Interactive Governance: Management of Potential Migrants in the Development of Nagari Sumanik, West Sumatra Province

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ABSTRACT

This study aims to see how the interaction process by Nagari Sumanik Government in managing migrants potentialities for the village development from the interactive governance perspective according to Torfing, et al. This research is using the qualitative type of research with a descriptive approach. The results are indicating that in managing the migrants potentialities for the village development, they have been using the interactive governance perspective, which can be seen in the institutional design variable that the village government has designed the institutional according to their potential which is by incorporating the elements of *Rantau* into the vision and mission of the village of Sumanik and forming the field of *Rantau* outside from the structure of the nagari government and also involves migrants as the network actors for the village development. In the Goal and Framework Steering variable, the relation between the village government and the migrants is coordination and more informal. In the process management variable, the Nagari Sumanik Government is taking the input and suggestions from migrants so that it can encourage innovation in development. In the direct participation variable, Nagari government has built the migrants trust by maintaining communication to provide the migrants understanding about the village conditions and the migrant support implementing programs that the benefits can be directly felt by the people of Nagari Sumanik. The interaction process is still dominated by the Wali Nagari and several special figures, and the Nagari social institutions involvements seems not enough. The function of this institution is important to optimize the migrant participations for the village development.

INTRODUCTION

The shift in the concept of "government" to "governance" implies less government but more governance or "more steering". This fragmentation of the government implies reduced government control in decision-making and policy implementation. This is because the government interacts with many other actors outside the government, namely the public sector (public sector), private sector (private sector), and society (civil society) which aims to exchange resources in providing public services (E.-H. Klijn & Koppenjan, 2016; Martinez, 2011; Rhodes, 1996).

This shift also makes the state's power in the administration of public affairs and the provision of other public goods and services dispersed to various actors outside the government. (Rhodes, 1996) (Rhodes, 2007). This concept holds that the government is seen as too big to deal with small problems and too small in solving big problems.

The involvement of actors outside the government also makes the government have to be more interactive in running its government. This is because if the government still adheres to a hierarchical bureaucracy, the government will experience stagnation and will not develop. Hierarchical bureaucracies are considered no longer able to meet complex societal demands and are considered unsuitable for dealing with societal problems that often transcend organizational boundaries. (Goldsmith & Eggers, 2004).

In response to this, new governance models have emerged, one of which is Network governance. Networks governance is understood as an interactive form of government with the potential to bring together various autonomous and interdependent actors to improve people's welfare by creating more effective and comprehensive public policies (Martinez, 2011).

Through Networks Governance, the government has a great possibility to reach problems more closely by utilizing the advantages of the network and inviting actors to participate to improve the quality of services and public policies made. The government is no longer the single most decisive actor, but the government must cooperate with actors outside the government in solving public problems (Koppenjan & Klijn, 2004; EH Klijn & Koppenjan, 2015; E.-H. Klijn & Koppenjan, 2016; O'Flynn & Wanna, 2008; Donahue & Zeckhauser, 2011).

The concept of network governance (Networks Governance) is developing along with the strengthening of the theory of governance (governance). The development of the theory of network governance began as a result of the development of liberal democracy (EH Klijn & Koppenjan, 2006; EH Klijn & Skelcher, 2007; Skelcher, Klijn, Kübler, Sørensen, & Sullivan, 2011; Srensen, 2002; Srensen & Torfing, 2005a; Srensen & Torfing, 2005b; Torfing, Peters, Pierre, & Sørensen, 2012). Networks emphasize a loose organizational structure and the existence of trust in relationships between organizations. The structure of inter-organizational relations is flexible and non-binding so that each actor is not permanently bound in the cooperation process, inter-organizational relations are bound by trust (Wayu, Dian, & Astri, 2017).

Several previous studies have also examined how the involvement of non-government actors can have a positive impact on local government, villages, and also the community (Yuni Siti Aisah, 2015; Putri & Haryanto, 2014; Syamsurizaldi, Aulia Putri,

& Antoni, 2019; Wayu et al., 2017). In line with the concept of a governance network, which states that the involvement of non-government actors is important and the bonds between actors are bound by trust, West Sumatra Province has a unique actor who helps the government in running its government and its attachments are bound by a belief system, namely Nomads (Syamsurizaldi, Aulia Putri, Sari Viona, & Yoliandri, 2020).

