

Research Article

Evaluation of the Quality of Development in Klaten Regency, Central Java Indonesia

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Abstract: This research aimed to conduct an evaluation on development performance from the community's perspective. This study also identified the community's aspiration on development issue. This result of research would be expected to be input to Klaten Regency's Government in defining the priority of development through APBD (Local Income and Expense Budget) of 2018.

The method employed in this research was survey one. The sample was selected using "random sampling technique conducted in 138 survey location points. The research specified standard margin error of 5% at confidence interval of 95%. A total 798 respondents were used as the sample.

The result of research showed that community has positive perception on the quality of development in Klaten Regency. Development sector still needing improvement for its quality included: (1) people farming; (2) SME sector's role; (3) creating more job opportunities; (4) local government's stronger commitment to eradicating corruption, collusion and nepotism; (5) public service. Development and service sector appreciated positively by community included: (1) education; (2) health; (3) infrastructure; (4) social help distribution; (5) security, social orderliness and community protection.

Keywords: Aspiration, Evaluation, Performance, Development.

Introduction

Law No. 23 of 2014 brings a consequence to the local government's workload. Considering this regulation, governmental affairs are divided into three: absolute, concurrent, and general. Concurrent governmental affairs are the one shared between Central and Local provincial and regency governments. Central government gives the region discretion to conduct development in its region according to local potency. It means that local government is authorized to plan and to implement the development existing in their own region.

Local development is entire development implemented in region and involves community life aspects, implemented in integrated manner by developing self-help, mutual cooperation, and community participation actively. Local development is directed to utilize maximally the potential natural resource and to develop human resource by improving life quality, skill, and initiation with government's guide and aid. Development is adjusted with local potency by empowering community and based on community aspiration aiming to improve life quality. Local development should bring about the change into community life. Development is the changing process involving all social systems, including politics, economy, infrastructure, defense, education and technology, institution, and culture (Alexander, 2002). Similarly, it is mentioned in article 258 clause 1 of Law No.23 of 2014 stating that the region implement development to improve and to distribute community income, job opportunity, and business field evenly, and to improve access and quality of public service and local competitiveness. This successful development is expected by

entire community as the object of development. In addition, the successful development also becomes the parameter of a successful local government.

A successful development should be measured as the parameter of a successful program and as the input to plan the next-year budget. The successfulness can be measured by conducting an evaluation on development. Generally, the term evaluation can be equated with appraisal, rating, and assessment, the words representing an attempt of analyzing the result of policy in the sense of its value unit. In more specific sense, evaluation pertains to the production of information about value or benefit of policy result (Dunn, 2003:608). Crawford (2000; 30) stated that the objectives and or the functions of evaluation are to find out whether or not the objectives specified have been achieved in the activity, to give objective observation on the product behavior, to find out the ability and to determine feasibility, and to give feedback to the activity conducted. The end objective of evaluation is to give materials of consideration to determine or to make development policy in the next fiscal budget, initiated with a systematical data collection process.

Considering the background aforementioned, Klaten Regency should conducted an evaluation on the performance of development from community's perspective and to screen the community's aspiration for the next development plan. Community participation in evaluation on development is very important because community is the subject and the object of development all at once. Currently, development paradigm puts the community to be the main actor of development.

“Development task is the responsibility of all community components rather than that of government only” (Siagian, 2007: 142). It means that government serves not only as provider and executor, but also as facilitator and catalyst of development dynamics. Article 261 clause (1) of Law No.23 of 2014 also explains that development planning and implementation, the region uses technocratic, participative, political, and top-down and bottom-up approaches. This article implies that the local development should be in line with the national one, while remaining to pay attention to local condition and local people’s need. For that reason, participative approach is very desirable in making the local development successful, so that the result can be felt directly by the community. Community plays an important role from planning to evaluation on the development. Community participation in evaluation on development is expected to be the input to the implementation of next development.

Some previous studies have been conducted related to this topic. Abdol Aziz Shahraki in his study entitled *Regional development assessment; reflections of the problem-oriented urban planning*. This study discussed the development planning in urban areas. This study highlights the local difference or characteristic affecting development process. It also gave a review on development been conducted in the past, present, and future in disadvantaged areas. This study found that a sustainable development is needed and so is the urban modeling development program to guide other cities in conducting development. Another study entitled *The performance of Regency/City Development in Jambi Province* was conducted by Raina Damarsari. This study analyzed the level of development performance in regencies/cities in Jambi province and categorized regencies/cities by economic, human resource, and infrastructure development performances. This current study is different from previous studies as it views development quality from community’s perspective. It is because community is the one feeling the product (result) of development.

