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# THE COMMUNICATION OF THE VILLAGE HEAD WITH THE VILLAGE CONSULTATIVE COUNCIL IN ADMINISTRATION GOVERNMENT IN INDONESIA

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## Abstract

The aim of this research is to understand the communication patterns carried out by the village head and the Village Consultative Council (VCC) in the village government in Indonesia, as well as the obstacles faced. which hinders this interaction. Purposive sampling procedures were used in the qualitative and descriptive research methodology of this study to take seven informants who had direct knowledge and insight into the problem under study. VCC, Mario Village Head, village officials and community leaders in Mario Village were among the informants. The tools used included literature reviews, focus groups, interviews, and observations were used to gather information. The findings of this research show how cooperation, consultation and coordination are demonstrated in the communication style between the Village Head and the VCC. It has not been fully utilized in implementing its main responsibilities, especially in terms of coordination regarding community aspirations, despite the positive communication pattern between the Village Head and the VCC. Apart from facilities and communication patterns, the factor that most hinders communication patterns in the administration of Mario Village is the lack of understanding of VCC members regarding their roles as outlined in the relevant laws and regulations.

**Keywords:** Communication Patterns, Village Head, VCC

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## Introduction

The village head and village officials form the village government. The secretary and other officials who form the village machinery have primary responsibilities to each other. Forming the village government, implementing village development, developing the village community, and empowering the village community are the primary responsibilities of the village head, as stated in Law No.6/2014 on Villages, Article 26 paragraph 1. However, "village government" refers to the functions carried out by the village government and its advisory bodies at the administrative level. Regarding the implementation of village regulations, revenue and expenditure budgets, and decisions made by the village head, the Village Consultative Council (VCC) acts as the legislative and supervisory body. The VCC works closely with the local government. What would happen if the village secretary started acting as the village head's lackey when it comes to performing official duties (Arham, 2022). The village head and village institutions collaborate and build communication between institutions (Rumkel et al., 2019).

According to the horizontal communication between the village head and VCC, a number of issues arose that made it difficult for Mario's village head and VCC to carry out communication. These problems include a lack of coordination, synchronisation and effective communication. The implementation of village governance will be affected by problems in the relationship system between the village head and the village secretary and the partnership system between the village government and the VCC (Riyadh, 2023). These problems will also affect village development and community welfare. In order to address certain issues relating to the interaction between the village head, village secretary, and VCC in the context of village governance implementation, an appropriate relationship partnership model should be identified.

The village head and VCC, two equal entities of the village community that work together as partners with the village government to plan village development, exchange information with each other. While these two village institutions serve the same purpose, their roles are not the same (Akhyar et al., 2022). The uneven construction of village roads is evidence of poor communication between the VCC and the village head, according to interviews conducted with local residents.

Based on observations, the author notes that there is still a lack of coordination in the construction of village roads between the village head and VCC and organisational communication between the two parties is still inadequate. This is demonstrated by the fact that asphalt or paving has not been implemented, leaving the road infrastructure unchanged, full of potholes, dirt, and dust. As a result, along with other communities in Kulo Sub-district of Sidenreng Rappang Regency, Mario Village is left behind. The incident can demonstrate how effective organisational communication practices have a significant impact on the performance of village governance. Poor communication among neighbouring village institutions can have a significant impact on the sustainability of government organisations.

The purpose of this study is to determine the communication pattern between the village head and VCC in the administration of Mario Village, Kulo Sub-district, Sidenreng Rappang Regency, and to identify the factors that hinder the communication pattern. This research was guided by the background of the problems mentioned above.

A village-level effort to demonstrate democracy is the VCC. The VCC plays an important role in village governance by investigating, accommodating, collecting, and directing communal aspirations. In order for the community's expectations of government programmes, particularly those relating to village development and welfare, to be based on the VCC at the village level.

Malayu states that cooperation communication between VCC and village government, namely (Saidil, 2019):

- 1) Partnership means that the village head and VCC consistently foster the idea of peaceful collaboration in the implementation of development, governance, and the village community.
- 2) Consultative means that the village head and VCC consistently foster ideas of peaceful collaboration in the implementation of development, governance, and the village community.
- 3) Coordinative means indicating that there will be close collaboration between the village head and the village deliberative body in implementing activities. Coordination, supervision, and partnership are necessary in the pattern of cooperation between the VCC and the village government in order to achieve good development in a village.

