



Implementation of Good Governance in Village Development Planning in Ogan Ilir Regency

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ABSTRACT

This study discusses the implementation of good governance in village development planning meetings (Musyawarah Perencanaan Pembangunan Desa/ Musrenbangdes) in Pulau Semambu based on the principles of good governance according to Sedarmayanti, namely accountability, transparency, participation, and rule of law. The research method used is descriptive qualitative research. Data collection techniques were used through observation, interviews, documentation, and literature study. The results showed that the implementation of good governance in the Village Development Planning Meeting in Semambu Pulau did not fulfill all the principles of good governance (1) In terms of accountability, the government had not yet formed an organizing team and a Musrenbangdes guiding team ; (2) In terms of transparency, there is still minimal outreach by the government; (3) In terms of participation, there has been a decrease in the level of community participation; (4) In terms of the rule of law, lack of knowledge of organizers regarding the guidelines and rules. The advice given in this study is to provide training and guidance related to the implementation procedures of Musrenbangdes, as well as involve academics and other facilitators to provide assistance and provide understanding regarding the ideal concept of organizing Musrenbangdes by the guidelines. The government should also provide a web-based information system to disseminate information.

Keyword:

Good governance,
Musrenbangdes, Participation

INTRODUCTION

The conceptualization of development is essentially an effort systematically made by the government to create prosperity and improve the quality of life in the community (Hariyanto, 2021). Furthermore, Sulfiani (2021) states that governance does not only involve the

dominant role of the government, but requires collaboration from the government, the private sector, and the community. Therefore, community participation in development is the most important part of realizing good governance. Community involvement, especially at the development planning stage, is realized by having a space to absorb aspirations that can be accommodated through the Development Planning Meeting (Musyawarah Perencanaan Pembangunan/Musrenbang).

The legal basis for implementing Musrenbang is regulated in Law number 25 of 2004 concerning the National Development Planning System which contains Musrenbang as a forum for aspirations to carry out the preparation of plans for national and regional development. Implementation of Musrenbang in practice is carried out in stages, starting at the village level, then at the sub-district level, then at the district/city level, and up to the national level.

The deliberation forum to bring together all stakeholders to prepare development plans at the village level is called the Village Development Planning Meeting (Musyawarah Perencanaan Pembangunan Desa/Musrenbangdes) (Hayati, 2022). The implementation of the Musrenbangdes is based on various important objectives, namely as a forum for accommodating community aspirations, determining important development activities and according to needs based on village fund allocations, and determining prioritized activities or development that is studied in the Musrenbang at the sub-district level (Eka et al., 2021). Therefore, the involvement of participatory community elements is important to do. In addition to community participation, good village government governance is also needed to realize village development planning.

The view of good governance is conveyed by Andalus Handayani & Ichsana Nur (2019) who defines good governance as a way to create integration between government, private sector, and society in reaching a common consensus. Sedarmayanti (2007) has the view that the pattern of differences between traditional governments (government) with the concept of governance (governance) is based on demands to reduce the centralized role of government and public participation that must be opened as wide as possible. Sedarmayanti (2007) also added that there are main principles in good governance as a reference for thinking and acting. Therefore, the village government needs to maximize the implementation of the principles of good governance, especially in organizing the Musrenbangdes. But from the results literature review carried out, the researcher found that there were still various obstacles to the implementation of the principles of good governance despite having an important purpose.

Based on the results of field research conducted by (Susilowati et al., 2022) it was found that the participation of stakeholders involved in the Musrenbangdes process was still not optimally involved. The representation of the attendees is still not inclusive. In addition, research that has been carried out by Dewi et al., (2021) found that the implementation of the principle of good Governance according to the Ministry of Finance of the Republic of Indonesia, Sindang Haji Village is still experiencing several problems because very minimal quality human resources. Some problems were also found in the implementation of the Musrenbangdes in Pulau Semambu Village, which is located in Indralaya Utara District, Ogan Ilir Regency (see Table 1).