Method

This research took place in Klaten Regency. Klaten Regency consists of 26 sub districts divided into 391 villages and 10 kelurahans. The research or data collection was conducted on August 2018. The sample was selected using random sampling technique based on survey location point. Every sub district has 5-6 survey location points. A total of 798 respondents were selected distributed in 138 Villages/Kelurahan as survey location point. There were 6 respondents in each of survey location points. There were 780 analyzable data. The sampling framework used was Permanent Electorate Data of Klaten Local Leader Election in 2016. This survey specified margin error of 3.5 at significance level of 95%.

The research instrument used was closed-ended questionnaire with face to face interview being the technique of collecting data. Data of research was analyzed using simple statistic analysis technique to find out the frequency of answer for individual question items. For research purpose, data analysis was conducted with cross tabulation help.

Result and Discussion

The development conducted by government aims to achieve the prosperous community. The community welfare will be accomplished by conducting a target-appropriate development according to the community’s need. Community participation in development becomes a means of accommodating the community’s need. Community participation is an important element to a successful development (Sumodiningrat, 1998). Conyers (1991) revealed three main reasons why community participation is so important in development: (1) community participation is a means of acquiring information on condition, need, and attitude of local community, without which the development program and project will fail, (2) community trusts in the development program when it is involved in the process of preparing and planning it, because community knows the detail of project better and has sense of belonging to the project, and (3) participation is the community’s democratic right in its participation in development.

Community participation in development in Klaten Regency is conducted, among others, by screening the community’s perception and aspiration on the quality of development. The result of community’s perception can be a material to make an evaluation on development implementation and development planning in the next fiscal year. Koiruddin (2005:151-152) suggested some points to be considered before planning development: problems faced closely related to the existing resource availability factor; goal and targeted plan to be achieved by the executor; policy and the way of achieving goal and target based on the best alternative; elaboration on concrete programs or activities; and achievement period that should take the followings into account: (a) coordination between stakeholders; (b) consistency with social-economic variable; (c) the presence of priority scale determination. The result of survey also indicates the community’s aspiration on development priority.

The first survey was conducted on local compulsory affair, primary service. The first primary service is education. Survey of education quality was conducted on household respondents with children enrolled in Elementary and Junior High Schools. The result of survey showed that generally, community gives positive appreciation on the quality of education service. Overall, positive grade of school service indicator in Junior High School is relatively better than that in Elementary School. However, the grade of school tuition burden indicator in Junior High School does not reach round number (100%). It indicates that at school tuition level of Junior High school, some households still perceive heavy burden. The quality of education service should be improved continuously corresponding to the community’s need and aspiration. The result of survey showed that library facility should get serious attention as it becomes the first aspiration in improving education service quality. Service quality belongs to fair category in both elementary school and junior high school. The improvement of quality should also be improved in the terms of building facility, school environment, and teacher quality. The improvement is particularly directed to Elementary School because this achievement grade belongs to fairly good

category.

The second primary service is healthcare service quality. Survey was conducted to measure the community's perception on Public Health Center (Puskesmas) and inpatient services. The result of survey on perceived service quality indicates that the implementation of primary healthcare service/ Public Health Center has been on good level going to the very good level, but viewed from service index score based on the problem encountered in the field, the service of Public Health Center belongs to fair category. Therefore, it should be improved. The improvement can be accomplished based on community's aspiration successively in descending manner as follows: improving drug availability; reducing waiting time; improving the officers' work discipline; reducing treatment tariff/offering free treatment; increasing the number of medical workers and physicians; improving physical facilities of building and environment; and improving the officers' hospitality and care.

The result of survey on inpatient service indicates that RSIK becomes the community's primary choice in getting inpatient service. RSIK is perceived more positively in the six indicators suggested. RSUP STN and RSUD BW are perceived more positively in one indicator only. RSUD BW is perceived positively in more affordable tariff/cost indicator and RSUP STN is perceived more positively in equipment completeness indicator.

The third primary service is infrastructure development (construction). A survey was conducted to measure perception and aspiration on infrastructure construction in Klaten Regency. The construction of road and environment infrastructures in the last year is appreciated positively by community. Community filed four proposals to improve the quality of infrastructure and environment development. The proposals mostly prioritized by the community successively in ascending manner are: road repairing, road lighting and security, infrastructure and waste management, and drainage improvement.

The fourth primary service in screening the developmental aspiration and perception in Klaten Regency is settlement construction. The result of survey showed that community appreciates their settlement environment arrangement development well. Sub districts needing attention in the term of developing settlement environment arrangement are Bayat, Ceper, Delangu, Jogonalan, Tulung, and Kemalang. The result of survey on water availability shows that overall the availability of clean water in Klaten Regency is very adequate.

