

## Government Communication Model in Strengthening Village Institutions in Bertah Village, North Sumatra

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### Abstract

Based on Government Regulation Number 8 of 2016 concerning the Second Amendment to Government Regulation Number 60 of 2014 concerning Village Funds from the State Budget (APBN), village funds must be managed in an orderly, obedient, efficient, economical, effective, transparent and responsible manner by paying attention to the sense of justice and propriety and prioritizing the interests of the local community. Therefore, it is important to strengthen village institutions and village officials, so that they are qualified and empowered to carry out development. Indonesia has a total of 83,820 villages which need to be assisted so that the disbursed village funds are not wasted. This study uses a qualitative grounded theory approach by observing, interviewing 30 informants and analyzing village documents. The results of the study found that the human resource factor of the village head as a communicator, was more trusted by village institutions and the community because of his open, democratic communication style, willingness to accept suggestions/opinions and empathy according to the equalitarian style and the relinquishing style of communication. The government communication model in strengthening village institutions is a mentoring model where communication starts from regency and district. However, the strengthening has not been seen optimally because of the high dependence of village institutions and village officials on village heads and village assistants so that they are less independent. The use of messages is more face-to-face, using messages and WhatsApp with information functions that are more persuasive and educative.

**Keywords:** Bertah Village; Government Communication; Karo Regency; Communication Model; Strengthening Village Institutions.

### Introduction

Human resources are still an important part that continues to be considered and evaluated. In rural development, human resources determine the maximum development that can be carried out. For this reason, it is important to empower human resources in rural areas. The Unitary State of the Republic of Indonesia consists of 83,820

villages in 34 provinces. Data from the Indonesian Ministry of Home Affairs, shows that there are a total of 514 regions comprising 416 regencies and 98 cities. Sumatra Island alone has 10 provinces which consist of 154 regions which comprise 120 regencies and 34 cities (Putri, 2020)

By comparing the number of regencies and cities (514) with the number of villages

(83,820), villages are a priority for development because they are large in number and are located in all parts of Indonesia. That is why the Village Fund Program is a solution to provide a spirit of development in rural areas. However, this program sometimes opens up opportunities for criminal problems to occur because the knowledge of human resources in managing these funds is limited.

According to Zakariya, cases of corruption in the village are susceptible, because the community's accountability and participation in managing village finances are inadequate. Therefore, efforts to increase public participation in preventing corruption include disclosure of information on development programs and village budgets, increasing public awareness of participating in village activities, easy access to communication with village officials, and optimizing village community organizations and the role of BPD (Village Consultative Board) (Zakariya, 2021)

Bertah Village is one of the 26 villages in Tiga Panah Subdistrict, Karo Regency which includes a report on the implementation of good development in the village because it is often in the top five of the 26 best villages in Tiga Panah Subdistrict. Having 190 families who earn their living by farming, the village is managing BUMDes (Village-Owned Enterprise) to supply fertilizers and pesticides. However, several other village potentials are yet to be maximized due to limited human resources.

Besti R. Simbolon and Fenni Research entitled "Government Communication Strategies in Increasing Community Participation in the Development of Tuktuk Siadong Tourism Village, Samosir Regency" explains that government communication is still informational rather than persuasive. The government is less consistent in inviting the public to get involved in events according to the calendar of annual events in the tourism sector. Community groups still do not have an equal chance to receive government information. There is no analysis of audience needs. Messages that are conveyed in the old media and internet media are directed to the outside community. The government still focuses more on people outside Samosir. There is still a lack of interpersonal communication and group communication with community leaders. The people of Tuktuk Siadong are partly apathetic because the program has not had a positive impact on them. In addition,

regulations related to tourism and the prices of accommodation and food are poorly monitored so that they, the tourism actors, act as they like when receiving tourists on national holidays or holidays. Based on the results of the study, it is clear that government communication must be delivered consistently by using various forms of communication so that thoughts, ideas and actions arising from the implementation of government functions to realize good governance can improve the welfare of the community, especially in villages. (Simbolon & Fenni, 2018).

A research conducted by Istiyanto suggests that local government communication aimed at dealing with the restoration of the Pangandaran Ciamis Beach tourist site has succeeded in compiling a community economic recovery program and involving the community in the planning stage but not in the implementation and evaluation stages which is in contrast to the Cilacap Widarapayung Beach tourist site which has no integrated program to make the tourist site and community economic life better than before. The absence of communication between the local government and the community regarding the development program clearly makes tourism activities in the tourist side run in place. The community participation is actually independent and is not dependent on government assistance. Meanwhile, the Bantul Regional Government in handling Parangtritis Beach which bore the brunt of earthquake some time ago relocated business activities for the community as planned before the earthquake occurred. (Istiyanto, 2020).