Then the governance issue is improving government performance through the implementation of programs and activities that are appropriate, measurable, monitored, and focused on achieving performance, effectiveness and public accountability (Anggriawan, 2022). Based on the table, it is known that the number of participants invited to the Musrenbangdes in Semambu Pulau village in 2020 was 50 people, but 34 people attended. Then, based on the attendance list of Musrenbangdes participants in Semambu Pulau village which is contained in the 2021 Musrenbangdes archives, the number of participants who were also invited was 54 people, while the attendance of the participants was 35 people.

Furthermore, in 2022 it is known that the number of participants invited was 54 people, but only 28 people attended. When compared to the number of participants who attended the three years, *the percentage* of community participation in participating in the Musrenbangdes has decreased every year.

Table 1. Comparison Of The Number Of Attendees And The Number Of Participants Invited To Musrenbangdes

No	Year	Number of Invited Participants	Number of Attendees	Percentage
1	2020	50 people	34 people	68%
2	2021	54 people	35 people	64%
3	2022	54 people	28 people	51%

Source: Musrenbangdes Archives for 2020, 2021 and 2022

On the other hand, the process of formulating policies in practice must be carried out according to the needs of the community. If interest is aimed at the community, but is formulated without involving the community, then the results of the decision are potentially not in favor of the community and do not accommodate the interests of the community itself. Community participation is part of the policy-making process which is carried out by conveying aspirations to determine development priorities according to what is needed.

However, the results of the initial observations conducted, show that the government is still minimal in accommodating the proposals that have been submitted by the community in the Musrenbangdes forum (Table 2).

Table 2. Recapitulation of Musrenbangdes Proposals

No	Year	Proposed Data Public	Proposal Approved	Percentage
1	2020	50 Proposals	16 Proposals	32%
2	2021	30 Proposals	3 Proposals	10%
3	2022	40 Proposals	8 Proposals	20%

Source: 2020, 2021, 2022 Musrenbangdes Archives and Interview Results

Based on the data from the Musrenbangdes proposal recapitulation table, conceptually the Musrenbangdes should be a forum for accommodating aspirations to achieve the various developments needed. The low level of community participation in the Musrenbangdes process is the basis for the need to review it from the perspective of organizing the Musrenbangdes. This is because community participation is one of the main principles of good governance.

The data that has been described, proves that there are several obstacles in the implementation of the Musrenbangdes in Semambu Pulau village. This will have an impact on the effectiveness of Musrenbangdes implementation and policies resulting from the deliberation process in the Musrenbangdes forum if problems are not resolved. Semambu Pulau Village in North Indralaya District, Ogan Ilir Regency, South Sumatra Province became the village chosen as the locus of this research, which has a population of 2,005 people with a population density of 9.54/km². In addition, this village also has a community with a high degree of heterogeneity because various immigrant communities also live in the village. The

research carried out in Semambu Pulau village was carried out to answer questions related to what are the principles of good governance namely accountability, transparency, participation, and legal certainty have been well implemented in the Musrenbangdes organizing process.

Based on the background previously described, the formulation of the problem in this study is how to apply the principles of good governance in village development planning meetings in Pulau Semambu Village, Indralaya Utara District, Ogan Ilir Regency?. The purpose of this study is to analyze the implementation of the principles of good governance in village development planning meetings in Pulau Semambu Village, Indralaya Utara District, Ogan Ilir Regency.

METHODS

The type of research used by the researcher is qualitative research with a descriptive approach. Pasolong (2016) suggests that qualitative research is a process of describing and analyzing individuals and groups based on phenomena, events, attitudes, thoughts, and social activities that occur in a particular environment. The research was conducted in May-August 2021 with the research locus in three villages that became the case studies in this research, namely the villages of Banjarsari, Tirta Mulya, and Tabuan Asri located in Pulau Rimau District, Banyuasin Regency, South Sumatra Province.

