

# Development Strategy of Village Government with Measurement of Village Building Index in Garut District

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**Abstract**—In this research for studying about policies that can applied by the Village Organization specially providing efforts to improve the Quality Village Development by studying detailed about to variable components of the Village Building Index and looking at budget management to do activities funded from ADD. It is hoped from purpose this research can find a strategy that can be carried out in the process of planning, implementing, and accountability of the Village Head in doing the Village Government so that hopefully to be Advanced, Independent and Prosperous Village can be realized. This research used a qualitative approach to surveys and interviews from several samples in three sub-district of the Garut District. The result of research showed that most of the village conditions in Garut District area were categorized as developing villages. Overall, the Blubur Limbangan and Cikajang Subdistricts are included in the Advanced Village category, while Tarogong Kidul Subdistrict is included in the Developing Village category. The village development strategy carried out to develop the village by involving all the potential that exists in the village is society participation.

**Keywords**—building village index; social survive index; economic survive index; environmental survive index; development strategy of village

## I. INTRODUCTION

Jokowi - Jusuf Kalla's government for 2014 - 2019. in the NAWACITA program which consists of 9 (nine) excellent programs, one of which is the third program, namely: "Building Indonesia from the Rim by Strengthening Regions and Villages in the Framework of a Unitary State". In the third NAWACITA program, of course there is great hope to improve the quality of development both physically and non-physically that starting from villages in the territory of the Republic of Indonesia. In the past most development policies were still based in urban areas while in the village the conditions were often marginalized, due to conditions like this, the flow of urbanization from village to city was increasing because people needed to get better jobs. The third NAWACITA program, the government began to target development to the rim by strengthening the regions and villages, so that it would have an impact on the people in the rural, employment in the villages would grow and develop according to the expectations of rural communities.

To ensure the acceleration of rural development in West Java Province, which consists of 27 districts / cities, there are currently 5,319 villages and 643 urban villages spread over 18 regencies and 9 cities. Village categories based on the characteristics of village progress commonly referred to as village building index (IDM) are: 729 Independent Villages, 39 Advanced Villages, 3,141 Developing Villages, 1,355 Disadvantaged Villages and 60 Villages Very Disadvantaged. The position of the village area in West Java consists of:  $\pm$  1,300 Forest Villages,  $\pm$  600 Coastal Villages and  $\pm$  129 Border Villages. In terms of economy, education and health insurance in several villages in West Java are still not good, this can be seen from the data: there are 50,349 Posyandu, 2,964 Bumdes (Village-Owned Enterprises), 1,844 Village Markets, 13 Villages / Kelurahan do not have Primary Schools / MI, 20 Subdistricts do not have high school / vocational / MA, 400 sub-districts have no hospitals / maternity hospitals, 898 there are no public street lighting (PJU) and 5 villages cannot be passed by wheels 4 in the year, and 77 villages cannot be passed by wheels 4 in the rainy season (Source: West Java Province DPMD 2017).

For further developments in the general villages in West Java Province, there are still some shortcomings in various sectors including the following; Inadequate facilities for clean water infrastructure, limited telephone / internet communication, low mastery of technology and markets, unavailability of electricity lighting facilities, difficulty in changing socio-cultural communities, security conditions are still vulnerable and vulnerable, high levels of poverty and unemployment, undeveloped economic levels of the community, low levels of public education (HR) as well as limited educational infrastructure facilities, low levels of public health, and limited public health infrastructure facilities, inadequate transportation infrastructure facilities, the location of isolated rural areas or in border areas (Source: West Java Province DPMD 2017).

From the Village Building Index (IDM) in Garut Regency in 2015, the Social Security Index (IKS) was 0.6734, the Economic Resilience Index (IKE) was 0.5861, and the Environmental Security Index (IKL) was 0.6732. Overall, the average IDM in Garut Regency is 0.6442 in the developing village category. Thus, for competition in anticipating the

development of infrastructure progress, Garut Regency should prepare the capacity and capability of Village Heads and Village Officials to be able to become a village with advanced and independent village categories.

