

The Construction of Good Governance Model for Sub-District Government of *Nagari* in West Sumatra

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Abstract—This paper discusses about the construction of good governance model that is compatible with the sub-district administration of *nagari* in West Sumatra. It is based on the research conducted at three sub-district administration of *nagari* such as *Limo Kaum* in Tanah Datar Regency, *Cupak* in Solok regency, and *Kamang Mudiak* in Agam regency which represent the sub-district administration of *nagari* in West Sumatra. This research is aimed to find a new model of good governance that compatible and can be applied with sub-district administration of *nagari* in West Sumatra. Data was collected using several methods namely interview, focus group discussion (FGD), and study on relevant documentation which are further analyzed using qualitative analysis method. The result of research demonstrates that general principles of good governance cannot be implemented in sub-district administration of *nagari* in West Sumatra due to specific characteristic in sub-district administration. Therefore, to implement good governance principles in the sub-district administration of *nagari* in West Sumatra, new model good governance should be constructed. The new model compromises of custom values of Minangkabau society and the general principles good governance theory.

Keyword: construction model, good governance and sub-district administration of '*nagari*'

I. INTRODUCTION

The concept of good governance has been introduced in Asia particularly in Indonesia after the Asian financial crisis in 1997. International donor institutions promoted good governance concept as a condition of providing assistance to developing countries [1]. In Indonesia, this concept has been push strongly by the World Bank and other international organizations, especially those that actively delivering development and finance assistances. Good governance then also becomes important for aid donors and international financial institutions (IFIs) not only as a precondition to their lending procedures, but also to make sure that financial assistance is allocated [2].

Although Indonesia has implemented the concept and principles of good governance, but the practice of these principles has not been succeed. By using the World Bank Government Index, Indonesia has only improved in one indicator of good governance which is voice and

accountability but had less progress in five other aspects namely political stability and absence of violence, government effectiveness, regulatory quality, rule law, and control of corruptions. Therefore, it can be considered that the good governance concept has not yet been well-implemented in Indonesia and also described several major problem that impede the implementation of good governance in Indonesia. They are (a) slow progress of civil service reform; (b) potential reluctance to chance due to the norms and practices within organizational structure; (c) the discouragement of local initiatives as the impact of centralistic and overpowering bureaucracy in the past; (d) leadership factors; and (e) lack of guideline from stakeholders on the processes and end result [3].

Despite the fact that several issues still are found in the implementation of good governance in Indonesia, the government has done some efforts to ensure the good governance concept and principles are adopted in every aspect of government including the lowest level of government. The national government of Indonesian has launched the Regulation of Republic Indonesia Number No. 6, 2014 concerning sub-district (*desa*). Article 24 of this regulation states that *desa* as the lowest level administration should cover some principles governance such as legal certainty, orderly governance, orderly public interest, transparency, proportionally, professional, accountability, effectiveness and efficiency, local wisdom, unity, and participation.

To effectively implements these principles, the characteristic of *desa* should be taken into consideration. It is because the characteristics have close linkage with social and cultural values of the community at the sub-district government level. Hence, these principles should be fit with the characteristic of sub-district government itself.

Therefore, it is necessary to conduct a research construct the model of good governance which is applicable to be implemented in *nagari* as sub-district government in West Sumatra.

II. RESEARCH METHODOLOGY

The goal of this research is to find a new model good governance that could be applied with sub-district government of *nagari* in West Sumatra. Qualitative research was conducted to get depth information in regards to construct the new model of good governance. The study was conducted in three sub-district government of *nagari* in West Sumatera which are; *Limo Kaum* in *Tanah Datar* regency, *Kamang Mudiak* in *Agam* regency, *Cupak* in *Solok* regency. Data was collected during interview with head and secretary of sub-district government of *nagari* and their staffs. In addition, focus group discussion (FGD) was also carried out with head and secretary sub-district government of *nagari*, leader and members the discussion body of *nagari*, leader and members of the custom organization of *nagari*, and heads of *Jorong* around *nagari*. Study of documentation was also organized to gather information about this research. Finally, the collected data was analyzed using qualitative analysis methods [4].