The type of data collected in this study is qualitative data, namely data in the form of words, sentences, schemes, and pictures (Sugiyono, 2016). Sources of primary data were obtained through interviews and observations of informants, and the data from the interviews were processed into information written in this study. Secondary data was obtained through a study of literature, laws, books, journals, reports, and mass media news related to the implementation of village development planning. The key instrument of this research is the researcher himself. Then, data collection through interviews, observation, documentation, and analysis was carried out using words arranged into the text. It contained the types of data, how the data was collected, with which instrument the data was collected, and how the techniques were collected. In this study, data were analyzed in three stages, namely: data reduction, data presentation, and conclusion drawing/verification. This model is known as the interactive model, which means that the analysis is carried out interactively on the three components.

RESULT AND DISCUSSIONS

Accountability

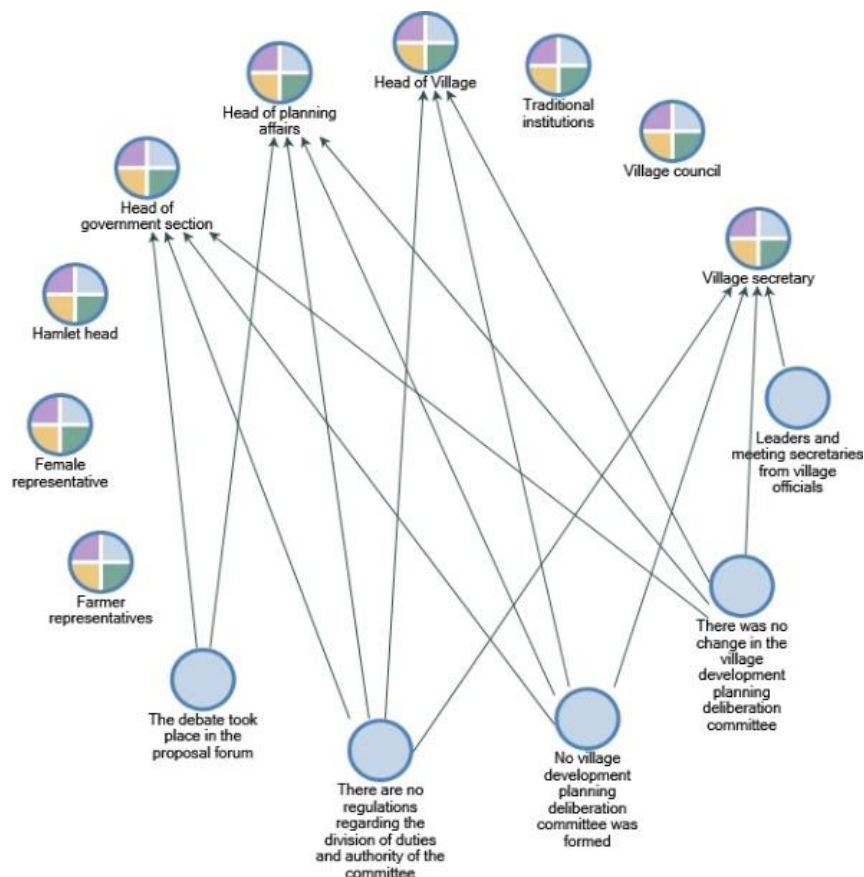
According to Sedarmayanti (2017), accountability refers to the existence of political accountability which is defined as the existence of a periodic committee replacement mechanism and public accountability, namely the existence of a clear division of tasks and authority. kindly conceptually, political accountability according to Sedarmayanti (2017) is interpreted as a periodic change of committee. The goal is to avoid systematic mono-loyalty. In the Musrenbangdes, one form of political accountability can be seen from the formation of the Deliberation Organizing Team (TPM) which was established based on the Village Head's Decree. The musrenbang organizing team, another name for it is the Musrenbangdes Committee or village planning team led by a chairman who is elected through deliberation and consensus taking into account capabilities. The existence of these provisions was carried out based on the Decree of the Minister of Home Affairs Number: 050-187/Kep/Bangda/2007 concerning Guidelines for the Assessment and Evaluation of the Implementation of Development Planning Deliberations (Musrenbang).