Several previous studies have also proven the contribution of Minangkabau migrants, as West Sumatran migrants are called, in assisting the development of villages or Nagari (Emita, Zusmelia, & Marleni, 2013; Pristiyanilicia Putri, 2018; Syamsurizaldi et al., 2020; Yoliandri, 2020) (Sari, 2020). The results of the study found that the participation of migrants greatly helped the Nagari government in carrying out development, such as building mosques, rehabilitating the Nagari mayor's office, building health facilities, and also providing assistance in the form of scholarships for the Nagari community. This significant role of migrants has contributed greatly to the progress of village or Nagari development in West Sumatra (Syamsurizaldi et al., 2019).

Research conducted by (Emita et al., 2013), (Pristiyanilicia Putri, 2018), (Annisa, 2019), looked at the form of overseas participation in the development of the Nagari, while the research conducted by (Syamsurizaldi et al., 2020), looking at the level and form of migrant participation. Then the research conducted by (Yoliandri, 2020) examines how the pattern of cooperation was carried out by Nagari Overseas.

Previous research has not discussed how the interaction between the Nagari government and the nomads according to the Interactive Governance model. This study also wants to answer questions regarding: (1) How is the management of potential migrants carried out by the Nagari Government? (2) What is unique about working with migrants?

One of the villages or Nagari in West Sumatra, precisely in Salimpaung District, Tanah Datar Regency, has a high number of immigrants. Not only that, the level of concern for the migrants for the development of their hometown also provides benefits for the village or Nagari government in tackling problems and increasing public value. In addition, the government of Nagari Sumanik sees the potential of migrants as an important resource in the development of Nagari so that it is implicitly stated in the Vision and Mission of Nagari Sumanik.

This study will further examine the management of potential migrants for the development of Nagari Sumanik, Salimpaung District, Tanah Datar Regency from the perspective of Interactive Governance.

METHOD

This study uses a qualitative approach. In qualitative research, researchers use interview and documentation techniques to obtain data. The selection of informants in this study used a purposive sampling method, namely where the informants were selected based on the aims and objectives of the study. For the validity of the data, it was done by using source triangulation, which means that the researcher tested it by asking the same questions to different informants.

This study aims to describe and analyze the management of potential migrants for development in Nagari Sumanik using the Interactive Governance perspective proposed by (Torfing et al., 2012). The basis for selecting Nagari Sumanik as the research locus is the large number of immigrants who are spread across major cities in Indonesia, such as Pekanbaru, Jabodetabek

Lampung, and Padang. In addition, the Sumani nomads who are members of the Sumanik Nomads Association (IKS) also have a high concern for the nomads for the development of the Sumanic Nagari. This is evidenced by the existence of aid funds from immigrants for the Nagari in the last five years which amounted to up to 4 billion rupiah.
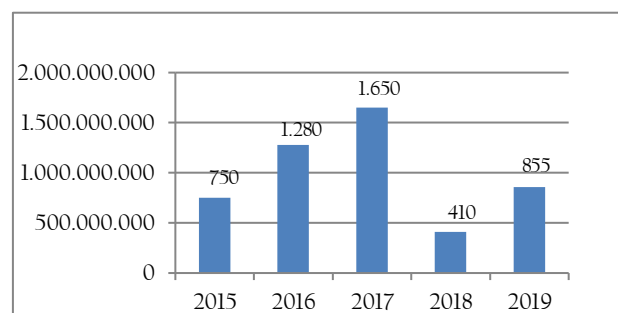

Figure 1. Overseas Fund Recapitulation for Development of Nagari Sumanik (millions)
Source: Researcher Process, 2020

As well as the openness of the Nagari government to network actors in providing suggestions and input for the development of the sumic village. In addition, in Nagari Sumanik there is a construction of a health building that focuses on the welfare of the elderly, namely Posdaya Sumanik Sehat. What is unique about Posdaya Sumanik Sehat is that all development funds come from self-help funds for immigrants worth 600 million. This Posdaya is the only Posdaya in West Sumatra Province whose funds come from immigrants.

RESULTS AND DISCUSSION
Institutional Design

In terms of institutional design, the government of Nagari Sumanik has designed its institutions according to the potential possessed by Nagari Sumanik, namely migrants. This is also a form of implementation carried out by the Nagari Sumanik Government on the Tanah Datar Regency Regional Regulation Number 4 of 2008 concerning Nagari which in Chapter III concerning the administration of the Nagari Government is stated in Article 7 that the Nagari Wali has the authority to coordinate the development of the Nagari in a participatory manner.

