

The Quality of Documents and Preparation of RPJMDes after the Establishment of Village Law

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Abstract. According to Law Number 6 of 2014 on Village (Village Law), a village must have a Village Mid Term Development Plan (abbreviated as RPJMDes) as one of the requirements for disbursing the village funds. This study is conducted to determine the quality of documents and the process of RPJMDes making by applying mixed methods, which is a combination of quantitative and qualitative methods. The study sites covered 4 (four) districts in the Special Region of Yogyakarta with 10 samples of villages from each district (40 villages on the whole). The results of this study show that the diversity in document quality and RPJMDes document preparation process caused by the ability of team 11 (11 formulators of the village mid-term development plan), the ability of village governments to direct and provide technical assistance and guidance, the presence or absence of the role of third parties (universities), as well as the interaction between villages in an effort to understand the scope and the contents of the RPJMDes.

Keywords: village development, village fund; village development planning meeting

Introduction

The enactment of Law No. 6 of 2014 concerning Villages, hereinafter referred to as the Village Law, has consequences for the village to be able to carry out its proper roles and functions in government, public services, and development (PPN/Bappenas, 2019). Village development planning is integrally in accordance with regional and national development.

To achieve optimal development results, a development planning innovation that can answer strategic issues is needed (Ginting, Supriyono, & Noor, 2016). This demand will be fulfilled if the role of innovation is done well. Villages are structurally part of the lowest administrative system in Indonesia. The implementation of village development should also be based on the role of providing innovation. Since this law provides opportunities for villages to play an effective role, then the role of the government apparatus is not only as a facilitator and

service provider ("service provider") but also as a dynamist and entrepreneur (Kementerian Desa, 2015).

In line with this demand, the village needs to have a well-thought-out, innovative, progressive, and comprehensive planning (Ferreira, Sykes, & Batey, 2015). This is consistent with Bryant and White's opinion in (Akadun, 2011) stating that we need to distinguish between allocative and innovative forms of planning. Allocative planning places importance on the distribution of limited resources among users who compete for it (Takwate, 2018), while innovative planning emphasizes structural changes in a community relations system (Riyadi & Supriadi, 2005).

One of the special things about the Village Law is the very large village fund given to the village. First given in 2015, the Government allocated IDR 20 trillion in village funds through the 2015 Revised State Budget (APBNP), which was IDR 1.4 billion for each village in Indonesia (Wulandari, 2015). This

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village fund reflects the significant role of the village government in carrying out the development mandate. The requirement for disbursing village funds is that the village must have a village mid term development plan and a village government work plan (RKP Desa). Therefore, before village funds are disbursed, the village government must hold a Village Development Planning Consultation (Musrenbangdes) to prepare RPJMDes and RKPDes. It is in accordance with a statement from the former Minister of Villages, Disadvantaged Regions, and Transmigration, Marwan Jafar that "RPJMDes and RKPDes are made prerequisites to disburse the funds." Meanwhile, there are 419 districts in Indonesia and 167 of them have not yet submitted RPJMDes and RKPDes reports (Fadila, 2015)

Related to the obligations of every village in Indonesia to develop the RPJMDes and RKPDes, the villages will certainly receive varied responses (Utami, 2012). Villages that have different management capacities and professionalism certainly have implications for the level of fulfillment of the RPJMDes and RKPDes document needs. There are villages that have very good abilities, but there are also many that have experienced difficulties in carrying out the village medium-term development plan, particularly in understanding the mechanisms and procedures substantially. Thus, there are various kinds of gradations in the quality of the results obtained from the village mid-term development plan. There are villages that have been able to meet administrative and substance procedural needs, those that have only been able to meet procedural needs but have not met substantive quality, and t even those that have not been able to meet both administrative and substance procedural.

A village is the lowest element that has a strategic role in community service, facilitation, and in the implementation of development. Meanwhile, the basis for the functioning of all villages in Indonesia in carrying out this role is the village medium-term development plan. Whereas, for the villages in the Special Region of Yogyakarta province, the demands are even greater with the province privilege policy which schedules the development of the cultural sector. The village mid-term development plan mandates that development should begin with a quality of the plan that can be achieved by a dynamic interaction between actors through the Musrenbang. Ideally, the village government

fight for equitable development, so as to produce an RPJMDes that meets the standard of administrative procedures and the quality of document content.

