

Structuring and Strengthening Village Government of Skouw Sae Village Muara Tami District the City of Jayapura (RI-PNG Border)

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Key words: Village government, structuring and strengthening, Skouw Sae, community, autonomy

Abstract: Many potential resources are owned by the Skouw Sae village in Muara Tami District but these potentials have not been used and developed to the maximum for the development and welfare of the village community. This condition is very unfortunate considering the implementation of village autonomy requires creativity and independence of the village to manage their own households including in terms of village financial and institutional arrangements. In line with the policy of the central government in allocating village funds given to all villages in Indonesia and in this case including Kampung Skouw Sae Muara, Tami District, Jayapura City which is one of the villages bordering directly with the State of Papua New Guinea. To be able to manage and allocate these funds for the benefit of development and welfare in Skouw Sae Village, a strategy for strengthening and structuring the village government institutions is implemented so that they can be carried out effectively and efficiently in increasing the original income of the village in the implementation of village autonomy. This research uses a qualitative case study approach using data collection procedures through observation, documentation study and in depth interview. The technical analysis of the data used is through data reduction procedures, data presentation and drawing conclusion. The purpose of this study was to explain the application of theoretical concepts elaborated from Mintzberg and Korten, namely strengthening the capacity of the organization and management, capacity building of Human Resources (HR) personnel, financial resources and a number power social capital in in conjunction with the efficient and effective implementation of villages governmental tasks.

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Page No.: 149-159

Volume: 17, Issue 2, 2020

ISSN: 1683-8831

Pakistan Journal of Social Sciences

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INTRODUCTION

Papua Province is a special legal community unit and is given special authority to regulate and manage its own household. It is stated in Law No. 21 Year 2001 concerning special autonomy for Papua Province which further strengthens the uniqueness of the Papua region, especially, the government in villages as the spearhead of government. The birth of the Act further emphasized the shift in the system from the Central Centralization era to the era of decentralization or regional autonomy. In Law No. 32 Year 2004 Article 1 paragraph c that has been updated with Law No. 23 Year 2014 states that decentralization is the transfer of governmental authority by the Central Government to autonomous Regional Governments within the framework of the Unitary State of the Republic of Indonesia.

In the decentralization of villages, it is possible for the division of authority and finances to the villages to make the villages meaningful as a local self-government. If decentralization is aimed at structuring a new institutional model that combines village (local-self government) and adat (self-governing community) then the results are: structuring village institutions that are in accordance with state customs and policies, the local village self-government model continues to emphasize the principle of self-governing community; even has a strong cultural and social base; there are clear territorial boundaries and customary rights to the village; restoration of local identity and social capital and transfer of authority and finance to the new village.

Sumodiningrat suggests three important things that must be considered in the regional development process, namely: the form of real contributions from the regions expected by the central government in the basic development process; the aspirations of the local community itself, especially, those reflected in the regional development priority; linkages between regions in the macro and political economy. During the New Order the administration of the government took place centrally which was followed by the politics of unification law for all regions in the Indonesian territory. So, with a paradigm like this, the system of governance in the region is strived to take place uniformly throughout Indonesia.

Over governance system reform process in Indonesia, the government enacted the Law No. 23 Year 2014 about Regional Government. This law gives new enthusiasm to revive the adat and institutional system at the village level in Papua. For Papua itself which is a special legal community unit and is given special authority to regulate and manage its own government affairs and community interests in accordance with statutory regulations in the system and principles of the Unitary State of the Republic of Indonesia based on the 1945 Constitution.

The implementation of the new law must be implemented in accordance with the situation of the Papuan people who have their own uniqueness. Thus, hopes to improve the structure of Kampung community in Papua can be achieved. In 2001, Law No. 21 Year 2001 concerning special autonomy for the province of Papua was born. One form of government institution that receives special attention is the lowest government in Papua known as Kampung, thus, further strengthening the uniqueness of village governance (Kampung) in Papua.

The birth of Law No. 6 Year 2014 concerning villages is a law that in addition to providing quite extensive benefits and institutional strengthening to the villages government in terms of managing and building villages in accordance with the aspirations and available resources and in accordance with village characteristics as regulated in articles 48 and 51 is related to village officials and village consultative bodies. This law also provides an opportunity for the villages government to revive and advance the traditional institutions that are found in the life of village communities in Papua. Article 1 number 1 of Law No. 6 Year 2014 states, "Village is a village and a customary village or as another name, hereinafter referred to as village is a legal community unit that has territorial boundaries authorized to regulate and administer government affairs, interests local communities based on community initiatives, original rights and/or traditional rights that are recognized and respected in the government system of the Republic of Indonesia".

