

Governability Assessment Framework for Village Development

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ABSTRACT

Although the design of good governance through a new developmentalism framework has been implemented in rural Indonesia, village development still faces mixed results. Some villages are increasingly self-sufficient, while others are stagnant. This article proposes a framework to measure the capacity of the village government to find variations in effectiveness in village development. The framework focuses on governability to increase development effectiveness. This framework measures all community systems or activities from a governance perspective, starting from the variables of diversity, complexity, and dynamics, including properties such as resilience, vulnerability, risk, and others. The governance framework consists of three main components: the system-to-be-governed, the governing system, and governance interactions. Within this framework, the village development system includes a system to be governed (participation, deliberation, and social capital); a governance system (state, market, and civil society institutions that regulate this development); and the linkages between the two (all the interactions between those involved in village development). Together, these main components of governance form the theoretical basis for analyzing and assessing governance in village development in Indonesia. This article adds a more applicable discussion of governability by providing a framework for assessing governance in rural development.

Keywords: development, governance, governability, village, Indonesia

INTRODUCTION

This article seeks to add a more applicable discussion of governability by providing a framework for assessing governance in rural development. Governability as a conceptual framework has been widely discussed. Unfortunately, it is less studied in politics and governance with a specific scope of rural development. Given that governability is inseparable from the study of politics and governance, as has been widely discussed in the paper of Kooiman (2008, 2010).

Rural development is defined as a broad idea that includes all critical issues related to the collective interests of rural communities. Although there are significant differences between achieving the collective interests of rural communities in developing and developed countries, the rural development agenda remains a national development priority. It can be said that rural development has changed ideas: modernization tends to be in the 1960s, state intervention in the 1970s, market liberalization in the 1980s, and the 1990s to the present tend to be about participation and empowerment. So that attention to rural development does not only come from the government but also from the private sector and civil society.

Thus far, the crucial point of rural development is the interaction between these stakeholders: government, civil society, and the private sector. The extent to which the management of these interactions can refer to the concept of governability. The first step of a governance assessment begins with examining the main problems, their characteristics, and how the problems are perceived and understood by stakeholders relevant to rural development. These are questions related to the image dimension, which, according to the interactive governance approach, plays a major role in setting up the stages of governance. The next step (Step 2) is to systematically assess how the state of the natural environment and regulated social systems can contribute to decreasing or increasing the ability to be regulated in certain situations. The same assessment applies to government systems. Governability is also related to government systems' performance and capabilities (in other words, functional order). Therefore, in Step 3, we assess what elements make up and drive a governance system, how well each governance mode responds to rural development challenges and facilitates appropriate interactions, and how different governance arrangements support or hinder governance systems. Manage to produce the desired result for the system to be managed. Finally, the order depends on how the system is governed and the system regulates interactions. This requires Step 4, which examines the factors influencing various interactions and the extent to which these interactions are conducive to being managed.

METHOD

The article method uses the concept of governability by Kooiman (2008, 2010). The method for measuring various aspects of village development is shown in Figure 1. Qualitatively this method asks for several variables from the governance system in the form of elements, modes, and orders.