However, based on confirmation from the village secretary for government, the Musrenbangdes committee was not formed at the pre-implementation or preparatory stages

of the Musrenbangdes so the organizing of the preparatory stage in the Musrenbangdes is not carried out and goes straight to the implementation stage where the leader, secretary, and resource persons are usually determined by the BPD and village officials. If related to the facts that occurred in the implementation of the Semambu Pulau Muserenbangdes, the organization that was not carried out in the form of the absence of an organizing team in Semambu Pulau village was a factor that resulted in the lack of preparations made. Apart from that, the absence of an organizing team also means that there is no change in Musrenbangdes organizers regularly. This fact shows that the organizational process in Musrenbangdes is still low, despite having an important objective. organizing which is part of management is a process of sharing or allocating resources and managing individuals and groups in a coordinated manner in implementing plans, so that village planning can be well-prepared and participatory (Batlajery, 2016).

Another indicator of accountability is public accountability. Public accountability is defined as a clear division of tasks and authority (Sedarmayanti, 2017). However, the Pulau Semambu village head said there were no rules regarding the duties and powers of the committee. This is not in line with the guidelines for organizing the village development planning deliberations which were compiled as an effort to describe one of the mandates of the Regulations Government Number 8 of 2008 concerning Stages, Procedures for Preparation, Control, and Evaluation of the Implementation of Regional Development Plans. Accountability in the village development planning deliberations in Pulau Semambu village can be visualized in Figure 1.

Figure 1. Visualization of accountability data



Source: Nvivo plus data processing results

Based on the image above, when viewed from the accountability aspect, it shows that the village government as the organizer of village development planning meetings is not

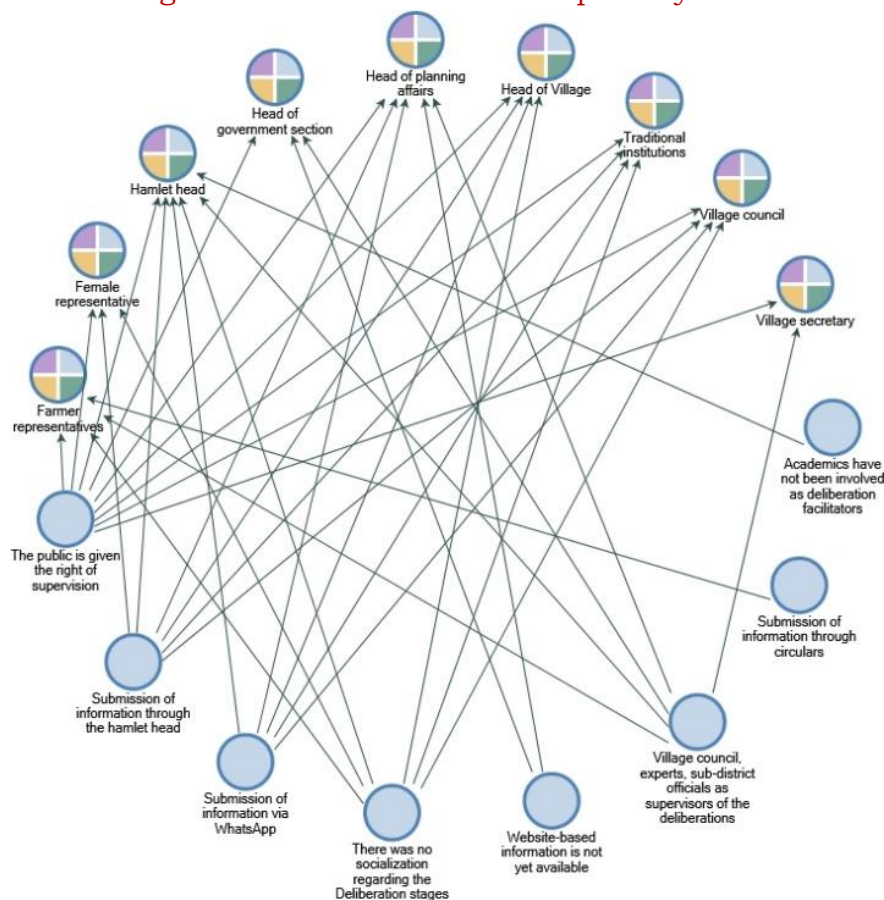
optimal as stated by several informants such as the village head, head of planning affairs, head of government section, and village secretary who said that an organizing committee has not been formed, the division of committee tasks is unclear, there are no regulations governing the division of committee tasks, so that it can cause overlap in carrying out tasks. This is not in accordance with what Sedarmayanti conveyed on the principles of good governance which states that the benchmark for accountability is seen from the existence of political accountability, namely the mechanism for regularly changing the organizing committee and public accountability in the form of a clear division of tasks.