Other research conducted by Researcher Elfi Yanti Ritonga, entitled Communication Style of the Labuhanbatu Regency Government in Guiding Morals among Muslim Youth stated that the Labuhanbatu Regency Government uses various communication styles in fostering morality among Muslim Youth. There are five youth morality development programs owned by the Labuhanbatu Regency government and all of them have different communication styles, namely Dynamic Style, Structuring Style, Withdrawl Style, Aqualitarium Style, and Controlling Style. It was concluded that the Labuhanbatu Regency government programs were successful because they were flexible in using communication styles depending on the program and the situation (Ritonga, 2019)

In Kamil's research, the Linggar Regional Government seeks to encourage the industrial sector to carry out its responsibilities by reducing the impact of pollution caused by industrial waste and continuously protecting the environment in residential areas. Communication carried out by the Linggar Village Government by facilitating infrastructure planning environment by using the concept of community action plans, and strengthening community institutions by forming associations of Citizens Care for the Environment has succeeded in creating citizen media and facilitating the community to conduct FGDs (Focus Group Discussion) (Kamil, 2018).

There are similarities between this study and the previous research regarding government communication, namely the process of how the central or regional government policies will be or have been socialized or implemented in the community. The process refers to the five elements of communication as well as an explanation about the implementation of one or several elements of communication used by the government so that the objectives of communication can be achieved properly and maximally. While there is difference between the technology to be developed and technology.

### **Theoretical Framework**

Buluamang (2018) stated that the display of communication behavior will show expectations and images in people's minds and memories. The impact of expectations and public image will affect the performance of regional heads when they become leaders. For him, government communication is the delivery of government ideas, programs and ideas, especially from the center to the regions and to the community in order to achieve state goals. Based on this, the central and local governments become communicators who can influence the community so that government ideas and programs can be accepted and implemented by the community (Buluamang, 2018).

Meanwhile, Sedarmayanti (2018) stated that government communication is a process of conveying thoughts, ideas, ideas and sharing with each other so that there is an exchange of information related to government activities that adhere to the principles of legal certainty, orderly state administration, public interest,

openness, proportionality, professionalism, accountability, efficiency and effectiveness to gather various parties by utilizing all resources in carrying out government functions towards good governance (Sedarmayanti, 2018).

According to Hasan (2018), in order for the communication process to be achieved effectively, there are several factors that influence it, namely: (1) Different backgrounds, such as perceptions, experiences/backgrounds and preconceived attitudes or stereotypes; (2) Language, namely the difference in the meaning of words in denotation or connotation, and non-verbal communication; (3) Attitude when communicating, only wants to hear what he wants to hear; directly assess the speaker; busy preparing answers; not a good listener; affected by emotional factors; lack of confidence; style/way of speech and tone of voice; (4) Environmental factors that is place and situation as well as time (Hasan, 2010)

Based on the characteristics of government communication conveyed by Sedarmayanti, the emphasis of communication is face-to-face communication, while in practice communication sometimes does not occur face-to-face and even has to use advanced communication technology media such as the internet. This communication barrier often occurs during communication both individually and in groups. Likewise, when a government program is about to be socialized or informed as an application of public communication or to support information disclosure, the government must be able to adjust the content of the message and the appropriate media in its delivery if the people encountered have different backgrounds or have unpleasant presumptions or stereotypes about the government.

In the communication process that is not easy, the five elements in communication must be understood because they are interrelated with one another. Some elements of government communication that can be studied are as follows:

(1) The communicator element, namely the central government to the local government and the community who provide feedback from the communication process that occurs professionally;

(2) Message elements, namely all information related to government activities with good governance principles, such as establishing appropriate regulations, orderly

state administration, public interest, information disclosure, proportionality, accountability, efficiency and effectiveness to gather various parties by utilizing all resources;

(3) The communicant element is the community and local or central government who receive information related to government activities with the principles of good governance;

(4) Elements of Media or Communication Facilities, namely all media used to facilitate all information so that it can reach and be reached by the communicant either manually or traditional to the most sophisticated by involving internet communication technology;

(5) The element of Feedback or Feedback, namely the response from the community as well as the central and regional governments to the information submitted. From the communication element, that government communication is a process of delivering messages or information about all activities, programs, policies or regulations from the government that are generally enforced so that they are known and implemented for the common good. In this case the initiator of communication is the government.

In this study, the focus of research is how the central and local governments convey messages or information to their subordinates and the community in making it successful and which government communication model is more appropriate to implement so that development in the village runs smoothly and is not hindered by the system or applicable law.

