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Policy Formulation Based on Village Development Index (IDM) in East Java Province

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Abstract.
The Ministry of Village published Ministerial Regulation (PERMENDES) No. 2 of 2016 regulation, on the subject of Building Village Index. The building village index is an index composite from the social resilience index, economic resilience index, and ecology resilience index. IDM can be used to measure the success of a village in carrying out village development. Status improvement of villages in the Regency/City of East Java is needed, subsequent to IDM results. The purpose of this research is to describe the condition of villages in regencies/cities in East Java based on the three IDM forming indices and to find out the East Java Government's policy direction in increasing village potential. The research method used is qualitative descriptive with explanatory/naturalistic research. The result show that, in 2019, the majority of villages in the Regency/City Province East Java were developing villages and there were still two very disadvantaged villages. The result of the distribution of the resilience index shows that the social resilience index is the best distribution. It is necessary to have a strategy to achieve the overall development. The East Java Provincial Government provides a strategy for realizing development through village potential, these strategies include, Lumpang Bude, Bumdesa Clinic, Uncle Village, East Java Puspa, Empowered Village, Bank Mushroom Seeds, Sapa Village, and Simanis.

Keywords: ecological resilience index, economic resilience index, social resilience index, village development index, village status

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1. Introduction

According to law No, 6 2014, village is a unit of legal community that has territorial boundaries that are authorized to manage and regulate government affair, interests of the local community base on community initiative, origin rights and traditional right that are recognized and respected I the state government system Unitary Republic of Indonesia (NKRI). The village as the smallest government administrative unit plays an important role and is expected to be the starting point for the development of community economic growth centers (Kementerian Desa, PDTT, 2015). Regarding the mentioned regulation, its purpose is to build villages into independent villages as well as to improve

the welfare and quality of life of the community. Both the central and local governments strive to promote development of villages in Indonesia with various policies, strategies, and programs to improve community welfare. According to BPS, rural areas are the areas that have a fairly large percentage of poor people, that are needed for development in the village to decrease the level of disparity between rural and urban areas caused by city-oriented economic development (Sari, 2020).

Village development is one of the central government's strategies in creating overall national development. As mandated in the third point of Nawacita, namely "Building Indonesia from the periphery by strengthening regions and villages within the framework of a unitary state" as well as being a development strategy in the 2015-2019 in RPJM. Village Minister's Target in the 2015-2019 RPJMN is to realize the target of developing rural areas and village, namely eradicating 5000 disadvantaged villages and improving at least 2000 independent villages (Setyowati, 2019). Thus to achieve the targets and decrease the number of disadvantaged villages and increase independent villages is by solving crucial poverty problems in the village, (Sukarno, 2020). To actualize comprehensive village development, the local government has a policy of village funds which have been directly provided from the central government to villages since 2015 (Kharisma, 2021).

In measuring the success of village development, the government through the Ministry of Villages issued a regulation in the form of Ministerial Regulation (PERMENDES) No. 2 of 2016 concerning the Villages Development Index (IDM). The Village Development Index is an important indicator to measure the success of a village in carrying out its development. The Village Development Index is a composite index consisting of the Social Resilience Index, the Economic Resilience Index and the Village Ecology Resilience Index. Thus, classification about progress and independence village in the Village Development Index includes (1) Independent Villages, (2) Advanced Villages, (3) Developing Villages, (4) Disadvantaged Villages, and (5) Very Disadvantage Villages (Kementerian Desa, 2016).

The Ministry of Villages said that East Java Province has the most independent villages in Indonesia. However, in 2019, the problem that emerged was that the government had not fully realized development as a whole. The number of disadvantaged villages in East Java Province in 2019 was relatively high. IDM recapitulation data for East Java Province in 2019 is as follows.

The table above shows the majority of villages in regencies/cities in East Java that are categorized as developing, with 5355 villages or 69.33 percent having the category of developing villages. Meanwhile, there are 363 villages out of a total of

Table 1: Provincial IDM Recapitulation East Java Year 2019.

