

A STUDY OF VILLAGE DEVELOPMENT PLANNING IN EAST BELITUNG REGENCY

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Abstract

Purpose: The purpose of this paper is to discuss how far the linkage between the village and regional planning as well as the obstacle in preparing the RPJM Desa. This paper also aims to enhance the village officer in preparing village development and community empowerment planning related to Belitung Geopark.

Methodology: This research is descriptive research with a qualitative approach. It used secondary data from RPJM Kabupaten of 2012-2017 and RPJM Desa documents. Meanwhile, the primary data was obtained from in-depth interviews.

Results: The linkages between RPJMD and RPJM Village as much as 35% are strong, 62% are medium and 3% are weak, while those that are not related are 0%. There is still a weak link between RPJMD and RPJM Village due to problems in village RPJM development such as time issues, changing regulations change, village companion, coordination, motivation and education.

Implications: guidelines for preparing the RPJMDes that specifically specify the need for and how to technically harmonize the direction of development policies in the districts so that the pace of district development is aligned to the village. As well as the necessary training/practice in the preparation of the RPJMDes based on the guideline document, it is necessary to equalize perceptions between the DPOs, village stakeholders, and village facilitators.

Keywords: *Linkages, Village Development Planning, Capacity Building, Regional Planning, Community Empowerment Planning.*

INTRODUCTION

Geoparks are single, unified geographical areas where sites and landscapes of international geological significance are managed with a holistic concept of protection, education, and sustainable development. UNESCO Global Geoparks are established through a bottom-up process involving all relevant local and regional stakeholders and authorities in the area (e.g. landowners, community groups, tourism providers, indigenous people, and local organizations) (UNESCO, 2016). The reason for the development of Geopark is to protect geological diversity and to enhance awareness and understanding of key issues facing a society that become a national problem. The phenomenon shows many geological resources being explored and potentially causing problems to local communities. Geopark development enables local communities to independently conserve geology, flora, and fauna, as well as local cultures. In order to meet that, the community as the main resource must be empowered thus, they can manage it for the sustainable welfare of their region.

The establishment of the National Belitung Geopark to be UNESCO Global Geopark requires support from all sectors including from the government (Ministry of Village DDRT). The Ministry of Village encourages the villages around the Geopark area to be prepared to derive and support the Geopark itself. In order to synchronize between the village and regional planning, the Village Medium Term Development Plan (RPJM Desa) should refer to the upper policy that is the Regional Medium Term Development Plan (RPJM Kabupaten).

Rural development aims to enhance human welfare and to reduce poverty through basic needs provision, facilities and infrastructure development, local economic potential development and utilization of natural resources and environment sustainably that conducted by promoting the spirit of togetherness, affinity and mutual cooperation in order to actualize peace and social justice. [Law No. 6 of 2014](#) regarding Village has evoked a new spirit in rural development. In sum, rural development has three stages, starts with planning, implementation, and supervision. By these stages, the village government has to compile the village development plan in order to formulate the vision of village development between government and community in the Village Medium Term Development Plan (RPJM Desa) and the Village Government Work Plan (RKP Desa) that have been set in village regulation ([Law No 6 of 2014](#), article 78 and 79). In articles 80, 81 and 82 states the village development plan should involve the community and for the implementation as well with mutual cooperation spirit and ensure community participation in monitoring and evaluation of the development.

The village development plan is divided into two sections, medium-term and annual. The Village Medium Term Development Plan (RPJM Desa) is enacted for 6 (six) years. Moreover, the annual one named the Village Government Work Plan (RKP Desa) as the elaboration of RPJM Desa. Both RPJM Desa and RKP Desa are set in village regulation and become a guideline to formulate Village Budget (APB Desa) which is regulated in government regulation. The community shall contribute and involve in the preparation of the village development plan conducted in the Village Development Planning Forum (Musrenbangdes).