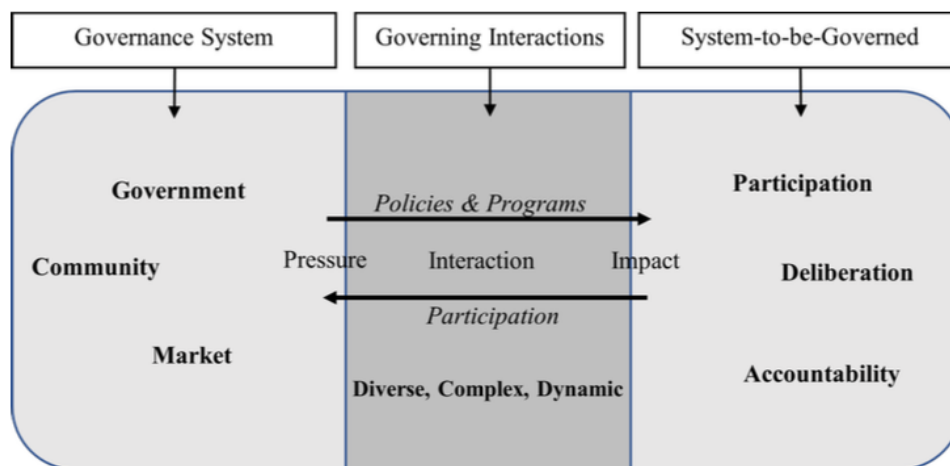


Figure 1. Integrated framework for governability in village development

RESULTS & DISCUSSION

Village Development in Indonesia

Through Village Law No 6/2014, the Indonesian government has tried establishing new development programs throughout the village. It marked significant reforms ranging from regulations and mechanisms to budgets and support development programs in 74,961 villages. As a result, in the 2015-2022 range, 6,283 villages have become self-sufficient from previously in 2015 only 174 villages (Waseso, 2022). Development in these villages during 2015-2022 has consumed the national budget, commonly called the Village Fund, reaching 468 trillion rupiahs with an average of 66.9 trillion annually. That does not include each district's regional budget (Village Fund Allocation), which amounts to hundreds of millions of rupiah for each village yearly.

This new development ideology follows neoliberalism (Warburton, 2016) with many good governance instruments. In addition, Village Law is an effort by the national government to further develop the village's democratization process and address the decentralization paradigm's weaknesses through budget allocation and improving internal village governance (Antlov et al., 2016). The intervention of donor agencies, especially the World Bank, has also promoted participatory, deliberative, and accountable governance to promote development in villages, having had success with the National Program for Community Empowerment (PNPM) seven years earlier (World Bank, 2016). Since the time the new regulation was enacted, there have been several significant changes in Indonesia's village development model, such as freeing villages from higher governing authority, making room for cultural diversity and responsiveness to local aspirations, relatively free and fair village elections, village heads tending to work for the benefit of villagers, and increased financial resources transferred to villages (Antlov et al., 2016).

However, a study on new development in Indonesian villages argues that the choice of pragmatic neoliberalism coupled with poor implementation in governance makes village development problematic (Syukri, 2022). Two obstacles have an impact on village development in Indonesia. First, the state bureaucracy cannot play its role as the primary development agent. Second, adherence to new developmentalism has led to the decline of democracy. This new development approach to village governance has failed to encourage creative and innovative village governments and has made village democracy vulnerable (Syukri, 2022). Discussions on village development in Indonesia continued with the findings of various problems in village development efforts, such as the unpreparedness of village governments to implement an accountability system (Fahmid et al., 2020; Nurlinah & Haryanto, 2020), the lack of governance (Nurlinah et al., 2020), problems in the knowledge of society (Akbar et al., 2020), to informal political practices in development planning (Taufiq et al., 2022).

Pessimism towards development in the village was evident at first (Lewis, 2015). However, a new development in the village after the presence of the Village Law has proven to be able to help the community to develop their economic activities (Badaruddin et al., 2020) proven to encourage village entrepreneurship (Kania et al., 2021), including increasing the role of women in village development (Kariono et al., 2020; Kushandajani & Alfirdaus, 2019). New trends also point to transformations in the leadership of more democratic village heads useful for democratic development in villages (Berenschot et al., 2021). New development in villages is supported by decentralization at the local level, which has shown positive trends, especially in regional development, such as decreasing regional disparities and spatial fragmentation (Talitha et al., 2020) and capacity building of local governments in improving infrastructure and providing public services (Adi, 2022; Nugroho & Sujarwoto, 2021).

However, previous studies have not examined how to measure the capacity of various dynamism in village development in Indonesia, especially after Village Law. Notably, if we understand the comparison of variations in the effectiveness of new development in villages, the same framework but different results. Many scholars tend to look at separate parts of the development component in the village—for example, only looking at the aspects of internal governance in village government without examining the components of the community and market that affect it. Existing studies also look at village development economically, while political development is still infrequent. Therefore, our study tries to provide a more comprehensive picture of the political system from the point of view of governability on the state, community, and market side, as well as political development in participation, deliberation, and accountability. Therefore, our study helps assess village development, especially democratization and good governance.

The Framework

We can use governability analysis to measure the capacity of governments and their governance to create successful development. This article uses the concept of governability compiled by Kooiman (2008, 2010). Governability is “the overall capacity for governance of any societal entity or system as a whole” (Kooiman, 2010, p. 74). According to this concept, all systems or activities of society can be viewed from the point of view of governability ranging from variables of diversity, complexity and dynamics, including traits such as resilience, vulnerability, risk and others. The governability framework consists of three main components: the governance system, the system-to-be-governed, and governance interactions.