Village Status	*Amount Village*	*Percentage*
Independent Village	166	2.15%
Advanced Village	1838	23.8%
Developing Village	5355	69.33%
Disadvantaged Village	363	4.7%
Very Disadvantaged Village	2	0.03%
TOTAL	7724	100%

Source: Ministry of Village, 2019

7724 villages in East Java which have the calassification of disadvantaged villages. Disadvantaged villages in East Java are still spread over 21 regencies/cities, but are dominated by Sumenep Regency with 100 villages, Lamongan Regency 42 villages, Pasuruan Regency 39 villages, and Bangkalan Regency 24 villages. There are four regions in East Java Province that are free from the status of Disadvantaged villages, namely Bangkalan, Sampang, Situbondo, Bondowoso. (Kementerian Desa, PDTT, 2019). This status is stated in the Decree of the Minister of Villages, Development of Disadvantaged Regions and Transmigration number 79 of 2019 about the Determination of Disadvantaged Regions that are Endeavored in 2015-2019.

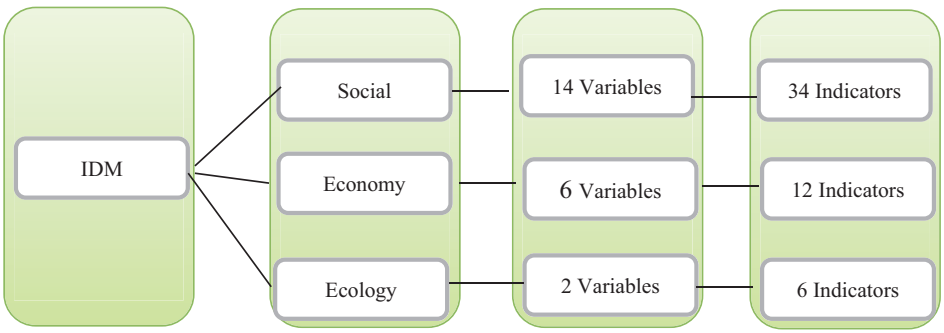
It can be seen from the IDM recapitulation of East Java Province in 2019 that there are still many villages that are under the category of developing and there are still Disadvantaged villages, even 2 very Disadvantaged villages in East Java Province. Underdeveloped villages must take serious efforts to be effective in utilizing village resources including human resources, natural resources, and economic resources to achieve a higher IDM score and be included in the typology of developing villages (Xaverius, 2021). To be able to improve the status of developing villages, it is necessary to know the condition of the villages in East Java Districts/Cities based on the Developing Village Index so it can be known the suitable policies in overcoming the problem of village status in East Java Province. This research is interesting to do because it focuses on discussing IDM and its three indexes, namely Social Resilience Index, Economic Resilience Index, and Ecology Resilience Index. Based on the problem of village status in city/regency in East Java, the title of this research is “Developing Village Index (IDM) in East Java Province. Based on the background that has been described, there are two problem formulations in this study; First, what is the condition of villages in regencies or cities in East Java based on the East Java Province Developing Village Index. Second, what is the direction of the East Java Government’s policy in improving the status and potential of the village. The objectives that can be concluded based on the formulation

of the problem are to describe the condition of villages in regencies/cities in East Java based on the Developing Village Index and to find out the direction of the East Java Government's policies in increasing village potential status.

2. Literature Review

2.1. Village Development Index (IDM)

Village Development Index (IDM) is a composite index formed based on three components, Social Resilience Index, Economic Resilience Index, and Ecology Resilience Index. The indicators of social resilience index consist of health, education, social capital, and housing. Furthermore, it has 14 variables and 34 indicators that focus on discussing sense of security of the population, social solidarity, tolerance, social welfare, community empowerment for health, health service, access to primary and secondary education, access to knowledge, access to non-formal education, access to clean water and proper drinking water, access to sanitation, access to information communication, and access to electricity. Economic Resilience Index be composed of 6 variables and 12 forming indicators that focus on the access to logistics distribution, diversity of rural community production, available trade service centers, distribution, access to financial and credit institutions, economic institutions and regional openness. Finally, Ecology Resilience Index only consists of 2 variables and 6 forming indicators that focus on addressing environmental quality issues, potential/prone to natural disasters (Setyowati, 2019). IDM and its components can be described in the following figure:



Source: Decree of the Minister of Villages, Development of Disadvantaged Regions and Transmigration Number 2 of 2016.

