

ASSESSING COMMUNITY DEVELOPMENT AGENCY OF VILLAGE FOR PRE-PROSPEROUS COMMUNITY WELFARE IMPROVEMENT

Hadi Karyono,SH., M.Hum
Evert Max Tentua,SH., M.Hum

ABSTRACT

To achieve the state purpose to be prosperous is necessarily to have well-planned, well-managed, and integrated program among those that have authority in the lowest level, which is conducted by village government, to those that have national authority. Those integration, of course, in turn will accelerate development distribution and in turn will decrease social discrepancy that eventually achieve distributed social welfare. Indonesia has performed this concept in the form of State Constitution of Republic of Indonesia year 1945 article 33 and 34, and its practice. One of such implementations is the establishment of LPMK/LPMD, where LPMK is a social development agency in a village (Desa) and LPMK is in a Kelurahan (another name of village government). These agencies are government program to build the State that attracts and involves society. In addition, these agencies hopefully are able to increase social prosperity in the level of family, at least they would increase their prosperity level from pre-prosperous family into prosperous family. However, the statistical data show that the pre-prosperous family is still dominated the rank of prosperity-based family criteria in Indonesia. Therefore, by providing those description, the researchers are interested in and attracted to conduct this research to make sure that whether some sort of problems are problematic in the implementation of LPMK/LPMD to achieve its goals in the perspective of legal science. The researchers utilized legal science method, specifically socio-legal research. This research is aimed at measuring the effectiveness of legal norm in the society. This research is hopefully able to capture a fact in the object of the research, that are LPMK and LPMD located in Central Java. Why it should be Central Java? Since Java is the biggest population in Indonesia, and is close to the capital city as the federal government, it is deemed to have access of well-managed development than development in other part of Indonesia. Besides, Central Java is the most handled area by the researchers to collect necessary instruments. The result of research found that 11 points of problem, they are;(1) the village chief (ravine) support to LPMD/LPMK, (2) the officer understanding toward task and function, (3) government elucidation on main job and task of LPMD/LPMK, (4) intensity of internal coordination of LPMD/LPMK, (5) intensity of internal coordination with other non-governmental organisation, (6) LPMD/LPMK budget, (7) LPMD/LPMK involvement in the application of development in the village, (8) LPMD/LPMK involvement in Development Planning Meeting and in the application of Development Planning Meeting in the village, (9) community involvement in the application of development, (10) development information access received by community, (11) limited revision on regulation no 73 year 2015 on village.

Key word: development, LPMD/LPMK, pre-prosperous

I. INTRODUCTION

A. Background of Research

To achieve the state purpose to be prosperous is necessarily to have well-planned, well-managed, and integrated program among those that have authority in the lowest level, which is conducted by village government, to those that have national authority. The availability of that integrity in the program would remove the gap in the society that in turn will create distributed social welfare. Basic law of Republic of Indonesia 1945 article 33 mandates the government of Indonesia to commit distributed social welfare, that is by not only in favor of a certain party but a just to all parties. The method entrusted by the basic law is by carrying out the economic sector communally and by controlling all of production sectors by government that involved public interest. The basic law of Indonesia 1945 article 34 also mandates social welfare in term of looking after orphans and the poor. The form of welfare implied is the care of which is able to increase better living standard.

The achievement of basic law mandate could not be reached without any active participation from the community. Therefore, based on regional autonomy, the lowest level of government (village) should create development agency that involved community (regulation no 72 and 73 year 2005). This agency is later named by development village community agency (LPMD/LPMD). The main task of this agency is to assist the local government (village level) and is a partner of village community development (regulation no 72 year 2005 article 90).

Through the development agency (LPMK) is hopefully able to give impact on the improvement of social welfare from pre-prosperous family to prosperous family. However, according to statistic data from Central Java Province, the amount of pre-prosperous family is still high. The following is the progress of family amount based on the prosperity from 2009 – 2013.