Villages in the Special Region of Yogyakarta should address a Musrenbang not merely to have administrative procedural meaning that leads to the fulfillment of formalism. Musrenbang should be carried out in a meaningful way to produce a village medium-term development plan that can deal with village strategic issues efficiently and effectively based on an analysis of strengths, weaknesses, opportunities and challenges. Innovation and creativity are involved responsibly to solve development problems in various sectors at the village level. Every village certainly has strengths and weaknesses in meeting local, regional, and even international changes that cannot be dammed (Balz, 2017).

The province's document data search results show that villages in four districts have tried to develop a village mid-term development plan. From the interview, it was stated that "The village mid-term development plan in Sleman is good and contains clear data and programs." (Sleman, 2018) At a glance, document data on the RPJMDes of GunungKidul and KulonProgo are, on average, simpler and less supported by the data. Whereas, the result of an interview with the Head of Bantul District Government conveyed that "RPJMDes in some villages are only a formality to get village funds." Facing variations in the making of RPJMDes, an evaluation of the RPJMDes is needed so that the strengths and weaknesses of village planning can be further assessed. The study of the quality of documents and the quality of preparation of village mid-term development plan after the enactment of the Village Law, according to the researchers' opinion, is crucial since the Village Law aims to encourage participation of village communities to develop village potentials and assets for mutual prosperity as well as forming a professional, efficient, and effective village government. As a result of the enactment of the Village Law, the village will carry out the development function which will later be financed by village funds. Disbursing and allocating village funds requires careful planning through the village mid-term development plan. Meanwhile, the village capacity varies greatly that make the quality of the village mid-term development plan has not been able to answer the substantial need to solve village problems efficiently and

effectively so that it is feared that the trust fund of the village will not be optimal.

Research Methodology

This research uses mixed methods, which is a combination of quantitative and qualitative methods (Okoli & Pawlowski, 2004). The quantitative method uses descriptive statistical methods. Meanwhile, the qualitative method is done through formal and argumentative thinking obtained from research questions (Yin, 2003). Based on that, the researcher then can interpret the facts obtained from the field (Huberman, Michael J. & Matthew B. Mile, 1992) and the next data are analyzed through the descriptive and qualitative method. The study sites included 4 (four) districts in the Special Region of Yogyakarta, namely Sleman Regency, Bantul Regency, Kulon Progo Regency, and Gunungkidul Regency. For the focus of research on the quality of documents and the quality of the preparation of the village mid-term development plan, 10 villages from each district that represented the purpose of this study were taken as the object of this research, or 40 villages in overall. Meanwhile, the data in this study were divided into secondary and primary data. The secondary data were in the form of official documents at the national, provincial, and district levels as well as from various non-government agencies such as research centers and other relevant institutions to obtain the village mid-term development planning documents selected and other supporting data. While the primary data sourced from questionnaires, in-depth interviews, field notes, and focus group discussions. The primary data source consisted of Team 11 (the RPJMdes Drafting Team), village and hamlet government officials, the Village Consultative Body (abbreviated as BPD), and community leaders/community members. Data processing was carried out by descriptive statistics and data analysis was done quantitatively and qualitatively.

A survey was conducted to find out the pattern and dynamics in the preparation of the village mid-term development plan. First, 2 villages from each district were selected, so there were 8 villages. Then, 40 people were selected from each village, so that the total sample was 320 people.

Results and Discussion

Under the Village Law, the village is expected to be able to manage the

wealth of its territory based on the principles of diversity, participation, genuine autonomy, democratization, and community empowerment. Village development is an important agenda that must be done because it is an effort to improve the quality of life and to maximize the welfare of the village community. Village development covers the fields of village government implementation, implementation of village development, village community development, and empowerment of village communities in accordance with article 6 of the Minister of Home Affairs Regulation Number 114 of 2014 concerning Guidelines for Village Development (Dalam Negeri, 2014).

Village development planning is a process of stages of activities organized by the village government by involving BPD elements of the community in a participatory manner to use and allocate village resources in order to achieve the village development goals (Dalam Negeri, 2014). Since the village is an autonomous region, it is necessary to have independent development planning (Endah, 2018). Building village independence in the context of development requires strategic planning. In the context of developing villages, village-scale local authorities include (1) authority that prioritizes service activities and community empowerment; (2) authority which has the scope of regulation and activities only within the area and the village community that has an internal impact on the village; (3) authority relating to the daily needs and interests of the village community; (4) activities that have been carried out by the village based on the village initiative; (5) Government, provincial and district/city government and third-party program activities that have been submitted and managed by the village; and (6) Village-scale local authority that has been regulated in legislation regarding the division of authority of the government, provincial government, and district/city government (Kessa, 2014).

