

# ANALYSIS OF VILLAGE DEVELOPMENT PLANNING SYSTEM IN SUMEDANG REGENCY

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## ABSTRACT

### ANALYSIS OF VILLAGE DEVELOPMENT PLANNING SYSTEM IN SUMEDANG REGENCY

*Village development planning within the scientific scope of public administration is interesting to study. Village development planning is a public policy and an important instrument in village governance. This study aims to find out how the village development planning system in Sumedang Regency is, what factors need to be improved to increase effectiveness, find innovations and new concepts of village development planning in Sumedang Regency. The research method uses a qualitative deductive method. The research was carried out in 7 villages in Sumedang Regency with a theoretical approach [1].*

*The results of the study: 1) Village development planning is not integrated with district development planning, has met procedural and normative provisions but the substantive aspects are inadequate, 2) factors that need to be improved are human resource capabilities, planning integration through Bappeda involvement, readiness of supporting materials, reduction of government intervention and local governments, strengthening the substance and suitability of planning with regional needs and development, 3) new innovations: preparation of village development plans using information and communication technology, 4) new concepts: Effective village development planning is an integrated and community-based planning policy, inclusive and responsive to geospatial developments and advances in information and communication technology, b) Integrated village development planning with district development planning in the national development planning system.*

**Keywords:** system analysis, development planning, village

## **Introduction**

Village development planning within the scientific scope of public administration is interesting to study. Law No. 6 of 2014 has provided clarity on the status and legal certainty of villages in the constitutional system of the Republic of Indonesia. Village development planning is a public policy and an important instrument in village governance, but the position of village development planning according to Law no. 25 of 2004 is not included in the national planning system. The development of villages after the enactment of the Village Law according to the results of the Ministry of Home Affairs' evaluation showed quite good progress, but still contained many weaknesses. The results of [2] show that the implementation of the village law has increased village development, especially village infrastructure development, but has not had a significant impact on reducing village poverty.

An important instrument in the village law is the fiscal decentralization policy to villages which aims to strengthen village autonomy and accelerate village development. Through this policy, the village has the opportunity to make changes and transformations in the administration of government. In practice, the fiscal decentralization policy to the village has been distorted. Fiscal decentralization policy has been intervened by the government.

The difference in the length of office of the village head and regent is quite influential on the preparation of village planning. The term of office of the village head according to the village law is 6 years while the term of office of the regional head is 5 years. The difference in the length of the term of office has resulted in changes to village development planning, especially the substance of the RPJMDES which must be adjusted to the RPJM which contains the policies, programs and superior activities of the new Regent/Deputy Regent. Thus, there are villages that compile the RPJMDES twice during the term of office of the village head. This condition is factually quite influential on the consistency of village development planning and new burdens for the administration of village governance. The progress of the preparation of village development planning in Sumedang Regency is presented in table 1 below:

### **DEVELOPMENT OF RPJMDES**

Village Name Permendagri No. 66 of 2007 Permendagri No. 114 of 2014 Permendagri No. 114 of 2014/ Perbup No. 54 of 2018

Compiled (yr) Validity period until Year Replaced (year) Replaced/changed (year)  
Valid until year Compiled/replaced\* (year) Validity period is until year

1. Cimanggung 2013 2017 2015 2017 2019 2019 2023
2. Implementation 2012 2016 - 2016 2021 2019 2021
3. Situraja 2013 2017 2015 2017 2019 2019 2023
4. Bangshadow 2013 2017 2015 2017 2019 2019 2023
4. Darmawangsi 2012 2016 - 2016 2021 2019 2021
7. Surian 2009 2013 2014 2015\* 2019 2019 2020
8. Surian mukti 2012 2016 - 2016 2021 2019 2021

