

# Village Political Entrepreneurship: Analysis of the Winner Village Program 'Soetran Awards Trenggalek' Through the Paradigm of Public Value Management

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## ABSTRACT

The research aims to find out how the paradigm of Public Value Management (PVM) can be tested through the Soetran Awards (SA) winning village's programs. Also, the study examines whether the Soetran Awards program can classify as a form of Implementation of PVM. The SA program aims to award the villages that have outstanding public service programs. It assesses in 3 categories, namely: First, the implementation of the village government; Second, the village economic development; Lastly is the development of the village. During this time, studies discussing public service from the perspective of PVM are still limited. The study used a qualitative approach with a case-study method. Data obtained through in-depth interviews, participatory observation, as well as written and printed documents. Data analyzed using interactive analysis and evaluated the new paradigm of public service governance, PVM. It found that of 5 SA-winning villages that being research objects, none of the villages in the planning and implementing of the program can fulfill all indicators in PVM. Each village has its strengths and disadvantages in a PVM paradigm perspective. However, the five villages were able to determine the objective of the village problem, which formulated into a program to solve the problems or challenges faced by the village. At the same time, almost all villages do not have a precise mechanism or way of being able to interpret what has become public interest.

**Keywords:** *Political Entrepreneurship, Networked Governance, Paradigm Public Value Management (PVM), Soetran Awards, Village*

## 1. INTRODUCTION

The government district of Trenggalek in the last two years (2017-2018) has successfully implemented an award program for the villages. The award assessed in three categories, namely: first, implementation of the village government. Second, Village development and lastly is the economic development of the village. The award program is known as *Soetran Awards* (SA), this year the 3rd year will be the program of SA 2019. The name Soetran itself taken from one of the regent (bupati) names that once served in Trenggalek. The leadership of Soetran in its time was very inspiring and became a legend for Trenggalek people in particular [1]. The government of Trenggalek formulates a program that

aimed to motivate as well as appreciate the village government, which provides the best service and solution to overcome the problems of the village through the development of the villages. [2].

This research will look at some of the villages that have entered into the ninth grand winners of the SA Program through a new concept of Public Value Management. The PVM perspective arises as a synthesis of two previous public service management paradigms that have long survived and dominated [3]. The practical PVM in the system works on the bases of dialogue and exchange of ideas; it is the main character of networked governance [3].

Wawan Sobari (2018) is simpler to explain that the public value becomes the main narrative for the organizers of the public sector in carrying out their governance functions [4]. All levels of government are on their efforts to improve public welfare that necessary to do so innovatively so that the public has a high participation space and ultimately affects the community[4]. The main contribution expected from this research is how the PVM paradigm would test through the Soetran Award-winning village programs. Also, this study will examine whether the Government of Trenggalek Regency implements the Soetran Award program is a form of implementation of networked governance[3], [5], [6]

Empirically, the study related to networked governance oriented to public value through the innovation-based policy of public participation began to wiggle since the year 2013 [4]. In the context of public policymaking, the government can no longer think conventional but instead must perform various breakthroughs and innovations in response to rapid advances in communication and information technology. Theoretically, the Traditional Public Administration approaches the notion of political and administrative separation where the public administration is responsible to the elected political officials[7],[8]. This perspective focuses on the government that provides services directly to the public through public agencies[9], [10] Public organizations must operate efficiently with a closed system so that citizen involvement in government becomes limited [11].

While the New Public Management approach seeks to use private-sector approaches and business approaches in the public sector, this perspective emphasizes the use of mechanisms and market terminologies. To view the relationship between public agencies and consumers as such transactions occur between sellers and buyers[12]. Both of these theoretical approaches have not been satisfactory because they lack portions of public involvement and ideas[13], [14]. So there came another approach that is Public Value Management. This research is crucial due to filling the academic gap, especially in the theme of public service towards the award or appreciation program as one of the efforts to run a part of networked governance.

