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Synergy of Social Capital and Bureaucratic Governance in Creating Independent Villages in South Konawe Regency

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ABSTRACT

The development of independent villages in South Konawe Regency can be realized in the implementation of bureaucratic reform in good governance. In this case, the government's target is a clean and accountable bureaucracy, an effective and efficient bureaucracy, and having quality public services. In the development process, the political, legal and technological realms can support regional development. However, the economic, social and physical environmental dimensions are still in process and have not supported the achievement of independent villages significantly. Social capital is present in the village community to support bureaucratic steps towards good governance. This study aims to determine the synergy of social capital and bureaucratic governance in realizing independent villages in South Konawe Regency. The research method used is qualitative with in-depth interview techniques, observation and documentation studies. Through information from 25 informants, the results of the study show that social capital is indicated by 3 indicators. First, trust shown in conflict resolution, community mutual cooperation, trust arising from village leadership, and trust based on mutual affection. Second, the network manifested in partnerships between social organizations and social groups. Third, norms that create participation, harmony and mutual respect, customary norms, and reciprocal norms. These three capitals are in synergy with bureaucratic steps that are sound governance, dynamic governance, and open government

INTRODUCTION

Independent Village is a concept of village development and expansion that emphasizes the economic, social, and environmental independence of the village. Independent village development contains two main elements: the concept of needs, especially essential needs such as housing, infrastructure facilities, and energy for people in the world, and the concept of limitations, especially those related to the environment's ability to meet current needs as well as future needs. What is called independent and sustainable is weakly viewing economic growth as desirable but emphasizing that growth must be limited to ensure that ecological impacts do not threaten long-term sustainability (Budiardjo, 2009).

Indonesia is facing a process of changing its 5-year medium-term development plan, which is classified into urban and rural sector development. Law no. 3 of 2024, Article 4.d of the Second Amendment to Law Number 6 of 2014 concerning Villages states that village regulations aim to encourage initiatives, movements, and participation of village communities to develop village potential and assets for the common welfare. Furthermore, Article 4.e explains that the purpose of village regulations is to establish a professional, efficient and effective, open and accountable village government. This interconnected development concept can realize the synergy of top-down and bottom-up empowerment programs.

In this regard, village development is implemented by involving village communities through inclusive village development planning. This involves determining priorities, programs, activities, and village development needs, funded by the village revenue and expenditure budget, village community self-reliance, and/or the district/city revenue and expenditure budget, based on community needs. Furthermore, policy planning and governance also form the basis for determining independent village development strategies.

In building independent villages, it can be synergized with sustainable livelihood strategies through the utilization of capital or assets. Kretzman

and McKnight in (Green & Haines, 2012) defines assets as the talents, skills, and capacities of individuals, associations, and institutions within a community. Community assets consist of five types of capital: physical capital, financial capital, environmental capital, human capital, and social capital.

The implementation of bureaucratic reform in local government is a strategic step towards realizing regional governance guided by the principles of good governance. South Konawe Regency has a vision for sustainable regional development based on this concept. The vision of the South Konawe Regency government, which serves as the prime mover for regional development for the five years (2021–2026), is "towards a prosperous, superior, and trustworthy South Konawe based on rural areas." (South Konawe Regency Central Statistics Agency, 2023). Based on this vision, the regional development mission is determined, namely to realize good and clean governance, improve the quality of human resources, increase local and regional economic development and increase regional food security.

There are three main targets for bureaucratic reform within the South Konawe Regency government. These include a clean and accountable bureaucracy, an effective and efficient bureaucracy, and a bureaucracy that provides quality public services. These targets serve as benchmarks for improving bureaucratic development in South Konawe. Challenges and obstacles in the previous period, 2016–2021, included civil servant incompetence, limited technological infrastructure, and a lack of political innovation. (Regulation of the Regent of South Konawe Regency No. 14 of 2021, nd).

Regarding village categories, the South Konawe Regency Village Community Empowerment Office (2024) stated that of the 336 regions in South Konawe Regency, 2 villages were recorded as independent, 56 with advanced village classification, 270 with developing village status and 8 villages with underdeveloped village category. Bureaucratic reform data from 2020-2024 in South

Konawe Regency shows the general environment of bureaucratic reform in the PESTLE analysis results revealed that the political, legal and technological environment are relevant dimensions for development in South Konawe Regency. Meanwhile, the economic, social and physical environmental dimensions are generally less relevant and do not have a significant influence on government bureaucracy. Sustainable village development strategies are based on economic, social and environmental pillars in general and other political dimensions in particular. Therefore, the purpose of this study is related to current village development with a medium-term plan, South Konawe Regency seeks to realize sustainable independent village development with various dimensions. The purpose of this study is to determine how the synergy of social capital and bureaucratic governance in realizing independent villages in South Konawe Regency. Studies related to the utilization of assets or resources (goods), social capital and good bureaucratic governance can be relevant study plans in realizing independent villages.

