

**Capacity Building of the Rural Government in Providing Public Service
to the Urban Community
(Case Study of Rural Government in Taman Subdistrict, Sidoarjo
Regency)**

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ABSTRACT

Generally, service expectation of urban communities higher than rural communities such as urban communities in Taman Subdistrict, Sidoarjo Regency. Although the institutional characteristics of the government in this subdistrict still rural, but the scope of the public service should be suitable with urban communities expectation. To fulfill the expectation of urban communities, so the basic problem such as the weakness of government capacity in providing public service should overcome. Research found that structurally, the institutional of rural government has to meet the normative and sociology demands of community but had not been optimal. Moreover, management capacity of public service in rural government also had not been optimal, because almost all of the villages not implemented incentive system professionally and suitable with the standard yet, the amount of personnel in providing public service also minimum, and the lack of Standard Operational Procedure (SOP) in public service and Prime Service Standards in the village. This research also found that, the capacity of apparatus is minimal. Therefore, it is necessary to fulfilment the structural demands of institutional and increasing individual capacity of rural apparatus in providing service.

Keywords: Rural Government Capacity, Public Service, Urban Community

INTRODUCTION

The emerged of New Public Service (NPS) has brought changes to the public service. Denhardt and Denhardt (2007), described the emergence of a new movement in public administration named New Public Service. The characteristic of this movement is the government did not running like a business, but more democratic. Other characteristics are respect for human dignity in the public service, the administrators more listening than giving instructions and more serving than giving the direction to the citizen. The citizen are engaged even encouraged to mandatory involved in the government process, the citizen work together to define and solve the problems along with mutually beneficial cooperative way. Today's, this ideal conditions of public service becoming the expectations of the society, including rural-urban society that expects the good of public service from rural government. Even so, the ideal conditions of public service according to the paradigm of New Public Service in fact still far from the expectation, as well as in Sidoarjo Regency.

Sidoarjo has the rural administrative area that dominated by the communities with rural-urban transitional typology. Therefore, the service demands of this community different with the expectation demands of communities with rural typology. Around 322 Villages in Sidoarjo Regency spread over 18 districts of approximately 60%-70% has been dominated by the communities with transitional typology. These urban communities dominated by migrant, in other words, the communities in the village who have a typology of urban communities, and they are not a native of the village. Ironically, several communities have not been registered administratively to became citizen of the village. Besides, the average migrants are working in Surabaya. Therefore, Sidoarjo Regency became a region with settlement functions for them. These conditions affect their expectation in public service as a rural community with the demands of urban community, because their work environment predominantly located in urban areas, namely Surabaya.

Unfortunately, the institutional capacity of rural government in providing public service still face problems. If we refer to the proposed level of institutional capacity that explained by Forss and Venson cited in Willems and Baumert (2003), we can identify these problems based on the level, namely:

1. Problems at the micro level of capacity that is the individual of rural government.
2. Problems at the meso level, that is the organizational capacity of the rural government.
3. Problems at the macro level of capacity that consisting of a network of organizations, public government, and society (norms, values, and practices).

At the micro level, the individual capacity of rural government obviously not be relied upon to provide satisfactory public services for rural communities. It seems from the lack of administrative capability rural apparatus both in terms of knowledge of the administration and their administrative skill. The number of rural apparatus who have problems in the financial administration area showed the limitation of rural apparatus capability in providing good public services for rural communities. Therefore, we can predict the same limitations as most likely to occur on the ability of other administrative service such as the ability to create a development plan, the ability to organize the existing resources in the villages, the ability to implement development programs and capabilities in evaluating, recommending and executing the recommendations for the implementation of development held.

Meanwhile at the meson level, rural government organizational capacity can be identified the problems relating to the management capacity, which consists of several things: the clarity of organization's mission, resources and management practices appropriate to achieve its mission, the ability to adjust the new mission, information flow and support management higher to the staff below. Such as in the terms of development management, during this time village just be a part of regional planning which normative-methodological taken participatory and depart from bottom up; but in empirical practice it does not make participatory planning, where rural planning contained in the result of *Musrenbang* become a priority in the rural development, but only become a complete document on the process of *Musrenbang* in the Regency/City level.

Likewise the management support of government higher in the form of decentralization and rural autonomy. According to the experts, rural autonomy ideally includes three aspects that are decentralization in terms of authority, finance and development. It means that the village autonomously manage their whole authority to carry out the management of governance. Village also autonomously manage their financial based on the Rural Revenue or the right of the village of the Rural Fung allocation (ADD), tax and retributions as well as other assistance that is owned by the village as the economic capital. Other authority also included how the autonomy in terms of managing natural resources that exist in the village. Then autonomously

village also will do the construction for their village, especially for the empowerment and rural planning. But when the idea of the ideal village autonomy is to be realized, most of the rural government to deal with various problems. The main internal problems experienced by the village is the apparatus in rural government not confident to manage their village with a bold and significant breakthroughs, it caused by the inability of human resources in running the management of government and administration but also caused by the concern in taking risks on an administrative decision taken. Finally, rural government bureaucratically in managing their village and depend on the technical implementation and guidelines from the power above that is Regency Government. While the external problem is the unpreparedness of Local Government in conducting empowerment to the rural government. There are several regent didn't want to delegated their authority partially to the Rural Head. Generally, their argument is they accesses that the capability of human resources of the rural government not reliable yet. The complex burden of Rural Head not only in take care of the ID service, recording demographic, tax collection, but also all sorts of the citizens problems, such as communal work environment, the public cemetery, celebration, infidelity, divorce, recitals, fights, crime, and the funeral procession in their village, in reality demanding Rural Head to become a super competent man. Because, in addition to follow the rhythm of the times demands about the quality of public service that emphasize transparency, accountability, and responsibility, at the same time also have to understand the reality of social psychology and local traditions of their community in the unbalanced welfare with the burden of economic, social, political.