III. RESULTS AND DISCUSSION

A. Characteristics Sub-district Government of 'Nagari' i

Nagari in West Sumatera has two meanings. First, *Nagari* as the unity of indigenous people known as Minangkabau ethnics in West Sumatra who live there from generation to generation. The composition of *nagari* consists of four or six clans which each of them has a customary leader that called *ninik mamak* or *datuk*^[5]. Minangkabau is a unique ethnic in Indonesia because lineage of clan is inherited from mother line (matrilineal system). The leader of *nagari* as traditional custom is elected from head of clan that called *ninik mamak* or *datuk*. Furthermore, each *nagari* has custom organization called *Kerapatan Adat Nagari*. This organization exists as partner of sub-district government of *nagari* to solve problem of custom and tradition. Community ethnic of Minangkabau has the philosophy based on Islamic values and tradition that known as *Adat Basandi Syarak, syarak basandi Kitabullah* (Al-Qur'an). It means that the tradition of Minangkabau Community is based on Islamic regulation, while the Islamic regulation is based on Al Qur'an.

Second, *nagari* as the sub-district of government. *Nagari* as the sub-district government of consists of several components such as head government of *nagari*, Deliberation body of *Nagari*, Secretary of *Nagari*, treasure, section of government affair, section of development affair, section of administration affair, and

section of social affair (see figure 1). Besides, *nagari* has also organization of *ninik mamak* that called *Kerapatan Adat Nagari* (Custom organization of *Nagari*). Function of *Kerapatan Adat Nagari* is to manage and solve traditional values and customs at *nagari*.

Autonomy of *nagari* is very limited to existing administration affairs based on the terms of the original *nagari* particularly concerning traditional prevailing in the *nagari*. Autonomy derived from the right to the origins of *Desa* in Yogyakarta and *nagari* in West Sumatra has not been implemented yet. This is because there is no clear policy statement of provincial and regency government in West Sumatera on what is autonomy mean in accordance with of the original right *nagari* [5].

B. Model of Good Governance for 'Nagari'

Before constructing the model of good governance for government of *nagari*, the meaning and characteristics of good governance will be described. "Governance is about rules of collective decision-making in setting where there are a plurality of actors or organizations and where no formal system can dictate the term of the relationship between actors and administrations" [6]. They said that the definition of governance consists of four elements; (a). the decision should be made by the rule either formal or informal, (b). collective decision means that decision made by collective individual which means that collective decision involves issue of mutual influence and control, (c). decision making can be strategic or every day implementation of a system or organization which requires the rules about who can decide and what and how decision makers are to be made accountable. (d). no formal control system can dictate the relationship and outcome of decision. The characteristic form of social interaction in governance rely on negotiation, signals, communication, and hegemonic influence.

Furthermore, The United Nations Development Program (UNDP, (1997), defined "governance as the exercise of economic, political, and administrative authority to manage a country's affairs at all level [7]. Characteristic of good governance by UNDP consist of some indicators such as participatory, transparent, accountable, effective and equitable, promote rule of law; ensures that political, social, and economic priorities are based on broad consensus and the voices of the poorest and the most vulnerable are heard in decision making over the allocation development resources.

"Governance is formation the stewardship of formal and informal rules that regulate, he public realm, the arena in which state as well as economic and societal actors interact to make decision" [8]. They stated five

dimensions of good governance; participation; fairness, decency, efficiency, accountability, and transparency in six arenas, civil society, political society, government, bureaucracy, economic society, judiciary.

Based on the definition and characteristics of good governance suggested by experts and international donors institutions, it can be concluded that good governance consists a lot of sense according viewpoint and of each context. The core concept of good governance is that the State or government should involve various institutions and stakeholders in management of public interests.

The Indonesian government has announced regulation No. 6 of 2014 about *Desa* (village) [9]. This regulation urges *Desa* and all kind of the lowest level of governments in Indonesia to implement concept and principles of good governance. Article 24 of the regulation states that *desa* as the sub-district government or the lowest level government should apply several principles good governance such as; legal certainty, orderly governance, orderly public interest, transparency, proportionally, professionally, accountability, effectiveness and efficiency, local wisdom, unity, and participation. Accordingly, *nagari* as the lowest level of government in West Sumatera must also implement the principles of good governance in practice. In order to implement good governance principles in sub-district government of *nigari*, model of good governance that is compatible with characteristic of *nagari* in West Sumatra should be constructed.