Village government has the following obligations: improve basic services to the community; providing social facilities and public facilities for the community; develop productive resources by utilizing technology that is appropriate to the needs of the community; implement village regulations and higher regulations in accordance with their authority; manage and manage their own government affairs; men keep environmental sustainability; manage village administration; preserve the socio-cultural values that develop in the community; developing people's economic life; accommodate community aspirations; making reports on the implementation of government, development and society in accordance with applicable laws; maintain and maintain customs; other obligations stipulated in the legislation.

The fundamental problem in the conduct of duties as the village government in serving the community in Kampung Skouw Sae is the lack of independence in managing its domestic affairs. Based on this issue, the Kampung Skouw Sae government is demanded to be more independent in managing the domestic affairs such as regulating and managing funding sources that come from the government in the village budget and revenue expenditure and also village revenue (PAK).

Apart from the large amount of funds disbursed by the government for the implementation of Kampung autonomy, village revenue is one source of the budget that plays an important role in the development of the Kampung where not all the development undertaken can be absorbed from government aid funds. This is part of the problems faced by the government and people in Papua, especially, the Skouw Sae government of Jayapura City related to the village's original income within the framework of Kampung autonomy. Many potential resources are owned by Kampung Skouw Sae, Muara Tami District but these potentials have not been used and developed to the maximum for the development and welfare of the village community. This condition is very unfortunate considering that the implementation of village autonomy requires creativity and independence of the village to manage their own households including in terms of financial and village institutional arrangements. Based on the above phenomena, a research on structuring and strengthening Kampung Skouw Sae government of Muara Tami District of Jayapura City (RI-PNG border)" was conducted.

MATERIALS AND METHODS

Institutional strengthening and structuring

Strengthening village government institutions: Institutional strengthening of the Kampung government is very important in order to realize a strong, dynamic and independent Kampung government. With the institutional strengthening, it is expected to be able to move the parties involved in the development of the village, both the village apparatus and the local community. In addition, the division of roles becomes clearer, each party knows its authority and responsibilities, so that, the Kampung government system can be run optimally as the demands of the autonomy era of the village.

Strengthening institutional capacity of local government can be interpreted as an effort to build organizations, systems, partnerships, people and processes correctly to carry out certain agendas or plans. Strengthening the institutional capacity of local governments is therefore related to individual capability development, organizational capacity building and institutional capacity building.

The definition of capacity strengthening provides an illustration that there are many things that must be considered and observed so that capacity strengthening can produce tangible results, useful and have a positive impact. Then, according to Haris Faozan, in strengthening institutional capacity, the regional government is directed to: develop individual skills and competencies, so that, each individual is able to carry out the duties and responsibilities he carries; develop employees, culture, systems and processes into the authority of the

organizational units in order to achieve the objectives of each organizational unit; develop and strengthen outgoing links (development and strengthening of external links) in order to foster an intensive, extensive and solid partnership.

Strengthening institutional development in the public institution sector is defined as all planning, structure-building and new instructions in the reorganization of the organizational direction which include: create, support and strengthen normative relationships and active patterns, establishment of functions and services that are valued by the community; the creation of facilities that connect new technology with the social environment.

Some research concepts produced by the Inter-University Research program on institutional development which produces 3 basic categories of analysis, namely: the term institution is a variable that explains the behavior of the institution itself. Inside there are sub categories such as leadership, doctrine, programs, resources and internal structure. This term explains the transactions contained in sub-categories such as the ability to get support to overcome obstacles that will meet and the transfer of norms and values, analysis of institutional circles or chains that show the interdependence between institutions and relevant parts of society and their utilization and functioning in terms of normative.

The concept of institutional arrangement: Structuring is a planning process in an effort to improve regularity, order and security. Structuring is a part of a government administration process where by the structuring process can guarantee the realization of national development goals. Arrangement can be formulated as a matter, method, result or arrangement process. This structuring requires a long process where in this structuring process there needs to be more regular planning and implementation for the achievement of objectives. In the spatial dictionary it is stated that: Structuring is a process of planning, spatial use and control of utilization for all interests in an integrated, efficient and effective manner, harmonious, balanced and sustainable as well as openness, equality of justice and legal protection.