The other institutional problems in the macro level are the problem of cooperation network between institutional levels or inter-agency one with another institutions, the effectiveness of the public sector (political economy, public participation, quality of public service, the rule of law) as well as the norms and social values. From the information gathered about the institutional conditions in the previous section, there was an absence of coordination at the level of the cooperation network between institutions in villages such as between rural government with BPD tend not harmonious and it cause the stagnation in providing public services to the community.

The blur of networks coordination between village and sub-district also has negative excesses of the implementation of rural development. Likewise, about institutional relations between rural governments with other institution concerned with rural development is opaque, so the effective coordination cannot do. Another problem we can identify that in terms of economic development, social and political in the village which has been a shift of values and social norms are positive that live in the village for decades as the negative consequences of openness in politics or also due of the growth of democracy in the country. It becomes a dilemma and a challenge for the institutional capacity in the village to put ourselves in the right position suitable with the desire of society.

Law No.6 of 2014 on the Village is the opportunity to answer the service issues faced by the Rural Government in providing public services to the communities with urban community characteristic. The implementation of independent village through the institutional capacity building depend on the community demand, it may develop the better approaches in public services. The problem is whether the current Rural Government can implement the independence that desirable in the Law. That should be a cornerstone in the implementation of the Law is the government system not prepared to simply preserve the traditional pattern (which was developed to face social problems in the past), but also to face the reality that developed in the present and the future.

In the Law No.6 of 2014, village be charged totally self-sufficient in terms of planning, budgeting, allocating, implementing, and accountability of the use of funds made by the Village itself. The consequence, this independence must be proportional to the fierce effort of government to carry out improvements the quality of Village manager through training, financial Village administration coaching accompanied by sustainable supervision in order the funds can be managed in accountable, transparent, timely, quality, proper administration and right on the target.

Departing from the problems that exist in the Village and demands in implementing Law No.6 of 2014 about Village, it is necessary to be analyzed the capacity building of Rural Government in providing public service to the urban communities, especially in the Rural Government in Taman Subdistrict, Sidoarjo Regency.

The purpose of this research is to describe and analyze the capacity building of Rural Government in providing public service to the urban communities. This research expected can give the contribution of input and ideas for the Government of Sidoarjo Regency in providing public services.

THEORITICAL REVIEW

1. Previous Researches

The first is study conducted by Soeharto & Mulus Sugiharto (2012). The title is "*Pelayanan Publik Aparat Pemerintah Desa Kepuh Kemiri Kecamatan Tulangan Kabupaten Sidoarjo Terhadap Kepentingan Warga Asli Dan Warga Perumahan*". This research found that Rural service in the Kepuh Kemiri was different but not subjective. It means that the difference based on the consideration of rural need variable that objectively really needed.

The second is study conducted by Didik Sukriono (2011). The title is "*Politik Hukum Pemerintahan Desa Dalam Perspektif Filosofis, Yuridis dan Sosiologis pada tahun 2011*". This research found that, to create Law Supremacy democratically, Law should be based on the principles of good governance.

The third is study conducted by Nugraha (2004). The title is "*Pengembangan Kapasitas (Capacity Building) dalam Mendukung Pelaksanaan Otonomi Daerah*". This research found that to maximize the institutional capacity building, local government are required to be able to develop strategies in the management and organization services.

The fourth is study conducted by Rochyati Wahyuni Triana (2013). The title is "*Capacity Building In Local Government*". This research found that the efforts to changing the old mindset of local government that tend to serve themselves rather than serve public must conducted serious, consistent and continuing with the involvement of stakeholders who hold control function.

The fifth is study conducted by Prabha Ramseook, Soolakshna D. Lukea and Perunjodi Naidoo (2010) The title is "*Service Quality in Public Service*". This research found that there are a big gap caused by the system insufficient and the capacity of service providers inadequate.

2. Local Government and Rural Government

Local Government

Local state government actually refers to the institutional or special body in the local level that formed by the existence of national constitution in several various with the aims to provide public service in the certain area or smaller geographical area. These term different from local governance terms. Local governance is a broad concept which is define as the formulation and implementation of collective action in the local level (Shah, 2006). Thus, the local state government involved in formulating collective action by defines a model of interaction between the citizen-citizen and citizen-state, to make the policy collectively and implement public service in the local level with another formal institution in the local level and civil society organization.

Rural Government

Based on Law No.6 of 2014 about Village, explained that the village is a unit of community has boundaries that are authorized to regulate and manage government affairs, local community interests based on community initiatives, the right of origin, and/or traditional rights purportedly and respected in the governance system of the Republic of Indonesia. In contrast with the explanation in Law No.32 of 2004, that village is a unit of community boundaries of territorial jurisdiction, have the authority to control and take care of the task of the local communities interests based on the origin and local customs recognized and/or established in the national government system and in the district/city.

