

# The Capacity Building of Local Government in Sanjai Village, Sinjai Regency

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**Abstract.** Capacity building of human resources is needed in order to improve the effectiveness, efficiency, and responsiveness of village government performance. Based on this view, this study analyzes the strength of village government capacity to implement The Village Law No. 6 of 2014 in Sinjai District, especially in Sanjai Village. This research uses the qualitative method. Data collection techniques are conducted by in-depth and open interviews, direct observation or observation in the field, as well as a review of the relevant written documents. The results of the research indicate that strengthening the capacity of the village government should meet terms of recruitment, working conditions, leadership, organizational culture, and managerial structure. Ongoing training and active participation from village government to attend training undertaken by the district government are a contributing factor to strengthening the capacity of the Sanjai Village government. In addition to supporting factors, inhibiting factors are also found, such as low participation of the community and inactive role of village institutions.

**Keywords:** building capacity, village government, countryside capacity, village, countryside

## Introduction

Law No. 6 of 2014 states that the Village is a foundation in realizing the ideal village towards the village independence. This law will provide a very wide space for the village to grow and develop by exploiting its potential in order to improve the welfare of the people. Village law is presented through the jargon of *Village Building*. This became the turning point of the re-establishment of village autonomy which its rights had been previously allegedly castrated by, intervened, and controlled by the government.

The implications of the implementation of village legislation are particularly on the capacity of local government in financial administration and maturity of development planning that would be implemented. Local governments are required to have the ability of planning the development regarding the urgent social needs. In addition, local government is expected to develop financial planning with correct administrative pattern and accountable. The change of development paradigm in the era of democratization and

regional autonomy is from centralized to participative that provides more opportunities for community involvement in local level starting from planning process (Adhi Iman Sulaiman, et al 2015).

As mentioned by Sudjatmiko & Yando (2014), two major changes were made related to 'extension of tenure' of the headman to six years and it could be held for three consecutive times or 'consolidation' of financial development that led to the village financial management which is relatively large for the village level, as it is feared that many parties would need and asked for more attention.

Therefore, this law also complements village (government) institutions with broad community participation. It is done either through the Village Consultative Body (Articles 55-65) or through Village Deliberations (Article 54) that must be done for strategic matters, except for the articles related to the community participation through BPD and Village Council. The participation of the community is also ensured through the

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right of the village community (Article 68), Article 82 that concerning monitoring and supervision development, and article 86 about the information systems of rural development and development of rural areas.

According to Eko et al. (2014), there are two main focuses related to village capacity. Firstly, it is the village capacity and performance in social mapping and rural development planning. Second, it is village capacity and performance in managing and allocating village budget for public interests.

The creating of village regulations requires the capability or capacity of the local government to understand the conditions of the village. The regulations related to the implementation of the Village Law requires the local government to think hard based on the experience and knowledge they have.

It is based on the theory of capacity strengthening by Grindle (1997), who states that an organization can be effective, efficient, and responsive if the capacity building is implemented. The dimensions in strengthening the capacity according to Grindle consists of three: first, the development of human resources that focuses on the availability of professional personnel and technically have the capability, which can be carried out by conducting training, wages, conducive working environment conditions, and recruitment processes that prioritize individual capacity; Second, strengthening the organization that focuses on the management system to enhance the success of roles and functions of microstructure, which can be done with incentive systems, employee utilization, leadership, organizational culture, communication and managerial structures; Third, Institutional reform that focuses on the institutional and macrostructure system, which can be implemented with the economic rules and political play, changes in policies and regulations. and constitutional reform.

The dimension of the rural human resources development is about how the capacity of the rural apparatus is built or improved in carrying out the task of implementing the Law 6/2014. Unresponsive bureaucratic, nonadaptive procedure and structures are worsening public trust in bureaucracy and lead public resistance to public policy (Baharuddin, 2015). The organizational strengthening dimension explains how the organization in the village can perform its roles and functions. However, strong villages will be able to provide

better performance. The institutional reform dimension explains how the village can provide institutional support such as local regulation or clear rules for the performance of government duties.

Previous research on village law conducted by Herry (2015) was studied the village preparation in facing the implementation of rural legislation (Review of Fiscal Decentralization and Increasing Village Potential). The preparation of local government in village autonomy is not only generates substantial revenues in village finance, but also empowering the economic activities of rural communities.