Table 1.1 Percentage of inhabitant criteria based on the level of prosperity

Year	Family sum	Pre-prosperous	Prosperous I	Prosperous II	Prosperous III	Prosperous III Plus
		Rate	Rate	Rate	Rate	Rate

2013	10.024.478	27,18	19,99	22,68	25,83	4,32
2012	9.841.123	28,39	19,36	23,01	25,08	4,16
2011	9.816.537	28,79	19,22	23,06	24,85	4,08
2010	9.650.555	30,14	19,23	22,65	24,03	3,95
2009	9.489.024	31,59	19,12	22,18	23,18	3,94

Source: Statistic Center of Central Java 2016 (processed) <http://jateng.bps.go.id/>

Table 1.2 The city upper average of the percentage

Rank	City	Rate
1	Kab. Grobogan	62,62
2	Kab. Rembang	50,21
3	Kab. Blora	43,33
4	Kab. Boyolali	37,19
5	Kab. Demak	36,64
6	Kab. Kendal	35,33
7	Kab. Batang	34,53
8	Kab. Pemasang	31,87
9	Kab. Pati	31,63
10	Kab. Brebes	28,05
11	Kab. Jepara	27,58
12	Kab. Banjarnegara	27,20
13	Kab. Magelang	26,79
14	Kab. Purbalingga	26,50
15	Kab. Sragen	25,79
16	Kab. Cilacap	25,76
17	Kab. Semarang	25,70
18	Kab. Purworejo	25,65

Source: Statistic Center Data of Central Java 2016 (processed)

The height of pre-prosperous population shows that escalation program of social welfare by social agency especially by LPMK has not significantly realized positive impact. This reason is really the matter that motivates this research. A wide range of government strategies and the expensive fund by government isn't in fact able to reach the main goal of social welfare though that LMPK has volunteered itself to society.

B. Statement of Problem

The statement of problem of this research is "what kinds of problem that remains obstacle to the development of pre-prosperous family"?

II. THE PURPOSE OF RESEARCH

This research is aimed to identify what kinds of problem that remain obstacle to the community development agency for increasing social welfare of pre-prosperous family in Central Java.

III. RESEARCH METHODOLOGY

Research is facility to express human feelings (Sarwoko, 1987) to learn the newest facts. In order that research is able to answer the research question precisely and accountable, research need a framework that is arranged based on research methodology suitable with the object and the data of the research. The choice of research method in scientific discussion varies depending on subject discussion and data needed. The precise research method will also give research route chronologically that finally is easy to understand.

To answer the research question, this research utilizes law research method especially *socio legal research*. This research is aimed to analyze effectiveness of law norm applied in a certain society. By descriptive analysis method, it is hopefully able to reveal the fact from the object of this research that is community development agency in central java.

The data utilized by researcher is secondary data from Statistics Center, Social Department of Central Java Province, applied regulation of legal formal, and some article and journal related to the topic of this research. While the range period of data utilized by the researcher is from 2009-2013, since the formal census conducted by statistic data before 2014.

IV. RESEARCH DISCUSSION

The purpose of development is the realization of autonomous community and community institution. The autonomous community would support the autonomy of social institution. The autonomy developed is not only in the matter of economic but also the autonomy of all life aspects so that community could fulfill their needs such as basis needs, psychological needs, development needs, and self-esteem needs. Those all autonomy that motivates a huge vision of social development that that's prosperous family.

To support the realization of social welfare, so the community development agency was established. This organization is a sword hand of village government to realize social welfare through tradition of mutual-work that is characteristic of Indonesian.

However, until now, the development of the autonomy in Indonesia which is measured by statistic data of population amount based on the prosperity has not decreased significantly. Whereas there are a lot of LPMK/D spread out in central java. This is really the point of evaluation whether the availability of LPMK/D is optimum or the application never reaches the basic concept of applied regulation (Law, Regulation, Minister Regulation, Regional Regulation, etc).

This research found some incompatibilities between the regulations of LPMK/D in assisting to realize prosperous family. The findings are categorized into 10;

1. The headman support to LPMK/D
2. The understanding of officials on main task and function of LPMK/D
3. The government elucidation on main task and function of LPMK/D
4. The frequency of internal coordination of LPMK/D
5. The frequency of coordination of LPMK/D with other non-governmental organization.
6. The budget of LPMK/D
7. The LPMK/D involvement in arranging and carrying out the development in the village.
8. The involvement of LPMK/D in Musrenbang and realization of Musrenbang in the village.
9. The involvement of community in the application of development.
10. The information access of development received by community.
11. Limited revision on regulation number 73 year 2005 on village.