This structure process also includes spatial planning where residents occupy certain areas. Institution comes from an English word 'bureaucracy' which is defined as an organization that has a chain of command in the form of a pyramid where more people are at the lower level than at the top level, usually found in agencies that are administrative or military. In this chain of command each job position and responsibility is clearly described in the organization.

This organization also has strict rules and procedures that tend to be less flexible. Another feature is that there are usually many forms that must be completed and the delegation of authority must be carried out in accordance with the hierarchy of power. Institution as a formal organizational system was first raised by Max Weber in 1947. According to him, institutional is an ideal type for all formal organizations. Max Weber defines institution as a form of organization characterized by hierarchy, role specialization and a high level of competence shown by officials who are trained to fill these roles.

Characteristics of organizations that follow this institutional system are the division of labor and specialization, impersonal orientation, hierarchical power, rules, long careers and efficiency. The main goal of the institutional system is to achieve optimal work efficiency. According to Weber, institutional organization can be used as an effective approach to control human work, so that, it reaches its target because institutional organizations have a clear structure of power and people who have power and influence, so that, they can give orders to distribute tasks to other people. The same thing was expressed by Nugroho and Dahuri that institutions in practice are described as civil servants. This expression emphasizes the important role of human resources in an institutional context. Institution is a bureaucracy that has a great ability to move the organization because the institution is formally organized to give birth to rational actions in an organization.

Institution is a means and tool in carrying out government activities in a society that is increasingly modern and complex. Institution plays an active role in the political process in most countries and institutions use many activities including the most important efforts in the form of implementation of the Act, preparation of legislative proposals, economic regulations, licensing in the economy and professional matters and sharing welfare services. The institutional characteristics that can achieve the goals of the state as expressed by Widodo^[1] is that public institutions in the current era must be able to work efficiently, effectively, competitively, responsively and adaptively. In addition, public institutions must have flexible structures and procedures, they must also have the will and ability needed to develop themselves, adapt to dynamic situations and environmental uncertainties.

Max Weber argues that institutions are the most efficient and rational form of organization. This is described by showing the institutional characteristics, such as: tiered authority according to organizational level; specialization of duties, obligations and responsibilities; position is designed as a position; placement in a planned position; position is impersonal; standard system of rules

and procedures to enforce discipline and control; detailed qualifications of individuals who will assume positions; protection of individuals from dismissal.

The description is more clarified by Nugroho and Dahuri that the institution has 10 characteristics, namely: its members (staff) are personally free and only carry out impersonal tasks from their positions; there is a clear hierarchy of positions; position functions are clearly detailed; officials are appointed based on contracts; selection on the basis of professional qualifications that are ideally strengthened by diplomas obtained through examinations; its members are paid with money and usually have pension rights; an official's job is his only job; there is a career structure and promotion is possible either through seniority or achievement and in accordance with the assessment of superiors; the official cannot take his position as his personal possession nor are the sources that accompany the position and officials are subject to unified control and to the disciplinary system.

The ability to show these characteristics depends on institutional actors or officials to think dynamically and try to meet the needs of the community. For this reason, each apparatus should have high morale and be supported by resources and funds in achieving the country's goals. Based on differences in the main tasks or missions that underlie the organization, Alfian explains that institutions are divided into three categories, namely: public government institutions, namely a series of government organizations that carry out general government tasks including maintaining order and security, from the central to the regional level (provincial, district, sub-district and village). These tasks are more like "regulating" (regulative functions); development institution is a government organization that runs a specific sector or sector in order to achieve development goals, such as agriculture, health, education, industry and others^[2]. The main function is the development function or the adaptive function, institutional services, namely the organizational unit which is essentially a part that is directly related to the community.

This category may include hospitals, schools, cooperative offices, rural banks at the village level, offices or service units of the social department, transmigration and various other organizational units that provide direct services to the public on behalf of the government. Its main function is direct service to the community. Included in this concept is what is called by Michael Lipsky as an institution in the field of duty and dealing directly with citizens.

The implementation of functions as a service to the community cannot be separated from professional capabilities as well as management and organization (institutional capacity and capability) oriented towards the implementation of integrated, smooth and integrated

development with an administrative approach. Therefore, institutions as public services must be able to balance between power and responsibility (power and responsibility), so that, the functions it carries get its position.

In carrying out its functions of governance, governance institutions are structured in an organization, carrying out processes (activities) and behavior (values), government institutions must have professional skills, administrative or managerial qualifications and clear hierarchies to carry out power and responsibilities as public servant.