Based on the senses above, can be assumed that old Law about Village puts the position of village as a government organization which is located in the district/city. While the new Law put the position of village as community government or governing community, located in the district/city.

The old Law about Village introduced the concept of village autonomy that is genuine autonomy, while the new Law introduced independet village or independence in the Village. The reason is basically a village autonomy is a concept of government owned by local area formed by decentralization. While village didn't formed by decentralization, but recognized and honored by the recognition. Village autonomy is closely associated with giving power to the Village from the government on the top that is submassive and obedient

to the direction of the development set by the government thereon. The village independence relates with the initiative and the authority of the village to take decisions about village community interests.

In the new Law about Village, the role of the regency/city became limits and more strategic.

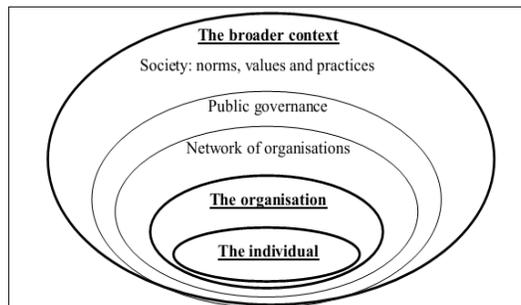
The new Law gives more extensive space to the village to make innovations development. Based on Law No.6 of 2014, state does recognition of the existence of the village, then mandating government affairs and interests of the local community in the village. Furthermore, the state provides redistribution in the form of money and some state assets, then state carry out the oversight, the empowerment, and founding of the village.

3. Institutional Capacity Building

Willems and Baumert (2003) assumed that basically institutional capacity is a blur concept and still vague. Institutional capacity building concept is one reason the vagueness of this concept. It asserted by Segnestam *et.al* (in the Willems and Baumert, 2003:10) whose says:

The concept of institutional capacity is a moving target since the field has evolved over the years from an initial focus on building and strengthening individual organizations and providing technical and management training to support integrated planning and decision-making processes between institutions. Today, institutional capacity often implies a broader focus of empowerment, social capital, and an enabling environment, as well as the culture, values and power relations that influence us.

Forss and Venson cited in Willems and Baumert (2003), furthermore distinguishing institutional capacity into three levels, that are micro level namely individu; meso level namely organization; and macro level namely institutional in the broader context consisting of a organization network, public government, society (norms, values, and practices). Thus, there are five level of institutional capacity, as described below.



Picture 1: Institutional Capacity Level

Source: Willems and Baumert (2003), adopted from Segnestam *et.al*.

Capacity is an essence and basis of autonomy (independence) of the village. Lennart Lundquist (1987:38-39), for example, argued that capacity is one of the internal dimensions of the autonomy concept, that is the capacity to establish and achieve goals decided. These dimensions explain the real condition of the rural government and rural communities, social economic resources, and political owned in action.

Even, the capacity of rural government and rural communities is an inherent part in the decentralization process. International trend toward decentralization today emergence passionate debate about the capacity of government and local communities to plan, finance, and manage their responsibilities (Jennie Litvack and Jessica Seddon, 2001).

Grindle (1997) cited in Santoso (2011) revealed that the more comprehensive assessment of capacity building by Grindle is a variation strategy which include the dimensions, the focus and variety of activities. According to Grindle (1997), there are three dimensions of capacity building, namely :

- The Development of Human Resources
- This dimension focuses on the availability of technical personnel and professional with some type of activity that is training, working conditions and recruitment.
- Organization Strengthening
- The focus of this second dimension is on the microstructure of organizations including management system in developing specific tasks performance and functions.
- Institutional Reform

This dimensions focus on the macro-organizational structure that is on the institution and the system. The activities include in this dimensions consist of the rule of the game for political and economic regime, changes to the rules and policy, and constitutional reform.

One approach to capacity building is learning process. This approach was introduced by Korten (1980). This approach more emphasize on the ability to see failure as the best evaluation tool. Therefore, Korten said that the willingness to accept the most embarrassing mistake is an important element in this approach.

Learning process approach did not organizing the activity into a sequence stage of activities such as begin with planning, implementing, and evaluating. Learning process approach more emphasize on the effort to optimize the contribution to the planning implementing, and evaluating by professional or experts in which formal planning approach didn't used at all. Furthermore, Korten adds that learning process approach not only matched with Local Institutional capacity vuilding, but also can be applied to a variety of activities.

According to (Sutoro Eko, 2012) there are several basic principles to achieve rural capacity.

The first is, capacity building not only includes the learning process in the local level, but also requires policies and program from suprarural (*supradesa*) government, which until now often referred to as coaching. Although coaching contain the wrong substance and way, according to the government both of that identical with rural capacity building. As the policy/program, capacity building can not be done an ad hoc, for example, only in the training form, but also requires a framework of goals, substance and process.

The second, it is still associated with the first. Capacity building requires priorities scale. The development and the improvement of capacity are multidimension activities that requires medium-term orientation. Besides the short-term priority activities, it is need to be balanced with medium-term activity and long-term planned in an integrated manner.