## **2. RESEARCH METHOD**

The type of research used in this study is qualitative research. The power of qualitative research lies in the ability to describe and target the findings gained in the study. In the context of this research, it is essential to describe the whole and the most robust program of the award-winning villages of the Soetran Awards in the district of Trenggalek. The integrity of the descriptions will impact the accuracy of the analysis performed through Public Value Management perspectives. Researchers choose a case study method to emphasize the exploration and description of a phenomenon [15]. Exploring the ideas of village programs is formed, as well as describing the appropriately implemented program in the community. In more detail, the type of case study used is cumulative. This type is capable and allows us to

obtain information from multiple events/situations and draws aggregate conclusions in general [16].

### 3. RESULTS AND DISCUSSION

There are six indicators of PVM used in this research[3]. Tabel 1.1 describes the detailed indicators, which implemented in each selected village.

Tabel 1.1

*The Paradigm Indicators of Public Value Management*

Indicators	Explanations
Key Objective	The overarching goal is achieving public value that in turn involves greater effectiveness in tackling the problems that the public most cares about; stretches from service delivery to system maintenance
Role of Manager	To play an active role in steering networks of deliberation and delivery and maintain the overall capacity of the system
Definition of Public Interest	Individual and public preferences produced through a complex process of interaction that involves deliberative reflection over inputs and opportunity costs
Approach to Public Service Ethos	No one sector has a monopoly on public service ethos; maintaining relationships through shared values is seen as essential
Preferred System for Service Delivery	Menu of alternatives selected pragmatically and a reflexive approach to intervention mechanisms to achieve outputs
Contribution of Democratic Process	Delivers dialogue: Integral to all that is undertaken, a rolling and continuous process of democratic exchange is essential.

*Resource:* G. Stoker, 2006. *Public Value Management: A New Narrative for Networked Governance*, The American Review of Public Administration, Vol. 36/1, pp. 41-57.

There are five villages as represented for each category awarded to the SA. The first category is the Village Development: Ngares Village under the title innovation, “6 PROGRAM KALIKU”. The second category is the economic development of the village: Baruharjo Village with the title innovation, OKe Mas Bro (creative processed Baruharjo community), and Karangsono Village with the title, PADELING: UMKM Targeted Village Government. The last category is the implementation of the village’s government; Mlinjon Village with the title innovation, Golek Cepet with Mlinjon Fast Card, and Dawuhan village under the title innovation, Selat Bunda OK TU. So at this session, the researchers will explain and elaborate the found data using the sixth categories of the PVM paradigm mentioned.

Since the last six years, there has been a change in the orientation of national development by changing the intensification of development that is bottom-up — starting from the village or the outer and deepest circumference. It is manifested in policy reform about the village, precisely in Act No. 6 of 2014. Villagers gave authority in the form of authority, as well as recognition of the rights of origin (recognition), local decision making for the interests of rural communities (subsided), diversity, democracy, independence, participation, and Empowerment. Through the existing authority, the village has an excellent opportunity to create innovations that support the process of accelerating Village development.

In the previous part, there were findings from 5 villages that became the object of study in this research, also directly categorized by the paradigm indicators of Public Value Management (PVM). There are six leading indicators used as instruments to gauge how the practice of implementing public Value Management in each village. These are the sixth indicators mentioned. First is the critical objective, Role Manager, the meaning of public interest or definition of public interests, approach to public service ethos, preferred service delivery, and contribution to the democratic process. Its basis on the observation process and interviews. An objective indicator (key objective) on achieving public benefits that are visible from effectiveness in resolving the problem that faced not merely a deciduous obligation by doing normative tasks. Thus, in general, the fifth village has fulfilled the indicator. Where the background and purpose of each program objectively depart from the problems that occur in each village as happened in Mlinjon village with the ' Quick Mlinjon card ' program. The emergence of this innovation is due to the problem of inefficiency time in managing letters and the administration of the population in the village office. This slow service is inversely proportional to the demand of the community to manage the letter that continues to increase and requires speed.

Furthermore, the lack of awareness of the villagers of Ngares will be environmental health. It can find from the behavior like defecation and dispose of garbage in the river. Thus cause the logical consequences, such as environmental pollution that resulted in the number of villagers affected by the illness of unhealthy behavior, also became the main driver of the birth of the program ' Kaliku ' in Ngares village.

