IMPROVING LOCAL DEVELOPMENT PERFORMANCE IN SELECTED PROVINCES

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Abstract

Many ways can be used to measure local development performance. It can use economic, social, or environmental indicators implemented in each area. This paper analyzes the using of human development indicators to measure local development performance. The result of the measurement is used to improve local development performance through the achievement of Millennium Development Goals and human development indicators. Based on some provinces experience, there are some stages that can be done to improve local development performance, that are (1) indicators choice, (2) data arrangement and analysis, (3) planning and budgeting, (4) implementing, (5) monitoring and evaluating, and (6) improvement. But, in fact, there are some requirements in implementing the stages said above, they are: (1) the availability of uptodate, relevant, and qualified data, (2) strong political goodwill and commitment, (3) local capacity to handle data collecting and analysis, planning and budgetting, and also monitoring and respons, (4) social empowerment and local participation.

Keywords: human development indicators, improvement, local development, performance

1. INTRODUCTION

One the aim of local autonomy policy is to increase the community welfare through local development implementation that is spread evenly. The essence of local development as implemented of the Law No. 32/2004 is to create autonomous local government. Related to this concept, the execution of local autonomy has been oriented to the increasing of the community welfare focused to absorb local people needs that rise in the community. Hence, local governments are responsible to implement better local development performance. It means local development should have a good performance based on some indicators that take sides to community welfare.

In the beginning, economic indicators were used to measure local development performance, like GNP (Gross National Product) or GNP/capita. Based on empirical data from many countries, it showed that GNP cannot reflect the real people's quality of life. Though many countries might have high GNP/capita unfortunately it doesn't mean that their community has good quality of life. Those data proved that quality of life is unequal with GNP/capita (Arief, 2000).

Recently, social and environment indicators are more used to measure local development performance than economic indicators. But, the problem is, it is not easy to create compatible, valid and reliable indicators to measure local development performance comprehensively. This paper will try to analyze some indicators that used to measure local development performance especially social indicators.

2. DEVELOPMENT DEFINITION

The essence of development is change the existing state to better condition (Tjokroamidjojo and Mustofadidjaja, 1992). So that development activity should be done directed and planned. It means the step and goal to be attained, must be defined and cleared.

Black (1991) said that "Development is such term. It has no precise meaning, no generally accepted definition". Moreover, it is appropriate with the essence of development above; Bryant & White (1987) gave the meaning of development as "people capability improvement to influence their future". It means development activity done not only give the possibility to group of people to plan and to do change, but also should able to give opportunity or chance to an individual to do something or to do changes for their future.

The implication of the meaning above is: first, pay attention to "capacity" that is what should be done to develop community and an individual capability to make changes. Second, arrest "justice" that is to eliminate unfair attention to certain group because it will destroy and reduce their capacity. Third, arising of power and authority, in meaning if only community has certain power and authority, so they will take development benefit (Bryan & White, 1987).

The essence of development definition above is the necessity of community involvement and participation, individually or together in every development activity. Actually, development is an effort series done continually to reach the level of community life that is prosperous extrinsic and intrinsic. The effort is done through the exploitation of potent that is had qualified human, capability, and the progress of knowledge and technology, and also pay attention to global developing threat. Sustainable development is done continually in all aspects of life, so people feel save, comfort, secure, and they can work well and love their country.

3. LOCAL DEVELOPMENT

Local development can be defined as the development that implemented by local government and its community as concequence of the execution of governance affairs that become local authority. Besides the definition above, if it is related to development definition (a growth effort and planned changes that done aware by a nation and a country that implemented aware by government and community toward national building), so local development are:

a) Changes processes that implemented in local scale or local autonomy
b) The local development orientation is the incresing of social service quality and providing medium of satisfied infrastructure.
c) Local development has be able to support community participation

Local development is basically integral part of national development system that is implemented by all component of community and government acoording to local intiative. In this context, local development planning can not be drifted from the system of national development planning. The needs of local development planning is related to local autonomy paradigm that give local right, authority, and responsibility to arrange and to manage its household due to its needs.

At national level, Indonesia government has commitment to human development approach through the publication of Human Development Report at natioanal level regularly, Millennium Development Goals report annually, and the integration of human development indicators into long and medium term national development planning. Besides, since 2006,

central government has been alocating part of general allocation fund (*dana alokasi umum/DAU*) to the expenses for human development index improvement.