The administration of Mario village government, communication patterns such as partnership, consultative and coordinative have not been implemented well because most VCC members do not understand their roles well. So the communication pattern above is not running optimally.

## **Literature Review**

### **Government Communication**

Depending on one's point of view, communication is the exchange of ideas, information, or attitudes; coordinating meaning between a person and an audience; or transmitting information to elicit a response. sharing aspects of behaviour, or lifestyles, through rules; mental adjustment; and the development of common symbol systems among participants. In short, knowledge is a fully personal and internalised experience, which is shared with others; it can also be the communication of information between individuals or groups, particularly through the use of symbol (Slamet & Khanoris, 2018). People use communication as a process of social interaction to exchange symbols and construct meaning, or their own picture of the world, on which their actions are based.

Finally, it is important to consider the fundamental implications of the mechanisms that underlie our understanding of communication. Processes are movement, ambiguity and change in relation to each other. Barlund defines communication as an evolving, dynamic, continuous, circular, unrepeatable, irreversible and complex process in his postulate of what communication is. Communication is an endless process involving politics, social exchange, and individual interpretation. It also has no beginning or end. Observable impacts do not have easily recognisable cause.

### **Communication Model**

According to Franz Josef Eilers, to simplify the complex relationships between various components of the communication process and help our understanding of these components, communication models and patterns were developed (Abidin, 2016).

**Linear Model:** Shanon dan Weaver characterizes the communication process as linear. Their interest in telephone and radio technology led them to begin creating models that could explain the flow of information across various channels.

**Interactional Model:** Wilbur Schramm created a conceptual model for interactional communication (interactional model of communication), which highlights the two-way communication process between communicators. In other words, there are two ways communication can occur: sender to receiver and receiver to sender. This iterative process shows how constant communication occurs. Responses to messages, or feedback, are an important component of the interactional communication model.

**Transactional Model:** The constant messages sent and received throughout a communication episode are highlighted by the transactional model of communication. In a transactional communication process, both the sender and receiver share equal responsibility for the success of the procedure.

Among the three models above, the interactional model by Wilbur Schramm which emphasizes two-way communication is widely used, especially if there are parties who do not

yet understand their role well, as is the case with the role of CVV members in village government.

It can be considered that in this case, the public is the communicator, and the government is the communicator. However, in other situations, it may be the other way round, with the people communicating their ideas and the government paying attention to what the people want. In these circumstances, this implies that the government has the right and obligation to consider these wishes and even act on them in accordance with the relevant laws and regulations.

The main stakeholder in e-Government is the government, which functions as the main entity at both federal and local levels. In a related consortium (business owners with joint ventures), the government acts as the party that decides the objectives, guidelines, norms, and forms of co-operation for everything related to the organisation, implementation, and improvement of the e-Government concept. In other words, the government has the responsibility to create an atmosphere that supports the efficient implementation of the e-Government system.

### **Village Government**

Kansil defines government as a tool used by the government to implement its policies and achieve its goals (Lukas et al., 2020). The VCC and village government oversee and manage the rights and customs of the local community, which are recognised and upheld in the political system of the Unitary State of the Republic of Indonesia, in order to carry out government affairs. Government Regulation No.72/2005 is the foundation for village governance.

Governance, or more formally, "good governance". To realise this ideal, one must engage in any activity that directs, controls or impacts the affairs of society. Governance encompasses all institutions, both governmental and non-governmental (community), and is not just limited to the operation of governmental institutions.

Effective development management, in line with the principles of democracy and efficient markets, is essential for good governance to avoid misallocation of investment dollars and encourage corruption in both politics and administration. The achievement of good governance in governance implies that key government institutions must honor the fundamentals of good governance (Razak et al., 2022a). The United National Development Program (UNDP) outlines the qualities and principles of good governance, which include accountability, equity, transparency, efficacy and efficiency, participation, respect for the rule of law, and strategic vision (Mustanir & Nugraha, 2020).

According to Article 25 of Law of the Republic of Indonesia No.6/2014 on Villages, the village government is the Village Head or what is called by another name and is assisted by village officials or what is called by another name. The village government is led by the Village Head. The village head is assisted by the village secretary and village officials. The village apparatus consists of the heads of affairs, the executors of affairs, and the heads of dusun. The heads of affairs assist the village secretary in providing data and information and providing services. Affairs executors are officials who carry out village household affairs in the field. The dusun head is the representative of the village head in his/her area.