information: \* = replaced according to the Circular of the Regent of Sumedang

Source: Results of research data processing

#### **3.1.3. Analysis of the Village Development Planning Integration System**

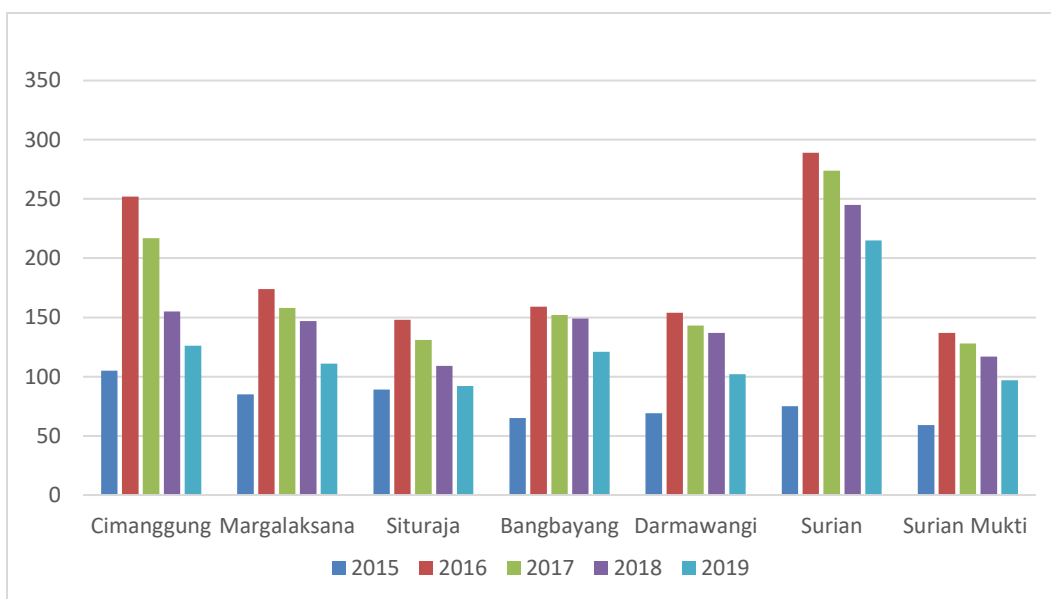
The integration of village development planning is measured based on several main indicators, namely: integration of the institutional structural hierarchy, integration of institutional roles and functions, integration of the substance of village development planning, and integration of normative aspects of village development planning.

Integration in the hierarchical structure of development planning in accordance with the Village Law, is based on the position of the village which is in the administrative area

of the Regency government and village development planning must refer to Regency planning. On the basis of these provisions, development planning in villages that have the status of autonomous government located in the autonomous region of the Regency is aggregatedly integrated with Regency planning. These structural relationships have functional linkages between planning documents in each government structure. These structural and functional relationships are described as follows:

Figure 1. Relationship of the Structural Hierarchy of Village Development Planning

Analysis of community participation shows that community participation is still quite high in the preparation of the RPJMDES, but in the preparation of the RKPDES it has decreased significantly, especially in the hamlet meeting activities (Musdus). The highest declines in community participation occurred in industrial-type villages and urban transitions, meanwhile, mountainous-type villages such as Bangshadow, Surian and Surian mukti villages had less significant declines. The level of community participation is presented in the following graph:



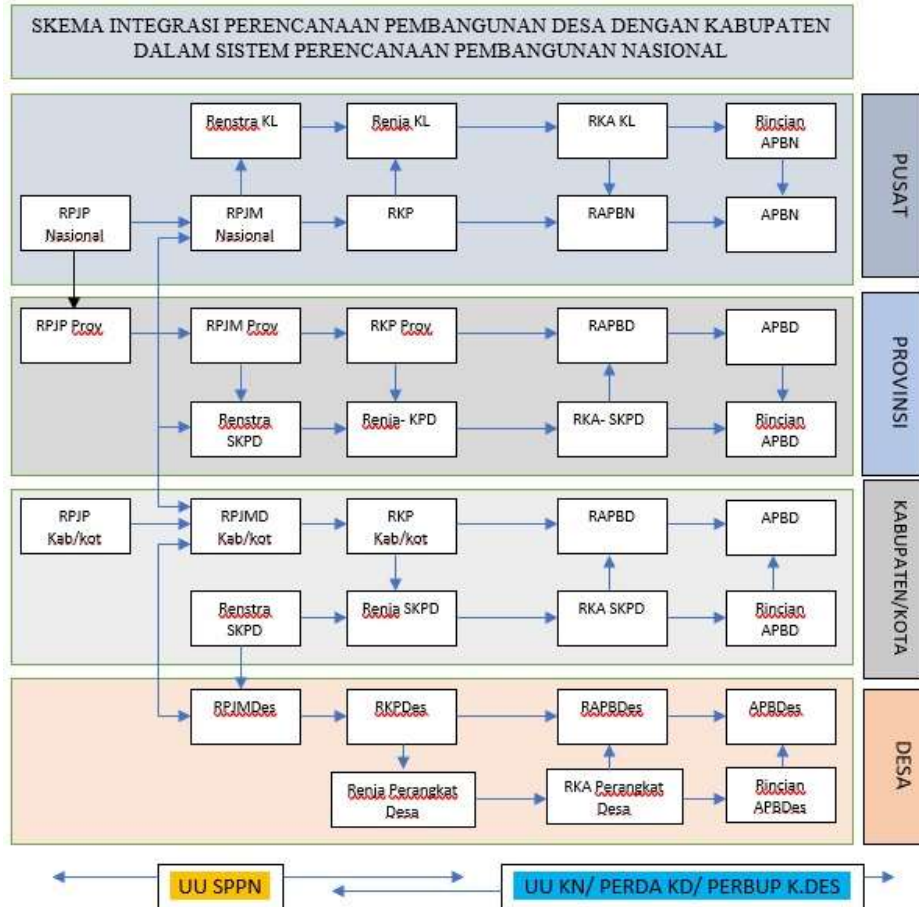
Source: Results of research data analysis