It is the good relationship that exists between the Nagari and the nomads that makes the nomads willing to continue to help the development of the Sumanik village. With the great concern of the nomads to help the Nagari, the Nagari government involves the nomads as one of the network actors in the development of the sumic village. It can be said that all Nagari in West Sumatra have migrants, but not all Nagari incorporate overseas elements into one of their Nagari missions. This is different from what has been done by the Nagari Sumanik Government which has included elements overseas as one of the important things in realizing the vision of Nagari Sumanik. Incorporating this element of rantau into the mission, which can be seen in column 1, is the initial gateway for the Nagari government to manage the potential possessed by Nagari Sumanik, namely the strength of its rantau.

Table 1. Vision & Mission of Nagari Sumanik.

VISION & MISSION OF NAGARI SUMANIK	
1	Realizing and Implementing Good, Clean, And Professional Governance
2	Realizing the Life of the Nagari Sumanik Community Who Have Faith and Devotion to Allah SWT Based on Philosophy: "Adat Basandi Syarak, Syarak Basandi Kitabullah" Syarak Mangato Adat Mamakai.
3	Improving the Quality of Human Resources of the Nagari Sumanik Community
4	Improving the Welfare of the Nagari Community Based on a People's Economy by Utilizing the Potential of Nagari and Rantau
5	Improving the Quality of Public Health of Nagari Sumanik
6	Improving the Development of Equitable Public Facilities and Infrastructure in the Fields of Government, Religion, Economy, Sports Education, Health and Culture
7	Realizing a Perverted, Harmonious, Tolerant Nagari Life of Mutual Respect, Peace, Security, Peace, and Prosperity and Realizing a Good Relationship Between the Realm and Rantau

Source: Researcher Documentation, 2019.

Apart from incorporating overseas elements into the mission of Nagari Sumanik, another proof of the seriousness of the Nagari Sumanik Government in managing the potential of its migrants is by establishing a special field that handles overseas affairs but is outside the structure of the Nagari government. This is because it is not easy to create a new field that is included in the structure of the Nagari government. After all, it is hindered by regulations that regulate from above. This field is called the overseas field which has the main task of coordinating the coordination between the Nagari and the nomads in the success of the big event between the Nagari and the nomads which are held once every 4 years in the village of sumik, namely going back to bases. With this field, it will synchronize what the migrants want with what is needed by the Nagari so that it will avoid overlapping.

The Nagari government in cooperating with network actors, in this case, migrants, does not make a formal or written rule that must be obeyed by migrants. This is because, the Nagari is not only an administrative area but also an area that still contains traditional values, and, even though nomads are network actors in the development of the Nagari, the nomads are still Nagari people who only live outside the Sumanik village. So that the cooperation and the rules that apply between the Nagari government and the nomads are based on family values and trust. This rule was born and mutually agreed upon in a deliberation forum which was attended by the Nagari government and community institutions there as well as immigrants.

Figure 2. Meeting of the Nagari Government, Community Leaders, and Nomads
Source: Nagari Sumanik Government Document, 2020

This unwritten rule also symbolizes the high level of trust from the nomads toward the Nagari Sumanik Government. This is also a social capital and local wisdom based on the nomads' love for their hometown or what is called raso baNagari.

In terms of implementing cooperation, there will usually be conflicts that lead to the termination of cooperation with network actors who are not successful. However, ending the cooperative relationship with the network actors who have been involved from the start is not an easy job, because it will create a conflict of interest between the two parties. What happened in Nagari Sumanik, the existence of Raso BaNagari became the basis for the absence of termination of cooperation relations between the Nagari government and migrants to date. Migrants continue to help the Nagari to the best of their ability, and the Nagari government also always involves immigrants in decision-making so that there is a good relationship between the nomads and the Nagari government to realize the goals that have been mutually agreed upon.

The Nagari Sumanik government when it was about to implement the program that had been planned with the migrants also did not make a unilateral deadline. Instead, the deadline was born out of a negotiation process with network actors, namely nomads, resulting in an agreement on when the program will start, when it will be completed, how the fund disbursement mechanism will be, and how the reporting mechanism will be. Because the migrants are not domiciled in Nagari Sumanik, negotiations to determine the implementation of development are usually carried out via telephone or WA Group.