The village development plan includes setting the priorities, programs, activities, and project development need that funded by APB Desa, personal/community funds, and regional development budget (APBD Kabupaten/Kota). Many cases of village planning are unrelated to regional planning, thus many of the proposed programs and activities within the RPJM Desa cannot be realized. These frequent rejection of the proposals make the village become apathetic in formulating development plans through Musrenbangdes. The establishment of the National Belitung Geopark to be UNESCO Global Geopark requires support from all sectors including the village government by formulating a village development plan that related to Geopark development. The research question is how the linkage forms between the village and regional planning in East Belitung Regency. This paper also aims to enhance the village officer in preparing village development and community empowerment planning related to Belitung Geopark.

LITERATURE REVIEW

Planning

Development planning can be said as an absolute requirement in the development process. By appropriate development planning, the project programs will be well-conducted. Through development planning, all the involved stakeholders in the development process are well-connected in the preparation of development programs. However, empirically from many cases show that planning stages are not well-conducted by concerning the aspects that develop in the community, such as social, cultural, economic, security and political aspects.

There are several concepts regarding planning, [Nugroho \(2004\)](#) explained that planning can be interpreted as an effort to connect the knowledge or techniques based on scientific principles into practices (theory-based practices) in the perspective of public interests. Furthermore, in the relation of the dynamics of planning concepts also stated that in the planning and based on scientific principles, there is always a change in order to approach the better ideas. The purpose is to achieve the wisdom thoughts that are influenced by society's values. In the [Law No. 25 of 2004](#) regarding the National Development Planning System, article 1 and verse 1 stated that Planning refers to a process for determining the appropriate future actions, through a set of choices, by taking into account the available resources. Whereas, article 1 and verse 3 stated that National Development Planning System refers to a development planning procedure for yielding long-term, medium-term and annual development plans that are implemented by elements of the state apparatus and the people at the central and regional levels.

According to [Suharto \(2005\)](#), Planning is an important process and determines the success of an action. Planning is essentially a conscious, organized and tireless effort in choosing the best alternative to achieve certain goals. Planning also could be interpreted as a scientific activity that involves processing facts and situations to solve problems. Nicholas White, Director of Crisis Group International, as cited in [Suharto \(2005\)](#), states that "if we fail to plan, we plan to fail". [Soetrisno, Lukman \(1997\)](#), based on empirical experience, claims that although the development planning paradigm has shifted from centralized to decentralization planning, the facts show that the planning concept substantially keeps centralized because local planners have no courage to employ the opportunity to plan an innovative development.

Planning is a continuous process that includes decisions or choices from various alternative usage of resources to achieve certain goals in the future (Conyers & Hills, 1984 as cited in [Veriasa, 2016](#)). In this paper, the planning refers to the definition in [Law No. 25 of 2004](#) regarding the National Development Planning System article 1 and verse 1 stated that Planning refers to a process for determining the appropriate future actions, through a set of choices, by taking into account the available resources.

Development

Development is a keyword to solve and assess the problems that related to the progress or retardation of society. According to [Korten \(2001\)](#), development is a process in which the members of a community increase their individual and institutional capacity to mobilize and manage resources to produce sustainable and equitable improvements in the quality of life in accordance with their own aspirations. The conceptual approach of development must be seen as a multidimensional process that involves major changes in social structure, society attitudes, national institutions, as well as the acceleration of economic growth, dealing with income inequality and eliminate the absolute possibilities ([Lane, 1994](#)).

Development in principle is a process and effort conducted systematically by society to achieve a situation or a condition better than the present. The implementation of the development process is none other than because the community feels dissatisfied with the current situation. However, it should be realized that development is an evolutionary process, so people who need to do it step by step fit in their main problem and their capacity. Rural development should have appropriate targets, thus the limited resources can be utilized effectively and efficiently.

[Ndraha \(1990\)](#) describes the development as an effort to improve the human capacity to influence their future. By this definition, there are five main implications namely:

- Development means evoking the human capability optimally, both as an individual and community.
- Development means encouraging the equity and mutual cooperation, growth of value and welfare.