The construction of good governance model for the sub-district government of *nagari* is derived from general concept and principles of good governance, regulation of Indonesian government No. 6, 2014, provincial regulation in West Sumatra and local wisdom of *nagari*. Figure 1 depicts model good governance principles for *nagari*. In constructing good governance principles for sub-district government of *nigari*, several points should be considered including;

1. Rule of law.

According to UNDP (1997), this principle means that, legal framework should be fair and enforced impartially, particularly the lows of human rights. In this context, government of *nagari* should follow rule of law and practice it impartially for all community of *nigari* [10].

2. Deliberation and Consensus.

In democratic tradition of Indonesia, this term is called *musyawarah mufakat*. Deliberation and consensus is a traditional rule in making decision and rule which has been practiced in village meeting [11].

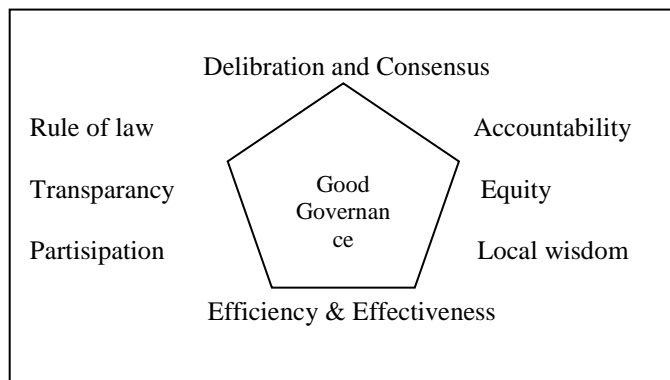


Figure 1. Principles of Good Governance for *Nagari*

Musyawarah is also one of the five pillars of the Five State Principles, that called Pancasila, declaring that “Democracy (*kerakyatan*) guide by inner wisdom of deliberations (*Permusyawaratan*) among representatives. According to Koentjaraningrat, *musyawarah mufakat* grew out of a cooperative (*gotong royong*) spirit that underlies the village sense of community in most Indonesian villages [12]. In the meantime, Kosuke Mizuno has found that these are strong tendencies to emphasize the *musyawarah-mufakat* process in decision making at village assemblies [13].

3. Accountability.

According to World Bank, 1994, government and its employees should be held responsible for their action [14]. In this context, government of *nagari* and its apparatus should be responsible of their task and execution of their duties in case of the use of budget through The Deliberation Body of *Nagari*.

4. Local wisdom.

Local wisdom is the knowledge that appropriate to use in the development of countries to ensure national development more efficiently [15]. The main function of local wisdom is to create a balance between the preservation of social resources, culture, and nature. Thus, the concept of local wisdom is very important in daily life of nation [16]. In *Minangkabau* Ethnic which dominantly lives in West Sumatra, the tradition and social values are based on Islamic religious. Because they hold the philosophy that ‘*Adat basandi Syarak, Syarak Basandi Kitabullah*’. It means that social tradition and social values in West Sumatra are based on Islamic values. Therefore, all aspects of social life of community in West Sumatra is based on Islamic Religion.

5. Transparency.

It means that society gain access to public information freely. Society can also get information about how decisions are decided and implemented accordance with the rules and regulation [17]. This principle urges management of government *nagari* to provide clear and accurate information to address the needs of society who need services.

6. Efficiency and effectiveness.

This means that the results to meet in advance formulated and foreseen aims and resources to reach them would be in the best possible way [17]. The governing method and process of *nigari* should be carried out to meet its program objectives. It requires the government of *nagari* to have strategic and short-term planning of their program. Efficiency and effectiveness also obligate the government to ensure that the utilization of budget and asset fit with the objectives of the program. In other word, program and budget must be managed as efficient as possible, by ascertaining the achievement of program objective.