Rahmawati (2015), examined about village preparation in implementing The Law Number 6 of 2014 on Villages. The results showed that from eight samples of villages, they were ready in implementing The Law Number 6 of 2014 on Village, especially in the case of village income and expenditure budget. However, the obstacles faced are the limited time in administrative preparation and understanding the content of the basic law as a rule. Another factor is the lack of human resources (HR).

Mulyono (2014), examined about The Synergy of the Implementation of Village Governance after the Enactment of Law 6/2014 on the Village. The results of this study recommended the strengthening administrative capacity and governance of bureaucracy at the village level, in order to create, transparency, participation, and accountability towards good village government.

The above problems are also a concern in Sinjai. Based on the phenomenon which has been described previously, this research aims to know and analyze the development of local government capacity in Sanjai Village of Sinjai Regency.

## **Research Methodology**

In this study, researchers used a qualitative approach. The approach used is descriptive qualitative approach because it is intended to depict or describe the facts of a particular variable, symptom, or social phenomenon. In this case, the data obtained will be analyzed in depth and comprehensively in order to explain the importance of human resource development of the apparatus in the development of village capacity. Research sites are conducted in Sanjai Village, Sinjai

Regency, which is implemented on February to April 2016.

The data obtained through direct informants related to the implementation of the capacity development of local government, namely the government of Sanjai Village, Chairman of the Village Consultative Board Sanjai, and Head of Village Government Section. Other data sources were documents related to the research's focus. Data collection techniques used is interviews, observation, and documentation. The data analysis consists of three sub-processes that are interrelated according to Miles & Huberman in Denzin & Yvonna (2009) i.e. data reduction, data presentation and conclusion/verification.

### Understanding Capacity Building (Capacity Building)

Finn & Checkoway (1998) describes the concept of capacity building by focusing on three important aspects, namely individual, organizational and community capacities (Gunawan, 2004: 245).

Another definition is also explained by Lusaka, Commitment in Gunawan (2014: 245) that capacity building refers to human and institutional capacity to effectively design, implement, and manage its development policies and programs

Sessions in Gunawan (2004: 246) define the capacity building as follows: Capacity building is usually understood as a process to help governments, communities, and individuals to develop the skills and expertise needed to achieve their goals. Capacity building program often designed to strengthen participants' abilities to evaluate their policy choices and implement decisions effectively, which may include education and training, institutional and legal reforms, as well as scientific, technological, and financial assistance.

Meanwhile, according to Grindle (1997: 5) capacity building is intended to encompass a variety of strategies that have to do with increasing the efficiency, effectiveness, and responsiveness of government performance.

Thus, capacity building is an effort intended to develop a variety of strategies to improve efficiency, effectiveness, and responsiveness of government performance. Efficiency, in terms of time and resources, is needed to achieve an outcome; effectiveness, in the form of business appropriateness done

for the desired result; and responsiveness is how to synchronize between the need and the ability for that purpose.

In the definition of the capacity building contained the meaning of an effort to improve the quality of human resources, efforts to encourage the organization to run in accordance with its function, as well as efforts to create the environmental conditions required by the organization to function properly.

From the above explanation, Grindle classifies capacity development in three dimensions, focus, and activity type. This can be illustrated in Table 1.

**Table 1**  
**Dimension, Focus, and Activity**  
**Type of Capacity**

No.	Dimension	Focus	Types of activities
1.	Human Resource Development	- Professional personnel - technical capability	- training - Payment - working conditions - recruitment - the system of incentives - utilization employee
2.	Strengthening The Organization	- Management to improve the success of the role and function - microstructures	- Leadership - Organizational culture - Communication - managerial structure - Economic and political rules
3.	Reforms	- Institutional and system - microstructure	- Changes in policy and regulation - constitutional reform

Source: Grindle (1997)

From the Table 1, it can be seen that there are three components in capacity development, namely the dimensions of human resources development, organizational strengthening, and institutional reform.

The dimension of human resource development focuses on improving the procurement of professional personnel and technical skills with the type of activities, such as training or upgrading, reproduction, working conditions, and the process of recruitment based on the procedures and prioritizing individual capacity.

The organizational strengthening dimension focuses on how the management system can improve the success of the roles and functions of the individual and microstructure. This can be done with activities such as incentive system support, employee utilization, leadership, organizational culture, communication, and managerial structures.