Institution contains the principle of hierarchy, so that, in practice there are local government institutions and central government institutions. Local institutions are an extension of central institutions in providing access of government services and development in the regions. The position of local government institutions in relation to issues of democracy, autonomy and openness is very strategic because local institutions were the spearhead for fostering community participation in the national and regional development processes. In addition, institutional culture greatly influences the performance of these institutions. Organizational culture (institutional) is a joint agreement on shared values in the life of an organization and binds everyone in the organization concerned. Therefore, the culture of institutional organizations will determine what should and should not be done by members of the organization and can also further determine the normative limits of organizational member behavior.

This culture also regulates the nature and forms of organizational control and oversight and determines the managerial style that is acceptable to members of the organization. Each institution must determine the right ways of working to achieve effectiveness and efficiency. Suryono describes that the important role played by organizational culture (institutional) is to help create a sense of belonging to the organization; creates the identity of the members of the organization, creates emotional attachment between the organization and the workers involved in it, helps create organizational stability as a social system and discovers patterns of behavior as a result of habitual norms formed in daily life.

Local government and the concept of decentralization

Regional government: In an era of increasingly fierce competition, every organization must constantly evaluate its performance, make improvements, so that, it continues to grow and be competitive. This improvement must be carried out continuously. The aim is that the organization is increasingly developing, able to compete and at least be able to maintain qualities that are difficult to predict. One strategy to improve and maximize organizational

performance is local government. The regional governance of the organization is aimed at achieving the effectiveness and efficiency of the organization. This is done by restructuring the organizational structure for the better.

This is in accordance with the definition of regional government described below. Local government often referred to as downsizing or delayering, involves reductions in the field of labor, work units or divisions, or a reduction in the level of position in the organizational structure. This reduction is needed to improve efficiency and effectiveness. Local government strategies are used to find solutions for organizations that are undeveloped, ill or threatening to organizations or industries on the verge of significant change^[3].

Local government aims to improve and maximize organizational performance. Local government is an activity that is closely related to the progress of an organization to maintain its existence. An organization in which there is a group of humans shows behavior that illustrates the relationship between humans and the organization. Sedarmayanti revealed that organizational behavior consists of two aspects namely organizational influence on humans and human influence on organizations.

Local government organization means the process of changing, expanding or reducing the organization according to the vision, mission, goals and objectives to be achieved by the organization in order to make a positive contribution to the public and customers so that public and customer satisfaction (public and customers satisfaction) which is one of the starting points measuring the success of public services can be met. Organizational change is a shift in organizational conditions from the current conditions to the desired future conditions in order to increase its effectiveness.

Change is something that must occur in an organization because of the demands of the times. Sedarmayanti states that to be able to survive and develop, the organization must continue to grow and make adjustments. Organizations must innovate, develop something new, expand into new markets, restructure the legal status, organization and capital structure including introducing and utilizing new technologies, changing work methods and practices. Organizational change can occur unplanned or spontaneous and can also occur planned. The planned change is a direct reaction to the real state of the organization compared to the organization's goals. Organizational change can be caused by internal and external factors.

Internally, organizational changes involve changes in technology, employees or structure. Being externally, related to threats and opportunities that occur outside the organization and can affect activities within the

organization. If change is managed incorrectly, it will cause a decrease in the morale of personnel and can cause conflicts within the organization.

Winardi revealed that organizational change efforts can be seen as a process consisting of 3 phases, namely the unfreezing phase, the changing phase and the refreezing phase. Phase I is the stage where people prepare a situation for change. Phase II includes the modification of tasks, structure, technology and personnel. Medium phase III is an effort to stabilize change to maintain individual and organizational behavior.

In making organizational changes there are 3 ways to achieve results precisely. The method is reengineering, regional government and innovation. Reengineering includes efforts to rethink and design business processes to improve organizational effectiveness. This activity is a fundamental rearrangement to get performance improvements such as cost, quality and service. Reengineering activities are carried out on fundamental matters. This activity is expected to produce new breakthroughs that are oriented towards the future. Therefore, a change in the vision, mission, organizational goals and operations of the organization was carried out.

Regional government organization can mean narrow and can also be broad. Sedarmayanti describes that the regional government organization in the narrow sense includes organizational performance, operational cooperation, systems and work procedures as well as delegation of authority and autonomy. While the regional government of the organization in a broad sense, covers all aspects of the company that includes human resources, financial resources and other resources including facilities and infrastructure.