### **Material and Methodology**

According to Creswell, the characteristics of a good qualitative approach are: (1) Researchers use precise and thorough data collection procedures from various forms of data such as photos, sounds, visual materials or digital text messages; (2) The researcher frames the study based on the assumptions and characteristics of the qualitative approach, namely new design, presentation of multiple realities, focus on participants, etc.; (3) Researchers use one or several approaches in qualitative research such as narrative studies, phenomenology, grounded theory, ethnography, cases; (4) Researchers focus on a single concept to be researched such as what is meant by a professional?, a teacher, etc.; (5)

The study includes detailed methods, precise and careful approaches in data collection, data analysis and report writing; (6) Researchers analyze the data with different abstraction styles so that they can describe the phenomenon more fully from various points of view; (7) Researchers write persuasively so that readers can feel the situation and as if they were there. Qualitative studies engage their readers; (8) The study reflects the history, culture and personal experience of the researcher; (9) Good qualitative research is always ethical (Creswell, 2015).

Informants in this study were divided into several categories, that are Key Informants namely Village Government, Village Apparatus and Bertah village institutions. Supporting informants are the Village Community Empowerment Office of Karo Regency, and Tiga Panah sub-district and additional informants are people in Bertah Village. The sampling technique used is sampling with the aim of examining those who know the development of Bertah village for the last two years.

According to Rachma in Kriyantono, that analysis is used in research, including: (1) Identify the problems that exist in the research topic; (2) Recognize and engage with the process and context of information sources; (3) Begin to engage with a few of relevant documents; (4) Create a kind of coding form and list categories to guide data collection; (5) Perform protocol testing by collecting data from several documents; (6) Revise the protocol with really define the categorization that is made; (7) Sample determination, to gain an understanding of the meanings, features, and themes of messages and how messages are represented in the media; (8) The data collection is in the form of information collection and many descriptive examples; (9) Perform data analysis including refinement of concepts and data coding that has been done; (10) Perform extreme comparisons and contrasts and make textual notes; (11) Combine data and examples of existing cases; (12) Integrate all data findings with the researcher's interpretation and key concepts in different drafts or formats (Kriyantono, 2014).

### **Result and Discussion**

According to the IDM of the Ministry of Villages in 2022, Bertah Village is classified as a Developing Village. The IDM value of Bertah

village is 0.6194 which is the average of the combined values of the Social Resilience Index (IKS); the value of the Economic Resilience Index (IKE) and the value of the Ecological/Environmental Resilience Index (IKL) (Desa, 2020).

In 2020 up to 2021, The Village Development was not in accordance with the

results of meetings *Musrenbangdes* because of the impact of the pandemic so there is a refocusing of the budget. The implementation of Bertah village development for the last two years can be seen in table 1. realization of Bertah Village Development in 2020 and 2021.

**Table 1.** Realization of Village Development in 2020 and 2021

No	Proposed Development for 2020 and 2021	2020	2021
1	Construction of the Kerangen farm road with Telford in 2020	Realized	-
2	Construction of a Village Park and a Welcome Monument in 2020	Realized	-
3	Street light installation in 2020	Realized	-
4	Construction of environmental security posts in 2020	Not Realized	-
5	Bumdes Capital Increase in 2020	Not Realized	-
6	Computer Training for village apparatus in 2020	Not Realized	-
7	Addition of nutrition and purchase of health equipment for the elderly	Not Realized	Not Realized
8	Procurement of laptops for BPD in 2020	Not Realized	-
9	Mutual Cooperation to clean the village environment every year	Realized	Realized
10	Family economic improvement and training;	Not Realized	Realized
11	Improving maternal and child health;	Realized	
12	Improving the character of a society without drugs;	Not Realized	Not Realized
13	Trench construction in the village environment;	Realized	Realized
14	Development of village forest for recreation;	Not Realized	Not Realized
15	Procurement of posyandu for toddlers and the elderly;	Realized	Realized
16	Management of infectious diseases;	Not Realized	
17	Procurement of reading books and inventory for village libraries;	Realized	Realized
18	Village profiling;	Realized	Not Realized
19	Capacity building of village apparatus and BPD;	Not Realized	Not Realized
20	Art and dance studio training;	Not Realized	Not Realized
21	Procurement of seeds for the community;	Realized	Not Realized
22	Procurement of toilets for people who do not have MCK in 2020	Realized	
23	Construction of Sikandang farm road with telford in 2021	-	Realized
24	Construction of Tebing farm road with telford in 2021	-	Realized
25	Street light maintenance in 2021	-	Realized
26	Construction of Tengah farm road with concrete rebate in 2021	-	Realized
27	Covid-19 prevention and treatment	Realized	Realized
28	Making village website in 2021	-	Realized

Source: APBDes Realization Report Document 2020 - 2021

#### *Government Communication Between Local and Village Governments*

The government communication process that occurs during the implementation of development in the village starts from the local government, namely the Regency to the District, then to the village in two directions. The Communication of government that's starting from the Village Community Empowerment Service in the Karo Regency Regent's office, coordinated a lot directly to the Tigapanah's sub-district. The messages on government policies and programs to be implemented in the regions are conveyed and disseminated from the Regency to the District then to the Village, and then to the community.