The third, capacity building program include all of the interested stakeholder on the village. Capacity empowerment relate with village should address to the government with different levels: Regency/City, Subdistrict and village itself.

The fourth is rural capacity building requires the good interaction patterns. Rural capacity building are also possible changes in the interaction patterns between government agencies and between government agencies with community. In the rural context, capacity building should supporting institutional development process democratically through community participation in the governance process, and the development since the early stages of plannig, as well as ensuring the impartial control (checks and balances).

The fifth, capacity building also be based on the needs and abilities of the village. Especially training and technical assistance to the rural government should based on the demand-driven not based on the program that has been determined unilaterally by suprarural (*supradesa*) government (supply-driven). Development initiatives and capacity building for the village should take into account the specific conditions and needs of the village, and as far as possible be avoid attempts use a standard and similar approach. The development of innovation exchange, experience gained, and the in ter-village learning approach (horizontal networking) is the key element in capacity building strategy.

4. Urban Communities Concept

The sense of urban community is different from rural community. The sense of urban community is more emphasis on the nature of life and life characteristics, while rural community marked with strong ownership inner feeling ties between rural communities. That is the strong feeling of every citizen or community member by a nature that a person feels a part that cannot be separated from the society in which he lives is loved and have feelings are willing to sacrifice all the time for the community or community member

In this study, the sense of urban community is a densely populated residential are of the village area near the city because of expanding urbanization of the city. Status area is still having rural government, because there is no government policy to change the status to become "kelurahan", and caused by the various consideration as well as reasons from the local government itself.

So when seen with the eye, it appears that the area was like a city area. There are dense settlements, so much shop, and traffic high. But the territorial border still located in the region who are still rural. So the apparatus who running the government is rural official, with the support of general existing regulations in the rural area.

As a benchmark for classifying the rural area which has a characteristic like this, there have been no standard criteria. However, in order this research can run more easily, so when the small town was 10,000 inhabitants, the urban community in the context of this research can be reduced under these criteria. Can be between 8000-10.000 inhabitants. However, there should be the characteristics of residential areas densely populated urban resemble. So if there are villages with a population over 10.000 inhabitants but due to large area, and do not look any similar residential areas in the city, which can not be included as an area that was subjected to this research.

RESEARCH METHODS

Research type used of this study is qualitative research with case study method. Robert K. Yin (2008;1) explained that, case study is a method refer to the research that has elements of how and why on the main question of the research, and examine the contemporary issues (the present) and the least chance of researchers in controlling events (cases) were researched.

The focus of this study is capacity building of the rural government in providing demographic administration services to the urban communities based on (1) Structure capacity and regulatory framework of rural government; (2) Public service management capacity of the rural government; and (3) Apparatus capacity of the rural government.

The location of this research is Taman Subdistrict, Sidoarjo Regency, while research sites include the Office of the Rural Government Administration Head in Sidoarjo Regency, villages in Taman Subdistrict, Sidoarjo Regency, the office of "DPRD" in Sidoarjo Regency, and the office of Taman Subdistrict in Sidoarjo Regency, the office of the secretariat of the Sidoarjo Regency. Sources of data derived from primary and secondary data. Data collected through interviews, observation, and documentation. Research instruments are researcher itself, interview guide and field note. Data analysis used nine stage from McNabb (2002). And the test validity of the data conducted through credibility test, transferability, dependability and confirmability.

RESEARCH FINDING

Capacity Building of the Rural Government in Providing Services to the Urban Communities

1. Structure Capacity and Regulatory Framework of Rural Government

Structure capacity and regulatory framework of rural government is availability level of the rural government structure and function to fulfil the services needed by society, based on the legislation in force. Before the issuance of Law No.6 of 2014 about Village, rural government structure and function referred to the Government regulation No.72 of 2005 about Village. Based on the observation of researchers in the field, even though the Law about Village has been published, but all of the village in the Taman Subdistrict, Sidoarjo regency not fully implement these Law yet, because still in the adjustment phase. Therefore, to know the structure capacity and regulatory framework of rural government in this section, the researcher was referring to Government Regulation No.72 of 2005.

Referring to Article 13 of Government Regulation No. 72 of 2005, local government need to establishment of local regulation about the Guidelines of Organization Making and Working Procedure of Rural Government, so Local Government of Sidoarjo Regency issued Regional Regulation No.9 of 2006 about the Guidelines of Organization Making and Working Procedure of Rural Government. Translation of Article 12 Government Regulation No.72 of 2005 in this regional regulation is about another rural government that consisted of three elements includes rural secretariat, section and "dusun". Regarding the number of section, Article 4 paragraph 3 Regional Regulation No.9 of 2006 states that the number of sections is at least 3 (three) and a maximum of 5 (five) adjusted to the needs and socio-cultural condition of local communities. Three sections that must-have by the village are government section, development, and community, while two other sections that selected are public service section and community policing section.