Figure 1: Dimensions, variables and indicators measurement Building Village Index (IDM).

IDM indicators are based on the concept that to get to a developed and independent village, a sustainable development framework is needed where social, economic, and

ecological aspects can become complementary forces and maintain the ability and potential of the village to prosper village life. According to (Sari, 2020) Village Development Index (IDM) is expected to cover areas of village life aspects which will provide opportunities to carry out a sustainable development by their potential. Therefore, the objectives of the Village Development Index (IDM) are used as a basic instrument in placing village status and assessing the level of progress and independence, as a material for preparing village-based location targets (locusts), become a coordination instrument with K/L, Regional and Village Governments, as well as other institutions. According to Setyobakti (2017) IDM shared village into five defined status based on IDM value obtained with range score as following:

1. Very Disadvantaged Village (Primary Village): < 0.491
2. Disadvantaged Villages (Pre-Madya Villages): > 0.491 and < 0.599
3. Developing Villages (Intermediate Villages): > 0.599 and < 0.707
4. Advanced Village (Pre-Sufficiency Village): > 0.707 and < 0.815
5. Independent Village (Self-Sufficient Village): > 0.815

In Permendesa PDTTrans Number 2 of 2016 (Kementerian Desa, 2016) about IDM and the five classifications of village status:

1. Very Disadvantaged Village is a village that experienced vulnerability because of disaster nature, shock economy and social conflict thus are not capable to manage its potency in social, economic, and ecology as well as experience poverty in various shapes.
2. Disadvantaged Villages is a village that has potential in all the resources but not yet enough to manage the effort to enhance the welfare of village community, quality life man as well as experience poverty in various shapes.
3. Developing Village is a village that has the potential to become an advanced village, which has the potential to manage all the resources (social, economic, ecology) but has not managed them optimally for improving the welfare of the village community, on the quality of human life and to alleviate poverty.
4. Advance Village is a village that has potential in social, economic, and ecology resources, as well as ability to manage it for uplift welfare of village community, quality of life and alleviating poverty.

5. Independent Village is an advanced village that has the ability to undergo village development to enhance quality of life and the well-being of village community welfare with sustainable social, economic, and ecology resilience.

3. Methods

The method used in this research is explanative descriptive qualitative research method. This research, also called naturalistic research, is a type of research that provides an explanation of the problem being investigated by describing the condition of the subject or research object by explaining the position and relationship between variables based on the facts that appear or as they are (Nasution in (Endah, 2020)). This research was conducted in East Java because it wanted to know the development of the status of villages in East Java Regencies/Cities Then, the data used is secondary data sourced from the Ministry of Villages in 2019. The data collection technique used is through literature review from several journal literature and publications from the Ministry of Villages. Data from district/city villages in East Java Province that have been obtained are then mapped and viewed through a composite index consisting of social resilience index, economy resilience index, and ecology resilience index. Then, the composite index is explained based on each forming indicator. Literature studies from several literatures are used as a reference in explaining the policies that will be formed by the East Java Government regarding the Development Village Index.

4. Result and Discussion

The description of villages in regencies/cities in East Java Province includes the minimum, maximum, and average values of the three IDM composite indices. Below is a descriptive statistical table of the IDM forming variables:

4.1. Description villages in the Regency /City in the Province East Java

Statistics descriptive from recapitulation Village Development Index (IDM) Province of East Java in 2019 showed an average IDM of 0.6835. It can be seen that the value of the Social Resilience Index in villages in Regency/Province City of East Java is already quite good, an evidence from the highest IKS score was 0.8286 while average value has reached 0.7658. The Economic Resilience Index of villages in Regency/City Province of

