hooks Village Government institutions that require functional subsystems are more powerful and effective. Repeat the process in the long term will create an effective village government institutions. Village Government institutions more effective it will achieve results in better and broader legitimacy of the surrounding community.

## 6. Conclusion

Village Government agencies in Kolaka district until now have not been able to play a more meaningful role in the process due to many weaknesses. Then, in general, the Village Government agencies in Kolaka district not reflect the effective institutions that have not been able to provide positive results with respect to its core mandate. Currently the Village Government agencies in Kolaka still further illustrate the government failed, at least in terms of providing public goods principal to improving the welfare of people in the village. Weaknesses in Village Government institutions in Kolaka are good on the dimensions of the functional subsystems (internal structure), linkages, as well as its objectives.

Weakness in the Functional Subsystem dimensions are: (a) there is no regulation that establishes the District of government affairs can be handed over to the village, so the affairs transferred to the village can not be implemented; (b) the organizational structure of village government has not been responsive to the economic empowerment; (c) details of the obligations and duties of the village authorities and Village Consultative Council is clear but not followed in practice; (d) the amount of village government personnel are active duty and obligation is smaller than the available personnel; (e) personnel of the village government has been largely meet the minimum requirements of the education level but did not have the skills to carry out tasks Village Government increasingly complex and the ability to digest the available standard operating procedures; and (f) the type and level of regular income for the village authorities and Village

Consultative Council has not been able to encourage the morale and work performance.

Weakness in the Institutional Assessment dimensions are: (a) relations with the village government district and provincial felt still difficult and more shape-dependent relationship; the rights of the village on the resources used most political commodity; (b) The relationship between village government resources with the main productive unit in the village has not been well established; the completion of the business licensing practices in the Top-Down by district and province have hampered the acquisition of rights over the village levy established by Perdes; and (c) Village Government also has not made the initiative to involve institutions forming public opinion in rural areas.

Institutional weaknesses in the dimension objective is: (a) a part of the village government mandate given by government regulation has not been included in the plan documents the Village; (b) public programs in the new village can make a small contribution to the improvement of welfare; Still a few households in the village had improved the welfare state; (c) formal rules in Village Government agencies are still many who have not been enforced, the formal rule changes that frequently occur has raised doubts among officials.

Village Government agencies in Kolaka district require development in order to become stronger. Development of Village Government agencies in Kolaka not run systematically and comprehensively in all dimensions of the institution functional subsystems, connection and purpose. Model development institution focused on the Village Administration to include the three dimensions of the institution till now has not been applied.

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