Transparency

The form of a management system that is the goal in making changes in an activity is a form of handling that is done specifically to be able to get the target targets specified by the intended planning, because basically, the management system becomes the starting point of change with the methods applied to further improve all existing systems in each organization in performing all forms of service, to get the results determined according to basic planning (Kadir et al., 2021).

Good governance is transparent to its people, both at the regional and central levels. Transparency is seen from three aspects, namely the existence of an open policy towards supervision by the public, the existence of access to information for the public in reaching the government policies, and principles of check *and balance* Sedarmayanti (2017). Overall transparency in the village development planning deliberations in Pulau Semambu village can be visualized in the image below:

Figure 2. Visualization of transparency data



Source: Nvivo plus data processing results

The data visualization image above is the result of interviews with several informants based on three aspects. If viewed from the aspect of an open policy regarding supervision, it means that there is a policy that regulates community rights in carrying out supervision at the Musrenbangdes, through the Minister of Village PDTT 21 of 2020 concerning General Guidelines for Village Development and Village Community Empowerment has stated that participatory supervision in controlling the performance of development managers and village community empowerment is carried out by the community. PDTT Village Regulation shows that this policy is one of the legal bases that the community's oversight rights are absolute. Meanwhile, the Semambu Pulau village government has attempted to provide supervisory rights for the community. The granting of supervisory rights to the Semambu Pulau village community has been carried out by providing information on development agendas, financing, and opportunities to convey aspirations.

One part of granting oversight rights to the public is also seen from the aspect of providing information, namely those relating to the management of public resources for those who need them to realize good governance (Arsik & Lawelai, 2020). Information can be provided either directly, through socialization, or indirectly through various communication and other social media. From the point of view of direct dissemination of information related to the Musrenbangdes, the village head stated that the socialization was carried out directly through the hamlet head. In addition to providing information to the community through the hamlet's head, other methods are carried out by the village government related to the implementation of Musrenbangdes, namely through the provision of information when the community gathers at certain events. However, even though the delivery of information has been carried out by the hamlet head and through community gathering places at certain events, massive outreach regarding the implementation of the village government's musrenbangdes needs to be carried out using various communication media.

Viewed from the media used to disseminate information regarding the village development planning meeting, the Semambu Pulau village government confirmed that they were still giving invitations to each village apparatus and their institutions, then through the WhatsApp application. Based on these facts it is known that the information and communication technology used by the Semambu Pulau village government to support the implementation of the Musrenbangdes is still very minimal. Today's technology should have become a basic need for a society where the need to get fast information is for rural communities and not only for urban communities. So the village government must prepare the system-government from previously disseminating information using a paper basis to electronic-based services, such as via website to disseminate information regarding rules, implementation schedules, and results of meetings. Provision of information is the first step so that the community can understand and understand how to properly implement development programs starting from the decision-making stage, the implementation stage, the benefit-taking stage to the evaluation stage (Hakim, 2017).