Based on the observation and interviews with some of the rural government in Taman Subdistrict, Sidoarjo Regency, although the organizational structure in the rural level has been referred to the Sidoarjo Regency Regional regulation No.9 of 2006, and Regent regulation of Sidoarjo Regency No.8 of 2008, but not all of the organization structure fulfilled by rural apparatus. There are still occur vacant position of the rural government include rural head, rural secretary, or the apparatus in each of the section. This study found that several rural head still held by executing task that also was an official in Taman Subdistrict office. Something

similar happened with rural secretary, not all of the rural secretary in the Taman Subdistrict are civil servants that placed by government of Sidoarjo Regency. Step to be taken is to lift task implementor of the rural secretary who doubled as on of the sections in the village. In addition, still found the dual tasks from the sections in the rura apparatus structure which is one of the section head concurrent position of the another section. This condition found in almost of the all rural sample that observed by researcher. This fact illustrates that normatively, structural capacity has been fulfilled. Refers to Government regulation No.72 of 2005 about Village, Regional regulation No.9 of 2006 about the Guidelines of Organization Making and Working Procedure of Rural Government, and Sidoarjo Regent Regulation No.8 of 2008, but the numbers of HR rural officials who occupy these positions structure has not fulfil the real structural need yet.

Research found that, the fulfilment of public service that needs in the demographic administration and rural infrastructure already can be served through the existing structure, duties and function based on the regulation referred. But existing structure can not run optimally because they can not be driven by human resources placed on that structure. The dual tasks and structural function of the rural government apparatus instead reduce structural capacity of the rural government itself. Therefore, the demographic administration serving and the infrastructure in the rural area had not been optimal yet. For example, the statement from Mrs. Khoiril Uyun – Government Section Head and concurrent as General Serving of Jemundo Village, stated that in her village a lot of e-KTP unprinted because the village didn't have the authority to do it. After the printed of e-KTP authority handed over the district centre, there are still many society data that need to be verified again (about 50%).

Therefore, Jemundo village anticipated through coordination and cooperation with RT/RW. Meanwhile Mr. Wisnu Wardo – Plt. Kleteg Village Secretary stated that online service system cannot be provided because the infrastruktire not yet available. Even so, they mad a breakthrough by providing service to people who do not have time to come to the rural office with visiting the society outside of working hours as directed by rural head.

2. Public Service Management Capacity of the Rural Government

Public service management capacity of the rural government is the ability owned by rural government to regulate public service for rural communities. The ability of service setting can be identified from several management capacity indicators, namely incentive system for service provider, utilization of personnel for service, rural head leadership, organizational culture of service, communication and structure managerial Service. Incentive system indicator can be used to find out, is there a mechanism to reward or punishment the rural apparatus who achievers or behave too badly in providing public services to the rural communities. The utilization of service personnel became identification tool in the access how good rural apparatus in providing public service in according the needs and placed according to their expertise. Meanwhile, to assess the leadership of rural head in regulating public service, will dig he information about personal behaviour of rural head that reflected in how to steer the service, how to motivate and how to behave.

Moreover, to know how the organizational culture of rural government in provides pubic service, we can dig the information about ordinances, norms, customs and service delivery procedure. Management capacity of service also can be identified from the communication pattern such as what is usually do between giver and the recipient of services, as well as managerial structure of the service that illustrates how the public service system works.

Research found that the capacity of public management in Taman Subdistrict, Sidoarjo Regency had not been optimal, because almost all of the village not yet implement an incentive system professionally and standardised. In addition, in almost all of village in Taman Subdistrict, the number of personnel required to provide public services still minimal. This is can be see through the existence of concurrent position by the rural apparatus in the research location. Rural apparatus expect the attention from Regency Government in order placed civil servants in the vacant rural government, so service tasks can be maximally. In the concurrent position, there are any village give the addition incentive for the personnel that have the dual position, but generally, there is not addition incentive.

Related to the rural head leadership in the public service management, this research found that in general there are not a lot of problems disturbing the service delivery because rural apparatus saw that rural heads are flexible enough to provide room service initiatives for their staff. Rural head also often provide the motivation and maintain good communication with their apparatus.

On the other hand, the communication patterns of service delivery by rural apparatus showed that communication between rural apparatus and society who needs demographic administration service and infrastructure much better than communication with the government in subdistrict level as well as office/agency/body in the regency level that has a working relationship with village in terms of public services.

Meanwhile, related to the organizational culture, this research found that organizational culture that built in providing public services for the rural communities in the Taman Subdistrict more emphasizes a spirit of brotherhood, paternalistic, teamwork, flexible, and communicative. Familial culture seen from the pattern of evaluation of the service activities that built by rural head and all of the apparatus. Evaluation conducted openly by sitting together and discussion on the tasks and problems encountered in providing service to the society. Paternalistic culture seen when the working relationships between apparatus with rural head not only based on the level of organizational level but also consider the level of seniority of age in interpersonal communication. Meanwhile, to build a culture of teamwork, the tasks and function of each apparatus often did not separated clearly, therefore they also help each other jobs across the structure together, so community needs of the service still underserved despite there are apparatus did not exist in that place for a reason. Rural head flexibly provide the opportunity for staff members to take the necessary decision related activities of its service so that there is no strong dependence of rural heads, although in certain matters of principle, a decision can only be taken by the rural head. Cultural communication is also quite good built between rural government with their communities where they can be more openly expressed their wishes about wuality of public services. Unfortunately, the good of communication did not built maximally with the government on the upper level.