The latter dimension is the institutional reform. This dimension focuses on institutional and system, microstructure. This dimension

can be carried out with various types of activities, such as changes in the rules of economic and political play, changes in policies and regulations, and reforms of the constitution.

In line with the development of the concept of a capacity building which influenced by previous concepts such as institutional development and institutional strengthening, the meaning summarized in the capacity development becomes very broad that includes all levels within an organization or institution. Thus, the concept of capacity building becomes a concept related to the ability of an organization or institution in achieving its goals effectively, efficiently, and responsibly in a sustainable manner.

According to Grindle (1997: 8-9), in the 1980s onwards, donors or foreign aid changed the emphasis or focus from individuals into groups and organizations, as well as building the capacity of local associations for goods and services to be organized into aid contracts. However, on the practical side, donors still use the same methods as training and workshops. In the 1990s, the idea of capacity building was developed and accepted as an organizational development and it has become a development. It focuses and emphasizes on improving the knowledge, skills, and abilities of individuals at various levels in order to be more effective in carrying out their duties and responsibilities.

The empirical results of strengthening capacity by Gindle provide an explanation that insufficient support for the budget will affect the capacity, especially on employees' salary levels, operational, and investment financing. This is identified in countries where research sites are located, low salary standards, low-performance standards, low rewards for good performance, unsuitable employee recruitment processes, and more seniority promotion systems. To be able to change that is a matter of thorough change in public sector institutions. Reforms in economic programs are a key component in the context of public sector institutions. The lack of effective interaction between organizations within a network can occur because of the appreciation of different interactions that are important for the performance. Coordination between policy makers and policy implementers is crucial in the overall framework of policy as a guide in developing tasks. The coordination includes programs from governments, private organizations and donor countries. The quality

of human resources can be improved by increasing the interaction between training institutions, and these interactions can support staff performance.

All the definitions concerning capacity building similarities in the actors to be built, i.e. individuals and organizations or institutions, elements to be built, and capacity building methods to be implemented.

However, a more comprehensive definition is proposed by Grindle in which capacity development is composed of three dimensions with typical activities respectively. The definition is more purposeful and clearer in defining each dimension that must be built.

Therefore, in this study, the theory used is the concept of capacity development according to Grindle with three dimensions of human resource development, organizational strengthening, and institutional reform.

According to Soeprapto (2003, p.12) in Ratna Sari, said that significant factors affecting capacity building include the following key issues; Collective Commitments: according to Milen (2004, p.17) capacity building takes a long time and requires long-term commitment and all parties involvement. Commitment is not just for the power-holder alone but includes all the components that exist within the organization. The influence of shared commitment is enormous, as this factor forms the basis of all the design activities and objectives to be achieved together.

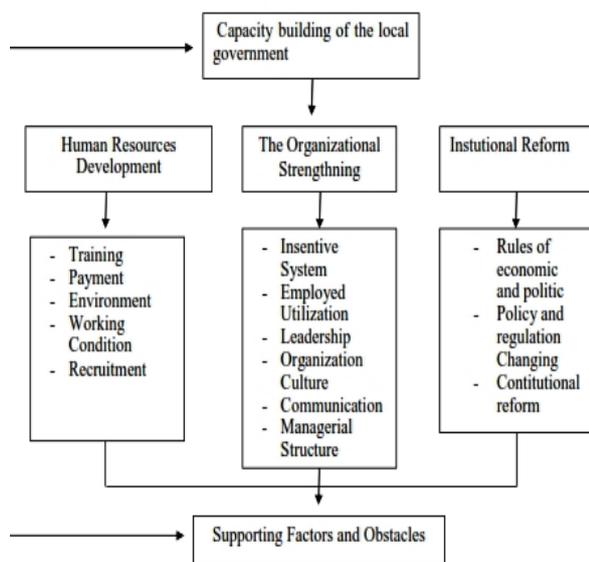
Conducive Leadership is the process of influencing leaders to their subordinates to achieve organizational goals. Conducive leadership is a dynamic leadership that opens wide opportunities for every organizational element that can organize a capacity building. With such conducive leadership, it will be a trigger tool for Regulatory Reform.

Institutional Reform: institutional reform essentially points out to a work culture that supports capacity building. Institutional structures and cultures must be well managed, important, and conducive aspect for supporting capacity building programs.