Apart from that, other factors were also caused by the lack of socialization from the village government regarding the rules, stages, and methods of implementing the Musrenbangdes in the community directly. So that the concepts and guidelines for organizing the Musrenbangdes are still not understood by the people of the Pulau villages, then there is a decrease in the quantity of participating representatives and the low quality of the results of the Musrenbangdes implementation. The lack of socialization carried out by involving the Musrenbangdes is one of the causes that have contributed to the low level of community participation and a lack of knowledge regarding the rules for implementing the

Musrenbangdes in Pulau Semambu village due to the uneven distribution of information. The importance of the communication pattern built by the village government towards the community can create a sense of awareness within the community regarding the importance of cooperation, and the realization of development planning in the village (Marhadi & Jalil, 2022).

The third aspect of transparency is the principle of *Checks and balances* which is interpreted as a mutually controlling process, maintaining a balance between states (Andrian et al., 2022). The principle can be seen from the division of tasks and the coordination process between each element involved in the implementation of the Musrenbangdes. In the Musrenbangdes of Semambu Pulau village, the role of the BPD, village assistants from the sub-district or district, and also experts, has taken place. However, based on previous interviews submitted by informants, it was stated that the implementation of the Musrenbangdes still did not involve other institutions such as several academics.

Overall, the implementation of the principle of transparency has been quite optimal with the existence of oversight rights for the community. However, there are still several things that can be improved, such as the unavailability of access to information, namely making website information conveying the schedule of the agenda and the results of the implementation of the Musrenbangdes for the community, besides that, it requires the involvement and role of experts and village assistants, as well as several academics to assist in training, coaching, and socialization to achieve the concept of implementing the Musrenbangdes properly.

Participation

Participation in principle good governance refers to the voting rights of the community in decision-making or policy-making. Participation can be used as a benchmark for the development of governance values that are supported by ideal democratization, especially those applied in Musrenbangdes as a forum for community participation. According to Sedarmayanti (2017), participation in Musrenbangdes is defined as involving the community in decision-making.

The importance of participation in the musrenbangdes was conveyed by Sempeno (dalam Taena, 2013) who defined the musrenbangdes as a participatory planning forum involving all stakeholders at the village level to decide priority needs, develop potential, and efforts to resolve village problems. The musrenbangdes concept prioritizes community involvement because the community is the subject of development and not only as beneficiaries (Lopulalan & Latusan, 2022). Therefore, community participation in Musrenbangdes is part of the rules that must be carried out by the village government at the wheel of government. Community participation can be interpreted as decision-makers suggesting groups or communities be involved in the form of delivering suggestions and opinions, goods, skills, materials, and services (Mardianto et al., 2022).

One of the resulting perspectives is inseparable from the participation of women as part of planning actors, as well as beneficiaries of development (Openg et al., 2022). Women's participation is important in the musrenbangdes process and the Semambu Pulau village government is also aware of this. Therefore, efforts must be carried out by the village government by requiring women to be involved as representatives of PKK mothers who are most active in the village. According to the results of interviews with women's representatives, the involvement of community elements in Musrenbangdes, namely PKK, taklim assemblies, early childhood education, stunting cadres, village midwives, and youth organizations.

The aspect of participation in principle good *governance*, the government has provided the widest possible space to involve the community. However, community participation has

decreased due to pessimism that the proposals submitted have not been accommodated. Apart from that, another problem is the limited budget available to realize the proposed physical development because it requires a large amount of money.

Based on explanation from the Chief Executive of the Semambu Pulau village development planning meeting, said that during its implementation, a maximum of 5 representatives from the 12 existing RTs were invited. However, on the day of data implementation, only 3 representatives were present. In the recorded data, in the implementation of the Musrenbangdes in Semambu Pulau Village in 2021, the number of participants was only 26 people. From data related to the low participation of community representatives and without community involvement in village development, it will be difficult to determine development based on the needs of the community itself.