The last component of the public service management capacity of the rural government is the problem of managerial structure in delivery service to the society. The research found that village did not have standard operational procedure (SOP) for various public services in the village. Village also did not know the prime service standard (SPP) normatively. This may be due to see capacity of human resources in the village also not ready to implement managerial system in public service, appropriate with the legislations on public service. This strengthened with the conditions in which the demands for public services in the village are very varied types and object services. Thus it can be said that the structure managerial of public services in the village is not yet running.

3. Apparatus Capacity of the Rural Government

The description of the apparatus capacity of the rural government is one of the important part to see the independence of the village in providing public service, mainly in the demographic administration field and infrastructure. Apparatus capacity can be accessed from the educational level of the apparatus, the planning ability, control of management information systems, adequacy between of personnel and services, and human capacity building scheme. Rural government said to be independence in providing public service if supported by their apparatus that have the good education fully and have extensive knowledge related to public services have the ability and skills that qualified in providing services as well as the sufficient amount of personel that delivery public service. In an effort to increase the independence of the rural government so, one way that can be used is through rural apparatus capacity building with a capacity building scheme planned and standardized.

Research found that almost the entire villagers in the Taman Subdistrict, Sidoarjo Regency admits that the average level of their apparatus is equal of senior high school. Even so, most of their apparatus have been able to operate a computer, it caused by their efforts or assisted by the village to follow the course. One of the rural head even wanted to teach their apparatus who have not advanced to operate computers directly because his background was as a computer teacher. Meanwhile, related with the operation of Management Information System (MIS) basically the villages in the Taman Subdistrict did not have a MIS to demographic administration service yet. There are a village started trying to build their own MIS, but still under construction which is intended for publication of Family Card (KK) and also for the profile of the village. In addition, the results showed that the related personnel in providing services to the rural community, more villagers admit that they lack personnel for service.

Moreover, this research found that capacity building of apparatus scheme through education and training and etc., really determined by the urgency of rural needed. The entire villagers recognize that there are educational and training followed by rural apparatus organized either by subdistrict government or by

regency government. According to them, educational and training that more often done typically related to financial management in the village. While the special education and training about public service rarely do. Even if the educational and training conducted, it was not maximal. Training for the rural apparatus by regency government are considered less effective so that only the "Camat" and section head of regency government that given training are expected to directly provide coaching to the village.

Interviews result about the ability of rural apparatus in planning, started from their involvement in the planning showed that their access in the planning process are limited. Although there were quite capable of it but not all of the apparatus have the same capabilities because of their involvement in the planning of each year is also minimal. When looked further, their ability in planning is not limited to the tasks of identifying the needs, but also the ability to determine the goal, identify alternative plans and decision-making in planning. Therefore, it is justified to say that actually the capacity of rural apparatus in the Taman Subdistrict still lack in the planning.

DISCUSSIONS

Capacity Building of the Rural Government in Providing Services to the Urban Communities

1. *Structure Capacity and Regulatory Framework of Rural Government*

Capacity according to Anneli Milèn (2001) defined as the ability of individuals, organizations and the system to implement and realize its functions effectively, efficiently, and sustainably. In this case, capacity should be seen as the ability to achieve the performance to produce outputs and outcomes. Thus, when we talk about the capacity of the structure, it means that the object that must be discussed is the structure of an organization's ability to implement and realize its functions effectively, efficiently, and sustainably. In the context of this study, capacity structure to be analyzed is the ability of the organizational structure of rural government in carrying out the functions of the demographic administrative service and infrastructure service to the rural communities effectively, efficiently, and sustainably. To implement these functions it is necessary to have a regulatory framework that can be used as guidelines for the rural government in extending these service functions.

Structure capacity and regulatory framework is an important part for a leader to manage and lead their organization mainly in the public sector. One of the main role of these capacity is how the leaders manage their power, such as the explanation from Muluk (2005: 24) in his book entitled *Desentralisasi dan Pemerintahan Daerah* stated that the meaning of power is the overall capacity to rule in or can be run by certain political community. In the rural government context, a rural head and rural apparatus has a duty and responsibility to identify, understand and utilize the structure capacity and regulation aspect optimally as the foundation in exercising the authority and power in the government body.

Research in the Taman Subdistrict, Sidoarjo Regency showed that organizational structure has been referred to the Regional regulation of the Sidoarjo Regency No. 9 of 2006 and Regent Regulation of Sidoarjo No.8 of 2008, but not all of the organizational structure fulfil by the rural apparatus personnel. There still a vacancy which establish the dual tasks and functions in almost of the structure level in the village such as rural head, rural secretary, or rural sections. This condition described that normatively institutional structure in the village already regulated by Government Regulation No.72 of 2005 about village, Regional Government No.9 of 2006 about the Guidelines of Organization Making and Working Procedure of Rural Government, and Sidoarjo Regent Regulation No.8 of 2008. However, in the implementation, the number of human resources who should occupy the structure positions not answers the real structural needs yet. The existing conditions clearly give the negative impact to the ability of rural organization structure in the Taman Subdistrict in delivering public services effectively, efficiently, and sustainably. The dual tasks and functions will increase the workload and responsibility for each apparatus that have the concurrent position. It will reduce the rural organization's ability to deliver services.