- Development means putting trust in the community to improve their environment in accordance with their own capabilities. This belief is expressed in terms of equal opportunity, freedom to choose, and empowerment.
- Development means improving the development capacity independently (sustainability).
- Development means reducing dependency on others and creating profitable and respectful relationships.

In [Government Regulation No. 43 of 2014](#) regarding Implementing Regulation of Law No. 6 of 2014 Regarding Villages, article 123 and verse 3 stated that the development of rural areas shall consider the authorities based on indigenous rights and local-scale authorities as well as mainstreaming of peace and social justice through prevention of social and environmental impacts that endanger apart and/or the entire village and rural areas. Meanwhile, in article 123 and verse 4 stated that the determination of the rural area's development shall be conducted with the following means:

- The Village Government shall make identification of area, potential economic, population mobility, as well as facilities and infrastructure as a proposal for establishing a village as a rural area development;
- The proposal to establish a village as rural area development shall be submitted by the head of village head to the regent/mayor (local government);
- The regent/mayor shall conduct a study on the proposal to be adapted to the regional development plan and program; and
- Based on the results of the assessment of the proposal, the regent/mayor shall establish rural area development with a regent/mayoral decree.

Development works as an enhancement of the capacity to intervene in the future that contains several implications. Firstly, capacity is key to intervene in the future. It includes physical, mental, and spiritual. These aspects must change. Secondly, equity and social justice that means development also mean equity, no matter how advanced a country is, it would be in vain if there is an unbalanced development. Thirdly, the empowerment means giving the community the opportunity to choose various alternatives to fit their level of consciousness, capacity, and aspiration. Moreover, it also means giving the opportunity to learn both from their success or failure of responding to the change. Fourthly, resilience and sustainability have vast meaning because the development factors are limited, while the demands keep increasing. Therefore, the existing resources must be well-managed, so the community can evolve independently ([Ndraha, 1990](#)).

METHODOLOGY

Research Methods

This research is descriptive research with a qualitative approach. It used secondary data from RPJM Kabupaten of 2016-2021 and RPJM Desa documents. Meanwhile, the primary data was obtained from in-depth interviews. Secondary data was acquired from local institutions who supervising the RPJM Desa in 39 villages in 7 observed districts territory. The local institutions consist of Regional Development Planning Board (Bappeda) and the Department of Social Affairs and Community Empowerment. The RPJM Kabupaten documents are using the official one that has been enacted by East Belitung Regency Government. Primary data was collected directly through interviews of RPJM Desa's drafting team, local institutions from East Belitung Regency and other stakeholders involved in preparing RPJM Desa then it described qualitatively.

The analysis conducted by comparing the regulations that regulate the process of preparing RPJM Desa and RPJM Kabupaten. There are two elements which existed in both these documents that our vision and mission. By the interlinked of these vision and mission, it is assumed that the direction of village development policy and RPJM Desa's work plan also be related to the objective, aim/target, as well as policy/program strategies in the RPJM Kabupaten.

Table 1: Elements of RPJM Desa and RPJM Kabupaten

No.	RPJMD	RPJM Desa
	Government Regulation No.8 of 2008	Regulation of the Ministry of Home Affairs, RI No.114 of 2014
1	Vision*)	Vision*)
2	Mission*)	Mission*)
3	Objective	Policy Direction
4	Aim/Target	Rural Development
5	Strategy: Policy	
6	Strategy: Program	Work Plan

*) the same elements

Source: [Ahmad dkk, 2017](#)

From the vision and mission components of RPJM Kabupaten, they then will be mapped the keywords, which will be used as a reference in order to find the relevance of the vision and mission in each RPJM Desa. The keywords were obtained by extracting from the explanation of the vision and mission of the RPJM Kabupaten that described in the Regional Regulation regarding RPJM Kabupaten, and by studying the explanation through the definition and connotation or synonym of the intended 'theme'.