Government policy in providing budget posts to villages is a significant real change, meaning that the Central and Regional Governments must be willing to heartily cut the budget for the management of the villages. What needs to be questioned is the ability of the village apparatus to manage the budget so that it is useful for the benefit of the community. Observation in the field shows that many village officials are happy and anxious in dealing with the policy. There is a fixed income clarity that will be obtained from ADD even though the status is not a civil servant is good news for village officials, on the other hand there are concerns about the task in managing the budget [1].

Village Government in the case of village officials has a strategic role in running the wheels of government at the village level. UU No. 6 of 2014 concerning Villages, village governance is the administration of government affairs and the interests of the local community in the system of government of the Unitary State of the Republic of Indonesia [2].

Seeing the condition of the village in Garut Regency, village officials must take a strategy to support the acceleration of village development in Garut Regency. This requires a study to determine strategic steps through measuring village building index.

## II. LITERATURE STUDY

### A. Village Community Empowerment

According to Bintarto is a manifestation or geographic, social, economic, political, and cultural unity found in an area, in a relationship and its influence reciprocally with other regions [3]. This is reinforced in UU No 6 of 2014 concerning Villages is a unity of the legal community who have territorial limits that are authorized to regulate and manage government affairs, the interests of the local community based on community initiatives, origin rights, and / or traditional rights that are recognized and respected in the system of government of the Unitary State of the Republic of Indonesia [2]. Was formed to carry out the mandate of UU No. 6 of 2014 concerning Villages [2]. The Village Law provides the basis for a new perspective and approach to the Village, promoting the principle of diversity, the principle of recognition and subsidiarity and strengthening it in the types of authority of the Village. The Village Law outlines the objectives of the village setting like the following:

- Provide recognition and respect for existing villages with their diversity before and after the formation of the Unitary State of the Republic of Indonesia;
- Provide clarity on the status and legal certainty of the Village in the constitutional system of the Republic of Indonesia in order to realize justice for all the people of Indonesia;

- Preserve and advance the customs, traditions and culture of the village community;
- Encourage initiatives, movements, and participation of the Village community to develop the potential and Village Assets for mutual welfare;
- Forming a professional, efficient and effective village government, open and responsible;
- Improve public services for residents of the Village community to accelerate the realization of public welfare;
- Increasing the socio-cultural resilience of the village community to create a village community that is able to maintain social unity as part of national security;
- Advancing the economy of the village community and overcoming national development gaps; and
- Strengthen village communities as the subject of development.

Based on this, each village is obliged to support and participate in implementing the mandate of the Law, namely UU No. 6 of 2014 [2]. One of the mandates includes implementing village community empowerment. Empowerment of village communities is an effort to improve the independence and welfare of the community by increasing knowledge, attitudes, skills, behavior, and being able to manage existing resources through policies and programs that are in accordance with the needs of the village community.

### B. Village Building Index

The Village Building Index or IDM was prepared taking into account data sourced from Village Potential, published by the Central Bureau of Statistics. For the calculation of IDM 2015 comes from PODES in 2014. IDM is a composite index built from social, economic and cultural dimensions. The three dimensions are revealed to be operational indicators. The three dimensions in question are derived from the three pillars of the Village Building, namely the Wiradesa Community Network, the Village Economic Village, the Village Cultural Circle.

Through these three (3) pillars, it is expected that the direction of the development of priority programs to strengthen the steps for the progress and independence of the Village, can also be developed as resilience in improving the welfare of the village. Development of IDM must be able to reach all dimensions of village life; the social, economic and ecological or environmental dimensions that give way to sustainable village development are inherent in the values, culture and characteristics of the village.