This is in accordance with the results of an interview with the Head of the Karo Regency PMD Service, AT who was accompanied by the Office Secretary, JH. He stated that government communication had been carried out well:

"The first, it is already a national agenda, the socialization of the preparation of development planning documents and village budgeting documents, for example the preparation of the APBDes (Village Budget), RKPDes (Work Plan of Village Administration), and RPJMDes (Village's Medium Term Development Plan). Besides that, assistance will also be carried out in the process. In essence, we will continue to

accompany the village even though we need anything, we will accompany it because it is our obligation, and a fixed agenda has been set. So this is not the same for all villages, for example, if we might provide assistance based on potential, for example tourism potential. that the program for the village has tourism potential only. That's what we do mentoring, if not we provide facilitation whose name is also the village. Sometimes their communication skills are limited, that's what we help them meet together with parties who can help them."

Besides that, it is also possible for parties outside the local government. PT. Inalum, then Tanoto Foundation and the others of non-government institutions. Those are the forms of assistance carried out by the Regional Government besides that it is an obligation, yes, we also see from the other side. Based on the statement above, the things that can be concluded from the implementation of government communications that have been carried out by the PMD (Village Community Empowerment) Office are first, As a national agenda which is a permanent PMD agenda, the implementation of government communication through socialization and assistance to the community in the implementation of development programs, namely, (1) socialization of the preparation of development planning documents and village budgeting documents such as the preparation of the APBDes, RKPDes, and RPJMDes; (2) The socialization is carried out directly through the staff in the sub-district regarding the socialization of these documents; and (3) Program socialization and mentoring activities are the obligations of the office whose fixed agenda has been set. Second, the implementation of the form of assistance is carried out on a situational basis or depending on the potential in the village. In this case, PMD makes special treatment for each form of village potential to provide appropriate reinforcement. Assistance based on potential, for example grouping villages according to their potential which is the same as tourism potential, only villages that have tourism potential are given assistance/strengthening. Third, providing facilitation both internally and externally, because the ability of the village is sometimes limited to communicate so that PMD provides facilitation, by bringing together village communities with parties who can help

them. The PMD office connects the village with related agencies internally, namely fellow government agencies that handle appropriate village potential, such as the tourism office, agriculture office, trade office, and others. While externally, such as, PT. Inalum, Tanoto foundation and the others which are non-governmental institutions.

The same goes for the District. The Government Communication process has been carried out both directly and indirectly using telephone, whatsapp and written letters or directly face to face during deliberation in villages or sub-districts and during outreach activities and training in capacity building/strengthening to village governments and community institutions as well as rural communities in the field of human resources and agriculture. Meetings between village heads or village officials and sub-districts are held regularly, every month on the 10th. This meeting is a coordination meeting that discusses matters that arise in the implementation of village governance and coordination of information from the Karo Regency government to the village governments in Tigapanah sub-district.

The information conveyed by the Tiga Panah sub-district head and government staff was strengthened by the results of interviews with village facilitators and local village assistants who were stationed in villages and sub-districts. Government relations and communication between the sub-district and village parties have been going well with regular meetings held every month and several times a month by involving village assistants and local village assistants in assisting capacity development (strengthening) of village institutions in Bertah village.

Based on the results of interviews with the sub-district head, section chief i staff for Community Empowerment and sub-district documents, government communication in strengthening village institutions has been going well. This is done through several activities, namely:

(1) Socialization and training activities in the village in the field of human resources and agriculture;

(2) The sub-district provides assistance, advice and opinions in developing village potential and coordinates with the related district OPD for better potential development;

(3) Every year the sub-district accompanies the village in making preparations for RKPDes, APBDes, Realization reports, and accountability reports;

(4) The sub-district coordinates with the village to accommodate opinions/aspirations on HR training and include the training and guidance budget needed by the village in the APBDes;

(5) The sub-district always provides advice on development in turn to villages;

(6) The sub-district seeks to facilitate development in the village;

(7) The sub-district coordinates with stakeholders in developing village potential so that stakeholders provide assistance to the village;

(8) The sub-district communicates with the Regency OPD (Regional Apparatus Organization) verbally and in writing through letters in conveying village aspirations and through meetings held by the Regency OPDs;

(9) The sub-district provides and conveys the basic regulations that must be guided by the Village in preparing Ranperdes (Draft Village Regulation) and provide suggestions/opinions and inputs when the village experiences obstacles in preparing Ranperdes;