The village mid-term development plan is a plan that must be carried out so that the village has a programmed direction and development goals (Maripah, 2017). The concentration of budget allocations in the form of village funds can be done efficiently and effectively if the village has a village mid-term development plan. The preparation of this RPJMdes is based on the following stages: (1) The socialization of RPJMdes Development Plan, the formation of RPJMdes Drafting Team, and the procurement of

RPJMDes Drafting Team, (2) Implementation of the Preparation plans which consists of village Consultation, village workshop, and Village Mid-Term Development Deliberation (Musbang RPJMDes), (3) Establishment of RPJMDes in Village Regulation, and (4) Evaluation of RPJMDes. (Kurniawan, 2015)

The national development planning system in Indonesia has a strong commitment from the government to carry out development based on medium and long term planning, or known as the RPJM and RPJP (Nugroho, 2003). Basically, these long-term and mid-term plans can be categorized as part of efforts to carry out rational and comprehensive planning practices (RCP) (Hostovsky, 2000). Theoretically, the presence of RCP is rooted in rational decision-making theory which states that rational decision-making follows these steps: (1) intelligence activities (taken from the understanding of military intelligence) as tracking conditions and environmental contexts that require decision-making processes, (2) design activities as the second stage contains the actions of finding, developing, analyzing problems, and problem-solving options and (3) selecting activities as the final stage is the step of choosing the best option available after considering various things in the previous step (Simon, 1982).

Rationality or rational conditions within the scope of RCP are achieved by using a scientific approach in the process of analysis and problem-solving. Rationality in RCP requires basic systematic consideration and proper evaluation of various alternative ways (means) to achieve certain ends/goals. Therefore, rationality in RCP requires the application of a scientific approach based on impartiality (value-free) and neutrality of a planner in optimizing benefits and reducing risk as a consequence of decision making in the RCP flow (Baiquni, 2005).

The assumption of rationality in RCP has implications for problem-solving and decision-making. Thus, the level of rationality will be determined by the availability of adequate data sets and the accuracy in the techniques and analytical methods used to generate new information and assumptions underlying alternative solutions to the proposed problem-solving.

Comprehensiveness in the RCP reflects a holistic planning substance, not as part of or some sectoral or partial parts in a planning system. Comprehensiveness in the RCP does not mean including all sectors and

identifiable parts of an entity/community but it must consider the full scope of key elements that can be handled in the analysis process according to the availability of information. Therefore, comprehensiveness should include as much as possible internal factors that can be controlled and related to external factors (Baiquni, 2005).

Various experts say, although it has weaknesses, this RCP model has significant advantages (Branch & Robinson, 1968): (1) it has a broad coverage of various elements and aspects of planning as well as displaying various alternative plans that may be implemented to achieve the goals and objectives of planning by looking at the potential and existing constraints; (2) it has holistic or overall imagery of the most optimal possibilities; (3) although it includes extensive coverage, it contains simplicity-reductionist elements of a complex and comprehensive entity system; (3) programs to be evaluated with an approach scientific methods can be carried out by parties who are not involved in the planning process; (4) the planning process is not linear but repetitive (multiple iterative) and cyclical, that is, there are feedback and further elaboration for each sub-process so that the comprehensive rational planning is flexible to the possibility of changes that occur in the planning environment; (5) the comprehensive rational planning has public participation to reduce the shortcomings of this planning model.

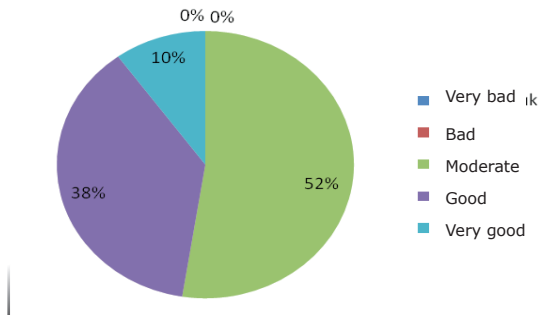
The RPJMDes as one manifestation of the real practice of RCP model planning in Indonesia has advantages and disadvantages as stated in the theory above. Departing from the reality of the weaknesses and strengths of the RCP model, each assessment of RCP-based planning practices needs to be evaluated based on the above weaknesses and strengths in a particular cultural context.