Then, the emergence of Innovation Programs cooperative Simpan-Pinjam Padeling and Dragon Fruit Oke Mas Bro in the village of Karangsoke and Baruharjo born as a solution to the economic problems faced by the community around. The village chief of Karangsoke initiated Padeling cooperative because it saw the many people who are constrained by capital limitation problems to start the business. Meanwhile, the idea of developing dragon fruit in Baruharjo village inspires by natural potential. Where usually before the existence of the Dragon Fruit program Oke Mas Bro, the people of Baruharjo village only sell the dragon fruit just so, without further processing. It leads to low selling value on the market. With this innovation, the village community is organizing itself by forming a dragon fruit processing group. Efforts to add value to the Dragon fruit aims at improving the ethics of the community of Baruharjo village.

It is switching to the public health sector, Dawuhan Village, with the program ' Selat Bunda Oke TU. ' This program is because of concerns regarding the risk management of non-communicable diseases that are not yet to reach all the people of Dawuhan, especially the elderly. While at the same time, the existence of integrated construction post, not infectious diseases (POSBINDU PTM) limited cadre POSBINDU. From the explanation of the crucial objective, the background and the purpose of each village program becomes the object of research. It can conclude that the five villages have a programming background that focuses on problems and Potential in the village. Furthermore, the programs have a primary orientation to create benefits for the community in every village [3], [4], [17].

Furthermore, in seeing how the role of village leadership/device in controlling the resources and refining the full capacity in a system in the village. In some villages that become research objects, this indicator completes, for example, Mlinjon village with the ' Mlinjon card ' program. In this case, the village chief and the village Secretary held the central role as the conceptual or and the execution of the program. Where the idea of ' card Melinjon ' is inspired by transactions that occur in franchise stores that have used a barcode system in the process of payment of goods at checkout. Adopted this system of Village secretary, Abu Kholil, ST, and

fully supported by the head of the village performing the conversion of citizen data into the barcode system. Through the existing village funds, the head of the village provides a card that contains each citizen's NIK barcode to the people of Mlinjon village for free. Share and socialize the use and excellence of these cards through the RT leaders in various citizen meeting forums.

Not much different from the village of Mlinjon, the village head of Ngares also has a vital role in the creation, implementation of the evaluation process of the ' Kaliku ' program that is still running until now. It is seen from cooperation and coordination with stakeholders by the head of Ngares village. While horizontally, it consistently empowers the village resources and devices to ensure the program goes as per the initial goal. Then in the implementation of the village Karangsoke and Dawuhan, also included in some villages that show the role of the manager is going well. The village chief of Karangsoke serves as the initiator who also directs the community and forms the system in the implementation of this program. Thanks to the active role of the village government, 'Padeling' activity began to grow today. Just like Karangsoke, where the village head and the village secretary is instrumental in the concept of the program of the mother Strait of the OK TU by involving residents and cadres. The village chief in charge of all village activities always seeks to coordinate and evaluate the sustainability of the program.

Different from the other four villages, the head of Baruharjo village in the program not seen, but the role only seen after the program is running and perceived benefits. Innovation Program ' dragon fruit Oke Mas Bro ' bottom-up initiated by the village community. In the implementation of Dragon Fruit Processing Group continues to develop this innovation gradually. Seeing the enthusiasm and seriousness of the community in running this program village government, take a role in facilitating and assisting the marketing process of dragon fruit that has been in production. Based on the findings by the role of managers (role of manager) indicator, the important note is that not all village leaders/devices perform this role optimally.

Then, the definition of public interest, which is an indicator that puts focus on how the use of public interest in the program executes. In this context, the deliberation process for the problems and potential in the village. Then the priority determination of the problem that must resolve has not run optimally. Because the field fact shows that the average program initiative is initiated only by one party, whether it is the village government and village community. Alternatively, in other words, it is not the result of mutual discussion. Nevertheless, in the implementation of the five villages that become the object of research indicates the existence of seriality that finally established at the time of the program has been carried out.