Analysis of the integration of institutional roles and functions shows that the district government only provides technical guidance on development planning carried out by the community and village empowerment service units (DPMD) and sub-districts while policies to integrate, synchronize and control village development planning are not implemented. The work unit that has this role is the regional development planning agency (BAPPEDA). Based on the Regent's Regulation on job descriptions of regional apparatus, BAPPEDA Sumedang does not have the authority, task and function to manage village development planning. These functional constraints have an impact on the non-integration of village development planning with the district.

The mapping of the hierarchical structure in Figure 1 and the functional involvement of Bappeda institutions are in line with the concept [3], that the system will activate focus and integration from vertical to horizontal structures and new processes are needed in other institutions to produce integrated policies and useful. In the governance system, the structure is focused on setting strategic priorities. Planning can convey plans or policies that are intended to guide actions to achieve the desired planning. The structural-functional approach is very useful and practical to use as a basis for systemic analysis of multilevel and complex planning. This system is useful for supporting data-driven

governance reforms. Such an approach provides a logical and systematic approach to the governance analysis of a broader strategic planning system [4].

The functioning of Bappeda in managing village development planning will benefit the structural integration process of district and village planning, functional planning synergies will focus more on mission and integration between regional work units. Bappeda can play an active role in empowering human resources for village planners, involving cross-sectoral organizations for change, and manage efficient human resource development.



The cause of the decline in community participation based on information and explanations from supporting informants and the results of field observations was due to community dissatisfaction with the many aspirations that were not accommodated and the role of the village head was too dominant in village planning. This phenomenon is in line with the opinion [5] which states that the fiscal decentralization policy in particular has not guaranteed justice. This is because there is an unequal relationship in rural communities. Village elites have a strategic position in capturing decisions in planning village development projects and working through decentralized governance structures. The poor are often unable to resist established social organizations and hierarchies.

The decline in community participation seen from the theory of behavior change is in line with the results of the study [5] through the theory of community behavior change in collective action. The underlying factors for collective action for social transformation are community dissatisfaction with planning and governance. Dissatisfaction often results from the perception that local elites are corrupt or distrustful of distributing scarce resources appropriately. Thus, there is a real correlation that aspects of injustice as

expressed by [6] and community dissatisfaction with taking collective action are the 2 main factors that cause the decline in community participation[4, 6-10].