The Quality of Documents and The Quality of RPJMDes Documents Preparation in the Special Region of Yogyakarta

Document quality research is carried out with the aim of finding out the suitability of the content in the village mid-term development plan in each district. The results of the assessment from each village are divided into 5 criteria, which are very good, good, moderate, fair, bad and very bad. The assessment of RPJMDes content is carried out

based on indicators of points in the RPJMDes document contained in a text consisting of an introduction, village profile, potentials and problems, village mid-term development plans, and closing.

Based on these indicators, the results of research on the quality of the village mid-term development plan can be seen through the picture 1.



Picture 1
The Percentage of Value Grouping on the Existence of RPJMDes for All Districts

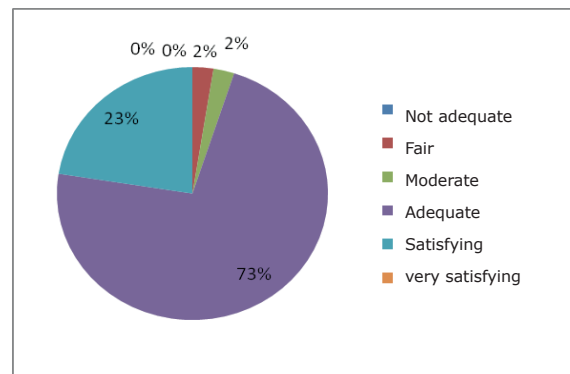
Source: The result of processed research data, 2017

Trimulyo Village in Sleman became the village with the best quality assessment and RPJMDes quality with high scores of 82.15 with 96 percent of points fulfilled and 82.52. This is because the RPJMDes content can meet the assessment aspects and the contents of the RPJMDes document can describe and explain the development program plan for 6 years in accordance with existing regulations. Although the majority of villages are only ranked in terms of content, there have been efforts to design and make the targets and projections of achievements. This RPJMDes document has become a guideline for implementing more efficient and effective village development.

In addition to the best villages, there were also villages with the worst result of village mid-term development plan assessment, which were 21 villages. Those villages are 3 villages in Sleman Regency (Caturharjo, Sumberadi and Tlogoadi), 7 villages in Bantul (Trirenggo, Sumbermulyo, Sabdodadi, Pendowoharjo, Bantul, Ringinharjo and Timbulharjo), 3 villages in Kulon Progo (Giripeni, Wates (Kulwaru) and Bendungan), and 8 villages from Gunungkidul Regency (Siraman, Karang Rejek, Wonosari, Baleharjo, Karang Tengah, Piyaman, and Banaran). These villages got a bad result because the village mid-term development plan document cannot properly describe and explain the

development program plan for 6 years in accordance with existing regulations. The results show that more than 50% of the villages have mid-term development planning documents which do not meet the existing provisions, both in terms of the systematic and content of each chapter.

An analysis of the quality of the RPJMDes preparation process is also based on indicators of whether or not there is data support in RPJMDes preparation and the performance of presentation of a 6-year development plan in its RPJMDes document. Based on these indicators, the results of the analysis can be seen in picture 2.



Picture 2
Percentage of RPJMDes Preparation Quality Value Grouping in all Regencies

Source: Results of research data processing, 2017

Based on the results of the analysis, it can be concluded that the majority of villages formulate the village mid-term development plan based on available data, but not all villages are able to explain their development program plans for 6 years ahead. The weakness of the village mid-term development plan prepared is that it has not been able to utilize data optimally so that the program formulation has not been fixed yet. The risk that can be faced is the development carried out to be less than optimal in providing solutions to the needs of villages and communities.

Based on the analysis of the document quality and the quality of the RPJMDes preparation process, the RPJMDes can be clustered from the villages studied. The RPJMDes cluster is divided into 6 (six) clusters. The first cluster is the best cluster and the sixth cluster is the worst one. The clustering is based on the quality of documents that are stated to be very good to very poor as well as the quality of the preparation process which is stated to be very satisfying to not

satisfying. The complete analysis results can be seen in Table 1.

Trimulyo Village in Sleman Regency and Bendungan Village in Kulon Progo Regency were included in Cluster I with the highest scores. Trimulyo Village obtained the highest value for document quality, while Bendungan Village obtained the highest value for the quality of the preparation. Overall, in Gunungkidul Regency, there were no villages included in cluster I. The village with the lowest cluster in this year's assessment was Caturharjo Village in Sleman Regency which was included in cluster III. If a comparison is made, the picture can be seen in picture 3.