The problem classification is studied based on available theory such as Regulation of LPMK/D Central Java Province that is inserted in the available regulation, then the researcher observe the application or the implementation in the field. So that it is clear which points that is not suitable with the regulation.

The problems exists in the implementation of LPMK/D is inter-influenced. The last impact of this implementation causes the LPMK/D purposes failed to reach. One of the indicator of this reason is the prosperity development that is not optimum and there still a lot of people do not care of this program.

Table 4.1 The discussion of issue that leads to obstacle to develop pre-prosperous community in Central Java

No.	Matter	LPMD/K Regulation in Central Java	Implementation of LPMD/LPMK in Central Java
1	Headman support to the LPMD/LPMK	Regulation no 73/2005, minister of domestic affairs regulation year 2007 article 1 subsection (1) states that LPMK/LPMD is a village government partner in developing community. So that they (LPMK/LPMD) should be responsible to headman.	From 30 villages sample in Semarang city, there are 12 LMPK that have good relationship and partnership with the headman.
2	Officials understanding on task and function of LPMD/LPMK.	Regulation number 73 year 2005 article 11,12, Regulation of minister of domestic affairs number 5 year 2007 article 3 subsection (1) (3) states that social agency task, including LPMK is to support headman in carrying out the government, development, and social activities, and community development. Subsection (2) (3) the function of LPMK are; development and family prosperity enhancement; development and protection of political right of	Although the main task, function, and other procedure have been presented on various applied regulation, but some officials of LPMK have not fully understood such main task. One of the reasons is caused by the lack of repetition by the headman to remind the main task and the function of LPMK.

No.	Matter	LPMD/K Regulation in Central Java	Implementation of LPMD/LPMK in Central Java
		community, accommodation of community aspiration, plan arrangement, practitioner, controller, and development of establishment participative, cultivation of unity in community, initiator, developer, and practitioner of community initiatives and participation.	
3	The government elucidation on main task of LPMK/D		Elucidation is influential session increase the communication intensity between government and LPMK/D agency. One of elucidation of LPMK/D is held by Bapermas through its various programs. But in fact, this elucidation is not continuously conducted so that capacity enhancement could not be reached. The unqualified elucidation would decrease the optimum function and the task of LPMK/D, and doubled by agency that only have core officials with no other additional officials.
4	The frequency of internal coordination of LPMK/D	Regulation number 73 year 2005 and regulation of minister of domestic affairs number 5 year 2007 article 7 states that LPMK/D is part of social institution or agency.	Limited operation fund leads officials unable to carry out routine activities such as internal coordination. The internal coordination is only conducted conditionally.
5	The frequency of coordination of LPMK/D with other non-governmental organization		Relation in organization is strictly important in developing the activity of organization. However, when the frequency of internal coordination with other non-governmental organization is rarely held, it would remain obstacle to develop community.
6	LPMK/D Budget	Regulation number 73 year 2005, regulation of minister of domestic affairs year 2007 article 28 states that budget for social agency including LPMK/D comes from community itself; APBDes, regional APBD city/regency/province; government grant; and other unbound grant.	According to applied regulation, LPMK/D has its own right to receive fund, especially fund for village. In Grobogan city for example, there could be 30% fund allocation for development agency from regional budget. In Semarang city (2016), there also available fund for development agency in the amount of 25 million rupiah per village and 40 million rupiahs in district level. However, is the fund for community development able to serve development plan developed by LPMK/D (the process is still in progress)
7	The involvement of LPMK/D in arranging and carrying development in village.	Regulation of minister of domestic affairs number 5 year 2007 article 3 states that the main task of social agency including LPMK/D is arranging development plan participative; serve, control, and cultivate, employ, and develop development participative; actuate and develop participation, mutual-work, and social volunteer; and cultivate dynamic social condition in term of development. Regulation of minister of domestic	LPMD/LPMK is sword hand of government. So that the involvement of LPMK/D in arranging and development in region is one of its main task. However, in fact that the independence of LPMK/D is not optimum because it has a little role in development activity in region. In the other side, LPMK/D is organization that is established by community itself, means that it has a big opportunity to increase social volunteer and to give stimulant to