IDM groups villages in five categories, namely: (i) Very Disadvantaged Villages; (ii) Disadvantaged villages; (iii) Developing Villages; (iv) Advanced Village; and (v) Independent Villages. The Village Classification is to show the diversity of categories in each village in a range of scores from 0.27 to 0.92 Village Build Index. The grouping into 5 categories of villages is also to sharpen the determination of the status of village development and at the same time recommend the necessary policy interventions. The status of Disadvantaged

Villages, for example, is explained in two statuses of Disadvantaged Villages and Very Disadvantaged Villages where the situation and condition of each village in it requires different policy approaches and interventions. Dealing with Very Disadvantaged Villages will differ in the level of affirmation of their policies compared to Disadvantaged Villages. In the national average value of the Village Build Index 0.566 Village status classification is set with the following thresholds:

- Very Disadvantaged Villages:  $< 0.491$
- Disadvantaged Villages:  $> 0.491$  and  $< 0.599$
- Developing Villages:  $> 0.599$  and  $< 0.707$
- Advanced Villages:  $> 0.707$  and  $< 0.815$
- Independent Villages:  $> 0.815$

The classification of village status based on the Village Building Index is also directed at strengthening efforts to facilitate the support of the progress of the Village to be Independent Villages so that can manage social, economic and ecological resilience on an ongoing basis will bring it into an Independent Village.

### C. Village Development

Development that is solely concerned with economic growth will give rise to high political instability, will also give birth to the destruction of ecosystems, especially in rural areas [4,5]. With UU No. 6 of 2014 concerning Villages, the system of village governance changed drastically [2]. Villages are given the authority to regulate policies in financial management independently. Village apparatus must be improved to avoid corruption practices that hinder the development process.

Rural economic arrangement needs to be done to utilize resources optimally in accordance with their specific conditions in order to improve the welfare of society as a whole and sustainably. The conditions needed in this approach are: (1) Community needs to make changes or to prevent unwanted ones, and (2) The existence of political will and the ability to implement planned arrangements [6]. Thus, rural economic arrangements are sought to overcome various problems faced in rural areas.

Realizing the ideals of the Indonesian people through Nawacita, the government is enthusiastic in improving village empowerment. Empowerment is the key and prerequisite for village building activities. This concept of empowerment follows Chambers, quoted by Kartasmita that empowerment includes social values that are "people centered", participatory and sustainable [7]. This opinion is in line with what was expressed through Friedman's thinking about alternative development that requires inclusive democracy, appropriate economic growth, gender equality, and intergenerational equity. Kartasmita, there are several approaches in the effort of community empowerment [7], namely, (1) creating conditions or climate that enable the potential of the community to develop ... (2) strengthening the potential or power possessed by the community. (3) protect weak

communities. These three key thoughts mean building a village through community empowerment requiring togetherness to mobilize strength and independence.

## III. METHODOLOGY

The method used in this study is a descriptive method using a composite index which in the first stage will use the village index construct as a description of the village by distributing questionnaires [8]. The study continued with interviews with several village heads. The technique of determining the respondents to be carried out in this study is to use the Proportional Cluster Stratified Random Sampling technique with the scope of setting the District, assigning Subdistricts, determining Villages, and Village Heads and Village Officials. Research locus in Garut Regency, 3 Subdistricts: Blubur Limbangan, Tarogong Kidul, and Cikajang, villages in each sub-district and village apparatus.

### A. Villages Building Index

IDM is a composite index produced from the average ecological survival index (IKL), economic survival index (IKE) and social survival index (IKS) for each village.

Village Building Index Formulation (IDM):

$$IDM = \frac{1}{3}(IKS + IKE + IKL)$$

Information:

IDM = Village Building Index

IKL = Environmental Survival Index (Ecology)

IKE = Economic Survival Index

IKS = Social Survival Index

Each dimension is constructed from a series of variables, and each variable is lowered into the indicator device. Each indicator has a score of 0. 5, the higher the score the more the positive meaning. The Total Indicator Score is transformed into an index with a value of 0 - 1.

