

Implementation of Policy for the Development of Village Owned Business Entities in Klaten Regency, Central Java Province

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Abstract

The phenomenon that is the object of research is the implementation of BUMDes development policies in Klaten Regency. The research objectives are: to analyze the implementation of BUMDes development policies in Klaten Regency; and, compiling models. This study uses a qualitative method. The 14 research informants were determined by purposive sampling and accidental sampling technique. Secondary data collection using literature study; primary data collection using interview and observation techniques discussion of research results uses descriptive analysis which was developed with observer triangulation analysis. The results of the study show that the implementation of BUMDes development policies in Klaten Regency has not been optimal. Due to the lack of communication and connectivity with the BUMDes resource development system and business network which is institutionalized in stages and widely, the limited commitment, competence, and performance are not yet result-oriented. The model composed of the results of the analysis is the JAP BUMDes Development Implementation Model (Implementation Network and Business Expansion Network; Accountability and Mindset Change). Practical advice is to expand the BUMDes Forum, so as to form implementation networks and business development networks, increase accountability and change the mindset of policy makers and policy actors, through coaching, socialization of learning in a directed and integrated manner and continuous supervision. Theoretical suggestions to the academic community to be willing to develop a structured JAP BUMDes Development Implementation Model.

Keywords

policy implementation strategy;
development; BUMDes



I. Introduction

In the state administration of the Republic of Indonesia, villages have developed in various forms so that they need to be protected and empowered to become strong, advanced, independent, and democratic so that they can create a strong foundation in implementing governance and development towards a just, prosperous and prosperous society. The definition of a village based on Article 1 point 1 of Law Number 6 of 2014 concerning Villages, is a village and customary village or what is called by another name, hereinafter referred to as a village, is a legal community unit that has territorial boundaries 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 government system of the Unitary State of the Republic of Indonesia. In Indonesia, the term village is known by various names, including: nagari in West Sumatra, kampung in West Kutai and Papua, pekon in Lampung, banjar in Bali.

The implementation of village regulations that have been in effect so far are no longer in accordance with the times, especially regarding the position of customary law communities, democratization, diversity, community participation, as well as progress and equitable development, causing inequality, poverty, and socio-cultural problems that can disrupt the integrity of the community. The Unitary State of the Republic of Indonesia.

Development is a change towards improvement (Shah et al, 2020). To advance the economy of the village community and overcome the national development gap, the village can establish a BUMDes called BUMDes. BUMDes are managed in a spirit of kinship and mutual cooperation. BUMDes can run businesses in the economic sector and/or public services in accordance with the provisions of laws and regulations.

Minister of Village, PDT and Transmigration Regulation No. 1/2015 which explicitly guides the types of village authority for local village economic development. Building BUMDes has also been mandated in Law No. 6/2014 concerning Villages (UU Desa) Article 87 of the Village Law and Article 132 of PP 43 both use the phrase that the village can establish BUMDes. As time goes by, changes to the rules and regulations on Villages have progressed quite dynamically, after the birth of Law Number 6 of 2014 concerning Villages, along with supporting regulations/Government Regulations Number 43 of 2014 concerning Implementing Regulations of Law Number 6 of 2014 concerning Villages, then refined by Government Regulation Number 47 of 2015 concerning Amendments to Government Regulation Number 43 of 2014 concerning Implementing Regulations of Law Number 6 of 2014 concerning Villages. so there needs to be adjustments to the performance and institutions of BUMDes related to the legal basis, especially after the issuance of the Regulation of the Minister of Villages for Development of Disadvantaged Regions and Transmigration of the Republic of Indonesia Number 4 of 2015 concerning the Establishment, Management and Management, and Dissolution of BUMDes which was enacted on 18 February 2015 replaced the Minister of Home Affairs Regulation Number 39 of 2010 concerning BUMDes. At the Klaten Regency Government level, there is also a Klaten Regency Regional Regulation Number 21 of 2013 concerning Guidelines for the Establishment and Management of BUMDes which was enacted on 20 December 2013 (before the issuance of Law No. 6 of 2014), as well as the latest Klaten Regency Regulation No. 1 of 2018 concerning the Establishment and Management of BUMDes.