METHODS

This study uses a qualitative research method with a descriptive approach. Descriptive research is research conducted to determine the value of an independent variable, either one or more (independent) without making comparisons or connecting it with other variables.(Sugiyono, 2013).This study reveals how the analysis of the synergy of social capital and bureaucratic governance in realizing independent villages in South Konawe Regency.

A descriptive research study begins with a well-defined problem or question and explains it accurately. In addition to explaining the research stages, the study also documents the causal processes or mechanisms and reports the background or context of the situation surrounding the new issues.(Neuman, 2014). Therefore, the formulation of the problem and the objectives of the research on the synergy of social capital and bureaucratic

governance in realizing independent villages in South Konawe Regency can be answered clearly through descriptive research. Explaining descriptively and must provide a statement about the type of methodology used.

This research was conducted in South Konawe Regency within 4 (four) months in 2024. The activities carried out were, 1) The preparation stage in the form of preparing a research design, preparing survey guidelines, preparing instruments and exploration. 2) The research implementation stage, namely carrying out data collection and data processing. 3) The research finalization stage with research results meetings, discussing draft reports, refining and submitting research reports.

This study involved 25 informants, selected using purposive sampling and representatively to provide accurate information. The informants, spread across various segments of society, were as follows:

1. Policy makers/determinants in the regional government sector include the Regional Secretary of South Konawe Regency, the Community and Village Empowerment Agency (BPMD), the Food Security Office of South Konawe Regency, the Cooperatives and MSMEs Office of South Konawe Regency, and the Social Services Office of South Konawe Regency. The number of informants representing the regional government was 5 informants.
2. Private Non-Governmental Institutions, namely Community Cooperatives, Village-Owned Enterprises (BUMDes), non-governmental organizations (NGOs), and a company in South Konawe Regency. The number of informants for this criterion is 2 informants.
3. Implementers of the Independent Village Development Program, namely village facilitators assigned by the Ministry of Villages and social workers from the Social Services. The number of informants in this criterion is two informants.
4. Sub-district heads and village heads categorized as independent, advanced, and developing villages located in coastal areas, urban areas of

South Konawe Regency, mountainous areas, plantation and agricultural areas, industrial areas, forest areas, and border areas. The number of relevant informants was 10.

5. Village Community Groups as subjects and objects of implementation and policies for independent village development in South Konawe Regency. The number of informants representing independent village community groups was 6 people.

The data collection techniques in this study used several approaches, including: 1) in-depth interviews conducted to obtain information and data needed to view independent village development based on the social capital and bureaucratic governance approach in South Konawe Regency. 2) Observation techniques to see how the situation and conditions of planning and implementation of social capital and bureaucratic governance synergy in South Konawe Regency. And 3) research documentation studies such as village profile data in South Konawe Regency, development foundations and local government policies, and other documents that are written or made directly by the subjects concerned.

The results of this study were processed using an interactive model in four stages: data collection, data reduction, data display, and conclusion drawing (as cited by Miles and Huberman in Herdiansyah (2010). Furthermore, this study was analyzed by dividing the data into several themes and concepts. Charmaz (2006)(Babbie, 2014) implemented three qualitative data analysis processes: qualitative data coding, memo writing, and concept mapping. Concept mapping allows for the visualization of relationships between complex elements, making it easier to see how one variable influences another in the study.

RESULTS AND DISCUSSION

The South Konawe Regency Government has launched several advanced villages to drive village development towards independence. The concept of a developing village is one category in the village classification based on the level of development and independence of the village. This concept refers to villages that are in the growth stage and are

beginning to show potential for further development, but have not yet achieved full independence. Data from the South Konawe Regency Regional Development Planning Agency (BPMD) (2024) shows the village classification status. Among them are two independent villages: Andoolo Utama Village and Telutu Jaya Village. There are 56 advanced villages, 270 developing villages, and 8 underdeveloped villages. The synergy of social capital and bureaucratic governance focuses on government efforts and community contributions in realizing independent villages.