Furthermore Winardi describes that in the regional government step, there are two kinds of core activities, namely the organization concerned to reduce the level of differentiation and integration by eliminating divisions, departments or levels in the hierarchy and carrying out downsizing activities by reducing the number of employees in order to reduce operating costs.

In local government, it is expected that optimal organizational performance, conducive cooperation and smooth operations will be achieved. Optimal performance can be achieved with personnel support and group achievements. Furthermore, operational cooperation is expected to be more harmonious and the work situation will be more conducive. Local government also involves delegating authority or restructuring organizational structures, so that, the organization becomes responsive and adaptive to changes. Innovation is a process where organizations use their skills and resources to develop new goods and services, or to develop new products and operating systems, so that, they can better react to the needs of their customers.

The target of regional government activities is expressed by Winardi, namely individuals, technology, structure, processes, culture and management. The same thing was expressed by Leavitt, that organizations can be changed in terms of structure, technology and people. Individuals or people involved in the organization can influence the organizational structure. The ability and way of thinking of individuals, as well as their need to work together influence, authority and the relationship among working units also affect the organizational structure. Furthermore, local government technology involves the improvement of equipment and facilities and methods to facilitate the organization's activities. Besides this activity must also be supported by the improvement of knowledge, skills, attitudes and behavior of individuals who support the use of technology.

Organizational structure is the arrangement between the relations of parts of components and positions in an organization^[4]. With a clear organizational structure, the components and supporting positions of the organization can be clearly described. In addition, the structure also describes the coordination and authority activities possessed by organizational units. Organizational culture represents a complex pattern in the form of beliefs, expectations, ideas, values, attitudes and behaviors that are shared and believed by members of an organization.

Winardi states that routine behaviors that occur when people interact are for example, organizational rituals, ceremonies and language that is commonly used, norms adopted by work groups in all relevant organizations such as fair wages for work performed, the dominant values shared by the organization such as product quality or price leadership, the philosophy that directs the policies of an organization towards employees and their customers, the rules of the game, to carry out social relations within the organization concerned or procedures that need to be understood and learned by a new employee, so that, he is accepted by other members in the organization, feelings or climate that arise in an organization because of its physical structure and the way in which the members of the organization interact with customers or with other outside parties. Organizational management aims to develop participation (employees) in problem solving activities by employees at lower levels in order to replace a top-down approach. Besides the importance of coordination described by Hardjito that coordination is the process of integrating the goals and activities of the separate units (units) of an organization to achieve organizational goals efficiently^[4]. With good coordination, the participation of each individual in the organization can be developed.

The concept of decentralization: In the history of a country, there must be a debate about the governance

system that is whether governance puts forward the principle of decentralization or centralization. In general, a country chooses between the two principles based on the political system and the government system adapted.

If a country embraces democracy then the principle of governance is put forward, namely decentralization. But it is not always a country that adopts a democratic political system directly embraces decentralization in its governance. Indonesia in the new order era, for example, adopted a democratic political system but its governance was centralized. A case like this shows that debates on the principle of governance always occur in countries that embrace any form of political system. The high world demand for the adoption of democracy influences developing countries to implement decentralized governance system and regional autonomy. Decentralization and regional autonomy are two concepts of government that support the implementation of democracy in the administration of government. The decentralized governance system has a broad impact on the development of regional development.

Political and government scholars have discussed and debated the implications of decentralization for regional development. Marijan, for example, explains the implications of decentralization on development, in the broad sense that has been debated in the literature that addresses it, that is whether it has positive or negative values^[5]. Most of the literature that defines decentralization as an alternative to centralization sees the positive side of its policy. The experience of the failure of the centralized development planning strategy adopted by many developing countries in the 1850s is because it is considered a rational and effective way in boosting economic growth, often used as a reference in this argument.

Rondinelli for example, argue that the main reason for a centralized planning strategy in the past was that such a strategy was very complicated. In addition, in this strategy single development policies are also often formulated. Consequently, such strategy is not able to encourage development policies that benefit all parties including those on low incomes^[5].

Olowo supports Rondinelli and Cheema's opinion by saying that the benefits of centralizing development efforts in African countries are not for the rural poor society who form the majority of their supporters^[6].

Decentralization as an alternative is often seen as a force capable of bringing development policies closer to the community while also encouraging economic growth. Through the transfer of government affairs to the regions and villages, various procedures that face interaction between the government and the community including the market can be minimized.

That's why Rondinelli *et al.*^[6] came to the conclusion that through centralization, local government will be able to work more effectively and efficiently including in their provision of public goods services.