The fifth primary service is social development and poverty. A survey on social development and poverty can be seen from the perception on the quality of social grant distribution such as *raskin* (rice for the poor), KIP and KIS. The distribution of social grant (*raskin*, KIP and KIS) is appreciated positively. Most members of community (89%) consider that the distribution of social grant is sufficiently satisfactory, satisfactory, and very satisfactory. Meanwhile only few of them (8%) considers it as dissatisfactory. This data indicates that generally the distribution of social grant in Klaten Regency has been good. Nevertheless, there are some

weaknesses in social grant distribution. The problems mostly complained successively are: misdirected, uneven distribution, and not fulfilling the feeling of justice.

The sixth primary service is security and community protection. The result of survey on the perception and aspiration on security and community protection shows that majority people perceive that the security condition is good. Attention should be given to certain sub districts such as Bayat, Ceper, Delangu, Gantiwarno, Jogonalan, Klaten Utara, and Tulung. Attention should be paid to the following problems: adolescent mischief, alcohol abuse, and free sex. Particularly in relation to alcohol abuse and free sex, some urgency needs immediate handling.

Service should be provided comprehensively without discrimination. Public service should be affordable to all community classes. Denhardt and Denhardt (2003: 24) revealed that the true owner of public interest is community. Similarly, Dwiyanto (2008:149) stated that the main objective of public service is to fulfill the user citizens' need in order to get the expected and satisfactory service. Therefore, public administrator or government should focus its attention on the responsibility of catering to and empowering citizens through public organization management and public policy implementation.

Non-primary service local compulsory affair on which this survey focuses its attention is the quality of demographic, manpower and unemployment, and trading and SME developments. The result of survey on the quality of demographic development and family planning shows majority people appreciate the successful birth rate controlling. The community's appreciation to improve the successful Family Planning program is accomplished through promoting Family Planning more intensely, improving the role of Family Planning extension officer, and other government apparatuses, and revoking childbirth cost subsidy for the childbirth of more than two children.

The result of survey on manpower and unemployment shows that in the last year people complain about the tendency of seeking job and obtaining income more difficultly. Those stating the difficulty of seeking job and getting income are (22%) more than those stating the easiness of seeking job and getting income. This data indicates that the development of people-economic (working/family income) sector has not run maximally yet.

The last non-primary service local compulsory affair is the quality of trading and SME development. The data coming from the result of survey on basic need price indicate the local government's success in controlling inflation and basic need price within society. The community considers that the local government controls inflation and basic need price successfully. Meanwhile, the result of survey on the Regency Government's quality in promoting SME sector is still appreciated less maximally. Considering this, there are three aspirations in promoting SME sector: providing business capital, building production management and marketing, and finally providing business space.

Majority Klaten people are farmers. It makes farming sector

one of sectors needing serious attention. Nonetheless, the maximal attempt should be taken to help farmers improve their crop. The community's aspiration in improving crop includes easy and low-cost fertilizer and agricultural medicine supplies. The improvement of development quality should be accompanied with law enforcement in eradicating Corruption, Collusion and Nepotism. Law enforcement in the attempt of eradicating Corruption, Collusion, and Nepotism in Klaten Regency Government is still appreciated fairly positively, despite data indicating the less maximal law enforcement in Klaten Regency Government.

The quality of Klaten Regency Government performance in providing community service in one last year is appreciated fairly positively. Demographic administrative service occupies the first rank mostly complained by the people. Information access and healthcare institution service are on the second and third ranks.

Leader plays a very important role in local development. Leader is the member mostly affecting its group activity and playing an important role in formulating and achieving the objectives of group. A leader is the one who translates influential thought (idea), action, and activity and does the works. It means that leader always involve a number of power problem (Kartini Kartono, 2003: 27). For that reason, the role of leader is very desirable in motivating its subordinate to work optimally so that the target-appropriate development can be achieved. Similarly, Setiawati (2000: 7) stated that Leader is the one in charge of directing and coordinating the activities existing in the group tasks. A leader is the one due to his personal competency, with or without official assignment, can

influence the group he leads to direct a cooperating attempt in order to achieve certain goal.

A survey was conducted on Sri Mulyani's leadership from the perspective of politics and effectiveness of local government bureaucracy leadership. Sri Mulyani's leadership viewed from political aspect is still high in the terms of popularity, people satisfaction and acceptability. The community's aspiration in promoting Klaten is economic sector and apparatus performance. Viewed from bureaucracy leadership aspect, Sri Mulyani is still good. The aspiration conveyed by State Civil Apparatuses in improving performance includes eradicating corruption, conducting evaluation and acting on firmly the officials with poor performance, and paying attention to illegal levy issue.