Forms of Social Capital

Social capital is one of the social resilience indexes in building villages based on Regulation of the Minister of Villages, Development of Disadvantaged Regions, and Transmigration of the Republic of Indonesia. 2 of 2016 concerning the Village Development Index, nd)in Article 3 Paragraph (2). Social capital is translated into characteristics of social organizations such as trust, norms, and networks which can improve the efficiency of society in bridging directed activities (Putnam 1993 in Santoso, 2020). In this regard, village development in South Konawe Regency is closely tied to this organization, which connects the main pillars of empowerment to the foundation of good governance:

1. *Trust*

Trust in local leaders, the government, and fellow citizens is essential for creating a stable and productive environment. The Head of Amoit Village, Mr. Adi Mappiara (52 years old), explained that in daily social interactions, problems or conflicts that occur in the community are resolved through family methods. This informal approach to problem solving demonstrates a high level of trust between residents and between the community and the village government. Beyond trust in resolving conflicts, there are actions that demonstrate that village development can be carried out through mutual cooperation. For example, community trust in the mutual cooperation system in Lameuru Village is very strong, especially in the context of economic activities. Communities help each other in economic

activities such as agricultural infrastructure development and joint ventures. This demonstrates that the village community trusts each other to work together voluntarily for the common good.

Community trust is also engendered by the attitude of the village government itself. If the village head is trustworthy and responsible in carrying out his duties, the community will also believe in good governance. The Village Head of Wawonggura stated, "The village head is the people's choice, and of course the mandate as village head must be carried out. Similarly, social assistance to the community must be given to the relevant residents, especially poor widows and abandoned children, rather than to our families who are already well-off." (Sariato, 46). The village head attempted to instill trust in the community based on his own actions. Regarding the use of funds, he emphasized that social assistance should be provided based on the most pressing needs, not based on personal or family relationships. In this context, he demonstrated that fairness in the distribution of aid is crucial to maintaining community trust.

Levi & Stoker, 2000 explains that institutional trust is formed when citizens perceive that public institutions (such as village governments) act based on fairness, transparency, and integrity. This trust is built through leaders who fulfill promises and implement policies in accordance with citizen expectations. Furthermore, communication and strong relationships are key to trust. Social relationships based on strong communication between social groups are a strong pillar in village development.

The village head of Jati Bali also stated that all ethnic groups in the village have the right to voice their aspirations. The village government believes that open communication will strengthen trust and strengthen relationships between members. Trust is established when individuals believe that others will act based on the same principles in a transaction or interaction. Mutual affection can arise, illustrating how trust within a social group is formed naturally through repeated interactions and daily observations, thereby reducing the moral hazard that often occurs

in more formal or distant relationships.

2. *Networking*

Social networks are relationships built between individuals and groups within and outside the village. These networks enable access to information, resources, and support that can accelerate development. Extensive networks also strengthen village connectivity with external parties, such as the government, NGOs, or the private sector, which can support local economic ventures and infrastructure.

One example demonstrating the existence of networks that can assist village development toward achieving independence is the village's network with business groups through partnership schemes. The village head of Boro-boro, Mr. Mukrim (52 years old), revealed that the village also has joint business groups and partnerships in the livestock sector, as well as cooperatives that support trade, especially for women. This demonstrates the synergy in local economic development that relies on social networks among residents to work together for the common good.

Social networks involve relationships between community members organized into groups with specific goals, such as supporting village community involvement in social and economic activities. These groups form an important part of the village's social structure, serving as bridges that strengthen social ties among individuals within the community. This demonstrates the working process between social groups through social relationships that become a form of economic cooperation (Lawang, 2005).

3. *Norms*

Norms that support cooperation, mutual assistance, and solidarity are an important foundation for sustainable village development. In independent villages, norms that encourage community participation in deliberation and collective decision-making enable the creation of sound decisions for the common good. The village head of Boro-boro explained that:

While there are no specific written rules, we demonstrate the norms of village

development through community collaboration and participation. Residents are encouraged to actively participate in various village programs through deliberation forums, which have become a strong social norm for decision-making and development (Mukrim, 52, Head of Boro-boro Village).

This view implies a norm of participation, where the community contributes to village development without any formal rules. Participation is considered the norm by the people of South Konawe Regency. The rule is that if a village wants to be independent, community participation is required. This is what makes this condition an unwritten norm in social, economic, and political activities. (Lauria & Schively Slotterback, 2020) Another perspective on societal norms is the existence of harmonious interactions and mutual respect. The village government strives to minimize conflicts. This means that norms can be interpreted as a code of ethics that demonstrates expectations or standards of behavior arising from group interactions (Lawang, 2005). The hope of harmony and coexistence between ethnic groups is a rule that does not arise. If conflict arises, for example between religious communities, then sanctions, such as social sanctions, will be imposed.

The Role of Bureaucratic Governance

Bureaucratic governance plays a crucial role in ensuring the smooth functioning of government and the delivery of public services. Bureaucracy is an administrative system comprised of rules, procedures, and hierarchies that govern how decisions are made, policies are implemented, and resources are allocated within an organization, particularly within government institutions. As part of regional autonomy, South Konawe Regency has the authority to regulate and manage its own government affairs, including development planning and the management of local resources, such as agriculture, fisheries, and other natural resources. This governance is expected to provide greater freedom in decision-making that aligns with local needs.