At local level, Millenium Development Goals (MDGs) and Human Development Index are using as flexible and innovative tools to place community in the center of development effort in order to determine a better human resources target and to trace a adequate development performance. Development target that will be reached is different in all provinces in Indonesia to describe specific needs and each area condition, and also helping to reduce local gap.

Based on above description, it is not astonishing when human development become reference to see how far local development realized. Aceh, Gorontalo, West Java, and DKI Jakarta are the examples of local government implemented human development as a basic of their local development.

4.   HUMAN DEVELOPMENT

Human development combine ability and basic needs approaches which stressing greater to human ability to lead a life that their want and the enhancement of subtantial choices that their have. Human development framework is based on the idea that while economic welfare can help people to lead a life better and freer, but another factors like education and health influence people freedom quality. Human development helps people to go through healthier, long and educated life (UNDP, 2007).

The human development concept is introduced firstly at 1990 as an effort to exceed the limitation of development approach, without ignoring income as welfare measurement. The basic difference between previously approach that is income oriented and human development approach lies on the last focus on community placing in development center. The concepts covered by human development approach are productivity, equity, sustainability, and empowerment that are interesting to describe in an index number. The four important component of human development paradigm can be described as followes:
   (1)   Productivity; Community should enable to improve their productivity and fully participate in improvement process of income and work that is profitable.
   (2)   Equity; Community should have access to the same chances. All barriers to economic and politic chances should be eliminated, so people can participate in, get benefit from the chances.
   (3)   Sustainable; Access to the chances should be make sure not only to present generation, but also to next generation. All forms of capital – phisical, human, environment – should be improved.
   (4)   Empowerment; Development should be executed by community, not only for them. Community should participate fully in deciding and processing their determined life.

Millennium Development favored MDGs or Millennium Development Goals are a human project committed by UN members include Indonesia in September 2000 at global high level conference that emerged Millennium Declaration. It is a global iniciative to reduce the number of poverty people become half in 2015.

The eight MDGs listed below guide the efforts of virtually all organizations working in development and have been commonly accepted as a framework for measuring development progress:

   1.   Eradicate extreme poverty and hunger
   2.   Achieve universal primary education

3. Promote gender equality and empower women
4. Reduce child mortality
5. Improve maternal health
6. Combat HIV/AIDS, malaria, and other diseases
7. Ensure environmental sustainability
8. Develop a Global Partnership for Development

At the meanwhile, Human Development Index uses life expectation, education achievement, and income to measure human development progress in the difference country. This concept tries to rank the whole countries in 0 scale (as the lowest level of human development) until 1 (the highest level of human development) based on three of the aims or products of development, that are: (1) life level expectation, (2) knowledge that is measured by weighted mean of adult people that can read (weighted 2/3) and the average of school year (weighted 1/3), and (3) income that is measured by real income per capita that has been appropriate, that is fitted according to each country purchase power and the assumption of income marginal utility decreasing rapidly.

The further explanation will be focused on the indicators of Millennium Development Goals (MDGs) and Human Development Index as local development performance measurement. Based on the indicators above, local government can create some strategies to improve local development performance.

5. HUMAN DEVELOPMENT INDICATORS

Before describing human development indicators, it is necessary to explain the requirement of indicators. In some literatures, we can see that performance indicators should be specific. It means that the indicators should be clear, no possibility to be miss understood. Another requirement is measureable. The indicators have a unique term so they can be measured accurately. The next requirement is attributable. The performance indicators that have been determined should have benefit for decision making. Then, performance indicators should be relevant. It means that they should be appropriate with program scope and they can describe causality relationship among them. The last requirement is timely. The performance indicators that have been determined should be supported by data and reported on periodical time as a decision making material.

In this part, there is no in-depth explanation about the requirement of indicators human development. It is assumed that the human development indicators have fulfill the requirement of good indicators.

The Eight Millennium Development Goals consist of 21 quantitative target and they can be measured by 60 indicators (see Appendix 1). While, Human Development Index consists of three dimensios and four indicators as described below (Figure 1).