The village government is the organizing body responsible for managing and overseeing village affairs. To plan and oversee their implementation, the village government makes regulations. Together the VCC and the Village Head draft village regulations. The Village Head is responsible to the community through the VCC and is in charge of enforcing village regulations (Razak et al., 2022b).

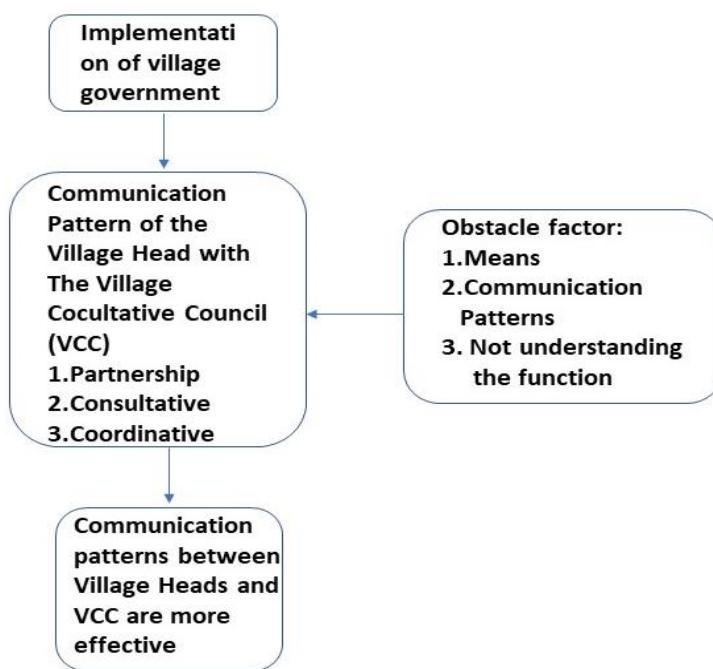
### **Communication Patterns between the Village Government and the Village Consultative Council**

Communication patterns according to Suranto, these are general symptomatic trends that describe how members of certain social groups communicate with each other (Rahmawati,

2014). Certain communities usually rely on reciprocal relationships in the form of active, continuous, and planned participation from organisations to their communities, as well as regular meetings, to maintain their existence.

VCC invites the community to take part in village development using interpersonal and group communication techniques. As interpersonal communication is natural, habitual and conscious, it is considered the most effective communication model when interacting with the community. Since the group is an entity whose members have diverse interpersonal relationships, the VCC uses group communication patterns to establish and preserve the group. To ensure that the group functions properly and achieves its goals, these relationships must be upheld. This action is taken by the VCC in the hope that the community and VCC will have a mutually beneficial relationship, which will create quality two-way communication.

The VCC is an effort as a manifestation of democracy at the village level. The VCC has an important influence in the village government, namely, to explore, accommodate, collect, and channel the aspirations of the community. So that the VCC at the village level becomes the foundation of the community's expectations of the programs that will be implemented by the government, especially for the welfare of the community and the development of the village itself. The following is a conceptual framework built from relationships between institutions with emphasis on; Partnership, Consultative and Coordinative, as shown in figure 1.



**Figure 1** Focus Framework Diagram

## Research Methodology

This research will be conducted in Mario Village, Kulo Sub-district, Sidenreng Rappang Regency, to observe the communication between the village head and VCC in village management. A summary of the communication style of the village head with the VCC is provided by this type of qualitative descriptive research in the Mario Village Administration, Kulo Sub-district, Sidenreng Rappang District. A purposive sampling procedure was used in the qualitative and descriptive research methodology of this study to fetch up to seven informants with first-hand knowledge and insight into the issues being researched. Mario

village head, VCC, village apparatus, and community leaders were among the informants. By using instruments such as literature review. Data analysis was carried out by reducing data, presenting the data then making temporary conclusions for verification, then validating the data was carried out by careful observation and triangulation.