Referring to the opinion from Forss and Venson cited in Willems and Baumert (2003) about the level of institutional capacity, structure capacity is a part of the organizational capacity that are in the meso level of institutional capacity. Structure capacity was talk about human resource and management practice of resource, the flow of information and higher support management to the staff below. Thus, if we discuss about rural government capacity management in Taman Subdistrict, it was not separated from the human resource analysis, the flow of information and support management of the service. Therefore, in this part the analysis closely related with the next two sub-sections on management capacity and apparatus capacity.

Structure capacity also related with leadership. Nicholas Henry (2004: 130) explained that "Leadership is a big subject and perhaps no aspect of organizational behavior has had more written about it than has leadership". Vacancy issue and dual position are the example of the weak aspect of leadership in the organization.

Based on the discussion about the capacity building of structure and the regulation framework of rural government so it can be arranged proposition minor one (1) as follows:

"if the structure and regulation framework already referred to the legislation in force and there is no vacancy of the rural head, dual positions and vacancy of the apparatus in each of the sections, so the structure capacity and regulation framework of rural government will be increase, so the service provided can fulfil public expectation."

2. Public Service Management Capacity of the Rural Government

Mintzberg in his books entitled of *The Nature of Managerial Work* stated that basically the role of management is in the three field of work namely, personal ability, management of information, and decision making. Meanwhile Luthan *et al*, through task-based approach which they developed, identifying 12 basic tasks of managerial that are the management of information, recording, planning, decision making, control of work process, external communication, political organization network, motivation and encouragement, discipline and sanctions, recruitment and training (Haynes, 2003).

Thus, it means that the discussion about the management of public services, not in spite of the three field of works from Mintzberg and 12 basic tasks of managerial from Luthan *et al*, that adapted into public services. In the context of public service management in rural government, both of these thoughts will be simplified in order to appropriate with actual condition in the village.

The results of the research in the Taman Subdistrict showed that, the quality of communication that built especially between rural government apparatus and another institution of the government are still weak. Therefore, the understanding of the development of communication concept to all of the apparatus needed to increase. Zulkarnain Nasution (1996: 106) in his book entitled of *Komunikasi Pembangunan, Pengenal Teori dan Penerapannya* stated the definition of development concept in the broad sense include the role and function (as an exchange of messages on a reciprocal basis) among all parties involved in the development efforts, especially among society with government, since planning process, then implementation, and assessment of the development. In this context rural government has been trying to establish good communication with communities as the target of program/policy, but it should not be forgotten the need for internal communication that built up well so that development efforts are expected to be more effective and better coordination achieved by fellow government apparatus.

This research found that service management capacity of rural government in Taman Subdistrict is quite good in some aspects, but there are many other aspects are still not good. It means that rural government organization and the system in the Taman Subdistrict has not been able to organize and perform public service functions to the rural communities effectively, efficiently, and sustainably. The solution should be done to improve and enhance the management capacity of public service in rural government in Taman Subdistrict is through institutional capacity building by adhering to some of the institutional capacity building principles that stated by Sutoro Eko (2012) through gis study of "*Reformasi Desa Melalui Daerah*" namely:

1. Capacity building includes not only the learning process at the local level, but also requires policies and programs of supravillage (*supradesa*) government;
2. Capacity building requires both short-term priorities, medium term and long term;
3. Capacity building programs cover all rural stakeholders interested in the village;
4. Rural capacity building requires interaction patterns were good;
5. Capacity building should also be based on the needs and abilities of the village.

Institutional capacity building has several approach. In this research used learning process approach, which was introduced by Korten (1980). This approach is a response to the failure of blue print approach assumes that every problem and objectives can be identified more specifically carried out based on comprehensive and detailed plan. In reality, the planning is impossible to predict the potential for error that will occur accurately and totally. In the blue print, planning also have intellectual inequality with which the implementer of the programming is done by experts, while the executor or implementer only be performed by unqualified human resources and have the inadequate capability. Meanwhile learning process approach

emphasize of the ability to see failure as the best evaluation tool. Korten said that the willingness to accept the most embarrassing mistake is the most important element in this approach.

Learning process approach did not organizing the activities into the stage such as begin with planning, implementing, and evaluating. Learning process approach more emphasize on the effort to optimize the contribution of planning, implementing and evaluating with professionals or experts in which formal planning approach unused at all. This approach did not obedient totally of the planning but more oriented to improvements for the failure that is consistent with the concept of independence service where coverage the services that must be provided in not only planning but it could have emerged from community initiatives that must be accommodated self governing community.

The weakness of management capacity of the public service by the rural government in Taman subdistrict, seen as the best evaluation tool for improvement the management capacity of services. It attempted to optimize the service management by learning process with professionals or experts, with not using the formal planning approach.

Based on the discussion about public service management capacity of the rural government above, it can be arranged minor proposition 2 (two) as follows:

"if the incentives are already standardized and has been professional, motivation from the head is higher, communication is getting better and quality both of the communities or other government agency, as well as the preservation of good organizational culture and clear standar operating procedure (SOP) and operate in a consistent, it will increase the capacity of public service management and rural government."