Cluster I (first) in the blue picture is dominated by documents with very good quality and a satisfying preparation process amounting to 2 documents, then followed by a good document and satisfying document preparation quality amounting to 4 documents. While document with fair quality and satisfying preparation quality amounting to 3 documents. The total RPJMDes documents in cluster I was 9 documents. Cluster II was dominated by the RPJMDes which has very good document quality and the moderate

document preparation quality amounting to 2 documents, then followed by good documents and moderate preparation quality totaling 11 documents, as well as sufficient documents and moderate preparation quality totaling 16 documents. There was also 1 document that was of sufficient quality, shown by purple color in the picture. The total RPJMDes in this cluster were 30 documents. Cluster III is depicted in pink with only 1 document inside. In general, almost all sample villages were in cluster I and cluster II. This shows that the majority of villages have good document quality.

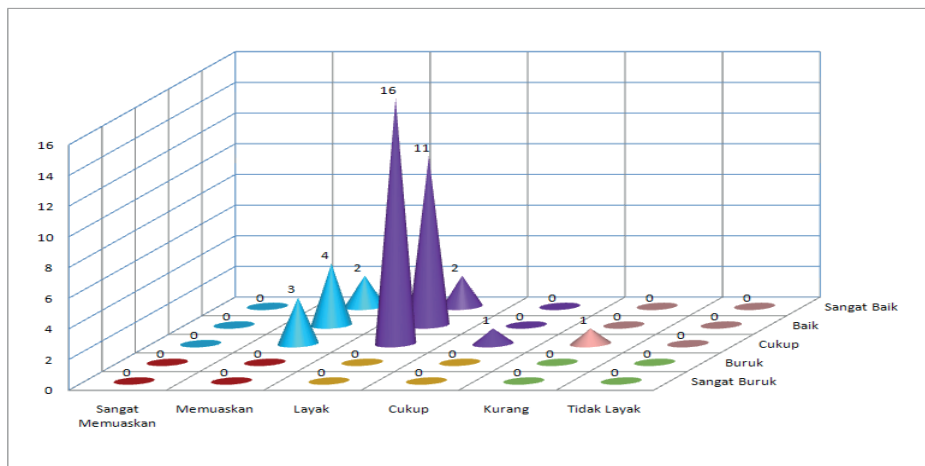
The Process of RPJMDes Preparation in Special Region of Yogyakarta

To find out the process of preparing the village mid-term development plan, 2 villages were taken out of 10 villages in each district, resulting in the number of 8 villages. Those 8 villages were chosen since they had the highest document quality and 2nd highest score for the quality of the preparation process in the districts. The selected villages were Bejiharjo Village and Kepek Village (Gunungkidul Regency), Palbapang Village

Table 1
Recapitulation of Clustering Villages in All Regencies

Regency	RPJMDes Category						TOTAL
	Cluster I	Cluster II	Cluster III	Cluster IV	Cluster V	Cluster VI	
BANTUL	2	8	0	0	0	0	10
GUNUNGKIDUL	0	10	0	0	0	0	10
KULON PROGO	5	5	0	0	0	0	10
SLEMAN	2	7	1	0	0	0	10
Total	9	30	1	0	0	0	40

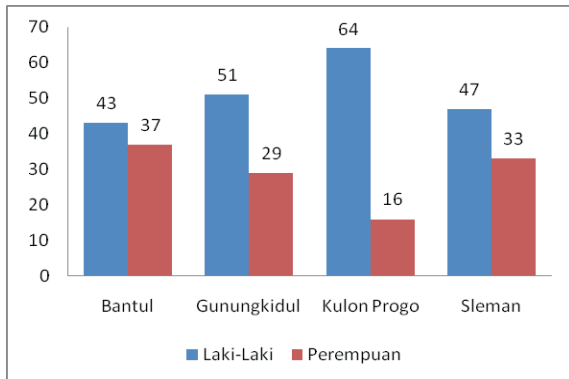
Source: Result of research data processing, 2017



Picture 3. Cluster Map of the Study Sample of RPJMDes Document

Source: Result of research data processing, 2017

and Timbulharjo Village (Bantul Regency), Tawang Sari Village and Triharjo Village (Kulon Progo Regency), and Trimulyo Village and Triharjo Village (Sleman Regency). In each selected village, a total of 40 samples were taken. Since each district consists of 2 villages sample, the total sample of each district would be 80 people. The total sample for districts of Bantul, Kulon Progo, Gunungkidul, and Sleman was 320 people, consisted of 205 men (64%) and 115 women (36%). The detail of the data is presented in picture 4.