Goal and Framework Steering

Effective network governance can be improved by aligning the goals of the network actors with the goals of the Nagari government which aims to avoid overlapping so that the desired goals will be achieved from the start.

The Nagari Sumanik government to realize the alignment of goals with network actors disseminates the vision and mission or goals that have been made by the Nagari government to network actors. This aims to provide clarity on what development is needed by the Nagari and what development is desired by the nomads, thus creating a harmony of goals between the Nagari government and the nomads. This alignment of goals is usually

wrapped in an informal and flexible discussion, which can be through WA or when the nomad returns to Nagari Sumanik and discusses it at the nomad's house or the Wali Nagari's office.

When migrants want to assist the Nagari, the Nagari government will direct them to assist directly to the person concerned. For example, to the mosque management if the immigrant wants to help build a mosque. As happened in the construction of the Jamik Mosque, which prepared a proposal for a request for funds to be given to immigrants directly without going through the Nagari Government first.
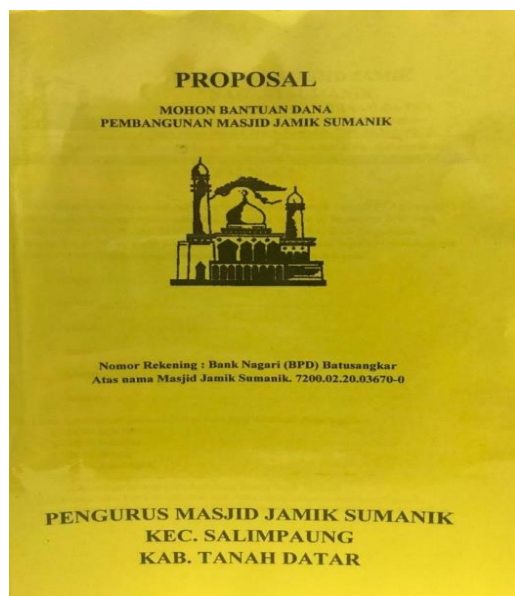

Figure 3. Proposal for Requesting Funds for the Construction of the Jamik Sumanik Mosque
Source: Jamik Sumanik Mosque Management, 2020

The Nagari government does not have the authority to receive money from migrants in cash or through a Nagari account even though the money is entirely for development that has been mutually agreed upon. This is because everything related to village financial management has been regulated by the Minister of Home Affairs Regulation (Permendagri). Between the Nagari Government and the migrants are not connected in a line of command but only to a line of coordination. So that the Nagari government only receives reports on the amount of assistance provided by the nomads from the management concerned.
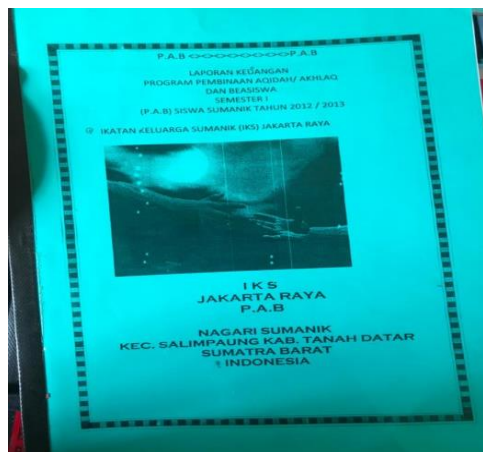

Figure 4. Financial Report of Aqidah/Akhlaq and Scholarship Development Programs
Source: PAB Management, 2020

The assistance provided by the nomads is not only based on the wishes of the nomads, but the nomads also help the programs that have been planned by the government since the beginning which are contained in the Government Work Plan (RKP) list. The presence of these migrants can fill the limitations faced by the Nagari government when undergoing development in Sumanik Nagari.

The dilemma in almost all Nagari in West Sumatra is that the majority of the people only consist of 2 groups, namely the elderly and children, and very few Nagari have productive age people who live in their hometowns, this is also the case for Nagari Sumanik. For this reason, the Nagari Sumanik Government continues to maintain relations with the Nagari community who are overseas so that they want to think about their hometown together. One of the things that the Nagari Sumanik Government does is by informing the nomads about the conditions in Nagari and involving them in development planning in Nagari Sumanik, and the Nagari government also asks for advice and input from the nomads regarding the problems that are being faced by Nagari Sumanik.