The use of human development index help local goverment to identify the areas that have low progress of their development. It also can help local government to allocate its budget in order to accelerate human development implementation.
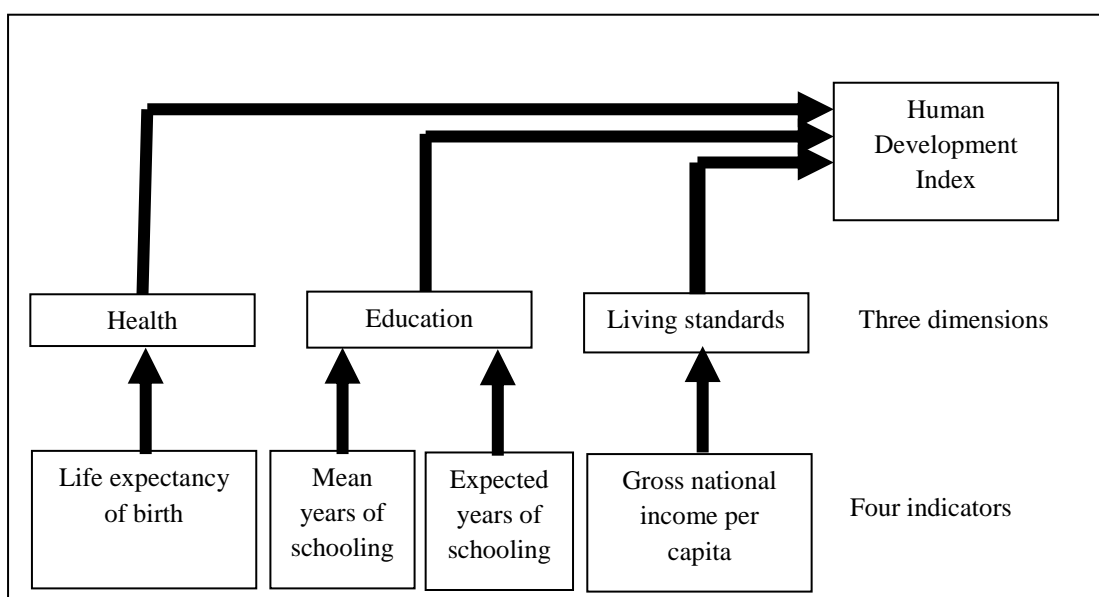
Figure 1 The Human Development Index Dimensions and Indicators (UNDP, 2010)

In the further explanation, it can be seen some strategies that are used by local government to improve local development pervormance. Some provinces have been succeeding to implement human development approach. Although the using of the approach is still in the initial stage, but there are some successful stories and lesson learned that give knowledge about goal toward. For example in West Java, government strategy is to reach province human development index about 80 in 2015. This strategy – West Java 80 – priorities the program that promote human development index improvement. The regencies are supported to propose proposal to Regional Development Planning Board (*Badan Perencanaan Pembangunan Daerah*). Program or project will be approved competitively if it contributes to regency human development index improvement. In Aceh, government lies on the beginning step of human development index using to inform budget allocation in order to determine the target of underdevelopment areas and to fix sector priority.

Gorontalo Province uses human development index to identify area that have poor development performance. It means Gorontalo focuses on human development index as basic indicator to trace development progress. The indicators that are fixed in this index are life expectancy at birth; adult literacy rate; ratio of primer, secondary, and tertiary rough participation, and gross national income per capita.

Gorontalo is an example of great political goodwill implementing to place human development indicators on center of policy making. This matter comes from Governor's push to make sure regent, mayor, and local legislative to adopt human development index as prime reference point for development planning and budgeting. A Memorandum of Understanding was signed on April 2008 and it was committed by governor, regent, and mayor. They committed to reduce the number of poor people in regency, with budget allocation for districts that have human development index lower than province human development index as target.

The focus on human development index become a local issue after there is specific job about the creating of Human Development Report in Gorontalo and the arrangement of human development index that are taking place since 2007. The human development index is clearly discussed in province and regency as prime measure tool for development in Gorontalo and finally it was adopted as official development indicator on 2008.

Gorontalo focuses on 15 districts that have human development index lower than province human development index. And then province government has allocated 30 percent of province budget to the districts, while in the same time shouted to regency government to do the same matter. Basically, this allocation not only was intended to handle poverty problem, but also to cover all human development index indicators.

The same with some provinces above, South East Celebes Province also implement MDG's achievement to evaluate its local development performance. Table 1 shows MDG's achievement in Wakatobi Regency, one of regency in South East Celebes Province. From Table 1, we can see that some indicators like under-five mortality rate and infant mortality rate have good performance. It means the indicators achievement in Wakatobi Regency better than South East Celebes and national target in 2006. While the remaining indicators still determine low performance. Based on this condition, Wakatobi Regency Government can create some strategies to improve the achievement of indicators. For example, the government can create scale of priority based on the indicators that have low performance. The scale of priority can be used as a basic to allocate budget to improve local development performance.