Another argument comes from scholars who base their arguments on the theory of public choice saying that decentralization is an important instrument for improving people's welfare. The basic argument from public choice theory is used to explain that decentralized government is able to provide better public goods and services than centralized government. This explanation is placed in the context of competition between local governments and service agents in local government^[5].

Besides being able to create an allocative efficacy as above, decentralization is also seen as capable of creating a government that has accountability, encourages democratization and even is able to produce cost recovery. Elinor Ostrom, for example, argues that decentralization can encourage government accountability and reduce corruption within government. This happens because through decentralization, people in the regions have a higher awareness of what their government is doing.

Marijan explains the causes of countries including Indonesia, that have failed in implementing decentralization as follows^[5]:

First, the lack of commitment and support of the national political elite. Decentralization means the loss of power and authoritarian national political elite. For that reason, it is not uncommon, they are reluctant to implement a decentralization policy for fear of losing power. Even if there is a policy they are reluctant to realize it as a reality.

Second, resource-poor: during the centralization of power, quality human resources usually accumulate in the central government bureaucracy. Consequently, when decentralization was implemented, the regional government including the village government, lacked qualified human resources. In addition, the implementation of decentralization was also hampered by the problem of lack of financial resources. In fact, the transfer of various governmental authorities to the regions will not mean much without being accompanied by a transfer of financial resources (fiscal decentralization).

Third, the reduced institutional set-up that accompanies the implementation of decentralization. The implication of using a form of decentralization, administrative decentralization involves only one institution, namely bureaucracy. In fact, for decentralization to work well, it has to be accompanied by other institutional devices such as the existence of institutions that make local governments have responsibility and accountability.

Based on the explanation above, decentralization is a system of governance that promotes the sharing of power and authority among government institutions in order to realize effective, efficient, participatory and equitable governance. The governance system requires political commitment (goodwill) political elites, qualified human resources and bureaucratic institutions that support governance in accordance with the principle of decentralization.

In the perspective of development based on local capabilities as stated by Suhirman that the success of development is measured by how much the community is able to utilize the local resources they have which are categorized as follows^[7]: human capital (human resources) which includes the population, household scale, the condition of education and expertise and the health conditions of citizens; natural capital (natural resources) including land, water, forest, mining, biological resources and environmental resources; financial capital (financial resources) including existing financial resources such as savings, loans, subsidies and so on, physical capital (physical resources), covers basic infrastructure, namely transportation, housing, clean water, energy sources, communications, production equipment and facilities that help people to obtain livelihoods; social capital (social capital resources), namely kinship and cultural networks as well as membership in groups, mutual trust, social institutions, supporting social institutions and traditions and access to broader social institutions.

There are various kinds of obstacles that have been faced by rural communities in carrying out development, including: limited ability to process and utilize the potential of available natural resources; isolation and limited physical facilities and infrastructure Weak institutional capacity for business opportunities in services and trade, limited public access to sources of economic progress which include; access to capital, access to production technology, access to business management, existing HR knowledge and skills, access to market information and the sustainability of production businesses.

The essence of community empowerment basically puts the community at the center of attention as well as being seen and positioned as a subject for itself in the development process. They are full human figures who are active have the ability to think have willingness and try. In this mindset, then as quoted by Suharto empowerment efforts must be directed at three things, namely: enabling, that is helping villagers to be able to recognize the potential and abilities they have, able to formulate the problems they face well while encouraging them to have the ability to formulate important agendas and implement them in order to develop the potential and overcome the problems they are facing; empowering, that

is strengthening power possessed by the village community with a variety of inputs and opening access to various opportunities. Strengthening here includes strengthening human capital, natural capital, financial capital, physical capital and social capital they have; protecting, that is encouraging the realization of a structural order that is able to protect and prevent the weak from becoming weaker. Protecting does not mean isolating and covering up from interaction. Because that would actually dwarf the small and overturn the weak. Protecting must be seen as an effort to prevent unbalanced competition and strong exploitation of the weak.

In several studies, it has shown that local social institutions are actually quite credible choices as development agents. However, there are general issues that the existence so far still requires improvement, especially in terms of resource capacity, organizational and managerial capacity. The expected new direction is how social institutions play an effective and optimal role in managing village development with a vision of empowerment. The urgency of the existence of social institutions is expected to accomodate and as a driving agent in facilitating, mediating, communicating as well as in developing participation, utilizing mutual cooperation to realize progress, prosperity and independence of rural communities.