The establishment of BUMDes is agreed upon through the Village Deliberation. The establishment of BUMDes as referred to is stipulated by a Village Regulation. The results of BUMDes' operations are used for: a) business development; and b) Village development, village community empowerment, and providing assistance to the poor through grants, social assistance, and revolving fund activities stipulated in the Village Revenue and Expenditure Budget. The Government, Provincial Government, Regency/City Government, and Village Government encourage the development of BUMDes by: a). provide grants and/or access to capital; b). provide technical assistance and access to markets; and c). prioritize BUMDes in managing natural resources in the village.

Based on several problems or cases found in the management of BUMDes, the established BUMDes have not contributed significantly to the village economy. The problem or case is caused by: a). Lack of training for village heads and BUMDes operational managers on the management of BUMDes; b). The ease of requirements for the establishment of BUMDes is not matched by the readiness of the local government to provide guidance; and c). The scope of guidance and supervision of local governments

over the management of BUMDes has not been mandated explicitly and clearly in the laws and regulations.

Villages have developed in various forms so that they need to be protected and empowered to become strong, advanced, independent, and democratic so that they can create a strong foundation in implementing governance and development towards a just, prosperous, and prosperous society. The protection and empowerment policy in question is clearly stated in Law Number 6 of 2014 concerning Villages. Based on the background that has been described, the research title was chosen "*Implementation of BUMDes Development Policy in Klaten Regency, Central Java Province*."

II. Research Method

The research method used is a descriptive analysis method with a qualitative approach. Qualitative is defined as a process of inquiry to understand a social or human problem, based on constructing a complex holistic picture, formed in words, reporting details of informants, and carried out in a natural setting. Qualitatively emphasizes the importance of disclosing phenomena that are used as objects of in-depth research according to the perceptions, interpretations and opinions of research subjects who are directly or indirectly involved in and or related to the research object; and understand the problem and have the relevant competence to describe the object of research in depth. The data sources in this study consist of secondary data sources and primary data sources. Secondary data sources include various books and documents as well as other sources of information. Primary data sources are resource persons who become research informants. Then for the technique of determining research informants, it is carried out according to an assessment of their position, competence or involvement in the process of implementing the BUMDesa development policy based on *purposive sampling and accidental sampling*.

III. Results and Discussion

3.1 Implementation of Village Owned Enterprise Development Policy in Klaten Regency

According to Grindle, in general, the latter is the implementation in building a network that allows the political goals of public policy to be realized as a result of government activities. This involves, therefore, the establishment of a "policy delivery system", which means it is specifically designed and accomplished with the expectation of arriving at a certain end. Thus, public policy includes a statement of goals, objectives, and means-described into a program of action aimed at achieving the goals stated in the policy. According to Grindle (1980), the success of policy implementation is determined by the *content of the policy* and *the context of implementation*. The content of the policy or program will affect the level of success of implementation, controversial policies, policies that are considered unpopular, policies that require major changes, are not a secret anymore, usually will get resistance both from the target group, maybe even from the implementer himself who may find it difficult to implement. the policy or feel disadvantaged. According to Quade (1984:310) the reason for the need for policy implementation is to show evidence that in policy implementation there is action, interaction and reaction of policy implementation factors.

The success of policy implementation is influenced by the interests that influence it. In this study, it is influenced by several interests, namely the interests of policy implementers and target groups. The policy implementers are none other than the policy

implementers of the latest Klaten Regency Regional Regulation No. 1 of 2018 concerning the Establishment and Management of BUMDes, while the target groups are Village Heads and Heads of BUMDes in the Klaten Regency environment.