Tabel 1 MDG's Achievement in Wakatobi Regency, 2006

Goal	Target	MDG's Indicator	MDG's Target 2015	National 2006	South East Celebes 2006	Wakatobi 2006
Goal 1	Target 1.1	Proportion of population below $1 per day	7.50	17.75	23.37	22.94
Goal 1	Target 1.8	Prevalence of children underweight	18.00	28.70	29.38	30.00
Goal 2	Target 2.1	Ratio of pure participation (primary school)	100,00	94.70	96.87	92.04
Goal 2	Target 2.1a	Ratio of pure participation (secondary school)	100.00	66.50	86.52	59.75
Goal 3	Target 3.1a	Ratio of girls to boy in primary school	100.00	100.00		
Goal 3	Target 3.1b	Ratio of girls to boy in secondary school	100.00	99.40		
Goal 3	Target 3.3	Women in legislative	30.00	11.00	6.66	6.66

Goal	Target	Indicator				
Goal 4	Target 4.1	Under-five mortality rate	32.00	40.00	41.00	6.18
Goal 4	Target 4.2	Infant mortality rate	19.00	32.00	38.00	5.00
Goal 5	Target 5.1	Maternal mortality rate (per 100.000)	110.00	228.00	312.00	177.00
Goal 5	Target 5.2	Proportion of births attended by skilled personnel	90.00	70.89	71.63	65.42
Goal 6	Target 6.1	HIV/AIDS prevalence (per 100.000)		0.10	0.35	0.00
Goal 6	Target 6.6	Malaria prevalence (per 1.000)		13.40	14.95	7.30
Goal 6	Target 6.9	TB prevalence (per 100.000)		136.98	224.54	174.14
Goal 7	Target 7.1	Proportion of land area covered by forest	30.00	49.50	66.03	13.33
Goal 7	Target 7.8	Proportion of population using an improved drinking water source	67.00	52.10	54.00	62.21
Goal 7	Target 7.9	Proportion of population using an improved sanitation facility	65.00	68.00	64.20	47.40

Source: BAPPENAS and UNDP, 2010

6.   HOW TO IMPROVE LOCAL DEVELOPMENT PERFORMANCE?

Based on the above description about local government experiences, through the achievement of human development indicators, local government can create some strategies to improve local development performance. There are six urgently stages that have to be done by local government related to the using of human development indicators.

The first stage is indicators choice. This stage is very crucial. It means small mistake in this stage can lead to the disorganized of the next stages. As we know, UNDP has declared some Millennium Development Goals indicators that can be measured in every country. But, in fact, the indicators should be appropriated with the local condition. So, local government should be wise to determine the appropriate indicators that will be measured. It is more difficult when we talk about human development index. UNDP just mentioned four indicators, that are life expectancy at birth; mean years of schooling; expected years of schooling, and gross national income per capita. The using of the indicators needs elaboration in detail in order to be effective as local development performance.

Another problem will be appeared on stage 2 that is data finding, arrangement and analysis. It is not easy to collect data to measure human development indicators. It needs much time and many resources in its implementing, considering Indonesia's geographic is spread in thousands of islands. Data analysis is also a difficult step. It needs well trained personnel to process and to analysis raw data in order the data describe the real condition. So, the result can be used as reference to improve local development performance through planning and budgeting accurately.

The methodological approach is also be considered, since the quantitative one used at macro level can be biased easily. So, the quantitative approach must be supported by qualitative one at lower level. The lower the level of approach, the better the result.

The next stage is planning and budgeting. Planning and budgeting are based on data analysis got from the previous stage. The lower poverty ratio the greater budget allocation. The change of budget allocation is used to improve sector that have low performance, while sector that have good performance get lower budget allocation.

The fourth stage is implementing. One way that can be done in implementing stage is to support people participation in area that has low value of human development indicators. Through this way, it is expected that the acceleration of development can run faster and finally it can improve people prosperity.

Then, monitoring and evaluating is the next stage. At the beginning this function is government task, local or center. But, recently, this function can be given to community. Direct realization on the implementation of human development approach can be seen from data transparancy improvement, planning and budgeting process, and development performance. Access to development's documents is also openned, although in the past the access is limited to government officials.