No.	Matter	LPMD/K Regulation in Central Java	Implementation of LPMD/LPMK in Central Java
		affairs number 5 year 2007 article 8 states that of the task of LPMK/D is arranging development plan participative.	work-mutually in the development activity.
8	The involvement of LPMK/D in Musrenbang and realization of Musrenbang in village	Regulation of minister of domestic affairs number 5 year 2007 article 9 states that LPMD/LPMK's function is to accommodate and deliver community aspiration in development.	To create autonomous village through delivering community aspiration and development through mutual-work, so it is necessary to optimize development and capacity of social agency/ institution along with enhancement of village community capacity.
9	The involvement of community in carrying out the development		
10	Information access of development received by community		The object of development is community and the process of development runs by discussion and consensus. However, in fact that information access of the progress of LPMK/D is not delivered transparently to the community. One of proves identified in this research is lack of website page that views updated progress development of LPMK/D.
11	Law underpinnings	There is unsuitability between regulation number 73 year 2005 on village and regulation number 43 year 2014 on village that regulated LPMK/D.	In the level of regulation number 73 year 2005 on village article 21 subsection (1) is necessarily revised, relating to activities of community development in village that can utilize social agency. The word 'able' is removed by 'required', this would be in harmony with law number 6 year 2014 on village article 94 subsection (4) on regulation number 43 year 2014 on village article 151 "program implementation and activities of community development are required to develop available social agency. Besides, it is necessarily to revise regional regulation that administer social institution in village to adjust with the progress of the latter regulation.

V. CLOSING

A. Conclusion

This research has completely answered the given statement of problems. According to the law perspective, 11 cases rose to be problematic for that development agency (LPMK/LPMD) in achieving social welfare in Central Java. Those 11 problems are:

1. Headman support to LPMK/D. There still LPMK/D that is not supported by the activity of its LPMK/D.
2. The understanding of officials toward main task and function of LPMK/D. There still many officials that do not understand the main task and function of LPMK/D.
3. Elucidation from government on main task and function of LPMK/D. The given elucidation to enhance capacity of LPMK/D has not sustained yet so that it still could not enhance the expected capacity.
4. The frequency of internal coordination of LPMK/D. The lack of operation fund leads to the lack of internal coordination.
5. Internal coordination of LPMK/D with other non-governmental organization. The organ of LPMK/D has not extended to the other non-governmental organization.
6. LPMK/D budget. The lack of budget of LPMK/D to support the activity of LPMK/D.
7. The involvement of LPMK/D in arranging and carrying the development in the village. The LPMK/D that directly interacts with society is rarely involved in the planning of village development.
8. The involvement of LPMK/D in Musrenbang and realization of Musrenbang in village. The LPMK/D that directly interact with society is rarely involved in the planning of regional development and also rarely involved in the application of development. The government still employs third party to complete development project.
9. The involvement of society in the development process. The weakness of LPMK/D role causes the lack of society involvement in their regional development.
10. Information access of development received by community. The community feels that the information access of development that government provide is still not transparent.

11. In national regulation especially regulation number 73 year 2005 on village article 21 subsection (1) **is necessarily to do limited revision**, relating to activity of community development in the village **is able** to utilize social agency. The word "able" is hopefully removed to be "**Required**", this would be in harmony with law number 6 year 2014 on village article 94 subsection (4) related to the application of program and activity community development requires to utilize community development agency that is available on regulation number 43 year 2014 on Regulation of Application of Law number 6 year 2014 on village subsection 151.

B. Suggestion

The suggestion that the researcher could suggest are;

1. The government needs to review the purpose and the function of LPMK/D so that it could determine the precise regulation to optimize the role.
2. The importance of increasing the budget to enhance the institutionalization personnel in conformity with community development program (pre-prosperous).
3. It is necessary to do limited revision to regulation number 73 year 2005 on village to adjust the recent needs and regional regulation that administer social institution.
4. It needs political will (political will) from the government to empower the community development institutions at the village / villages in an effort to improve the welfare of underprivileged people become prosperous.
5. In this globalization era, it is possible to cooperate internationally in developing the village. So that, the internal improvement completely done as point 1-4 above, will improve the development of Indonesia that in turn will give an impact to the investors' trust.

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Hadi Karyono,SH., M.Hum.
Law Faculty, Universitas 17 Agustus 1945 (UNTAG) Semarang
Email :karyonohadi08@gmail.com

Evert Max Tentua,SH., M.Hum.
Law Faculty, Universitas 17 Agustus 1945 (UNTAG) Semarang