Based on Grindle's theory, a conceptual definition can be drawn up that the implementation of BUMDes development policies is the implementation of Law Number 6 of 2014 concerning Villages which focuses on developing BUMDes as contained in the latest Klaten Regency Regulation No. 1 of 2018 concerning the Establishment and Management of BUMDes in Klaten Regency, Java Province. Middle which is analyzed according to the *content of policy* which consists of *interests affected; types of benefits; extent of change envisioned; site of decision making; implementer program; resources committed; and context of implementation* consisting of *power, interests, and strategies of actors involved; institution and regime characteristics; compliance and responsiveness*. From the definition derived nine dimensions of analysis: dimension *Interests affected*(2) Dimension *type of benefits*; (3) Dimensions of *extent of change envisioned*; (4) Dimensions of *site of decision making*; (5) Dimensions of *the implementor's program*; (6) Dimensions of *committed resources*; (7) Dimensions of *power, interests, and strategies of actors involved*; (8) Dimensions of *institution and regime characteristic*; and (9) Dimensions of *compliance and responsiveness*.

The implementation of the BUMDes development policy in Klaten Regency is clarified by the issuance of the Klaten Regency Regional Regulation Number 1 of 2018 concerning the Establishment and Management of Village-Owned Enterprises, although it has been running. This is due to a number of constraints. Among the obstacles mentioned, the limited human resources for managing BUMDes and limited financial capital for BUMDes have been identified as the most dominant obstacles in developing BUMDes in Klaten Regency.

3.2 A Model that can be Compiled from the Results of Analysis of the Implementation of Village Policies in Developing BUMDes in Klaten District

The model is the result of an epistemological approach (how knowledge is obtained) which is compiled with certain procedures according to scientific principles. Policy implementation refers to a series of activities or actions that accompany a statement of program objectives and results to be achieved by government officials.

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After the policy is structured into legislation, the first problem faced in implementing the policy is clearly concentrated on program performance that is structured with a certain pattern. Program performance depends on program implementers (*Program Implementers*).

Thus, structurally and functionally the development of BUMDes can be stated that the performance of program implementers is very important and can determine the effectiveness of implementing BUMDes development policies was identified that the performance of program implementers (*Program Implementers*) in developing BUMDes in Klaten Regency was not optimal. It is revealed that among the 357 BUMDesa in Klaten Regency, there are still BUMDesa which have one business unit but have not yet operated, namely 96 BUMDesa spread over 26 sub-districts, and there are also BUMDesa which have more than one business unit, but only some There are 115 BUMDes in operation spread over 23 sub-districts, besides that there are still BUMdes that have not contributed to Village Original Income, namely 232 BUMDesa spread over 26 sub-districts. Thus the performance of implementing the BUMDes development program in Klaten Regency which consists of 391 villages and 10 Kelurahan is still not optimal, due to a number of obstacles. Whereas the Klaten Regency Government has issued Klaten Regency Regional Regulation Number 1 of 2018 concerning the Establishment and Management of Village-Owned Enterprises. Meanwhile, among the aforementioned constraints, limited human resources and limited financial capital have been identified as the most dominant obstacles in the implementation of various BUMDes development programs in Klaten Regency.

The JAP Implementation Model is the BUMDes implementation and business Network Development System, legal accountability and honesty, managerial, policy and financial programs, as well as changing the mindset of all stakeholders through socialization and training.

This model includes three development dimensions: (1) BUMDes implementation and business network; (2) Accountability; and (3) mindset change. The description of the JAP BUMDes Development Policy Implementation Model is covering 3 dimensions as follows:

a. Implementation Network and Business Development

Network according to the Big Indonesian Dictionary is defined as a relationship between individuals, groups or institutions to exchange information or develop social or professional contacts. This exchange of information can also be called communication.