The final stage is improvement based on monitoring and evaluating result. Considering the necessity to improve data collecting mechanism, to avoid data duplicated, and to get good qualified data, so it is necessary data coordination between Regional Development Planning Board (*Badan Perencanaan Pembangunan Daerah*) and Work Unit for Local Apparatus (*Satuan Kerja Perangkat Daerah*). It is also necessary to form data coordination forum that is consisted of all data makers to update human development data and indicators. Regional Development Planning Board (*Badan Perencanaan Pembangunan Daerah*) coordinate this forum and regent allocate operational budget to support all activities. The budget is also allocated to create training for all data makers, to improve their capability on data arrangement and analysis.

In this stage, the community participation is also needed. Local government should pay attention to community capacity, arrest justice, and arise community power and authority in local development implementation.

7.   CONCLUSION

In spite of the stages mentioned above are easy theoretically, in fact there are some requirements in implementing the stages above:

(1)   The human development indicators will be effective as measurement of local development performance if the availability of uptodate, relevant, and qualified data is guaranteed.
(2)   To implement human development approach to be one way to improve local development performance needs strenght political goodwill and commitment, especially from local government decision makers.
(3)   To get good result of the measurement of human development indicators needs local capacity improvement to handle data collecting and analysis, planning and budgeting, and also monitoring and respons.
(4)   The success of human development implementing as one way to improve local development performance is really depends on community empowerment and local participative.

NOTES

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Appendix 1: Millennium Development Goals Indicators

Millennium Development Goals (MDGs)	
Goals and Targets **(from the Millennium Declaration)**	**Indicators for monitoring progress**
Goal 1: Eradicate extreme poverty and hunger	
Target 1.A: Halve, between 1990 and 2015, the proportion of people whose income is less than one dollar a day	1.1 Proportion of population below $1 (PPP) per day[a] 1.2 Poverty gap ratio 1.3 Share of poorest quintile in national consumption
Target 1.B: Achieve full and productive employment and decent work for all, including women and young people	1.4 Growth rate of GDP per person employed 1.5 Employment-to-population ratio 1.6 Proportion of employed people living below $1 (PPP) per day 1.7 Proportion of own-account and contributing family workers in total employment
Target 1.C: Halve, between 1990 and 2015, the proportion of people who suffer from hunger	1.8 Prevalence of underweight children under-five years of age 1.9 Proportion of population below minimum level of dietary energy consumption
Goal 2: Achieve universal primary education	
Target 2.A: Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling	2.1 Net enrolment ratio in primary education 2.2 Proportion of pupils starting grade 1 who reach last grade of primary 2.3 Literacy rate of 15-24 year-olds, women and men
Goal 3: Promote gender equality and empower women	
Target 3.A: Eliminate gender disparity in primary and secondary education, preferably by 2005, and in all levels of education no later than 2015	3.1 Ratios of girls to boys in primary, secondary and tertiary education 3.2 Share of women in wage employment in the non-agricultural sector 3.3 Proportion of seats held by women in national parliament
Goal 4: Reduce child mortality	
Target 4.A: Reduce by two-thirds, between 1990 and 2015, the under-five mortality rate	4.1 Under-five mortality rate 4.2 Infant mortality rate 4.3 Proportion of 1 year-old children immunised against measles
Goal 5: Improve maternal health	
Target 5.A: Reduce by three quarters, between 1990 and 2015, the maternal mortality ratio	5.1 Maternal mortality ratio 5.2 Proportion of births attended by skilled health personnel
Target 5.B: Achieve, by 2015, universal access to reproductive health	5.3 Contraceptive prevalence rate 5.4 Adolescent birth rate 5.5 Antenatal care coverage (at least one visit and at least four visits) 5.6 Unmet need for family planning
Goal 6: Combat HIV/AIDS, malaria and other diseases	
Target 6.A: Have halted by 2015 and begun to reverse the spread of HIV/AIDS	6.1 HIV prevalence among population aged 15-24 years 6.2 Condom use at last high-risk sex 6.3 Proportion of population aged 15-24 years with comprehensive correct knowledge of HIV/AIDS 6.4 Ratio of school attendance of orphans to school attendance of non-orphans aged 10-14 years
Target 6.B: Achieve, by 2010, universal access to treatment for HIV/AIDS for all those who need it	6.5 Proportion of population with advanced HIV infection with access to antiretroviral drugs
Target 6.C: Have halted by 2015 and begun to reverse the incidence of malaria and other major diseases	6.6 Incidence and death rates associated with malaria 6.7 Proportion of children under 5 sleeping under insecticide-treated bednets 6.8 Proportion of children under 5 with fever who are treated with appropriate anti-malarial drugs 6.9 Incidence, prevalence and death rates associated with tuberculosis 6.10 Proportion of tuberculosis cases detected and cured under directly observed treatment short course