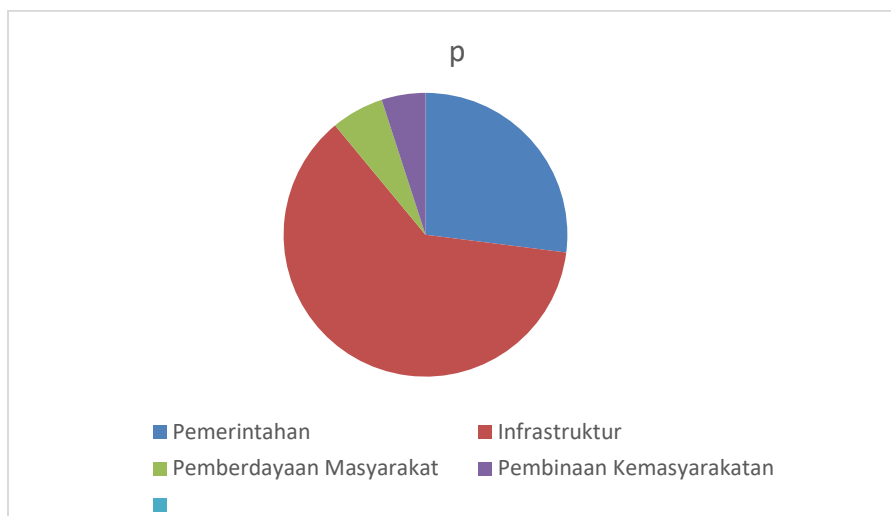
### **Results and Discussion**

#### **3.1. Village Development Planning in Sumedang Regency**

##### **3.1.1. Village Development Development**

Analysis of the development of governance and village development in all research villages, after the Village Law was enacted, generally showed varied developments. The analysis focuses on 4 main indicators in the administration of village governance, namely: 1) the field of governance and public services, 2) the field of development, 3) the field of community empowerment and 4) community development. The results of the analysis show different developments in each indicator. Aspects of governance and public services show a fairly good development. The development of village development, especially infrastructure development, has progressed rapidly, but the fields of community empowerment and community development have not shown adequate development[2, 4, 5, 11].

The rapid development of village infrastructure development after the village law was enacted is in accordance with the results of a study by [2] which states that after the village law was enacted the development of village infrastructure experienced a fairly high increase but had not significantly affected the reduction in village poverty. Based on the results of this study, the development of village infrastructure has not directly affected the increase in social and economic activities of the community, so that its impact on reducing rural poverty is still relatively small[1, 12, 13].



Improving the performance of village administration has a close relationship with the amount of budget allocation used to fund government operational activities. Based on these facts, the implications of fiscal decentralization policy are relevant to the concept [14] which states that there is a mutually influencing relationship between fiscal and political decentralization and the quality of government. Fiscal decentralization improves the quality of government but it will not happen if it is not accompanied by political decentralization.

The impact of ideally developing infrastructure facilities is not only seen from its impact on reducing rural poverty or increasing community income. Assessment of the impact of

infrastructure development must be widely measured both in terms of material and non-material aspects. This conception is in line with the results of research [15], which evaluates the impact of the construction of infrastructure facilities in 16 states of India showing that improvements in physical and social infrastructure have increased livelihood opportunities, increased agricultural yields and productivity, increased literacy, increased community access, increased life expectancy, reducing poverty and infant mortality. In line with the results of the research above, the impact of infrastructure development needs to be investigated further, especially its effect on other relevant development indicators.

### ***Development of Village Development Planning in Sumedang Regency***

Since the enactment of the Village Law in 2015, village development planning has undergone several changes. This change was caused by changes in regulations regarding the preparation of village development planning, the end of the term of office of the village head and the change in the period of the Regent's administration. The RPJMDES document which was prepared before the issuance of the Village Law was still used as a reference for the preparation of the 2015 RKPDES and APBDES. In 2015 - 2018 village development planning was prepared based on Permendagri No. 114 of 2014 and starting in 2019 village planning was prepared with reference to Perbup No. 54 of 2018 is in line with the change of the Regent as a result of the 2018 regional head election[15-17].

The difference in the length of office of the village head and regent is quite influential on the preparation of village planning. The term of office of the village head according to the village law is 6 years while the term of office of the regional head is 5 years. The difference in the length of the term of office has resulted in changes to village development planning, especially the substance of the RPJMDES which must be adjusted to the RPJM which contains the policies, programs and superior activities of the new Regent/Deputy Regent. Thus, there are villages that compile the RPJMDES twice during the term of office of the village head.

### ***Substantive Aspects of Village Development Planning***

Analysis of substantive aspects of village development planning was carried out on 3 documents, namely RPJMDES, RKPDES and APBDES. The measurement of the substantive aspects of the RPJMDES uses 10 indicators in accordance with the provisions contained in Permendagri No. 114 of 2014 and Perbup No. 54 of 2018. RPJMDES as the parent of village development planning seen from the substance aspect in general does not meet the full substance content in accordance with applicable regulations[18-20].

The results of the analysis show that there are 4 indicators that have met the applicable provisions, namely: 1) the content of the village vision and mission, 2) the content of the village activity plan which includes 4 main areas and 1 additional field, 3) the content of village potentials and problems, 4) the content of aspirations and community needs. There are 6 indicators of substance that are not in accordance with the provisions, namely; 1) the content of the policy direction for village development planning 2) the suitability of the content of the policies, programs and activities of the Regency with the village, 3) the content of the rural area development plan, 4) the suitability of the RPJMDES with the priority needs of the community, 5) the scope of the content of the RPJMDES according to the authority, 6) the stages of implementation and annual performance targets[21-23].