After getting the keywords from each theme, then it will be used two methods of analysis in this research, namely content analysis, and assertion analysis. Both of these analyses will be able to measure how far the theme substance interrelations between RPJM Desa and RPJM Kabupaten. Content analysis is a research technique to draw an inference from valid data with regard to its context (Krippendorff, as cited in [Sugiharto, 2013](#)). The conclusions from this content analysis are derived from the classification of words into smaller categories (keyword extraction). In the context of RPJM Kabupaten, word classification was done by the classification of 'themes' contained in 3 (three) vision and 8 (eight) missions of RPJM Kabupaten East Belitung. Each category of 'theme' then made based on synonyms (similarity of meanings, as well as the context) of each word. By these assumptions, it can be known the focus of the author, the drafter, or the compiler. For East Belitung Regency, 3 (three) themes in the regent's vision are advanced, superior, and local. Meanwhile, 8 (eight) themes in the mission include good governance, synergy, and harmonization, development and infrastructure improvement, service performance, increasing income and quality of life, empowerment and poverty alleviation.

By knowing the keywords of the 11 (eleven) main themes along with the similarities/synonyms that contained in the RPJM Kabupaten, then compared with the 'themes' of vision and mission that contained in the RPJM Desa. The categorization of the linkage level is required to clustering all the observed data. The categorization including the category of strong linkages if there are >5 themes in the vision and mission of RPJM Desa in accordance with the keyword results of extraction and similarity of meaning/synonym theme of the vision and mission RPJMD. Moderate relevance category when related to 3-4 themes, weak relevance if 1-2 themes, and if <1 is not related.

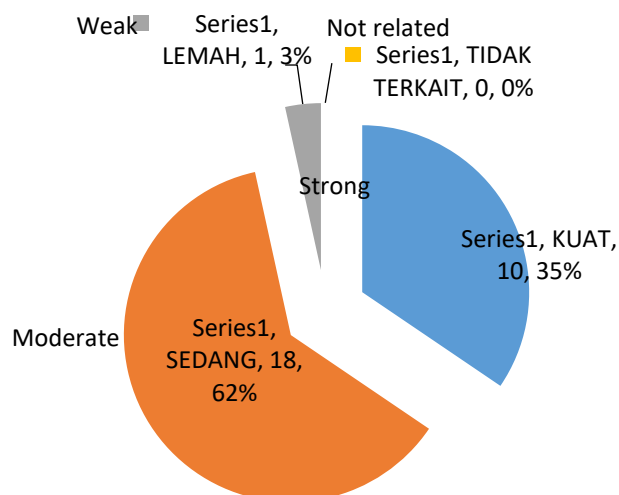


Figure 1: Linkages between RPJM Desa and RPJM Kabupaten of East Belitung Regency

Statement analysis is commonly used in the medical records because an assertion even though it is not sequentially in the record (health) still has an important role, for example, for information collection and document search. Measuring the themes, that have the highest occurrence to appear the most also used in this analysis. The higher occurrence of the theme will reflect the most referenced theme by the RPJM Desa that contained in the RPJM Kabupaten.

Table 2; The frequency of the occurrence of the RPJM Kabupaten theme in the RPJM Desa

Description	Vision 1	Vision 2	Vision 3	Mission 4	Mission 5	Mission 6
The frequency of the occurrence of themes (times)	17	7	26	83	41	66
Percentage (%)	7	3	11	35	17	28

Primary data was obtained by conducting direct interviews with the stakeholders involved in the preparation of RPJM Desa. These stakeholders namely the village apparatus/officers as the drafting team of the RPJM Desa, the local institutions that coordinate the preparation such as Bappeda, BPMPD, and Head of Sub-districts, as well as the village counseling team. The findings of content analysis and statement analysis are used as guidance in conducting interviews.

This interview is expected to be able to explore the factors causing the level of relevance between RPJM Kabupaten and RPJM Desa (regional to the local planning).