Optimizing the development of local initiatives in the context of increasing income, self-sufficiency and welfare will be easily achieved if regional cooperation is developed between local community institutions as development agencies. This is important because: first, there are obstacles as well as the potential of human resources, natural resources and the characteristics of regional conditions that are not the same. Collaboration between local institutions will foster a synergistic development approach; second as a coordinating forum for regional development planning so that it runs without creating adverse access for the community or other regions.

RESULTS AND DISCUSSION

Structuring and strengthening the capacity of organizations and management institutions: The Minister of Domestic Affairs Regulation No. 1 Year 2017 regarding village arrangement explains that the village Article 1 Paragraph 8 referred to as village is a village and a customary village or referred to by another name, here in after referred to as village is a legal community unit that has an authority boundary to regulate and take care of government affairs, community interests based on community initiatives, original rights and/or traditional rights that are recognized and respected in the system of government of the Unitary Republic of Indonesia. Here in

after referred to as Village Government Article 1 Paragraphs 10 and 11. Village government is the organizer of government affairs and interests of the local community in the government system of the Unitary Republic of Indonesia. Village government is the village head or referred to by another name assisted by the village apparatus as an element of village administration. In the effort to be able to organized the village government organization as a government partner, the village/Kampung, together with members of Bamuskam (Village Deliberation Board) must be able to carry out their duties and functions as a social institution, so that, the organization of the village government organization can be carried out properly. Empowerment and structuring are carried out to synergize the role of partnerships between village government organization institutions through: program and activity socialization; strengthening institutional capacity; capacity building for apparatus hr (capacity building); increased management capacity, control and supervision, program and activity socialization.

The socialization was carried out as an effort to disseminate information on empowerment and structuring activities of government and community institutions to all village/Kampung government administrators, community organization officials and other stakeholders.

Strengthening institutional capacity

Organizational structuring: The capacity building activities of organizational and community organizations are intended to optimize the role and function of village government institutions in harmonious working relationships with the existing stakeholders. Village government organizations are tasked with empowering village communities, participating in planning and implementing development and improving village community services.

Management capacity building: In an effort to organize the organization of village government institutions, it is necessary to increase management capacity. This is very important because the village government organization is an extension of the Jayapura city government to the villages.

Control and supervision: Control and supervision have a very large impact and influence in relation to the organization of community organizations. This is because if control and supervision are not carried out, then all programs that have been carried out by village government organizations will not run well as planned. Control and supervision of the village government is also carried out together with Bamuskam whose function is to protect customs, make village regulations, accommodate and channel the aspirations of the community and supervision of the administration of the village government.

Capacity building of village staffing capacity (capacity building): The success of carrying out the tasks and functions of the organization is also related to the availability of human resources. The availability of human resources both in quality and quantity will determine the performance of the organization in this case the village government organization of Skouw Sae. The human resources referred to in this study are the village government officials and their apparatus in addition to those resources related to the function and role of the Bamuskan which helps give consideration to the village head regarding cooperation agreements concerning community and village interests and explore, accommodate, collect, formulate and channel people's aspirations.

In addition, the capacity building of human resources management of social institutions is carried out to develop tiered and sustainable technical capabilities to support the creation of effectiveness and responsiveness of the institution's performance.

Financial resources (village financial resources): The definition of village finance according to Law No. 6 Year 2014 concerning villages is all village rights and obligations that can be valued in money and everything in the form of money and goods related to the implementation of village rights and obligations. Village finance was initially regulated in Minister of Home Affairs Regulation No. 113 2014 on village financial management. The regulation of the Minister of Home Affairs aims to facilitate the implementation of village financial management, so as not to cause multiple interpretations in its application.

Thus, village/Kampung can realize effective and efficient financial management. Besides, it is expected to realize good village/Kampung Governance which has three main pillars, namely transparency, accountability and participatory. Therefore, the process and mechanism for preparing the village/Kampung's budget (APBD) regulated in the Permendagri will explain who is responsible and to whom is responsible and how to take responsibility.

Social capital resources: Social capital is believed to be one of the main components in driving togetherness, ideas, mutual trust and mutual benefit to achieve mutual progress. A community is built because of the social ties among its members. We often hear the farming community, the pedicab community, fishing associations, engineering associations and so on. The quality of social ties will be built if people in a community interact in a relatively long and deep time. Usually the quality of social ties will be better if fellow citizens are joined to carry out joint activities in various organizational groups or momentary activities.