Good governance communication can contribute to good governance. According to UNDP, good governance is a mutually helpful and constructive relationship between the State, the private sector, and the community. Each has a role in the concept of good governance, namely: The state/government has a role in creating a healthy political, legal and economic climate so that it can encourage the development of the business world and society; The private sector has a role in creating jobs; The community has a role in facilitating reciprocal relationships through groups in society to participate in development. Good governance requires three things, namely *state capability*, *accountability*, and *responsiveness*. *State capability*- The ability of the State in this case the leaders and the government to get things done. *Accountability*- The capacity of citizens, civil society and the private sector. *Responsiveness*- The response given by the government in fulfilling the needs and rights of citizens.

Communication affects the implementation of public policies, where poor communication can have bad impacts on policy implementation. The dimensions of communication that can influence the implementation of policies include transmission, consistency and clarity (Winarno, 2012). Achieving the success of policy implementation requires implementation to know what must be done clearly; policy objectives and targets must be informed to the target *group* so as to reduce the gap between policy planning and implementation. If the delivery of information about the goals and objectives of a policy to

the target group is not clear, it is possible for resistance from the target group to occur (Afandi & Warijo, 2015). Communication skills are directed so that the implementation of activities can negotiate with each other and find mutually beneficial points of agreement/consensus that is built can improve personal performance at work by finding *win-win* for every problem (Ramadhan & Suryadi, 2005).

The implementation of Bumdes development is carried out within the framework of the implementation network and the business development network is a series of policy implementing activities as well as business management of a BUMDes or a number of BUMDes which are carried out in an organized, coordinated and connected manner in a productive and efficient manner in a single unit system for developing resources and business networks for Bumdes. . The performance of Bumdes can consist of managing various types of businesses in accordance with the development, needs and capabilities of each BUMDes. Cooperation between Bumdes or between Bumdes and other economic actors can consist of a number of business units that are managed jointly on a local scale or on a wider scale. Business units that are managed synergistically are an effort to develop a strategic partnership alliance between BUMDes or between BUMDes and other economic actors. The development of strategic partnership alliances is also intended as a series of business diversification oriented towards mutual business progress and profit. For this reason, the implementation strategy for developing BUMDes should be carried out in an implementation network and business development network in a patterned, integrated, gradual and professional manner.

b. Accountability

Accountability according to the KBBI is a matter of being responsible or the state of being accountable. Accountability is a form of accountability for a person (leader, officer or executor) or an organization to parties who have the right or authority to request information related to performance or actions in carrying out the mission and goals of the organization in the form of reporting that has been determined periodically.

For the implementation of BUMDes development policies in Klaten Regency to run effectively, it is necessary to have accountability from policy makers and those who carry out policies. Accountability required is related to: Accountability For *Probity and Legality*. Legal accountability and honesty is the accountability of public institutions to behave honestly in their work and to comply with applicable legal provisions. The use of public funds must be carried out correctly and has been authorized; Managerial Accountability (*managerial accountability*). Managerial accountability is the responsibility of public institutions to manage the organization effectively and efficiently. Accountability can also be interpreted as *performance accountability*. The inefficiency of public organizations is the responsibility of the institution concerned and should not be imposed on its clients or customers. Accountability Program (*program accountability*). Program accountability is concerned with considering whether the stated goals can be achieved or not, and whether the organization has considered alternative programs that provide optimal results with minimal costs. Public institutions must account for the programs that have been made up to the implementation of the program.

The managerial problem of BUMDes which plays a strategic role as a driver of the economy and empowerment of rural communities lies in the performance of BUMDes resources. The performance of BUMDes resources in question is the process and results of managing all BUMDes administrative resources. The BUMDes administrative resources in question include human resources (*man*), financing resources (*money*), infrastructure resources (*materials*), policy resources (*methods*), technology resources (*machines*) and