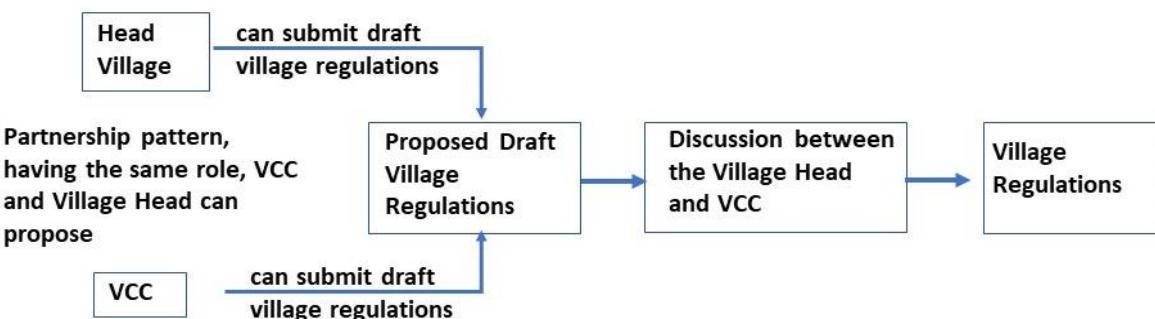
## Research Results

### Communication Patterns of the Village Head with the VCC in Administration Government of Mario Village Government, Kulo District, Sidenreng Rappang Regency

Malayu states that there is coordination, partnership, and consultative political communication between the Village Head and VCC (Saidil, 2019). To manage government, promote growth, and provide services to the community, communication is essential. This is what will be explained by the three political communication.

**Partnership:** When the village head and VCC work together in harmony to implement governance, development and community initiatives in the village, they form a partnership. Consequently, in order to establish a partnership, it needs to meet a number of prerequisites, including equal concern, mutual trust, and respect; it also needs to recognise the importance of the partnership; it needs to be founded on shared foundations and demonstrate a willingness to make sacrifices.

The village head submits the APBD, which is prepared in consultation with the DPB. The VCC discusses the budget with due regard to the APBD from the previous year. The village head implements and leads the Village Government once approved, and the VCC oversees the performance of the Village Head in relation to the APBD, which has been decided jointly with the VCC.



**Figure 2** Partnership Pattern

**Consultation:** The planning and implementation levels of development in the village show a pattern of consultation between the VCC and the village head during implementation. In Mario Village, the village head and VCC have flexibly developed consultations regarding implementation, such as in the case of infrastructure development, which needs to be more extensive. Minor discrepancies, such as delays in work that have been agreed in meetings but are not appropriate in the field and can be followed up immediately without convening a meeting beforehand, are usually consulted by the VCC.

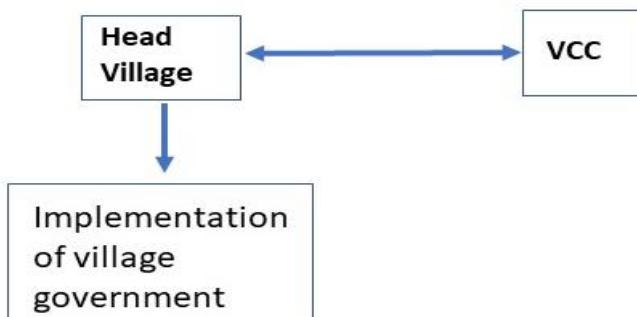
Government administration should be carried out in a manner that advances the welfare of the community or is consistent with community goals. Village potential can be used to determine whether development is appropriate because, as the leader of the community, the village head should confer with the community consultative body to share ideas and ensure that objectives are met.



**Figure 3** Consultative Pattern

**Coordination:** Village governance management is not the only source of information on communication between the VCC and the village head, but also in ongoing village development. We can also observe this pattern of co-operation, collaboration and consultation during the village development process. The structure of cooperation between the VCC and the village head in Mario Village is considered less than ideal due to a number of developments that experienced obstacles during deployment.

According to the interview results mentioned above, Mario village residents are opposed to the irrigation area that has been selected by the village government. The community also felt a lack of confirmation or socialisation of development within the group. Factors that inhibit the communication style of the village head with the VCC in Mario Village, Kulo Sub-district, Sidenreng Rappang District Government.



**Figure 4** Coordination Pattern

Recognising that various factors influence an organisation's ability to perform in achieving its objectives cannot be separated from its ability to perform its duties effectively. Effectiveness, as it relates to VCC, is influenced by a number of circumstances rather than occurring by chance.

Based on the data obtained in the field, there are several factors that hinder the communication pattern of the Village Head with the VCC in the implementation of the Mario Village, Kulo District, Sidenreng Rappang Regency, namely:

Means: As part of their responsibilities as village head and VCC, they need a forum to serve as a secretariat for all VCC-related tasks, starting with planning and administration. The VCC needs a platform, or space in the form of an office, to organise all VCC operations. It is also

meant to help with coordination and communication among other VCC members. In addition to a container or office, an operable car is also needed for all VCC operations to run well. Further efforts to improve the performance of the VCC, especially for the residents of Sidenreng Rappang District, will utilise this vehicle. The VCC needs these two facilities to fulfil its function as the supervisory body of the village government.