(10) The sub-district always participates in Musrenbang (consultation on draft development plan) activities in the village every year to provide advice/opinions and input on village development;

(11) The sub-district always coordinates with the village in socializing the activities of the sub-district regarding development and empowerment every month at the sub-district coordination meeting which is held on the 10<sup>th</sup>;

(12) The sub-district always socializes the schedule for reporting village funds, and guidance on the supervision of village funds to the village by inviting the Village Head and the related district OPD in a special meeting to minimize obstacles or obstacles in the implementation of development;

(13) The sub-district also provides assistance and supervision of development in the village directly and through video calls to ensure that the development is carried out in the village according to the APBDes;

(14) The sub-district also knows good communication relations between the village, sub-district, police and Koramil (sub-district military command) in solving every problem in the village;

(15) The sub-district gives rewards as a result of communication and supervision to villages that carry out their duties actively and on time (process performance in the village) and sanctions to villages that are late or hinder the development process by not facilitating any of their affairs.

#### *Village Government Communication with Village Community Institutions*

The Bertah Village Government together with other village institutions have communicated well with the government. This can be seen from the results of observations, interviews and documents in the village, namely the Village Medium Term Development Plan (RPJM Desa) 2017-2022; The Village Medium-Term Development Plan (RPJM Desa) for the 2017-2022 Villages; Village Government Work Plan (RKPDes) for the Year 2020 Villages; RKPDes Survived 2021; Draft Bertah Village Regulation on APBDesa T.A 2020 and Village Regulation concerning APBDesa Bertah T.A 2021.

In the process of internal government communication between village governments, including village heads, other village officials as well as BPD and external communication with village communities, communication is carried out directly and indirectly in Karo language orally and in Indonesian in writing through circulars or announcements using an audio speaker on board a train around the village and WhatsApp messages for all village institutions. Good relations are fostered between the village head and village officials, members of the BPD and other village institutions and the community. This can be seen from every meeting held in the village and direct observations when the research team conducted interviews in Bertah village. Nearly 100 percent of the community and village institutions interviewed said that the village head had performed his duties well and had no bad relationship with colleagues or the local community.

Hasmawati (2020) stated that communicators must have an ethos consisting of: good thoughts, good morals, and good intentions where there are two elements, expertise and trustworthiness. In terms of communication, the element of expertness is also called authoritativeness, reliable logical; and qualifications. While the element of trustworthiness is used in terms of safety,

character, or evaluative factor. Another element is the attraction of the communicator and source power. The three explanations of ethos are basic characteristics that must be met by communicators (Hasmawati, 2020)

The relationship between the village head is not only good with all residents of Bertah village but also with all village heads in Tigapanah sub-district and staff and sub-district heads in Tigapanah. This shows that communication has gone well so that when asked about several problems in the village that usually occur both about household issues or relations with fellow citizens, the community explains that the village head knows and understands the condition of his residents and such as those related to drugs have not been found in this village.

From the observations, it can be seen that the environmental conditions of Bertah village are not too wide because the residents' housing is located in an area that is not too far from one another. Even it is quite close to housing conditions in the city. This causes the relationship between the community members and the village government to be very close. The majority of Bertah village residents are from Karo ethnic group so that they have many similarities and really experience miss communication in the language.

Based on the results of interviews with village officials as well as BPD and village institutions in Bertah village, it is known that the government's communication function has been carried out well. Regarding the results of the program proposed by the village institution from the farmer's group, ST stated that:

"On that day we asked for a walk to the fields, there was a road to the fields which was also further down, we continued to ask for an increase in the nutrition of children under five and also an increase in our salaries as cadres. , others do not remember. At least our inspiration is recorded."

From ST's statement as a member of a village community institution in the Sangapta farmer groups, or PKK (family welfare movement) and Toddler groups it shows that aspirations related to development involve community participation. As a farmer group member, she is happy that the inspirations of the farmer group in terms of infrastructure, road building to the fields has been tapped. After

being compared with document data and observations in the field, this development was realized.

If it is related to information and data from the sub-district, it is clear that there has been good coordination and communication between local governments in the district, sub-district and village. The village head not only performs instructive, authority and controlling functions, but also remains active and provides consultative and participatory functions.