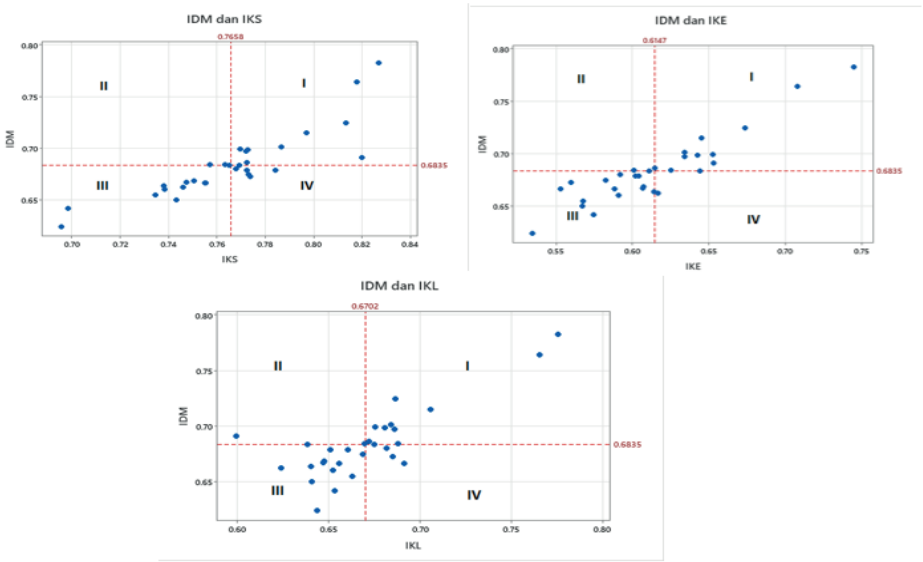
TABLE 2: Statistics Descriptive.

Variable	*Lowest Value*	*Highest score*	*Average*
Social Resilience Index	0.6957	0.8268	0.7658
Economy Resilience Index	0.5345	0.7447	0.6147
Ecology Resilience Index	0.5996	0.7754	0.6702
Village Development Index	0.6246	0.7823	0.6835

Source: Ministry of Village, data processed

East Java has the lowest average compared to the other two IDM forming indices. The highest value is 0.7447 while the lowest score is only 0.5345. The Ecological Resilience Index of the Regencies/cities in East Java are also sufficiently good, with an average of 0.6702, although they scored the lowest IKL which is 0.5996.

4.2. Discussion Village Development Index (IDM), Social Resilience Index (IKS), Economic Resilience Index (IKE), Ecology Resilience Index (IKL)



Source: Minitab, data processed.

Figure 2: Distribution Map Village Development Index (IDM) and Social Resilience Index (IKS), Economic Resilience Index (IKE), Ecology Resilience Index (IKL).

The picture shows distribution map IDM and IKS, IKE, IKL Regency / City Province East Java 2019. Quadrant I show areas that have an IDM and IKS, IKE, IKL above the average. Quadrant II shows the position of the region with the IDM above the average and IKS, IKE, IKL below the average. Quadrant III shows areas that have a IDM and IKS,

IKE, IKL below the average. Quadrant IV is the position of the region with the IDM below the average but IKS, IKE, IKL above the average.

Distribution map of IDM and IKS Regency/City Province East Java in 2019 was spread in quadrant I with 11 regencies/cities and in quadrant III as many as 10 regencies/cities. The 11 regencies/cities that are in quadrant I already have several villages that are categorized as developed, while the 10 regencies/cities that are in quadrant III are dominated by villages that are categorized as developing. It can be concluded that the majority of regencies/municipalities have good IDM and IKS in the developed and developing categories. Next is the distribution map for IDM and IKE at most is in quadrant III with a percentage of 50% Regency/City in East Java. Means still many Districts/Cities that have IDM below 0.6835 and IKE below 0.6147, even though 34% districts/cities in East Java have IDM and IKE above the average. Number of distribution maps Regencies/cities that are in quadrant III showing the existence of a number of village categorized disadvantaged villages in East Java, therefore need support to enhance the economic resilience index.

The distribution maps of IDM and IKL are still dominated by quadrants III and I. There are 43.33% or 13 districts /cities in quadrant III. A total of 33.33% or 10 regencies/cities are in quadrant I. The majority of villages located in 23 regencies/cities spread over quadrants I and III are mostly in the developing category. It can be said that the IKL of the Regency/City of East Java Province is also quite good but still needs to be improved. Of the three indices forming the IDM, IKS has the highest value, followed by IKL and finally IKE.