**Communication Patterns:** The working relationship between the village head and the village deliberation body in the form of partnership, consultation, and coordination needs to be clearly regulated in the village regulation to ensure there are no misunderstandings in carrying out their respective duties and functions and to reduce the possibility of conflict between the two parties. According to the results of the interviews mentioned above, community objectives are first submitted to the village through a special so-called village deliberation to obtain approval before obtaining collective consent. Differences of opinion regarding any policy or decision relating to the administration of the village, for example, that the village head must consult with the VCC, as well as the tug-of-war over authority that arises when both the village head and VCC perform government functions, often become obstacles in the implementation of the working relationship pattern between the two parties.

**VCC Members Don't Understand the Function:** VCC members are not aware of their responsibilities under current local laws. VCC members' lack of understanding of their own role is one of the things that hinders political communication between the VCC and the village government. It has been observed in practice that VCC members are not aware of their responsibilities according to the relevant laws and regulations.

And from what they understand, the role of the VCC is limited to that of a partner, with the village head and VCC making decisions together and having to fully support them without consulting each other beforehand. The VCC's responsibility to listen to community goals is not well recognised in the community. This is one of the most important functions of the VCC; the community needs to communicate its needs to the village government, and the role of the VCC in this regard is to listen to the community's aspirations and expectations. However, in reality, not only do VCC members misunderstand their role, but the community itself often fails to understand the same. After all, the purpose of VCC is to listen to and channel people's dreams; however, this function does not operate in accordance with the law. The vision, mission, and management programmes of the village government, as well as the income and operational allowances of the village head and VCC, should be equalised to prevent discrepancies and prevent obstacles in their working relationship.

### **Triangulation Test**

**Communication Patterns Between Village Heads and VCC:** To test the validity of the data on communication patterns carried out by the village head with the VCC. The results of data triangulation, by comparing the results of research in October to November 2023 by asking the same thing after two months also by cross-checking with different people, namely Mario villagers and finally by confirming the results of the research and asking other hamlets, namely Mario hamlet and Puncak Harapan hamlet. The conclusion shows that the form of communication pattern between the Village Head and VCC in the administration of Mario Village, Kulo Sub-district, Sidenreng Rappang Regency is partnership, consultation and coordination.

The same thing was confirmed by a number of Mario Village residents. The Village Head and VCC have a communication pattern used in the administration of Mario Village, Kulo Sub-district, Sidenreng Rappang Regency. This pattern is characterised by a partnership between the Mario Village Head and VCC, which consistently fosters the idea of harmonious cooperation in the administration of government, development and community in the Village; both parties consult on planning and during development stages in the Village; in addition,

there is coordination in terms of work communication between the VCC and Village Head in Mario Village.

Communication Patterns Between Village Heads and VCC: The inhibiting factors obtained during the research were tested for credibility by cross-checking at different times, different places and different people, it was still concluded that the inhibiting factors in the communication pattern between the village head and the VCC were facilities, communication patterns and VCC members did not understand the function of the VCC.

## Conclusion and Discussion

Based on the results of research and discussion, it can be concluded as follows:

- 1) A partnership communication pattern between the village head and the VCC is carried out when making Village Regulations. The consultative communication pattern is applied when the village head is about to form village institutions, prepare the village budget, accept village officials and carry out activities for religious holidays or other activities involving residents.
- 2) Factors that hinder the village head's communication pattern with the VCC in administering the government of Mario Village, Kulo District, Sidenreng Rappang Regency, namely facilities, understanding of the community and VCC members who still lack VCC functions. Implementing functions in terms of hearing and channeling community aspirations does not operate as stated in the law.

Based on the above conclusions, the following suggestions are made:

- 1) The village head and VCC need to communicate better, especially in terms of collaboration and consultation with the VCC.
- 2) Better planning is needed for the implementation of the Mario Village Government so that growth is not delayed due to community disapproval.
- 3) The VCC capacity building programme needs to be strengthened, especially to meet the aspirations of communities that are still very underdeveloped.

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**Data Availability Statement:** The raw data supporting the conclusions of this article will be made available by the authors, without undue reservation.

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