Table 1

## Analysis of the Suitability of Substances in Village Development Planning

No	RPJMDes Payload Indicator	Not very suitable	Not suitable	suitable	Very suitable
1.	Village Vision Mission			V	
2.	Village development policy directions		V		
3.	Village Activity Plan - Field of government - Development Field - Community empowerment - Community building - Disaster, emergency and urgent management			V	
4.	Village potentials and problems			V	
5.	Conformity of the content of district policies, programs and activities with the village		V		
6.	Contents of the aspirations and needs of the community			V	
7.	Rural Area Development Plan	V			
8.	RPJMDES Conformity with Community Priority Needs		V		
9.	RPJMDES Content Scope According to Authority		V		
10.	Implementation Stages and Annual Performance Targets		V		

Source : Findings from this Research

***Normative Aspects of Village Development Planning***

An analysis of the consistency of the application of regulations in the preparation of village development planning shows that the preparation of village development planning seen from the procedural aspects of all documents, namely the RPJMDES and RKPDES shows conformity with the technical instructions for the preparation of village development plans as regulated in the Minister of Home Affairs Regulation No. 114 of 2014 and Perbup No. 54 of 2018. Inconsistencies occur in the substantive aspect of village development planning in relation to the unavailability of material inputs. The delay in issuing regulations in the form of a Regent's regulation regarding the amount of the Village Fund Allocation (ADD) and Village Fund (DD) budgets that will be received by the village has resulted in the determination of the RKPDES and APBDES being delayed in each fiscal year [20, 24].

***Factors Needing Improvement in Village Development Planning***

To ensure the integration of village development planning, the Bappeda of Sumedang Regency needs to be given the authority, task and function to manage village planning.

The role of Bappeda is very important, especially in drafting regulations in the form of guidelines for the preparation and writing of RPJMDES and RKPDES as well as integrating village development planning into regional management information systems. The use of information and communication technology through the application of e-planning and e-budgeting applications must be immediately implemented in the context of synergies, integration and accountability of development planning. Other aspects that need to be improved are strengthening the capacity of village planners, availability of supporting materials and reducing government intervention in the use of village budgets

### ***New Innovations in Village Development Planning***

A new innovation in the village development planning system is the use of information and communication technology to integrate development planning between government hierarchies and open up open, democratic and transparent public spaces between the village government and village institutions and the community in the preparation of village development plans.

#### **3.4. New Concept of Village Development Planning System**

There are 2 new concepts in the village development planning system, namely:

1. Effective village development planning is an integrated and community-based planning policy, inclusive and responsive to geospatial developments and advances in information and communication technology,
2. The village development planning system is integrated with the district development planning system in the national development planning system,

### ***Conclusion and Suggestions***

#### ***Conclusion***

Based on the analysis of the main components of the study, conclusions can be formulated as follows:

1. The village development planning is not integrated with the Sumedang Regency development plan, has complied with procedural and normative provisions but the substantive aspects are inadequate.
2. There are 5 factors that need to be improved in the village development planning system, namely; aspects of strengthening the human resource capacity of village planners, Bappeda involvement in village development planning management, availability of supporting materials/materials for the preparation of the substance of the RPJMDES, proportional reduction of government and local government intervention, strengthening the substance and suitability of planning with community needs and regional development.
3. There are 2 new innovations as new ideas in the village development planning system, namely: the preparation of village development plans using information and communication technology,
4. New concepts: a) Effective village development planning is an integrated and community-based planning policy, inclusive and responsive to geospatial developments and advances in information and communication technology, b) The village development planning system is integrated with the district development planning system in the planning system National development,

#### ***Suggestion***

1. To ensure the integration of the village development planning system with the district development planning, village development planning must be included as part of the national planning system.



2. To ensure structural and functional integration and improve the quality and effectiveness of village development planning, the involvement of Bappeda is absolutely necessary.

3. To strengthen the substance of village development planning, it is necessary to provide regulations, particularly Perbup concerning rural area development, Perbup concerning guidelines for writing village development planning and Perda concerning planning, implementation of rural area development, utilization, and utilization as reference material for the preparation of village development planning.

4. Government and local government intervention in village development planning, especially directing the use of village finances to be reduced proportionally with a focus on strategic policies to strengthen village autonomy and encourage village development innovation.

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