Increased Strengths and Weaknesses: how to identify the strengths and weaknesses of the organization in order to develop a good capacity program Employees or personnel of the organization should be able to understand and speak about the weaknesses and

strengths of an organization. So the weakness can be quickly repaired and the power held is maintained.

In the Capacity building, there are three main dimensions namely, human resource development, organizational strengthening, and institutional reform. Each of these dimensions has a different focus and type of activity. Capacity building is implemented by referring to Grindle's theory of capacity building; the development of village capacity in Sanjai Village of Sinjai Regency can be described in the following conceptual framework:



### The Dimension of Human Resource Development

Training is carried out continuously in both the province and district levels. This training is for the village head, village secretary, treasurer, and head of financial affairs, but not for the head of hamlet and the head of RT / RW. Sanjai village has never received an award related to its success in the implementation of Law 6/2014.

Working conditions related to physical conditions (visible conditions) and non-physical conditions, which is the quality of office building, in Sanjai village is still good. However, structuring and maintenance are not done that well which makes the office dirty, dusty and the tables are not neatly arranged. This has an impact on the working conditions of the employees. The inconvenience of workspace affects the comfort of working.

The implementation of village apparatus

recruitment was carried out informally. The submission of village candidates was carried out directly by the recommendation of the village head, and after being approved by another village apparatus, then a decree was made. This study shows that the development of village government capacity in Sanjai Village still needs to be improved in various types of activities, namely recruitment, leadership, organizational culture, communication, managerial structure, and institutional reform.

Understanding the characteristics of capacity building according to Milen (2004), which stated that capacity building is certainly a continuous -not just once- improvement process of individuals and organizations or institutions. This is an internal process that can only be functioned and accelerated with external assistance, as an example of donors.

Grindle's research identified that an organization can perform better than others in terms of identifying the importance of problem-solving orientation within an organization, and the dynamic interaction between human resources and how resources are oriented, distributed and utilized. In addition, the existence of a work culture that emphasizes commitment to a mission and performance-oriented forms the basis for building positive interactions and enables organizations to be productive despite indications of constraints within the framework. The management style practiced by staff is a management style that emphasizes equality, participation, and flexibility.

Related to the development of human resources, the training held at the Regency is good enough which is marked by continuous training and equipped with modules that will serve as guidance in the implementation of Law 6/2014 in Sinjai District. However, the training held so far is only for the headman, Secretary, Treasurer, and head of financial affairs, excluded the head of Hamlet. After the training implementation, there is no formal delivery at the village level. The socialization of training on Law 6/2014 at the village level was not carried out formally, but only submitted and elaborated by the Headman, Treasurer, and head of financial affairs in village activities.

The dimension of human resource development focusing on wages is intended to provide money, materials, and rewards in order to improve one's performance. At this time, Sanjai Village has never received an award related to the implementation of the

village law both at the provincial and district levels. However, there is no program that is different in nature compared to the programs implemented by other villages. In addition, activities carried out in the village are still more to physical development. The activities involving village institutions do not exist yet.

The dimension of human resource development with regard to climatic conditions can be seen from physical and nonphysical conditions. Physical condition is a visible condition of the workplace such as office conditions, completeness of facilities and infrastructure in supporting the daily work. Office conditions can affect a person's work. Non-physical conditions associated with the workflow and task implementation in order to make it comfortable. From the observations of researchers, Sanjai Village Office has still good quality. However, structuring and maintenance are not done so well that the office becomes dirty, dusty, and tables are not neatly arranged, while the workflow is implemented based on main duties and functions.

Relating to the nomination procedure of headman in Sinjai Regency, based on Regional Regulation of Sinjai Regency Number 9, 2014 on Procedure of Candidate, Election, Appointment, Inauguration, and Dismissal of the headman, the recruitment of the headman has been implemented based on the prevailing regulations. While the selection and appointment of the village apparatus are carried out by transferring the position and appointment of new personnel from the sub-district office employees. What needs to be considered in recruitment is the appointment of professional staff and has a work experience so that they can perform the task well.

### **The dimension of Organizational Strengthening**

In the organizational strengthening dimension, there are still problems in the leadership of the headman who has not given any real innovation in making the working program in the village. The prevailing system of incentives has been based on the law. Government and BPD receive income, allowances, and health insurance that are charged to village income and expenditure budget. No cultures of organization become the basis of action and no values adopted, even though organizational culture plays a role in improving employee performance. In

addition, the lack of organizational culture leads to low loyalty and commitment.