Picture 4. Gender Classification of Respondents

Source: Result of research data processing, 2017

The total number of respondents amounted to 320 people. This number consists of women and men. It explains that the conditions described can be more objective and gender equality is a concern in taking the number of sample respondents. The Figure above explains the distribution of the number of men and women in the four districts. This data talks about the representation of men and women in the process of formulating the village mid-term development plan. Women in the four districts had less participation than men. If the results of the RPJMDes formulation are more dominant in the physical field,

they appear to be very reasonable because women who are accustomed to dealing with empowerment issues have relatively little involvement in *musrenbang* (village development deliberation).

The process of preparing this RPJMDes can be seen from the following aspects:

Consultation Process and Model of Local Government Assistance for Villages in RPJMDes

Village assistance is one of the government's tasks in developing the government under it. The village is a frontline area that must always be encouraged to develop optimally. The village mid-term development plan as a planning document is a core document in delivering village development. This stage will describe the process of assisting the local government, especially the development planning process. Based on the FGD conducted in the sample villages, table 2 portrays the assistance of local government to the village in the process of formulating the village mid-term development plan.

Assistance in Bantul Regency is top-down by giving blank form to the relevant village government, in this case, *lurah*/village head as a step to manifest the vision and mission. Furthermore, the embodiment of the vision and mission was compiled into RPJMDes draft. The assistance in Sleman Regency tends to have the same mechanism, except that there is some assistance from academics in organizing village government empowerment. This provides variations in the assistance of the planning process preparations. However, there are still some villages that only copy the village mid-term development plan from another village. A plan document that is only copied from other

Table 2
Consultation Process and Model of Local Government Assistance to Villages in RPJMDes Planning

No.	Regency	Consultation and Assistance Model
1.	Sleman	Assistance from the government
2.	Bantul	Training and filling the RPJMDes form
3.	Kulon Progo	Assistance has done through sub-districts and meetings held by local governments
4.	Gunungkidul	Assistance through the sub-district government and meetings after the village head is elected to convey steps on how to prepare the village mid-term development plan

Source: research data processing, 2017

villages, and without any adjustments to the characteristics of the village, will result in a plan document that does not reflect the actual development needs. The assistance in Gunungkidul Regency is relatively the same, but there is some assistance followed up specifically by the sub-district government to make the communication process easier. In addition, there are forums for the Village Community Empowerment Institute (LPMD) in several sub-districts. The assistance in Kulon Progo Regency was carried out in a special time through representatives from each village in a forum. Furthermore, the forum was followed up by the assessment that had to be filled out and carried out by the village.

Social Interaction between Villages in RPJMDes Planning

Interaction between villages in the preparation of the village midterm development plan is one of the mechanisms in the process of developing a comprehensive village medium-term development plan. Through interaction between stakeholders and citizens in this preparation, the village midterm development plan can be made based on the internal and external needs of the village's physical environment. Based on the Focus Group Discussion (FGD), table 3 is an overview of interactions between sample villages in the process of formulating the village mid-term development plan.

The form of interaction between villages in Sleman Regency is a sub-district forum. In the forum, various matters were discussed including discussion on the village mid-term development plan. Whereas in Bantul Regency, for example in Jatimulyo village, the form of interaction between villages was carried out through a forum that had been formed during the assistance of the National Community Empowerment Program (abbreviated and addressed as PNPM). The interaction in Jatimulyo village is carried out

with Dlingo village and Terong village. This interaction was facilitated by PNPM activities. Whereas in Panggungharjo village, the interaction between villages in the preparation of the village medium-term development plan is done by sharing information. This is because Panggungharjo Village is a village with many achievements and the village head is often called by the Village Community Empowerment Center (PMD) as an adviser in village planning.

In Kulon Progo Regency, according to the Head of Kebonharjo Village, there was an interaction between villages in the preparation of the village mid-term development plan, but it was not held routinely. In addition, there is a sub-district level forum for discussion of the village mid-term development plan. While in Hargomulyo Village, there has not been a formal discussion about the village mid-term development plan, but there has been an informal discussion. The informal discussions were mainly carried out by people who were at the borders of other villages, such as Njanten Village and Temon Village. There are 2 types of interactions in Kulon Progo Regency, namely formal and informal interactions. Both types of interactions support the process of preparing and implementing the RPJMDes. The characteristics of rural villages in Kulon Progo Regency prioritize interpersonal interactions that can cut bureaucracy but are able to dig up information related to village planning.