This is also confirmed by the statement of another member of the village institution, namely a member of the Pehaganta farmer group, JK, that the involvement of the village head is important to provide participation so that farmer groups receive attention from local governments including the provincial, district and sub-district governments. He stated that:

"the assistance provided both at the provincial/district and sub-district levels such as chili seeds, subsidized fertilizers and so on, but sometimes if there is assistance from the government, usually one group gets the assistance and the other group does not"

The Bertah community sees that the Village Head has understood the regulations conveyed by the central and regional governments. This is known from the responses of the people interviewed that the village head had never had problems with the sub-district or district parties. In conveying information and ideas, the village head not only sends letters but also comes to meet the community and village officials at home. The village head also has good relations with people from the sub-district, namely village assistants and local village assistants or technical personnel and experts brought in from Karo district. The point is that the village head enjoyed the trust of the community in general because almost none of those interviewed had a bad relationship with the village head. It can be said that the level of Bertah village community's trust in the village head is more than 90%.

Likewise, the attitude or quality of the village head in catching the aspirations of the community and responding to the needs of the community is very good. This is evident from their statement that the village head wants to hear their aspirations conveyed by the village institution during village meetings or during non-formal talks. The village head is also often



found in kede-kede or coffee shops in Bertah Village. The village community institutions found in the interviews were the PKK women's group, the youth group, and the farmer's group consisting of three groups (Sangapta, Ukurta and Pehaganta).

According to PT, a community leader, that the community wants the village head to be able to serve again next year.

"If it is still possible, more residents hope he will not be replaced, while others do not want to nominate a village head because they can't afford it"

He also explained that related to communication relations with the apparatus and the community, information is conveyed to the community:

"through information boards sometimes also it was announced by Pak Towa (audio speaker TOA), then using Mike to ride a motorbike"

According to him, there was no need for an invitation:

"No, because this village is small, so we can meet in person without an invitation".

In strengthening village institutions communicators are not only village heads and village officials but also districts, sub-districts and village assistants stationed in the village. The people interviewed are aware of and know the presence and role of village facilitators who often come to their village. Referring to the Permendes PDPT RI (Villages, Disadvantaged Regions and Transmigration Minister's Regulation) No. 18 of 2019, regarding general guidelines for assisting village communities, there are five principles that must be implemented in village community assistance as a way to strengthen village institutions, namely: open, helping, tiered, according to need, and empowerment/independence (Desa, 2019)

These principles are the government's way of providing assistance to or strengthening village governments, village institutions and communities so that villages are strong and can achieve an index to build a better village in the future. These principles do not limit the movement of the village government and the community to develop, so that the village

government and the community, which have limited human resources, can still carry out development that is within the budget and does not deviate. The principles of mentoring are open, helpful, tiered and in accordance with the needs of the community so that village empowerment and independence can emerge and reinforce human resources in the village, especially village institutions which are village government partners to carry out development effectively.

According to the interview with the operator from the village government, the village assistant and local village assistant always helped him input data on the implementation of village development. The communication they do can be face-to-face or through whatsapp media. Sometimes the communication is also conducted via smartphones and is not strictly limited by time, for example, only morning until noon. Even if contacted at night, village assistants are willing to reply through their cellphones, especially during the reporting period.

The community and village institutions are also aware of the presence of village facilitators to conduct socialization and provide guidance during village meetings about development plans or other activities related to community empowerment. This is in accordance with the main task and function (tupoksi) of village assistants in their function of providing facilitation, education, mediation and advocacy, namely assisting villages in village administration, village cooperation, developing BUMDes and local village-scale development.

#### *Government Communication Messages in Strengthening Village Institutions*

Government communication messages conveyed in strengthening village institutions have the following characteristics, namely:

(1) Messages related to policies, procedures, regulations, village government decisions (related to the implementation of Village Government, implementation of Village Development, Village community development, and Village community empowerment);

(2) Messages in verbal form (oral and written), or nonverbal (sign language, facial expressions, gestures, or pictures);

(3) Messages (information) delivered privately, limitedly and publicly;

(4) Dissemination of ideas and innovations (messages) using media and non-media;

(5) The message contains three components, that are, information content, instructions, motivation, reprimand and sanctions; symbols (Karo language, and non-verbal, namely gestures that usually exist in the village); the three forms of messages that are usually done for information, persuasive and educational;

(6) The message generates feelings to accept or reject;

(7) Messages are delivered in three forms, namely from top to bottom (vertical) and from bottom to top (horizontal) as well as diagonal communication (between the village head and the BPD or with village assistants, fellow village officials and the community who are often involved in village activities.

Messages or information on village government and development seen in the village of Bertah can be found from the bulletin board in Jambur of the village meeting place (Losd Desa) and the inscription of the Welcome Monument to Bertah Village. Other messages

can be seen from the minutes signed by both the Sub-district head, Village Head, village apparatus, BPD and the community during village meetings as well as in the RPJMDes document, Village RKP, Village Regulations and reports on the realization of APBDes in 2020 and 2021.