First, the governance system (GS) is the process by which three leading governance institutions: the state, the market, and the community. These processes demonstrate characteristics that can be analyzed, such as governance elements, modes, and orders. Governability from the point of view of GS is the capacity to bring, organize and carry out the interaction of government in the face of social and natural diversity, complexity and dynamics, the mode and order of governance of the state, the market and society, and on the hybrid forms between them. In our research, the three central institutions of the state, the market, and the community will likely be used to assess village development. However, the state is still the most central sub-system of public governance. Such as village governments and village supra, which direct and control development from the village, district and national levels. The market is a governance institution involved in it, but it is not yet significant. At the same time, the community is the primary recipient of the impact of development in rural areas (Antlov, 2003).

Second, the system-to-be-governed (SG) is social interaction in society, such as the community’s way of life, economy, culture, community, political system, and other social structures. In our research, it is possible to analyze aspects such as participation, deliberation, and accountability to assess village development. This aligns with recent village development trends focusing on these four concepts to promote political development. Capacity for participation, deliberation, accountability and social capital are important in many developing countries’ development planning and implementation (Heller & Rao, 2015; Krishna, 2007; Mansuri & Rao, 2013). The World Bank has spent billions of dollars promoting participation, deliberation, and accountability in such development projects.

An Indian study finds that community-driven management of shared resources has impacted village households through increased employment and income (Kumar, 2015). On the contrary, village development without the participation of the people makes village development challenging to achieve. Some contributing factors include government and citizen awareness, wrong participation mechanisms, no strong legal system, incomplete administrative decentralization, and lack of social capital

(Waheduzzaman, 2010). A study in Burkina Faso (Bado, 2012) also argues that a community-based approach to development and poverty reduction has the potential to lift village residents out of the poverty trap. On the deliberative side, many studies have proved that deliberation is vital for political development (Curato et al., 2017; Parthasarathy et al., 2019). Antlov and Wetterberg (2022) suggest that the design of deliberative democracy and social accountability is one of the surest ways to achieve development and democratization in the village.

Third, governance interactions (GI) are interactions between SG to GS defined as participatory or collaborative interactions and GS-to-SG interactions are defined as a form of policy-driven interaction. GI is an element for assessing governability, such as assessing the interactions of the governed through their participation, who try to exert influence on those who rule. In contrast, those who regulate try to influence those regulated through policy (Kooiman, 2008, p. 183). GI examples include the new trend of collaborative governance in various forms of village development in Indonesia (World Bank, 2016) and other developing countries (Mansuri & Rao, 2013).

Village development is a multi-participation process involving actors from the government, village committees, villagers, village economic cooperatives, companies, financing institutions, and non-governmental organizations (NGOs). These social networks and public-private partnerships greatly influence village development (Wang et al., 2017). Various community-based and voluntary-based programs primarily aimed at developing economic and social infrastructure positively affect village development (Hulugalla et al., 2021). The existence of collaboration between public and community institutions and citizen participation in decision-making forums has improved village development and livelihoods (Johnson, 2001, p. 526).

In short, in our terminology, the village development system includes governance systems (GS – the state, market, and civil society institutions that govern this development); regulated systems (SG – participation, deliberation, and accountability); and the interrelationship between the two (GI – all interactions in village development). All this plays a role in what Kooiman (2008) calls governability. Together, these main components of governability form the theoretical basis for analyzing and assessing governability in village development in Indonesia.

CONCLUSION

The framework measures all community systems or activities from a governance perspective, starting from the variables of diversity, complexity, and dynamics, including properties such as resilience, vulnerability, risk, and others. The governance framework consists of three main components: the system-to-be-governed, the governing system, and governance interactions. Within this framework, the village development system includes a system to be governed (participation,

deliberation, and social capital); a governance system (state, market, and civil society institutions that regulate this development); and the linkages between the two (all the interactions between those involved in village development). Together, these main components of governance form the theoretical basis for analyzing and assessing governance in village development in Indonesia. This article adds a more applicable discussion of governability by providing a framework for assessing governance in rural development.

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