The process of interaction between villages had been carried out in several ways. For some cases in Gunungkidul District, the interaction process was carried out in formal and informal ways. Candirejo Village Officials said that a formal process was conducted through the LPMD forum which was held monthly in the sub-district. In the forum, the discussion of the planning process was often still limited to aspects of physical development, whereas in non-physical development such as empowerment

Table 3
Social Interaction between Villages in RPJMDes Planning

No.	Regency	Forms of Social Interaction between Villages in RPJMDes Planning
1.	Sleman	Sub-District Forum
2.	Bantul	A forum facilitated by the Regional Government through the Regional Secretariat of Village Government
3.	Kulon Progo	Sub-district forums, interpersonal communication between village officials and between citizens
4.	Gunungkidul	LPMD forum

Source: research FGD, 2017

activities had not been much discussed. Informal interaction was carried out through communication between two neighboring villages. Communication only takes place incidentally in a number of development cases. Non-formal interactions were usually the initial picture before the development steps were followed up and strengthened in the LPMD forum in the sub-district. Whereas in Rejosari Village, interactions with other villages had been established, both formal and informal, but sometimes there was bargaining related to infrastructure development. This was caused by differences of opinion with neighboring villages.

Development plans can be made on an ongoing basis through development priorities carried out by each village so that the impact is mutually beneficial to all parties. This interaction process is also a learning tool for villages to adopt programs from other villages if it is appropriate to the context of the village's needs. In general, interactions between villages in the 4 districts in DIY are formal and informal. Both of them support the making of RPJMDes which is right for the progress of the village. When formal forums have limited access to time and scope, villages have alternatives to using informal channels that cut bureaucracy but still provide accurate information as a basis for making accurate planning.

Patterns and Dynamics in Developing RPJMDes in the Special Region of Yogyakarta

To find out the patterns and dynamics in the process of drafting the RPJMDes, an analysis was done to the understanding of the term RPJMDes, an understanding of the RPJMDes, sources of information about the RPJMDes, attendance at the RPJMDes preparation meeting, involvement in participation, involvement in the delivery of proposals, intensity of talks related to the RPJMDes outside the forum, and the pattern of the process of preparing the village mid-term development plan. Based on the Focus Group Discussion (FGD), table 4 is an overview of social interactions between sample villages in RPJMDes Planning.

In the process of preparing the RPJMDes document, respondents generally knew the term in RPJMDes, the purpose, time, and stages, but they did not know the team in charge of preparing the RPJMDes. What is

interesting is that all respondents received information about the village medium-term development plan from the village government. It is more interesting that their position in the preparation is as ordinary participants. Those who were present in the process of preparing the village mid-term development plan always submitted proposals. These respondents (only) sometimes intensely discussed RPJMDes outside the forum. And in the process of preparing the village mid-term development plan, it has a pattern of inviting others to participate.

Based on the data analysis and the results of in-depth interviews related to the quality and process of preparing the village midterm development plan in four districts in the Special Region of Yogyakarta, there are strengths and weaknesses which are presented in Table 5.

Strengths in content were adequately fulfilled from the format and guidance, but the program description is lacked in detail so that the capacity to respond to village and community problems were limited. The availability of data in the village mid-term development plan was adequate but had not been analyzed and used optimally so that the program did not respond to the needs of the village. Physical development programs were the main concern and were not balanced with community empowerment. Budget support depended on the Village Fund Budget (ADD) and Village Fund (DD) with a very minimal portion of Village Original Income, meaning that the village is not yet independent. Participatory gender was not balanced since the role of women was still weak compared to men, thus, affecting the development program decisions that were biased compared to empowerment. So far, HR empowerment has mostly been in the PKK organization and Dasa Wisma which was identical with the role of women.