This condition is certainly contrary to the principle of participation in good *governance* which thinks that the community is allowed to provide aspirations and criticize the government in policy-making, implementation, up to monitoring and evaluation. Therefore, the government's role and efforts are needed to be able to accommodate community proposals from the available budget by carrying out development that does not only focus on physical development but also focuses on non-physical development.

Supremacy of Law

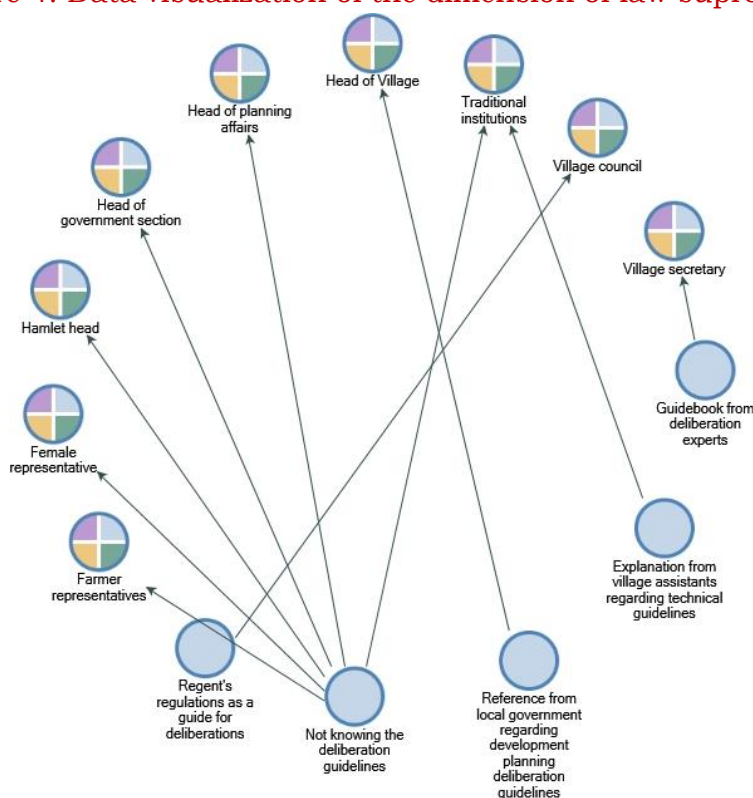
The rule of law on principles of good *governance* is interpreted as all actions taken by the state must be based on applicable law and not based on unilateral actions with the power they have (Sedarmayanti, 2017). It is also basically inseparable from the process of implementing the Musrenbangdes in Pulau Semambu Village, Ogan Ilir Regency. The implementation of the Musrenbangdes is based on and guided by several regulations, such as the Regulation of the Minister of Villages, Development of Disadvantaged Regions, and Transmigration of the Republic of Indonesia Number 21 of 2020 concerning General Guidelines for Village Development and Empowerment of Village Communities. Apart from that, the guidelines and stages of the Musrenbangdes are also explained in the Regulation of the Minister of Home Affairs of the Republic of Indonesia Number 114 of 2014 concerning Guidelines for Village Development. This regulation contains the mechanism for implementing the Musrenbangdes, which is a participatory deliberation to agree on five and one annual activity plans in the village, namely the Village RPJM and Village RKP.

Then, the implementation of the Musrenbangdes is also guided by the Ogan Ilir Regency Regional Regulation Number: 15 of 2008 concerning Community-Based Development Planning. The regional regulation states that Community-Based Development Planning or P2BM is a systematic effort to carry out the preparation of a development agenda with the community in a tiered Development Planning Deliberation Forum, starting from the sub-district/village level Development Planning Deliberation, sub-district level to district level Development Planning Deliberations. The existence of regulations issued regarding the musrenbangdes encourages every village government and also the community to understand the guidelines for the flow of an implementation of the musrenbangdes, as well as understand the development budget allocation priorities because a good understanding will encourage a good implementation process as well. Then, through these regulations, it can also be seen that everyone, in this case, the Semambu Pulau community, must have equal treatment before the law to participate in the development process.