In the case of the Mlinjon and Karangsoke, the ' Quick Mlinjon card ' Program is more likely to be top-down. The implementation of this program has not involved the community, considering that the community in the program positioned as a village government service object. Just like the head of the village, Mlinjon Cooperative innovation Simpan-Pinjam Padeling is also initiated by village leaders to help the capitalization process of local people. The community positively responded to the village Government's initiative by contributing to the implementation of the program; then, different things happened in Ngares village. The ' Kaliku ' program was created based on the village government agreement with the citizens. The deal is to start changing unhealthy behaviors such as throwing away garbage and defecating in rivers with new behaviors and cultures by making the river a source of new benefits for society. The equation of view on the importance of public health in Dawuhan, gave birth to an agreement between the village government and the community to crowdsource the program ' Selat Bunda Oke Tu.'

Unlike the patterns read from the other four villages. The idea of the 'Oke Mas Bro' program was initiated and implemented directly by the village community. The later, organize itself into the dragon fruit processing group. The village government, in this case, only supports by finding the solution to the group's problems. These findings indicate that indirectly, the village government only exercised its normative functions. Thus, in this 'Oke Mas Bro' program, the use of public interest is not derived from the interaction and agreement of the village government along with the community but instead purely as a result of citizen creativity.

Furthermore, other instruments used to analyze Public Value Management practices are, through an approach to public service ethos. In the process of observation and interviews are found that the village leadership has not succeeded in delivering the ideas they have initiated to each society well. This indication saw with the dependence on the program's implementation of some people, which in this context is the device of the village. The finding research indicates that not all villages managed to create an integrated system that could reduce the dominance of either party.

This view is evident in the village of Mlinjon. In the context of program implementation, the village head and village secretary are still a significant reference, because, since the beginning of the program, it appears top-down. Although, it should note that all the resources involved have been proportionally arranged by the village government to implement programs at the technical level. Nevertheless, the continued impact is still happening until now, in the process of implementing the program, the dominance of village devices is still very pronounced. However, this can be an exception for sectors or programs that enter the village governance category. Considering service-oriented should be present at the village governance apparatus. The intense domination of the implementation of the program is fairness or necessity because the location of the improvement sector is in the process of working the village government apparatus in preparing the service infrastructure Public.

While the government of Ngares village has an oriented regulation in this aspect, this evidences from the issuance of legal products. Until the execution of the program in the form of Billboard printing or the banner of the appeal to adhere to the program 'Kaliku.' However, at the level of execution, the influential role of the village government looks weak because without the appointment or establishment of special task groups to ensure the implementation can run more optimally. The active role of the community becomes the spearhead of the program. The five villages of the research object viewed from the approach to the ethos of public service, village Karangsoke, Dawuhan village, and also Ngares village can be a pilot for other villages. The success of the village government in stimulating the communities in these villages to actively engage in village programs can reduce the dominance and central role of the village head. Success in creating synergy throughout the village entity seen in Dawuhan village. The head of Dawuhan Village successfully cooperates with religious, social groups, as well as social organizations in the success of programs 'Selat Bunda OK TU'.

Concerning the previous indicator of the manager's role, the indicator further follows the role of village leadership, through an alternate and reflective approach that is finally chosen by the village government. With indicators, prioritizing the service system, it is obvious how political will (commitment) of village leadership in helping to realize the purpose of the program. By instituting/legalizing the program through regulatory devices as well as allotted village budgets.

Lack of village leadership intervention seen in Baruharjo village, and it demonstrates in the absence of efforts to institutionalize the program through village regulation or budget assistance given by the village government. Based on the findings in this study, the head of the

village Baruharjo and his device only positioned itself as a facilitator who helped develop the program. Since the beginning of the presence of innovation, 'Oke Mas Bro' was born from the initiative of a group of communities, and in its implementation, they are the main driving actors. Unlike the Desa Baruharjo, the fact of the field indicates that the village chief Mlinjon runs the program 'Fast Mlinjon' card as a form of public service function attached to the village device. The village head has not had a breakthrough to institutionalized the 'Quick Mlinjon card' in a permanent application with strong regulatory support.