3. Apparatus Capacity of the Rural Government

In the institutional capacity level, Forss and Venson cited in Willems and Baumert (2003) explained that the capacity of rural government could be classified as micro-level capacity that described the skills and performance of individuals. Further explained that the skills and individual performance can be seen in terms of someone motivation, clarity of individual missions, the suitability of individuals with job skills, training availability and accuracy of incentives. In line with micro-level capacity of the analysis undertaken in this study about the capacity of rural government apparatus at least talk about the education of apparatus, apparatus capability in planning, mastery of the MIS, the adequacy of personnel number to the service requirements and apparatus capacity development scheme.

Based on the results of research in the Taman Subdistrict, Sidoarjo Regency, almost the entire villagers in the Taman Subdistrict, Sidoarjo Regency admits that the average level of their apparatus is equal of senior high school. Even so, most of their apparatus have been able to operate a computer. Meanwhile, related with the operation of Management Information System (MIS) basically the villages in the Taman Subdistrict did not have a MIS to demographic administration service yet. In addition, the results showed that the related personnel in providing services to the rural community, more villagers admit that they lack personnel for service. Moreover, the capacity building of apparatus scheme through education and training and etc., really determined by the urgency of rural needed one direction from the government on it so that educational and training often conducted only related to regulatory compliance such as financial education and training. The entire villagers recognize that there are educational and training followed by rural apparatus organized either by subdistrict government or by regency government. According to them, educational and training that more often done typically related to financial management in the village. While the special education and training about public service rarely do. While related with the ability of rural apparatus in planning, started from their involvement in the planning showed that their accesses in the planning process are limited. It was impact on the limited ability of rural apparatus in planning.

Seeing the lack of individual capacity of rural government apparatus condition, researcher is pessimistic that public service provided by the rural government could be held as well. The lack of individuals capacity of rural government apparatus occurs because the rural government organization themselves are not able to provide space for the capacity building of individual in providing services to the rural communities.

In addition, a network of cooperation between different levels of institutional or inter agency, the effectiveness of the public sector (political economy, public participation, quality of public services, the rule of law) as well as the norms, and social values that are at macro level institutional capacity also did not support to the individual capacity of rural government apparatus. In this condition, then that should be done is the development of a comprehensive institutional in the micro level, meso level and macro level. In the micro

level that is capacity building of individual. In the meso level that is capacity building of organization such as the clarity of organization mission, human resources as well as the right management practice to achieve its mission, the ability to adjust new mission, the flow of information, the higher support management of the staff below. Or in the macro level that is about the cooperation network between institutional level or between inter-agency one with another institution, the effectiveness of the public sector (political economy, public participation, quality of public services, the rule of law) as well as the norms, and social values.

The comprehensive capacity building above according to Grindle (1997) cited in Santoso (2011) is a variation strategy which include the dimensions, the focus and variety of activities. There are three dimensions of capacity building, namely :

1. *The Development of Human Resources*

This dimension focuses on the availability of technical personnel and professional with some type of activity that is training, working conditions and recruitment.

2. *Organization Strengthening*

The focus of this second dimension is on the microstructure of organizations including management system in developing specific tasks performance and functions.

3. *Institutional Reform*

This dimensions focus on the macro-organizational structure that is on the institution and the system.

The activities include in this dimensions consist of the rule of the game for political and economic regime, changes to the rules and policy, and constitutional reform.

With the development of rural apparatus human resources, it will available technical personnel and professionals in providing public services to rural communities. Human resources development is done by providing training on public services to rural apparatus, creating working conditions that enable every rural apparatus can evolve toward a professional, as well as hold recruitment apparatus according to expertise and professionalism is based on the needs of rural government organizations in providing public services to the community that qualified. In addition, the strengthening of rural government organization done by creating an incentive system, personnel utilizing appropriately with the expertise, developing the model of leadership in the village, creating a culture of service organization, doing intense communication and build good managerial structure. On a broader level, it needs to do is to build the institutional reform of public services at the rural government, that focus on the service as well as macro structure. This conducted through the establishment of regulatory activity in the legislation form for used by a political or economic regime, the change of rules and policies and constitutional reform in a holistic manner.

Based on the discussion about apparatus capacity of rural government, so it can be arranged minor proposition 3 (three) as follows:

Berdasarkan pembahasan tentang kapasitas aparatur pemerintah Desa, maka disusun proposisi minor 3 (tiga) sebagai berikut:

"if the institutional development is done thoroughly as well as education and training of financial conducted regularly and continuously, it will increase the capacity of rural government apparatus".

CONCLUSIONS

Based on the research finding and discussion above, it can be concluded that:

- Structurally, rural government institutions actually meet the demands of normative and sociological of rural communities, but the structure is not able to perform the tasks and functions of service as well because there are some structures that are not filled by rural apparatus personnel. There are still have a dual position that causes ineffectiveness and inefficiency in providing services to rural communities.
- In the management capacity of service, it can be seen that almost all of the village did not implement incentive system professionally and standardized yet, the number of personnel required to provide services to the communities still minimal, and the lack of standard operating procedures (SOP) and prime service standards (SPP).
- Meanwhile, for the apparatus capacity of rural government, it must be admitted that the rural government has not self-sufficient in terms of human capacity. The lack of individual capacities of

rural government apparatus occurred because the rural government organization did not able to provide space of the individual capacity building to provide service for rural communities.

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