Information:

Y = Index component consisting of: Environmental Resilience Index (IKL), Economic Resilience Index (IKE) and Social Security Index (IKS)

X = Indicator (X)

Classification of village status based on the Village Building Index as follows:

- Independent Villages has  $IDM > 0.8155$ .
- Advanced Villages have  $IDM \leq 0.8155$  and  $> 0.7072$ .
- Develop Villages have  $IDM \leq 0.7072$  and  $> 0.5989$ .
- Disadvantaged Villages or Pre-Middle Villages have  $IDM \leq 0.5989$  and  $> 0.4907$ .
- Very Disadvantaged Villages or Primary Villages have  $IDM \leq 0.4907$ .

#### IV. RESULTS

Garut Regency administratively has 42 sub-districts and consists of 421 villages and 21 sub-districts. Of the 42 existing sub-districts, 3 sub-districts were determined as the research locus, namely Blubur Limbangan Subdistrict, Tarogong Kidul Subdistrict and Cikajang Subdistrict and 33 villages were selected from a total of 38 villages in the 3 sub-districts. The results showed that most of the villages in the research locus were in the developing village category, namely as many as 11 villages or 33.33% of the total surveyed villages as many as 33 villages. Furthermore, the advanced village categories were 9 villages (27.27%), independent villages as many as 8 villages (24.24%), very underdeveloped village categories as many as 3 villages (9.09%), and underdeveloped village categories totaling 2 villages or only 6.06%. The details are presented in Figure 1 below.

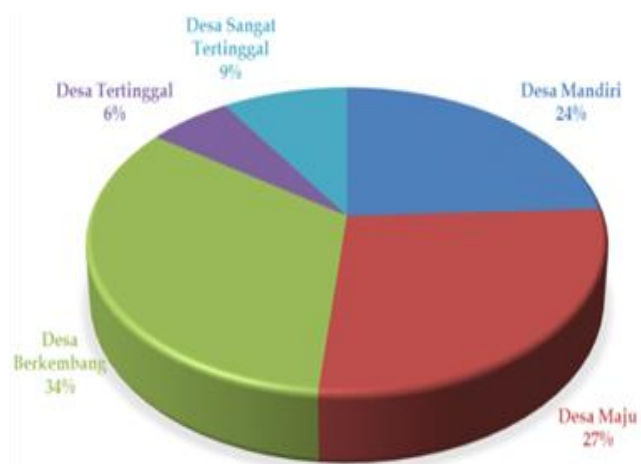


Fig. 1. Graph of village development categories based on research results.

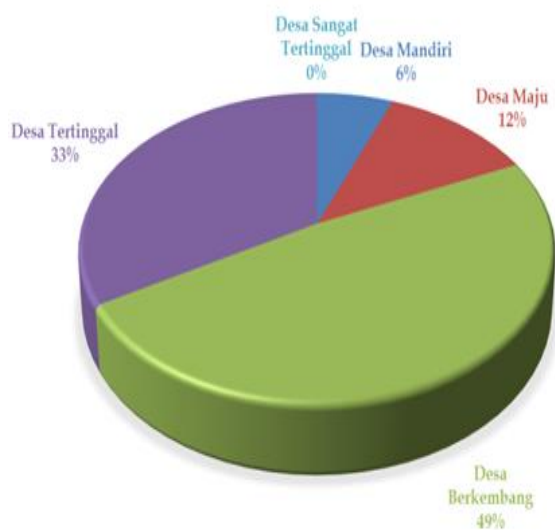


Fig. 2. Graph of village development categories based on data from the ministry.

Figure 2 shows a slight difference with the results of the research conducted. Developing villages still dominate with a percentage of 48.48% as many as 16 villages. Followed by the

village category left behind 11 villages (33.33%), then advanced villages 4 villages (12.12%), independent villages 2 villages or 6.06% of the total villages in the research locus as many as 33 villages.

The second difference in results was due to differences in the time of data collection in the field where this research was conducted in 2018 while the Village Ministry released the Village Building Index (IDM) in 2016. If you look at both data, it can be said that villages in the research area have great potential to develop. This is indicated by the increase in the status of underdeveloped and lagging villages to be developed and developed in the last 2 years (2016 - 2018).