Goal 7: Ensure environmental sustainability	
Target 7.A: Integrate the principles of sustainable development into country policies and programmes and reverse the loss of environmental resources Target 7.B: Reduce biodiversity loss, achieving, by 2010, a significant reduction in the rate of loss	7.1 Proportion of land area covered by forest 7.2 CO_2 emissions, total, per capita and per \$1 GDP (PPP) 7.3 Consumption of ozone-depleting substances 7.4 Proportion of fish stocks within safe biological limits 7.5 Proportion of total water resources used 7.6 Proportion of terrestrial and marine areas protected 7.7 Proportion of species threatened with extinction
Target 7.C: Halve, by 2015, the proportion of people without sustainable access to safe drinking water and basic sanitation	7.8 Proportion of population using an improved drinking water source 7.9 Proportion of population using an improved sanitation facility
Target 7.D: By 2020, to have achieved a significant improvement in the lives of at least 100 million slum dwellers	7.10 Proportion of urban population living in slums[b]
Goal 8: Develop a global partnership for development	
Target 8.A: Develop further an open, rule-based, predictable, non-discriminatory trading and financial system Includes a commitment to good governance, development and poverty reduction – both nationally and internationally Target 8.B: Address the special needs of the least developed countries Includes: tariff and quota free access for the least developed countries' exports; enhanced programme of debt relief for heavily indebted poor countries (HIPC) and cancellation of official bilateral debt; and more generous ODA for countries committed to poverty reduction Target 8.C: Address the special needs of landlocked developing countries and small island developing States (through the Programme of Action for the Sustainable Development of Small Island Developing States and the outcome of the twenty-second special session of the General Assembly) Target 8.D: Deal comprehensively with the debt problems of developing countries through national and international measures in order to make debt sustainable in the long term	*Some of the indicators listed below are monitored separately for the least developed countries (LDCs), Africa, landlocked developing countries and small island developing States.* Official development assistance (ODA) 8.1 Net ODA, total and to the least developed countries, as percentage of OECD/DAC donors' gross national income 8.2 Proportion of total bilateral, sector-allocable ODA of OECD/DAC donors to basic social services (basic education, primary health care, nutrition, safe water and sanitation) 8.3 Proportion of bilateral official development assistance of OECD/DAC donors that is untied 8.4 ODA received in landlocked developing countries as a proportion of their gross national incomes 8.5 ODA received in small island developing States as a proportion of their gross national incomes Market access 8.6 Proportion of total developed country imports (by value and excluding arms) from developing countries and least developed countries, admitted free of duty 8.7 Average tariffs imposed by developed countries on agricultural products and textiles and clothing from developing countries 8.8 Agricultural support estimate for OECD countries as a percentage of their gross domestic product 8.9 Proportion of ODA provided to help build trade capacity Debt sustainability 8.10 Total number of countries that have reached their HIPC decision points and number that have reached their HIPC completion points (cumulative) 8.11 Debt relief committed under HIPC and MDRI Initiatives 8.12 Debt service as a percentage of exports of goods and services
Target 8.E: In cooperation with pharmaceutical companies, provide access to affordable essential drugs in developing countries	8.13 Proportion of population with access to affordable essential drugs on a sustainable basis
Target 8.F: In cooperation with the private sector, make available the benefits of new technologies, especially information and communications	8.14 Telephone lines per 100 population 8.15 Cellular subscribers per 100 population 8.16 Internet users per 100 population

The Millennium Development Goals and targets come from the Millennium Declaration, signed by 189 countries, including 147 heads of State and Government, in September 2000 (http://www.un.org/millennium/declaration/ares552e.htm) and from further agreement by member states at the 2005 World Summit (Resolution adopted by the General Assembly - A/RES/60/1, http://www.un.org/Docs/journal/asp/ws.asp?m=A/RES/60/1). The goals and targets are interrelated and should be seen as a whole. They represent a partnership between the developed countries and the developing countries "to create an environment – at the national and global levels alike – which is conducive to development and the elimination of poverty".

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[a] For monitoring country poverty trends, indicators based on national poverty lines should be used, where available.

[b] The actual proportion of people living in slums is measured by a proxy, represented by the urban population living in households with at least one of the four characteristics: (a) lack of access to improved water supply; (b) lack of access to improved sanitation; (c) overcrowding (3 or more persons per room); and (d) dwellings made of non-durable material.