People who are active in every activity in the village explain that information on development activities can be seen through the bulletin board and also the development realization board in the field if using village funds. The community know about development not merely through written and oral information. They themselves admit that the development carried out in their village can be seen from tangible evidence of the results of the development such as roads to fields and housing residents as infrastructure, assistance during the Covid-19 pandemic, PKH (Family Hope Program) assistance, agricultural assistance, home repairs for residents' houses that are no longer feasible or occupied again. This can also be seen from the observations of the research team.



Figure 1. Poster of APBDes Realization Announcement 2021 and Welcome Monument  
Source: Research Document, 2022

*The Response of the Bertah Village Community to Government Communications in Strengthening Village Institutions*

According to Jalaludin Rakhmad, credibility in source credibility theory contains two main elements, namely expertise and trust

and attractiveness as supporting components, namely:

(1) Expertise is the impression formed by the communicant about the ability of the communicator in relation to the topic being discussed;

(2) Trust in the communicator is determined by the expertise of the communicator in his task of mastering information and having trust in the degree of truth of the information he conveys;

(3) Attractiveness is credibility supporter of communicator, but if the individual is less attractive or unlikable, persuasion is usually ineffective (Rakhmad,2012).

From the relationship of the village head with village officials, the BPD and village institutions, that the communication was very good. In addition to the interview, there was a questionnaire that was asked to be answered by the informants and almost 80% of them answered very good communication, while 18% was good and only 2% had doubts. Almost all of those who were asked answered that face-to-face communication was often done between them. Communication messages known to informants are very clear and easy to understand. This is proven if we ask about the truth of development activities carried out through village funds, on average they answer that they know and have seen the development being carried out, and the assistance provided during the Covid-19 pandemic is also acknowledged to have been received.

Based on the responses of village and community institutions, and the results of observations in the village, the process of government communication in strengthening village institutions is as follows:

(1). The community recognizes the truth of the information that the development program is implemented with village funds;

(2). The community trusts the village head as a leader and protector in their village. The level of community trust from observations is quite high because they recognize the credibility of the village head and how he coordinates with village officials and BPD members;

(3). The community recognizes that the village head and village officials have good communication with village institutions and the community. Based on observations, it can be seen that the relationship is not only limited to tasks but also is more familia;

(4). The community acknowledged that the level of the village head's understanding was also high. This can be justified when the report is delayed due to the limitations of the new operator, but all village officials and village assistants try to handle it as best they

can. We don't see the pressure that the village head is putting. After some time, when we met the operator, he admitted that the way the village head had trained them was very good;

(5). The community recognizes that the information disseminated applies equally;

(6). The community recognizes that face-to-face communication is often carried out by the village government and consistently reminds residents of every development activity in the village;

(7). The community does not complain about the Bertah village government both in terms of speech, attitude, behavior and public services. This is when they were asked about the office that is not open every day, explaining that all their needs related to village administration can be completed, for example in terms of obtaining ID cards, certificates or in terms of signing because of the need for proposals and others. The village head only makes an agreement to meet and affairs are resolved well with other village officials;

(8). For village community members, if they cannot meet the village head and village officials at the office, they can meet them at home;

(9). The community also acknowledged that the village head was diligent in asking face-to-face questions and providing space for the community to accommodate their aspirations;

(10). The community hopes that the current village head can be given another opportunity to lead in the coming period. Almost everyone who met did not mind if he took office again. Even when they were asked, is there any other private village that can continue this kind of development. Almost all say not yet. Even village officials and the BPD feel inadequate.

#### *Government Communication in the Principles of Good Governance to be Strengthening Village Institutions*

According to Hardjanto, the objectives of capacity building are as follows: (1) Accelerate the implementation of decentralization in accordance with applicable regulations; (2) Proportionate monitoring, duties, functions, financial systems, mechanisms and responsibilities in the context of implementing regional capacity building; (3) Mobilization of sources of government, regional and other funds; (4) Use of funding sources effectively and efficiently (Hardjanto, 2006).

Satori (2013) sees capacity building as a process to do something, or a series of movements, multi-level change within individuals, groups, organizations and systems in order to strengthen the adaptability of individuals and organizations so that they can respond to environmental changes. Capacity building has dimensions, focus and type of activity (Satori, 2013).

According to Prasetyo (2020) the notion of capacity building or strengthening has the following characteristics: (1) capacity building is not a product, but a process; (2) capacity building is a multi-level learning process covering individuals, groups, organizations, and systems; (3) capacity building to link ideas to attitudes; (4) capacity building can be referred to as an example of actionable learning where capacity building includes a number of interrelated learning processes, the accumulation of conflicts that add prospects for individuals and organizations to continuously adapt to change. (Prasetyo, 2020).