The representative of the Semambu Pulau village customary institution stated that the technical guidelines for the Musrenbangdes were presented by the village assistant during the implementation of the Musrenbangdes. Then the village secretary added his statement that there was a guidebook that came from a team of experts so that the implementation of the Musrenbangdes was according to the rules.

Based on the Ogan Ilir district regulation, as a system that is in a country with traditions of civil *law*, it is inevitable that written legal norms, namely statutory regulation, become a very influential sub-system. This is because in a country with traditions of civil *law* formal rules are the main source of law (Anggraeni, 2019), so administrators and the public must understand and know the rules that have been set, especially in the implementation of village development planning meetings. As for the overall dimension of legal supremacy of the bureaucratic apparatus visualized in the Figure 4.

Figure 4. Data visualization of the dimension of law supremacy



Source: Nvivo data processing results

The results of the interviews indicated that several informants stated that they did not understand the guidelines used as conveyed by the head of government affairs, head of planning affairs, farmer groups, traditional institutions and representatives of women's groups. This was known based on the results of an interview with one of the informants, namely a representative of a traditional institution who stated that they did not understand because they had never read the rules. In addition, other statements from government officials, heads of planning, hamlet heads, traditional institutions, and representatives of PKK mothers also mentioned that they did not understand the guidelines regarding the implementation of the Musrenbangdes in detail. From the results of these interviews, it can be concluded that some Musrenbangdes organizers and elements of the community do not understand and understand the rules for organizing Musrenbangdes. One of the factors is not finding out and reading the rules used. In addition, other factors stem from the low level of socialization, coaching, and training conducted, resulting in a lack of knowledge regarding other regulations that support the implementation of Musrenbangdes. As a result, will cause red tape namely the implementation of Musrenbangdes which is complicated and not directed (Nazir, 2017).

CONCLUSION

Based on the results of the analysis it was concluded that the implementation of good governance in the Musrenbangdes in Pulau Semambu village, Ogan Ilir Regency, did not fulfill all the principles of good governance when viewed from the following dimensions:

1. In terms of accountability, the village government elects leaders, secretaries, and resource persons for meetings directly and not through the formation of an organizing committee team based on a village head's decree. Then, there is no clear division of tasks and authorities based on the guidelines for organizing the Musrenbangdes.
2. In terms of transparency, the government has given the right to the community to carry out supervision through involvement in the Musrenbangdes, then providing information through invitation letters, as well as the involvement of elements from the community, government, and the private sector. However, there is still minimal outreach directly or from the aspect of media use by the village government to the community, and academics have not been involved in the musrenbangdes process.
3. In terms of participation, the Semambu Pulau village government has provided space for every representative of the community to be involved in the Musrenbangdes, but there has been minimal community involvement due to a sense of pessimism due to the proposal not being accommodated.
4. In terms of the rule of law, the community's low understanding and knowledge of the Musrenbangdes guidelines and rules is due to the lack of socialization and training, and guidance in organizing the Musrenbangdes.

Based on the results of research in Semambu Pulau Village, Indralaya District, Ogan Ilir Regency, the suggestions from this study are from a musrenbangdes organizing committee team and clarify the division of tasks and authorities, as well as form a musrenbangdes guiding team formed by the organizing committee. Involve academics, experts, and village assistants in the process of implementing village development planning meetings. This involvement is an important part of providing information related to the ideal rules and concepts for implementing Musrenbangdes based on applicable regulations. And carry out balanced physical and non-physical development Formation website to present the results and massive dissemination of information related to village development planning meetings as a form of implementation of the principle of internal transparency.

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