Another village that has similarities with Mlinjon village is Dawuhan village. The initial intervention efforts to conduct and run this program are indeed reasonable from the village government. However, on the other hand, Dawuhan village has no regulation as a legal basis in the context of instituting programs. The intervention of mechanisms to achieve the target program is carried out by two villages namely, the village of Karangsoke and Ngares. The seriousness of the Government of Karangsoke to achieve the objectives of 'Padeling' program seen through the efforts to institutionalize the program, with the regulatory devices that have been prepared by the village government Karangsoke. Such as village Regulation, and SK organization. Further, the Government also provides funding assistance. Efforts undertaken by the Government proved useful to maintain the organization's continuity until now.

Furthermore, to realize the benefit of the program of Ngares Village makes the village regulation as the basis for the legal Innovation program. In the village regulation, there are program settings so that the management system of the village Innovation program can be back-up through the existence of the village regulation. So the innovation program objectives to address waste problems and environmental pollution can be realized.

The last indicator used to analyze the practice of Public Value Management is the contribution of the Contribution Democratic process. The substantial social capital and cultural capital owned by the village community seen in the five villages that became the object of research. The social capital of Gotong Royong makes one, and the other citizens always are moved to help others based on humanity. While with the cultural capital as a fellow ethnic and religious organization, the same makes the citizens become a strong bond of solidarity. It gives an excellent opportunity to realize deliberative democracy in every decision/policy set in the village. However, this potential has not been optimally utilized by village leaders because the practice of deliberative democracy has not been applied consistently in people's lives. The results show that most programs are still top-down.

The process of community involvement in the planning process is relatively low, but in the process of implementing community, participation seen by participating in developing and implementing the program. For example, Mlinjon village, the birth of the idea of 'quick Mlinjon card,' does not involve public participation but was born from the Village Leadership Initiative. Post-implementation programs gradually new societies began to engage in them. In comparison, the democratic process in Dawuhan village and Karangsoke village is quite good. It is evident from the deliberations conducted between the village government and residents to develop the program 'Selat Bunda OK TU' and 'Padeling.' Both village governments hold weekly meetings with citizens for program socialization. 'Padeling on the 6th of each month is held member deliberations to report the development of the parents and discuss and find solutions to the problems of groups and traders. Not only that, but the deliberations room opened through Yasinan activities that are routinely done by citizens every Friday night.

Further success in creating deliberations space in the villages of Karangsoke and Dawuhan, encouraged and accelerated the autonomy of 'Padeling,' as well as contributing positively to the democratization process therein. Meanwhile, in Dawuhan village, the village

government consistently involved the villagers in discussing a variety of programs and the village agenda regularly. Moreover, the Government of Dawuhan village also conducts meetings with various social community organizations as well as related stakeholders in formulating village agenda and activities. Based on the explanation, it can be concluded that in general, no village satisfies every indicator of the public concept of Value Management well. Research shows that it occurs due to a lack of governance (PVM). Some many-village leaders have not exercised their structural functions effectively. The collaboration between the village government and all the entities in the village that have not been established, until the dominance of decisions that are top-down in decision-making/policy. So the collectivity of society is not fully realized. Because when the village managed to realize public practice Value Management, then the implications of the positive social and economic outcomes can be created in the village [18].

Borrowed the term Budiman Sudjatmiko in his book "Strong village, Indonesia is great!". The starting point of the Indonesian community is to enrich the village because 70 percent of the people live in the village (Sudjatmiko & Zakaria, 2014). Realizing the welfare of the critical village community is realized through policy creation that suits the needs of village people. The active participation of the community in the process of planning, implementation, and supervision became a factor in the development of Substantial villages.

#### 4. CONCLUSIONS

Based on an analysis of five-elaborated indicators SA, the study found that no single village could fulfill six indicators as intended from the perspective of public Value Management. The five villages have been able to formulate the objective of the village problems, which are then formulated into a program to answer the problems or challenges faced by the village. In just a few other indicators, the degree of reliability varies. Each village has its strengths and shortcomings in its PVM paradigm perspective. However, at the same time, almost all villages do not have a precise mechanism or way of being able to interpret what has become public interest.

In general, the inability to interpret the problem of public needs in a broader context indicates a problem with PVM or networked governance in the village that has not been well-running. There are some of the problems that include the implementation of structural functions of the village leadership. So the 'SA' would not fully be categorized as a part of the implementation of PVM however it is still partly considered as the efforts to be a PVM.

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