By always involving immigrants in the development process, there has been a dependency relationship that exists between the Nagari government and the immigrants and makes the immigrants have a sense of responsibility for what is experienced in their hometown. One that is being worked on by the Nagari government and involves immigrants to provide suggestions and ideas is in making the Nagari Master Plan.

With the existence of this master plan, the Nagari's long-term plans and the needs of the Nagari to realize the plan will be seen. So that it will also be seen where migrants can participate in assisting the development plan of Nagari Sumanik.

In assisting, migrants not only help the people in the Nagari, but the migrants also help each other among other migrants in other areas. This assistance is usually in the form of donations of compensation funds collected either through an organization Monitoring Nagari Sumanik who are members of the Sumanik Family Association (IKS) or personally to families affected by the disaster. Lately, the Sumanik nomads have also helped other migrants who have been affected by this pandemic disaster, the assistance provided was in the form of necessities and masks.

Process Management

The mechanism for migrants in assisting the Nagari is, first of all, the nomads ask about the ability of the Nagari government, after the nomads know what is needed by the Nagari then the migrants will discuss with other nomads to find a solution. This is because the immigrants have different backgrounds and with the work background, the majority of whom are traders, making assistance from immigrants has limitations and fluctuating intensity flows.

Regardless of the situation, the advantage of these migrants is that they assist voluntarily so that migrants will continue to help according to their abilities at that time. The Nagari government, which has limited funds, is also helped by the assistance from immigrants so that development or activities that are neglected because they are not covered by village funds can continue with funds from immigrants, one example of which is development related to socio-religious which is not included in the budget. RKP so there is no cost.

Process Management also contributes to the reduction of destructive tensions during the collaborative process. This is because each network actor must bring their interests which can

lead to differences of opinion and this is common. In Nagari Sumanik, this tension has also occurred in formulating a joint development with the nomads. Sometimes, this tension arises due to the wishes of the nomads who are not the same as the wishes of the people in Nagari Sumanik. An example of development based on the wishes of nomads is the rehabilitation of the roof of the Sumanik Rising Gate, which was previously in the form of a palm fiber roof and has its meaning for the Nagari community. However, the nomads wanted to change the shape of the roof into a gonjong roof, the reason being that the palm fiber roof was flammable. So, in the construction of the roof of the Sumanik gate, there is a slight difference of opinion between the Nagari community and the wishes of the nomads. The Nagari government's way to reduce tensions between the nomads and the community is to discuss them.

The government positions itself as a mediator between the nomads and the community so that it will give birth to a mutual agreement and the agreement must be obeyed by both parties. This is where the advantages of collaborating with immigrants who are not other people in the Nagari, the most important thing are the existence of two-way communication between the nomads and the Nagari government. And every problem or condition that is being experienced by the Nagari The Nagari Government communicates to the immigrants so that the migrants understand and the existing tensions can be resolved.

This attitude of openness of the Nagari government to migrants is the key to the success of carrying out development by involving immigrants who can ultimately form Interactive Governance in the administration of government in Nagari Sumanik. The will of immigrants to help the Nagari will be hindered if the government is not flexible and not open and does not establish good relations with the migrants. Almost all Nagari in West Sumatra have immigrants but not all nomads help their Nagari because they do not have a good relationship with the Nagari Government so the migrants become indifferent to the conditions in their Nagari. What happened in Nagari Sumanik.

Direct Participation

In this direct participation, the government facilitates network actors to participate in achieving goals by providing migrants with a program that can be directly benefited by the Nagari community and by nomads as the initiators of the program. This is related to growing the trust of the nomads in the Nagari government. They feel trusted to be involved in the development of the Nagari and feel satisfied because their role can be directly benefited by the development target or program.

There are several development programs initiated by migrants whose benefits can be directly felt by the people of Nagari Sumanik. One of the development programs engaged in health, especially the health of the elderly, is the development of the Sumanik Sehat Posdaya which was initiated by IKS Padang and IKS Jabodetabek. This Posdaya is the only shelter for the elderly in Tanah Datar Regency and the only one in West Sumatra where all development funds come from self-help migrants. The Sumanik Sehat Posdaya was built on land that was donated by one of the people in Nagari Sumanik, namely the Dalimo, so that the Healthy Sumanik Posdaya was named the Ummi Dalimo Shelter House. The development of this Posdaya began with a report by a student from Andalas University's KKN (Real Work Course) regarding the condition of the elderly in Nagari Sumanik. Based on the report, the Nagari government discussed with the

nomads the condition of the elderly to get the best solution to help the elderly in Nagari Sumanik.