Meanwhile, Frederickson in Abidin emphasized that the application of government communication in the principles of good governance to strengthening government is in: (1) Responsiveness, meaning that public management's attention must be constant (fixed and not easy to change), intensive and fast; (2) Transparency, namely providing correct, honest and fair information; (3) Participation, namely the community is included in providing information in making policies and running social control; (4) Accountability, which shows a government atmosphere that is responsible for policy information and government administration (Abidin, 2016).

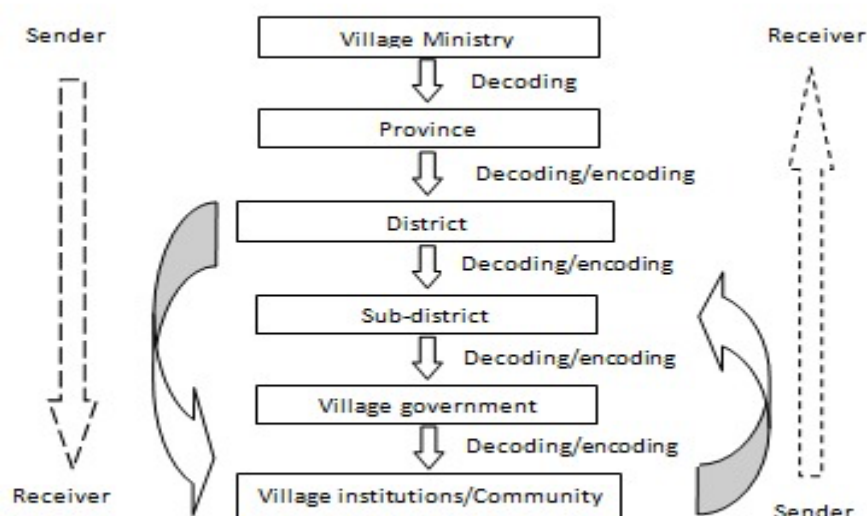
From the guidance and assistance that has been carried out by the central government to the provinces, districts to sub-districts and villages, it is clear that there is clear information for village institutions in carrying out village development programs. There is socialization, coordination and monitoring to the village government and village institutions, so that the village government and village institutions can carry out village development optimally. The results of this development are recognized by the community and there have been no reports from sub-districts and districts regarding weaknesses in the implementation of government administration and village development in Bertah for the past two years.

### *Government Communication of Mentoring Model in Strengthening Village Institutions*

The Government Communication Model that can explain the communication process in strengthening village and community institutions is the mentoring model. The central government understands the condition of human resources in the village and the various problems that have occurred so far because many village heads find it difficult to account for their work.

Therefore, based on the Regulation of the Minister of Villages, Development of Disadvantaged Regions, and Transmigration Number 19 of 2020 concerning Amendments to the Regulation of the Minister of Villages, Development of Disadvantaged Regions, and Transmigration Number 18 of 2019 concerning General Guidelines for Assisting Village Communities, article 1 paragraph 3, it explains that village assistance is an effort to develop or improve the effectiveness, capacity and accountability of village government, and village institutions in achieving the Village SDGs (Sustainable Development Goals).

Based on figure 2, the government's communication initiative is the village ministry, by issuing regulations and policies to be forwarded to the village. Then the regulations and instructions are translated by the local government, starting from the province, district, sub-district, village government and village institutions to serve as guidance for the village. There is coordination from district to sub-district and from district to village. The mentoring team from the center consists of experts and OPD, as well as stakeholders, while in the sub-districts are PPL, technical staff, village assistants and local village assistants. Then the village assistants in sub-district along with village government provide reports to the center regarding the planning, implementation, development and supervision of Village Development in achieving the Village SDGs.



**Figure 2.** Government Communication of Mentoring Model in Strengthening Village Institutions  
Source: Researcher, 2022

## Conclusions

The results of this research explained the credibility of the village head as a communicator, was more trusted by village institutions in accordance with the Equalitarian Style and Relinquishing Style of His Communication. The government communication model in strengthening village institutions is a mentoring model where communication starts from the Region district and sub-district to the village. However, this strengthening has not been seen optimally for the development of human resource capacity of village institutions because of the high dependence of village institutions and village officials on village heads and village assistants so that they are less independent. The mentoring communication model is only able to provide reinforcement so that development can be realized according to APBDes priorities. The use of messages is more face-to-face, using messages and WhatsApp with more persuasive and educative information functions. In overcoming the problem of mentoring communication carried out by the government in order to be able to strengthen the capacity of village human resources independently, the assistance communication must be with planned, measurable and evaluated assistance by providing rewards from the sub-district. In addition, measurable assistance at each village institution is evaluated on a semester or yearly basis so that the achievements of strengthening

can always be improved to improve the ability of human resources to build villages into independent villages.

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