DISCUSSION

Research Data

East Belitung Regency is a lowland with an average height of ± 18.56 meters above sea level, at coordinate $02^{\circ}30' - 03^{\circ}15' S$ and $107^{\circ}45' - 108^{\circ}18' E$. The total area of East Belitung Regency is $2,506.91 \text{ km}^2$. In 2016, the administrative area of East Belitung Regency consists of 7 sub-districts: Dendang ($362,20 \text{ km}^2$), Simpang Pesak ($243,30 \text{ km}^2$), Gantung ($546,30 \text{ km}^2$), Simpang Renggang ($390,70 \text{ km}^2$), Manggar (229 km^2) and Damar (236.90 km^2), and Kelapa Kampit ($498,51 \text{ km}^2$). East Belitung Regency was established based on Law Number 5 of 2003 on February 25, 2003, along with the enactment of South Bangka, Central Bangka and West Bangka Regency in Bangka-Belitung Islands Province. Since its establishment, East Belitung Regency has a significant development in the governmental field, which initially consisted of 4 (four) sub-districts then became 7 sub-districts in 2010. ([RPJMD Kabupaten Belitung Timur 2016 – 2021. Pemerintah Kabupaten Belitung Timur, 2016](#)).

• Population

The population of East Belitung Regency in 2016 was 121,971 inhabitants consisting of 63,503 males and 58,468 female populations. Compared to 2015, the East Belitung population grew by 2.16 percent. Meanwhile, the sex ratio of 2016 is 108.61. The population density in East Belitung Regency in 2016 reached 48 people/ km^2 . The population density in 7 sub-districts is quite diverse with the highest population density located in Manggar sub-districts with a density of 167 people/ km^2 and the lowest was in Dendang sub-district of 29 persons/ km^2 .

• Education

The School Participation Rate (SPR) of 5-6 years old is 37.67 percent that means 38 out of 100 children at 5-6 years old can access Early Childhood Education (ECE) level. Meanwhile SPR of 7-12 years old children (primary education level) reaches 100 percent and for an intermediate level, the SPR (13-15 years old) is 87.87 percent. Furthermore, the SPR of 16-18 years old or secondary education level is 58.92 percent and lastly, for the tertiary education level, the SPR only reaches 37.37 percent.

• Health

In 2016, the health facilities owned by East Belitung Regency including 1 public hospital, 7 health centers, 133 maternal and child health services, 6 clinics and 39 village health centers.

Data Analysis

In-depth interviews were conducted with the stakeholders involved in the preparation of the RPJM Desa. The interviews summarized the factors that influence the level of linkage between RPJM Kabupaten and RPJM Desa (regional to the local planning).

Firstly, the time period to prepare the RPJM Desa (village planning) was too short, only 3 (three) months after the head of the village inauguration. Therefore, many of them have overtime to prepare the planning and the content was not appropriate due to the hasty time.

Secondly, policies or regulations that often changed and sometimes out of sync which made the village officers confused in implementing RPJM Desa to the village activities and programs. Moreover, there is no technical guidance and implementation instruction related to the Village Law, which creates different interpretations.

Thirdly, the village assistants/facilitators who are expected to assist the village officers and community in every activity are very limited. One village facilitator even supervises 3-4 villages; thus their performance was not effective. Consequently, in the preparation of village planning was not accompanied by the village facilitators. Hence, the RPJM Desa was not synchronized with RPJM Kabupaten and did not reflect the potential and problems that occurred in the village.

Forth is the motivation of officers. This factor has the most important role of all factors that affect the level linkage between RPJM Kabupaten and RPJM Desa. However, it will be difficult to nurture a high motivation in preparing RPJM Desa documents as they relate to the culture, character/behavior of the village apparatus/officers as drafting teams. It needs another instrument that can override the five factors for the achievement of research objectives. There are three main components in preparing RPJM Desa, namely Vision and Mission of Head of Village (leader), exploration of village potency and relation with RPJM Kabupaten (regional planning). Related to the exploration of village potency, most heads of the village are not concerned about how to explore the potential, to deal with obstacles and challenges. This has an impact on the existing activities that are partial and unsustainable. Therefore, the allocated budget was vain and has no benefit to the community.