The Nagari government welcomes assistance from immigrants to help the welfare of the elderly in Sumanik Nagari by helping to convince some people who had been against it at the beginning of the development of this Posdaya. This is because some people think that the Sumanik Sehat Posdaya has a concept of a nursing home that is not accepted by the people of Nagari Sumanik, who are nomads and the Nagari government proposes that this Sumanik Sehat Posdaya has the concept of a homecare, not a nursing home. After going through a long persuasion process to convince the Nagari community about the development of this healthy Sumanik Posdaya, finally, in 2013 the construction of the Healthy Sumanik Posdaya began, and was completed in 2015 and inaugurated by the Regent of Tanah Datar in 2018.

Figure 5. Umi Dalimo's Shelter House
Source: Research Documentation, 2020

The Nagari Sumanik government facilitates migrants to build a healthy Sumanik Posdaya, because if it is not with the permission of the Nagari government and other institutions, the development process will be hampered. At the beginning of the construction of this posdaya building, the home care program was started, namely sending food 3 times a day and nurses to the homes of the elderly for inspection. On Sundays, routine activities carried out are elderly exercise and measuring tension, sometimes before the start of exercise, the elderly are given tausiyah first so that their spiritual needs of the elderly are also met.

Figure 6. Blood Pressure Measurement
Source: Sumanik Nagari Government, 2020

However, due to the current COVID-19 pandemic, the assistance provided by migrants for Posdaya is hampered, so usually the elderly is provided with food and medicine, since the last few months it has stopped, and activities that are still running until now are elderly gymnastics and blood pressure measurement every day of the week.

In addition to the presence of Posdaya Sumanik Sehat, another program that comes from nomads and whose benefits are directly felt by the people of Nagari Sumanik is the Aqidah/Akhlaq Development Program and Scholarships (PAB). PAB is a program engaged in character education for Nagari Sumanik children at the elementary-junior high school level who excel but have financial constraints. The Nagari Sumanik government in this case provides flexibility for immigrants to manage this program, starting from appointing the administrator, determining what programs, determining the number of children, and determining the number of scholarships to be awarded, all of which are left to the migrants the mechanism. After that, the Nagari government received a report from the management regarding the course of the PAB program. This program is held every Saturday at Masjid Jamik,

The results of the program have also created a sense of shared ownership between the domains and the overseas for the sustainability of the programs that have been running and in the end made network actors in this case migrants to be responsible for the sustainability of programs that have provided benefits to the people in their hometowns. . And by providing a program initiated by the nomads, it has built the trust of the nomads because they feel that the presence and role of the nomads are useful for the welfare of the people in Nagari Sumanik. From the perspective of networks, the structure of relations between organizations is flexible and non-binding so that cooperative relationships between network actors are bound by trust.

For the record, to maintain the existing form of cooperation and as material for learning in the next cooperation process, it is important for the Nagari government for the current period to have a complete record of what assistance has been given by the nomads, both material and non-material to Nagari Sumanik, and have documentation. regarding the cooperation process carried out by the nomads and Nagari Sumanik. This is so that the next generation of Sumanik nomads and also the Nagari government know about the interactions that have been carried out between the realm and the overseas to build Nagari Sumanik according to the needs of the Nagari Sumanik community.

CONCLUSION

In this study, researchers found that the Nagari Sumanik Government has designed its institutions to support cooperation with nomads, namely by incorporating overseas elements into the vision and mission of Nagari Sumanik, as well as creating a field that specifically handles overseas such as those in the District and Province. The Nagari Sumanik government and the migrants are also not connected by a line of command but rather by a line of coordination, where if the migrant wants to channel aid, not through the Nagari account, the Nagari government will direct the migrant to assist directly to the person concerned. To encourage the creation of innovations in development,

Another thing that the Nagari Sumanik Government does in managing migrants is by involving and providing a program initiated by the nomads whose benefits can be directly felt by the target of the development or program. The Sumanik Healthy

Posdaya and the Aqidah/ Morals Development Program and Scholarships are examples of developments or programs that were initiated directly by nomads and the benefits were felt directly by the people of Nagari Sumanik, even by people from neighboring villages. This has also built the trust of the nomads because they feel that the presence and role of the nomads are useful for the welfare of the people in Nagari Sumanik and the end makes the cooperative relationship that exists sustainable. However,

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