Village development in Indonesia could be seen from three composite indices that have been explained in study theory and statistics descriptive. Several European countries and China have long implemented level or classification related to villages. Economic growth at the village is in close relation with the level of life population and social development in rural areas. Village status based on standard life China's rural areas are classified in six types of economy: Villages that are survival is hard, difficult living (to make a basic living), try to enrich, eliminate poverty, become rich, and prosper. Meanwhile, in Europe, rural areas are divided into remote areas, medium, and integrated economies (Jiajun, 2008). Beside status village being scored, resilience of the village community is also assessed from various aspects, namely social aspects including social justice, social networks, social trust, and interaction between stakeholders. Economic aspects include livelihoods and household income. Aspects of government including leadership and institutions include government structure, transparency, and participation. Service aspects include infrastructure and security. Finally, the community aspect

which consists of a sense of belonging, adaptability, and level of satisfaction (Zhang, 2019).

Village status and social resilience indicators applied in China are unconsciously implemented in Indonesia through IDM consists of three composite indices and various type indicators. Between three composite indices IDM, Social Resilience Index has an average value of highest in the Regency/City of East Java. It shows IKS indicators have worked, which are social capital includes solidarity social between communities with maintaining mutual cooperation, public tolerance that deals with religiosity, the use of various languages, communities secure feeling and still maintaining siskamling, and social welfare. Social capital development processes in the form of strong interaction between communities are crucial, strong interaction will produce capacity adaptation and good community management (Suroso,2020). Villages that have excellent IKS has used to do mutual cooperation activities, availability of public space, sports facilities, safety and tolerance with the result that it created a social well-being.

Social Resilience Index is also seen from the health contexts, this supported by adequate health service and public empowerment for health is adequate, marked with availability of health infrastructure (accessed in less than 30 minutes), supported by the availability of health workers, midwives, doctors, and other health workers scattered throughout the villages. Another important aspect is education, with access to basic education less than 3 kilometers, junior and senior secondary education less than 6 km and even non-formal education consisting of eradicating illiteracy, PAUD activities, ABC package learning center activities, and access to skills/specialty training centers began to be implemented in villages. This can increase the IKS and more equitable development in rural areas. In social perspective, public facilities in education and health are accessible (Xaverius, 2021). Other indicators that form IKS are residency/settlements towards access to clean water and proper drinking water, sanitation access, disposal spot, electricity access, and access information communication (telephone, television, and internet). 11 Regencies /Cities with high IKS and high IDM indicate that the majority of the villages are categorized as developed villages. Settlements in developed villages have better access to clean water, improved sanitation, and better communication information which helps closer access to trade and the economy (Xaverius, 2021).

Based on information on distribution maps and IDM data in East Java, improvements are needed in IKE areas. Some indicators that need to be improved are the diversity of village community production through various economic activities, the availability of a trading service center in the form of food stalls, drinks, restaurants and lodging. Livelihood population village majority is farmers, laborers, industry house stairs, and

trade. Government could start developing system management on agriculture products through Bumdes and synergize with the local human capital. The rural economy can be improved by increasing the rural non-agricultural industry that relies on local resources, for example by encouraging local-based processing industries. The rural economy will continue in the long term by cultivating rural entrepreneurs who play an important role in the revitalization and transition of rural areas. (Qin, 2020). If the agricultural sector is still the main focus for rural communities, it's crucial to create a revitalization strategy to balance rural development by implementing a rural revitalization strategy, accelerating agricultural and rural modernization comprehensively (Bai, 2021).

Other economic resilience indicators such as population access to trade centers, access to logistics distribution and regional openness are some of the indices to support economic activities successfully. Successful economic activity has strong relationships between rural transportation, so the development of transportation infrastructure is the main priority to ensure the establishment of distribution access and ensure the establishment of an open socio-economic system (Qin, 2020). Moreover, access to financial institutions, credit and economic institutions (BUMDES/BUMDESMA) was built to facilitate communities. Developing rural areas is not only related to territory or geography, but also the condition of people who are marginalized and economically disadvantaged (Putong, 2022). This it is affecting nonoptimal access to logistics distribution, less availability of financial aspects and credit institutions is one of the issues to face to increase the economic resilience index.