In addition, the communications of the village head for two years of tenure have not been able to provide a positive impact in increasing community participation. Lack of community participation in village development tends to be caused by the community's fear of expressing their opinions in the village development planning process. In fact, the active participation of the community and the monitoring of the performance of the village government is the responsibility of the village community.

Moreover, in the dimension of institutional reform, the organizational structure that still used in the Sanjai Village administration is the old one due to the non-legalization of the new Organizational Structure whereas the 6/2014 Village Law has been rolling for two years.

Related to the second dimension of organizational strengthening, the managerial structure needs to be addressed on the organizational structure used because it still uses the old organizational structure as a result of the non-validation of the new organizational structure. In addition, the leadership of the village head has no real innovation in empowering the community. The work program created still focuses on physical development and does not involve existing village institutions. As a result, village institutions have not yet demonstrated real work programs, even though the village income and expenditure budget funds for village institutions have been budgeted. Whereas the model of village leadership expected in Law 6/2014 is innovative-progressive leadership (Mustakim, 2015). The leadership of this type is characterized by a new awareness of managing power for the benefit of society. This leadership model is not anti to change, opens up all public participation, transparent, and accountable. With such a leadership pattern, the village head will gain greater legitimacy from his community.

Communication between the village apparatus and the headman is good. The thing that needs to be addressed is the communication between the village government and its people. Due to the poor communication, the low participation of the community, and the lack of cooperation between the village government and the community, the development planning tends

to be prepared only by the village government without any suggestion from the community. Whereas Law 6/2014 requires the active participation of the community as stipulated in article 68 paragraph (1) and (2).

Kotter & Heskett in Lenda (2013), states that the relationship of bureaucratic cultural influence to performance lies in the size of a strong and adaptive bureaucratic culture. The relationship between a strong bureaucratic culture and a bureaucratic culture which adaptive to performance has three categories, namely: relating to a strong culture that has an effect to superior performance. Cultural strength related to performance encompassing ideas of unification of goals, creating a high motivational environment, have shared values and behaviors shared, sense of security, commitment and loyal; make work intrinsically rewarded which involves them in decision making and acknowledge participation; and assist performance as it provides the structure and control needed without relying on formal bureaucracy.

It can be argued that organizational culture (bureaucracy), especially strong culture and adaptive culture of bureaucracy, can affect the performance of bureaucratic officials/apparatuses, because with a strong and adaptive culture, then all employees/apparatus of bureaucracy committed to the organization, united, motivated and innovated, and well behaved in achieving organizational goals. The absence of organizational culture led to low motivation and innovation in the Sanjai Village government. No values standard and the implications are not optimal, while the system of incentives and employee utilization is running well. Because it is in compliance with the prevailing regulations in which income, allowances, and health insurance are provided to the village head and its equipment.

### **The Dimension of Institutional Reform**

In the dimension of institutional reform, the rule of economic and political applied is Law 6/2014 which is then described in the explanation of laws and regulation of ministerial domestic. These rules then form the basis of implementing changes in policies and regulations at the district level which rules are spelled out in the form of local and regent regulations. At the village level, rules concerning village legislation are made in the form of village regulations. It is important to

note that village regulations must keep in line with the above regulation.

Associated with the third dimension of institutional reform, the rules of economic and political players have been established in general in Law 6/2014 which then elaborated in the Minister of Home Affairs Regulation. Changes in policies and regulations implemented by the district government should still be given more attention and follow-up immediately to avoid hampering institutional reform which will then be implemented at the village level. One of the impacts is the obstacles of village regulation on the structure of the village government organization which caused by the incomplete that up to the present.

### **Conclusions**

Capacity building of local Government in Sanjai regency has been implemented although some dimensions need special attention so that the performance of village government can be effective, efficient, and responsive. The dimensions of human resource development must be addressed in terms of recruitment so that the appointed village apparatus are people who have good working experience, understand village laws, and have innovations to improve village self-reliance. Then, the dimensions of organizational strengthening still need to be addressed in terms of leadership of the village head, in order to increase the participation of the community in the rural development and the need to build organizational culture. In addition, it must also be addressed in terms of communication so that village development information can be accepted by all levels of society. Good communication allows the growth of good cooperation between the village government and its people. In the dimensions of institutional reform, aspect that must be addressed is the stabilization of regulatory regulations made both in the District and the Village.

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