Factors affecting the structuring and strengthening of village government organizations

Awareness and community participation: Awareness and community participation in efforts to realize a government policy are expected. This is because the organizational structure of the village/Kampung government institution cannot run by itself without the awareness and participation or participation of all components of the community in Kampung Skouw Sae.

Based on the results of interviews conducted with various parties, it can be concluded that one of the factors that greatly influences the organization of Kampung Skouw Sae government organization is the lack of awareness and participation of the community to actively hold discussions and find solutions in structuring village government organizations.

The lack of network development among fellow institutions: Network development among institutions has a very important role. This is intended, so that, each institution incorporated in the association of social institutions from the village level to the district/regency/city level can receive information from each other, share opinions and absorb information related to various programs in the village.

The lack of supervision: In carrying out a policy, it is necessary to have supervision from all parties, especially, the related parties, so that, the arrangement of the village or village social institutions can really run properly in accordance with the policies issued by the city government. Supervision or controlling has a very big role in running a policy or regulation because if supervision is not carried out, the arrangement of village government organization institutions will not run effectively.

One of the functions of supervision of the village government, especially Kampung Skouw Sae is also carried out by the Bamuskam which is a village government partner whose function is to supervise the implementation of village government.

The lack of quality human resources of village apparatus: Institutional changes in the village inevitably encourage village human resources or village officials to work in accordance with the targets to be achieved. For this purpose, village officials must be able to work optimally. Human resources are no longer seen as one of the factors of production as the ancient management viewpoint which treats humans like machines. But now the village or village apparatus is truly a human capital that has an important role in accordance with the views of modern management. This difference in outlook carries an indication of the treatment of human resources. In the first view, human resources are managed in line with the

management of production, finance and marketing which of course is not in accordance with human dignity because humans are not merely sources but implementers who run the institution or as the driving force of the organization.

Like other government officials, now the village or village apparatus not only serves the community but must have innovations to develop the village/Kampung in accordance with institutional change demands, so that, the village/Kampung is able to compete with other villages or Kampung. The role of the government apparatus is not only as a facilitator and service provider but as a dynamic and entrepreneur. In other words, the village or village apparatus must be able and observant in facing and utilizing various challenges and opportunities as a consequence of the change in village institutions. Facing the desired conditions, the professionalism of village or village government apparatus resources is a necessity that cannot be delayed anymore.

The need for resilient apparatus resources to deal with changes in village institutions is not only driven by internal factors but also by external factors. The internal factors consider that today village officials must have certain skills and knowledge such as making village regulations with Bamuskam, managing village finances and others. The community demand for satisfying services is something that must be immediately responded by the village government including Kampung Skouw Sae, Muara Tami District, Jayapura City.

One thing that needs an attention is the need to improve the quality of human resources of Kampung government officials by giving technical guidance and related trainings to government officials of Skouw Sae village as well as other related partners such as Bamuskam.

CONCLUSION

Concerning the structuring and strengthening of village government organizations, specifically, the socialization of structuring, institutional strengthening, organizational structuring as well as capacity building management and training as well as control and supervision have been carried out well by the government of Kampung Skouw Sae in Muara Tami District, Jayapura city. However, attention needs to be paid to increase the capacity of the Kampung Skouw Sae government apparatus, related to education and training or technical guidance and other technical training in the implementation of development in Kampung Skouw Sae.

The factors that influence the structuring and strengthening of the Kampung Skouw Sae government institution are: lack of awareness and community participation, lack of network development among fellow

institutions and lack of supervision. For this reason, the Kampung Skouw Sae government officials should be able to fix these three factors, so that, the organizational arrangement of the Kampung government can truly improve the effectiveness of the Kampung Skouw Sae administration.

SUGGESTIONS

The successful implementation of tasks and organization functions also relates to the availability of human resources, both in quality and quantity will largely determine the organization performance. In this case, the government of Kampung Skouw Sae of Muara Tami District is still very lacking. This is related to the formal educational background possessed by the local authorities, so that, it influences the overall administration of the village government. Therefore, it needs to be balanced with an increase in technical guidance and other technical training.

Related to the management of financial resources, the Kampung Skouw Sae of Muara Tami District needs to immediately follow up by conducting accounting or bookkeeping training in the framework of accountability in managing the allocation of village funds and other sources of income in order to provide knowledge to village government officials in managing source of village financial income.

Socialization needs to be improved to the village community, both concerning the importance of organizational arrangement of Kampung Skouw Sae administration and the socialization of other regulations related to village government administrators, so that, the

community can understand their position and function in the implementation of development in Kampung Skouw Sae.

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