Environmental/Ecological Resilience Index has good enough to support IDM, however concerns need to be set on the shaping indicator. IKL covers quality environments like water, waste, air and potential pollution vulnerable disaster as well as responsive disaster in area. Some methods to increase IKL performance are action responsive disaster, path evacuation, route evacuation, warning early, and availability equipment handling disaster available with good. Local government (Pendes) must have good power support to be able to do anticipation for the possibilities occur disaster with to do training responsive disaster. An Increase in the ecological resilience index can be obtained by reducing the potential disaster, thus will also reduce the real event disaster, as well as having good disaster mitigation.

The results of the distribution map of three indices IDM shows the difference IKS, IKE and IKL. IKE score has low value compared to the other two indices. Only the independent village and advanced village have good IKS, IKE and IKL. The variousity of characteristics of each villages in East Java, legal village constitution and IDM composite

index mapping provides legal clarity and assurance pertaining to system state administration in order to provide justice for community village, professional, effective, efficient, and responsible village, strengthening the economy as well as tackling the inequality development and strengthening village community as the subject development. More of developing villages in the Regency/City of East Java needs to be escalated through implementing program activities in accordance with IDM indicators and supported by the government policies and increasing the village potential contribute to improve village status.

Village potential which consists of physical and non- physical potential should be managed properly in order to provide benefit for the community. Physical potential are homeland, climate, geographic environment, animal livestock and human resources. Meanwhile, non-physical potentials are community with various characteristic interaction, social and educational institutions, organization community community and village officials (aparatur & pamong), (Endah, 2020). A good partnership or cooperation between the government, private sector and the community is necessary to develop and manage physical and non-physical potential. Therefore, the East Java government provides a strategy to increase the village potentials in several areas, including:

1. LUMPANG BUDE (Lumbung Pangan BUM Desa). A Bumdes application in East Java that can help people to shop groceries cheaply. Free shipping in cooperation with PT Pos and payment via COD.
2. BUMDESA CLINIC is the facility of BUMDes through SINANDO (Sinau Nang Ndeso), containing the BUMDes Database, Online Learning and facilitating Collaboration in Capital Marketing.
3. PAMAN DESA (Penguatan permodalan BUMDESA) managing economic trade between communities and disposal management.
4. JATIM PUSPA (Women's Business Empowerment), is a women empowerment innovation for business capital assistance.
5. DESA BERDAYA. A program that gives a reward for 100 million rupiahs for every village that can improve their status to become an independent village.
6. BIBIT JAMUR BANK (Technical Guidance and Cheap Borrowing Through Banks).
7. SAPA DESA (Village Data Collection Application System) is a fast way to present primary village data, as the basis for planning and budgeting, analysis and monitoring progress of village development in East Java province.

8. SIMANIS is a fastonline service to get a cover letter to get ID cards, management of birth certificate, death certificate, marriage, moving permission, etc in 1 minute.

9. PENYETAN BUNDA, a rescue for UPK assets through joint BUMDESA. This is a plenary approach in construction BUMDESA as a main drive for rural economy recovery.

5. Conclusion

Based on the results of research and discussion, the conclusion is that the majority of villages in the Regency/City of East Java Province have the status of developing villages. The number of Disadvantaged villages is quite copious and there are still two very Disadvantaged villages in 2019 causing the unfulfilled comprehensive development. The condition of villages in the Regency/City of East Java Province can be seen from the three composite IDM indexes (IKE, IKS, and IKL). It shows that the Social Resilience Index is the best distributed index with the highest average index value due to the already embedded social activities and solidarity of the people of East Java. Furthermore, it is followed by the Environmental Resilience Index which has quite well developed in Regency/City villages in East Java. The focus that must be considered in maintaining the Environmental Resilience Index is the importance of maintaining the quality of the village environment and the importance of the village's role in dealing with disasters. The Economic Resilience Index which has an uneven distribution and has the lowest average index value compared to the other two composite indices. Efforts must be made to increase the diversity of local community production which is supported by the potential possessed by each village. The potential of the developed villages will be supported by strategies implemented by the East Java Provincial government including Lumpang Bude, Klinik Bumdesa, Paman Desa, Jatim Puspa (Women's Business Empowerment), Desa Berdaya, Bibit Jamur Bank, Sapa Desa (Village Data Collection Application System), Simanis, and Penyetan Bunda.

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