The fifth is the coordination factor. There are 3 (three) models of coordinating factors that are correlated ([Ahmad, dkk. 2017](#)), namely:

- **Horizontal coordination;** is coordination among the Pekon's apparatus to brainstorm and exchange information. Several villages where the officer shares each other's, to distribute the information regarding current village issues and problems and about the direction of regional development policy. In one of the sub-district, horizontal coordination was informally formed as an Inter-Village Coordination Agency which was initially a credit association (arisan) among village officers in one sub-district.
- **Top-down coordination;** this coordination was carried out by the local institutions responsible for the drafting of RPJM Desa that significantly contributed to ensuring the level of 'theme' relevance to be referred to in the vision and mission of the head of the village. The local institutions supervised the coordination which requires adequate budgeting and human resources from each institution who have competence, empathy, and a high work ethic to support the high relevance of the RPJM Kabupaten theme in RPJM Desa (regional to the local planning).
- **Bottom-up coordination;** is conducted by village officers to other high-level institutions such as the head of sub-district, Regional Development Planning Board (Bappeda) and the Department of Social Affairs and Community Empowerment. This coordination will work well if the village officers have high motivation and willingness to work hard in order to prepare the document planning properly. Motivation can encourage them to be more serious to coordinate horizontally to other villages as well as coordinate vertically with other high-level institutions.

The village facilitator has an important role in bridging these institutions and ensuring of these 3 coordination models run simultaneously. In line with the Regulation of the Ministry of Village, Development of Disadvantaged Region and Transmigration No. 3 of 2015 regarding Village Facilitator stated that the village assistance consists of professional assistants (village facilitator, technical facilitator, and community empowerment expert), community empowerment cadre as well as vendor that should be able to work hand in hand with stakeholder to ensure the synergy of village development planning. This becomes a crucial role to support local government to coordinate village development planning. Nevertheless, the village assistance system in East Belitung has not worked properly yet. Although they are able to assist village officers in running the government, they have not yet considered the importance of synchronizing the regional development planning with the village in development planning.

Lastly is the educational background. In this study, it was difficult to find the correlation between the educational backgrounds of the officers with the relevance level of regional-local planning (RPJM Kabupaten-Desa). The first is due to the many elements involved in the preparation of this document. Secondly is the difficulty of obtaining data on all teams involved in the preparation of RPJM Desa and their educational background. Thirdly is to determine who the most dominant person in the process of preparing the document planning. However, based on the conducted interview, the educational background is not the most dominant factor in the relevance level of regional-local planning (RPJM Kabupaten-Desa). Although previously had the opposite opinion, the character/behavior factor of village apparatus/officers, as well as the guidance factor through the detailed preparation guidance by the local institutions, was more dominant than the educational background, even able to cover the lack of motivation of the drafting team of RPJM Desa.

In SPPN 2004, efforts to improve integration and synergy of national development were carried out by creating linkages between development planning documents prepared by the Central Government and Local Governments ([Sjafrizal. 2014](#)). Likewise, village development planning must be related to regional development planning, it is important to realize the unity of direction and efficiency of the development process nationally so that the intended target will be realized and appropriate. This aspect becomes more important where the village now has broader authority so that it can determine its own direction, strategy and development policies.

CONCLUSIONS

From field data and interviews with informants, in order to make a connection between the RPJMD and RPJM Village, guidelines for the preparation of the RPJM Des that specifies the need and how to technically align the direction of district-village development policies so that the district development rate is aligned to the village. The training/practice of the preparation of the RPJM Des that is applicable based on the guideline document is needed to equalize the perception between the government, village stakeholders, and village facilitators.

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