#### V. CONCLUSION

This research provides information for village governments to build their territory by utilizing existing potentials such as villagers' social activities, economic activities, and environmental conditions of the region. Based on the results of the study, it was found that most of the village conditions in the Garut regency were categorized as developing villages.

If the overall research locus is reviewed in three sub-districts, then Blubur Limbangan and Cikajang Subdistricts fall into the category of Advanced Villages and Tarogong Kidul Subdistricts fall into the category of Developing Villages. With these results it is not surprising that Garut Regency has a village index building in the Developing Village category. Garut Regency has the potential to become an Independent Village. If pushed forward in the proper village development management strategy, there is a possibility that the potential to become an Independent Village will be achieved.

Various village development strategies that can be done to develop villages by involving all the potential that exists in the village are community participation. Community participation is the main thing because all community activities support each other. By including elements of society, social and economic activities will grow in each village. Social and economic growth will foster the preservation of a clean and healthy environment.

Based on real conditions, alternative strategies can be identified in increasing the effectiveness and efficiency of development in rural areas:

(1) related to rural development planning, Musrenbang activities need to be optimized by actively involving all stakeholders from the village and sub-district level to the Regency / Province by paying attention to the district and provincial planning documents. This strategy will be more meaningful if the village head and / or community representatives are included in the higher planning process (e.g. District or Provincial Musrenbang). This is in line with UU No 25 of 2004 concerning the National Development Planning System and Joint Circular of the State Minister for National Development Planning / Head of the National Development Planning Agency (Bappenas) January 20, 2005 concerning the Procedure for Implementing Development Consultations.

(2) in the context of autonomous development, an integrated and integrated rural development strategy is needed



in the form of the lowest regional / governmental strata approach, which is Village. Thus, the implementation of rural development policies should be in the signs of village / regional needs that are holistic and integrated across sectors. In order to strengthen synergies in rural development through various programs, such as Prima Tani, PPK-IPM, Community Food Storage (LPM), Village Public Service Bodies (BLUD), it needs to be done in an integrated manner between synchronous and coordinated sectors and lines of government so as to produce multiplier effects greater than. District and provincial Bappeda should actively coordinate with all relevant agencies in rural development, both those related to programs from the central (APBN) and from the regional government (Provincial APBD and District Budget).

(3) grow and maintain local / rural institutions that exist in people's lives so that they become an integral part of the life of the village community as a whole. Local organizations are a very important factor in supporting the success of development in rural areas. The agricultural sector is a dominant business, so empowering farmer groups is very important.

In order to support rural development, an institution can have several functions without having to change institutions, as long as the institution is able to provide / fulfill the needs set.

(4) disseminating information to village officials and the community for each program / activity carried out in their village and at the same time without the support of the entire community, the chances of successful development and / or programs / activities are very low.

(5) government investment in improving infrastructure in rural areas. Investment priorities are directed at the construction / improvement of farm roads, inter-village roads, irrigation networks, and communication facilities. Infrastructure improvement is needed to increase the cropping index and production capacity, while simultaneously reducing distribution costs in trade between regions, and increasing the acquisition of farmers' marketing margins.

(6) optimizing the role of village officials and community leaders in the development process, starting from planning, implementation to evaluation and monitoring. This strategy will be more meaningful if village authority is increased in

managing the range of village development according to the purely village concept and implemented fiscal decentralization of Village Fund Allocation through transfer of district / city special balances for villages. Co-Administration tasks are not only from the central government to the regions, but also made possible from the regional government to the villages with funding, facilities and infrastructure, and human resources.

Simultaneously, training and guidance needs to be carried out intensively to improve the knowledge and capabilities of village officials and community leaders. The ability of human resources, in planning and implementing village development professionally determines the success of rural development. It is necessary to increase the capacity of the apparatus and farmers, in addition to continuing to pay attention to the welfare of employees through the implementation of reward and punishment. This is intended to meet the rural needs and the competitiveness of the products produced, so that the income and welfare of the community is realized.

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