The last survey was conducted on development communication. Communication is an integral part of a community development, because development aims to build human comprehensively needing the process involving communication operation. Development movement directs subsystems in development entity to move in line with the objective of development. One of those subsystems is communication and information. The change intended in development is of course the change into the better or the more advanced one. Therefore, the role of communication in development should be related to the direction of change. It means that communication activity should anticipate the development movement. To be directed well toward the goal, a tidily and systematically arranged and strategic plan is required to develop communication and information.

Table 1 community's perspective on development quality and aspiration in Klaten Regency in 2018

No	Development/Government Field	Performance Quality	Improvement Aspiration
1	Primary Education (Elementary – Junior High School)	Positive	Providing free textbook Improving teacher competency Relieving school tuition
2	Primary Healthcare/ Public Health Center	Positive	Improving medicinal supply Reducing waiting time
3	People Farming	Fairly Positive	Improving the officers' hospitality and discipline Providing subsidized fertilizer and agricultural medicines adequately Providing subsidized superior seed Physical infrastructure to ensure water availability Improving the role of agricultural extension officer
4	Micro-, Small-, and Medium-Scale Enterprises (SMEs)	Not positive yet	Providing business capital grant Management and marketing aid Providing business space
5	Road and settlement environment infrastructure	Positive	Repairing road infrastructure Road lighting and security Infrastructure and waste management
6	Social grant	Positive	Problems: 1. Misdirected 2. Uneven distribution to all of those entitled 3. Fulfilling the feeling of justice inadequately
7	Economy: Job opportunity and income	Not Positive yet	Creating job opportunity and improving income

	Economy: Inflation and basic need price increase	Fairly positive	Controlling basic need price
8	Law enforcement and corruption eradication Business sincerity, law enforcement, and corruption in regency government environment	Still positive Not maximal yet	
9	Government public service	Fairly Positive	Public service prioritized to be improved: 1. Demographic administration service 2. Information access service 3. Licensing Service 4. Service in Village/Kelurahan Office

A survey on development communication was conducted to find out the community's understanding on communication channel used as the bridge between community and government. The result of survey showed that community reports more service problems to the Regent, but the not-reporting rate is fairly high as well. The reporting more preferred is the one through social media. However the popularity of Klaten Regency Government's four social media is still low.

Table 1 describes the summary of research result on the community's perspective on development quality and aspiration in Klaten Regency in 2018. The community's aspirations that can be followed up by Klaten Regency Government are as follows:

1. Education: Providing free text book, improving teacher competency, relieving school tuition
2. Healthcare: Improving medicinal supply, reducing waiting time, improving the officers' hospitality and discipline.
3. People-farming Development: Providing subsidized fertilizer and agricultural medicines adequately, providing subsidized superior seed, physical infrastructure to ensure the smoothness of farming irrigation.
4. SMEs Economic sector: providing capital grant, management and marketing grant, providing business space.
5. Infrastructure construction: road repairing, road lighting and security, infrastructure and waste management.
6. In relation to social grant service, the problems needing follow up are, among others: misdirected, uneven distribution to all of those entitled, fulfilling the feeling of justice inadequately.
7. Economic sector: creating more job opportunities and controlling basic need price.
8. Public service and government sector: demographic administrative service, information access service, licensing service, village/kelurahan office service.

Conclusion

Klaten Regency Government implements the development policy by emphasizing on priority strategy. The limited resource it has can be maximized to implement the policy strategy in the attempt of fulfilling the community's aspiration, demand, and wish (HEART). This research, in addition to revealing the community's perception and assessment on the

implementation of development and service conducted by Klaten Regency government, also identifies the community's aspiration. The community's heart-oriented development priority will encourage the creation of democratic state governance. It is the state governance from, by, and for the community (people).

Information on the community's perception and aspiration on the local government performance should be provided periodically. Such research can be supplement to complement the model of evaluation on local government performance by official institutions. Generally, monitoring and evaluation conducted by government's official institutions tend to measure the performance from internal bureaucratic aspect with the target gain values viewed from effectiveness, efficiency, economy, accountability, and responsibility aspects. The internal bureaucratic measurement should be compensated with the information coming from the service users or the target of development and government implementation.

This research is faced with two options: general and specific perception scopes. General perception scope includes all aspects of government and development implementation. Meanwhile, specific scope is directed to the perception on certain service that is not known and felt by all members of community. Further research is expected to give higher portion to specific scope. Thus, the result of research will provide more information on the community's perception on service with specific target users.

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