public resources (*market*). a). Human resources consist of individual resources and social resources. Individual resources assigned to manage BUM Desa should be based on competency assessments and commitments that are relevant to the position or work submitted and in an accountable process. b). Financing resources consist of business financing and social financing. Business financing is a company's financial management which is processed according to the principles of corporate financial governance; and social financing is CSR management that is processed for the purpose of empowering the Village community. These financing resources should be processed in a transparent, effective, efficient and accountable manner using *electronic budgeting*; and entrusted to a trustworthy and competent person. c). Infrastructure resources consist of work equipment and performance facilities. Work equipment includes office work equipment, office work equipment, and office work materials. Performance facilities include buildings, water networks, electricity networks, and communication networks. These infrastructure resources should be recorded and maintained by applying a goods management system. d). Policy resources consist of statutory regulations and management regulations that become the legality and legal basis for the establishment and management of BUMDes and business units. e). Technological resources include internet networks and communication facilities as well as various applied technologies to manage the business. f). Public resources which include the social environment, economic environment, and the environment or natural resources.

c. Mindset Change

Mindset or frame of mind is a person's way of thinking and opinion (Cambridge *dictionary*). According to Mulyadi (2007) Mulyadi, mindset is an established mental attitude that is formed through education, experience and prejudice.

According to Carol S Dweck (2006), the mindset consists of 3 (three) main components, 1.) Paradigm, which is the way a person views things. Paradigm is a basic belief system or way of looking at the world that guides researchers not only in choosing a method but also an ontological and epistemological fundamental way. A paradigm can be characterized by a response to three basic questions such as questions ontology, epistemology and methodology. 2). Basic beliefs, namely the beliefs that someone attaches to something. Faith is an attitude shown by humans when they feel they know enough and conclude that they have reached the truth. If we do something that has been believed then we will do it wholeheartedly. And 3). Basic Values, namely attitudes, traits and characters that are upheld by a person, so that based on all these values a person is limited.

The process of the occurrence of a mindset or how to form a mindset can be done through several steps or stages: 1). *trendwatching*, at this stage, top management observes various trends driving change that will occur in the future. 2). *visioning*, is a person's ability to describe the impact of changes in the natural business environment caused by various drivers of change that have been observed in *trend watching*. 3). Paradigm Formulation, because the organizational environment is characterized as an environment in which the customer is in, the paradigm that is in accordance with the customer value strategy environment, a view to growth is determined by the organization's ability to provide the *value* for *customers*. 4).formulation *Mindset*, *mindset* consists of three components: paradigm, basic beliefs and basic values. For that, in formulating the *mindset*; After the paradigm is formulated, then formulate the basic beliefs and basic values that are in accordance with the paradigm.

For the implementation of BUMDes development policies in Klaten Regency to run effectively, it is necessary to change the mindset of policy makers and those who carry out policies. Formulation. The formulation and implementation of policies are the responsibility of government agencies and operational implementing parties at the level of management and management of BUMDes. The government is required to be able to produce policies that are really needed by each village related to BUMDes, for this reason it is necessary to coordinate all parties involved in the policy, the central government, regional governments, OPD including the sub-district head, village government and the communities in it.

Model Proposition: The proposition that can be drawn up from the modeling is the Implementation Network and the Business Development Network; Accountability; and changes in mindset determine the effectiveness of the implementation of BUMDes development policies.

IV. Conclusion

Based on the research conducted, it was concluded that the implementation of the BUMDes development policy in Klaten Regency was clarified by the issuance of the Klaten Regency Regional Regulation Number 1 of 2018 concerning the Establishment and Management of BUMDes not yet running optimally. Among other things, due to the lack of communication and connectivity with the resource development system and the bumdes business network which is institutionalized in stages and widely, the limited commitment, competence, and performance that is not yet result-oriented. Then the model that is composed of the results of the analysis of the implementation of the BUMDes development policy in Klaten Regency is the JAP BUMDes Development Implementation Model (Implementation network and business development network; Accountability; Change in mindset). The successful implementation of the bumdes development policy cannot be separated from two levels in Grindle's theory. The process of finding the model if it is associated with Grindle's theory with nine parameters, if it is connected, the researcher proposes to add an implementation network and a business development network; Accountability and Mindset Change.

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