1. Sound Governance

Governance in South Konawe Regency has shown improvement in several aspects, particularly in regional financial management. The regency successfully achieved an Unqualified Opinion (WTP) from the Supreme Audit Agency (BPK) of the Republic of Indonesia on the Regional Government Financial Report (LKPD) for the 2023 fiscal year. This achievement demonstrates the South Konawe Regency Government's commitment to implementing sound governance principles, particularly in terms of transparency, accountability, and efficiency in financial management. South Konawe Regency has demonstrated progress in implementing sound governance principles, with a focus on public accountability, inter-agency synergy, and improving the quality of services to the public (BPS Konawe Selatan, 2023). Indicators of sound governance can be seen in the transparency of public information and transparency in the decision-making process. As expressed by the Head of West Ranomeeto District:

Good and transparent administration is one indicator of success, with information regarding activities to be implemented in each hamlet being publicly announced on information boards so the public can be informed of upcoming activities. This demonstrates transparency in village fund management and decision-making (Village Deliberation) (Syahrir Anjaya, 55, Head of West Ranomeeto Subdistrict).

Transparency in public administration fosters trust between the government and the public. Transparency allows citizens to understand how decisions are made and how public resources are used. This helps reduce mistrust and increase the legitimacy of public policies. In the context of village governance, public announcements via information boards, as mentioned in interviews, are part of a transparency mechanism that reflects the principles of good governance.

Furthermore, this governance system also prioritizes active public participation in decision-making. In the context of sound governance, this is referred to as the ladder of citizen participation,

where the level of public participation in decision-making significantly impacts the quality of the results achieved.

2. *Dynamic Governance*

Dynamic governance Encouraging continuous innovation and development ensures that organizations and governments are always seeking new ways to improve their efficiency and effectiveness. Some villages in South Konawe have begun implementing electronic-based management systems. This reflects dynamic governance, where village governments are using digital applications for transparency of village funds, open planning, and budget management. This process falls under technology-based governance, enabling greater efficiency and oversight.

For example, in Andoolo Utama Village, led by Mr. Suyanto (56 years old), an independent village, financial reporting is currently carried out through the use of the Village Financial System (Siskeudes) application. In addition to this village, other villages have also begun to respond to the challenges of the current era. The village government has begun using digital applications for transparency of village funds, planning, and open budget management. Not only the village government, but also the regional government as a whole has incorporated technology into its governance processes.

In addition to technological innovation, the government implements dynamic policies in its food security program. One example is a policy encouraging communities to utilize idle land through short-term (such as horticultural crops) and long-term (such as oil palm and coconut) seed empowerment programs. This policy is updated annually, following market trends and local needs, so communities can adapt to changes in commodity prices and market demand. According to Zhou et al. (2022) in Lawang (2005), dynamic governance requires a high degree of adaptability, enabling organizations to continuously adjust economic policies and strategies based on external environmental dynamics.

3. *Open Government Governance*

In essence, open government undergoes the same process as sound governance. The difference is that not only productive citizens can access information and services, but vulnerable and marginalized groups also gain access to accountable public services. Furthermore, collaboration between the government, private sector, and the community plays a crucial role in open government. Regarding this, the Ranomeeto Sub-district Head stated, "We provide services for the disabled, the elderly, and lactation rooms. Furthermore, information boards in the village are disseminated throughout the hamlet so that the community is aware of the latest information" (Alimun, 56). This statement demonstrates that the Ranomeeto Sub-district government strives to implement the principles of inclusivity and transparency in governance. The provision of inclusive public services encourages active participation from all members of society, including marginalized groups, which ultimately increases public involvement in the decision-making process.

CONCLUSION

Synergy of Social Capital and Bureaucratic Governance. Social capital in the form of trust, social networks, and collective norms plays a crucial role in supporting effective bureaucratic governance. Synergy between social capital and bureaucracy has been shown to increase community participation in village development, accelerate decision-making, and strengthen the implementation of development programs. These factors can be identified as: 1) trust between the community and the village government through transparency, fairness, and integrity in the management of village funds and other policies, 2) trust among residents in the form of mutual cooperation activities and also in the economic activities of residents, 3) Networks are demonstrated through collaboration with social organizations that support the community's economy such as youth groups, joint venture groups, cooperatives, and women's empowerment organizations that support the local economy, 4) involvement of external

partnerships, 5) synergy in good bureaucratic governance can be seen from transparency and accountability, 6) public participation in the decision-making process, and 7) implementation of electronic systems in village management, and responsive and adaptive policies.

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