Conclusions

According to the theory of Rational Comprehensive Planning (RCP) from Hostovsky (2000), comprehensive rational planning requires public participation. This is consistent with the results of this study which show that there is diversity in the quality of documents and the quality of the RPJMDes document preparation process and the RPJMDes cluster categories. The contributing factors are the ability of team

Table 4
Social Interaction between Villages in RPJMDes Planning

No.	Aspect	Regency			
		Sleman	Bantul	Kulon Progo	Gunung Kidul
1.	Understanding to the term in RPJMDes	Generally understand the terms in the RPJMDes	Generally understand the terms in the RPJMDes	Generally understand the terms in the RPJMDes	Generally understand the terms in the RPJMDes
2.	Understanding about RPJMDes	The understanding is limited to the understanding, stages, and timing of RPJMDes	The understanding is limited to the understanding, stages, and timing of RPJMDes	The understanding is limited to the understanding, stages, and timing of RPJMDes	The understanding is limited to the understanding, stages, and timing of RPJMDes
3.	Sources to obtain information about RPJMDes	The source for obtaining information about RPJMDes comes from the village government	The source for obtaining information about RPJMDes comes from the village government	The source for obtaining information about RPJMDes comes from the village government	The source for obtaining information about RPJMDes comes from the village government
4.	Attendance at meetings in the preparation of RPJMDes	Generally present at meetings of the RPJMDes	Generally present at meetings of preparing RPJMDes	Generally present at meetings of RPJMDes	Generally present at meetings of RPJMDes
5.	Participation	Participation in the preparation as the village officials	Participation in the preparation as the ordinary participants	Participation in the preparation as the ordinary participants	Participation in the preparation as the ordinary participants
6.	Involvement in the proposal submission	Those who were involved in the process of drafting RPJMDes only occasionally submitted proposals	Those involved in the process of drafting RPJMDes always submit proposals	Those involved in the process of drafting RPJMDes always submit proposals	Those involved in the process of drafting RPJMDes always submit proposals
7.	The intensity of the discussion related to the RPJMDes outside the forum	Respondents sometimes intensely discuss RPJMDes outside the forum	Respondents always intensely discuss RPJMDes outside the forum	Respondents sometimes intensely discuss RPJMDes outside the forum	Respondents sometimes intensely discuss RPJMDes outside the forum
8.	The pattern of the process of preparing RPJMDes	The pattern of the process of preparing RPJMDes is to invite other people to participate	The pattern of the process of preparing RPJMDes is to be aware of being actively moved	The pattern of the process of preparing RPJMDes is to invite other people to participate	The pattern of the process of RPJMDes is in the form of delivering new ideas and thoughts

Source: research of FGD, 2017

Table 5
Strengths and Weaknesses in the Development of RPJMDes in the Special Region of Yogyakarta

Focus	Strengths	Weaknesses
Content	Meet the format and guidance	Less detailed program description
Data	Available	Utilization is not optimal
Program	Physically prominent	Minimum Empowerment
Budget	ADD and DD	Minimum PAD
Participative gender	Men are more active	Women are less active

Source: primary data, Yogyakarta, 2017-2018

11, the ability of the village government to direct, the ability of the regional government to provide assistance and technical guidance, the presence or absence of the role of third

parties (universities), as well as interaction between villages in an effort to understand the scope and content of the village mid-term development plan.

Some of the advantages of the RPJMDes are the adequate content, the availability of supporting data, detailed physical programs, relatively large ADD and DD budgets, and the active participation of male groups. Some of the weaknesses of the RPJMDes are, in general, the program description is lacking in detail, the data that has not been utilized, the very limited community empowerment programs, no budget independence, and women's low participation.

There are some recommendations related to efforts to improve the quality of RPJMDEs documents in the sample villages: (1) Control and assistance from the Regency and District Governments need to be addressed. Local and District Governments should exercise control, provide intensive assistance for all villages to be able to carry out the process of preparing the RPJMDes correctly and seriously. The requirement of submitting hard and soft file documents so that all can be validated and as a prerequisite for decreasing village funds and the Revenue Budget and Regional Expenditure (APBD). Thus, there are no more villages that are unable to show documents in the form of both hard and soft files. (2) The role of the village government needs to be expanded starting from village officials, hamlet officials, BPD, so that participation can be broadened by intensifying socialization through institutions and meetings in villages and hamlets. (3) All sample villages need to improve the use of data and the quality of documents by taking into account the regulations and indicators that have been determined, as well as providing details of the program description on an ongoing basis. (4) Assistance with third parties. This is carried out by the local government through partnerships, as well as the participation of universities, Non-Governmental Organizations (NGOs), village assistants through the Memorandum of Understanding (MoU) in a planned manner. (5) Budget independence must be increased by developing empowerment and a productive economy.

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