7. Participation.

It means that all citizens must have voice in decision making directly or through the representative. Abilities of constructive participation and their development are very important [10]

8. Equity.

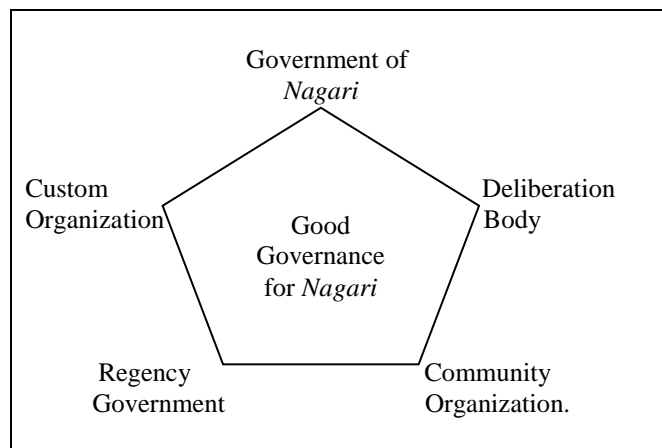
According to UNDP, this principle means that all people have equal opportunity to maintain or improve their well being [10]. In this context, al citizens in *nagari* have opportunity to reach good life in society.

The implementation of good governance principle at sub-district government of *nagari* requires an active participation of all stakeholders and institutions related to the government of *nagari*. The related institutions consist of five pillars illustrated at picture 2 and described as follows:

1. Sub-district government of *Nagari* which is led by *Wali Nagari* (head government of *nagari*). *Wali Nagari* has responsibility to implement the principles of good governance at *nagari* which requires good understanding regarding those principles. *Wali nagari* also holds responsibility to ensure all governments' elements understand and implement the priciples as well.

Deliberation Body of *Nagari*. This institution plays important parts as representative of community of *nagari*. The Delibration Body of *Nagari* should actively perform its function as the legislative body of government and supervise the implementation of regulations and rules of law by the government of *nagari*. According to article 25 Regulation Tanah Datar Regency No. 4/ 2008 the status of Delibartion

Body of *Nagari* is as element government of *nagari*. Function of Deliberation Body is stated at article 34 of the regulation which are; to make decision along with government of *nagari* about regulation and budget governmen of *nagari*, to control government of *nagari* [18].



Picture 2. Pillars of Good Governance for *Nagari*

2. Custom Organization of *nagari* called *Kerapatan Adat Nagari*. This organization must play an active role in implementing of the principles of good governance in the sub-district government of *nagari*. According to article 118 Agam regency regulation No.12/2007, function of this institution is to build community of *nagari* based on "Adat Basandi Syarak, Syarak basandi Kitabullah" (Tradition based on Islamic Religion, Islamic religion based on Al Qur'an). The task of the custom organization is to actively involved in all aspect development of *nagari* as partner of the government of *nagari* [19].
3. Regency governments. This institution must also play an active role in upholding the principles of good governance in the sub-district government of *nagari*. Regency government should be responsible to guide and give direction to sub-district government of *nagari* in West Sumatra.

Community Organization such as women organization, youth organization and Islamic religious organization also have an important role in implementing of good governance principles in government of *nagari*. That organization can form by the members of community or by initiation of the sub-district government of *nagari*.

IV. CONCLUSION

Good governance has been discussed by scientist and international donor institutions since economic crisis in Asia. This concept is used as precondition to help

developing countries to solve economic crisis in the countries. There is no single concept of good governance that is formulated by scientist and international donor institutions to help the developing countries solve the economic crisis.

Indonesia has some experience to implement concept and principles of good governance. However, most of the principles of good governance has not been well-implemented yet. However, Indonesia's Government keeps the effort and launches the public policy to push the sub-district government to implement good governance principles.

To implement good governance concept in the sub-district governance of *nagari* in West Sumatra effectively, good governance model which fits the characteristic government of *nagari* is constructed. These good governance model consists of eight principles that are; rule of law, deliberation and consensus, accountability, local wisdom, transparency, participation, equity, efficiency and effectiveness. This model should be supported by the pillars of comprises government of *nagari*, deliberation body, community organization, regency government and custom organization.

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