



Why Development Failed? Facts and Analysis of Development Failure in Sumenep

Mohammad Hidayaturrehman^{*}, Imam Hidayat, Aryo Wibisono

Social and Political Science Faculty Wiraraja University, Sumenep-Pamekasan, Indonesia

*Corresponding author: hidayaturrehman@wiraraja.ac.id

Artikel Info	Abstrak
<p><i>Article history:</i> Received April 07, 2020 Revised May 30, 2020 Accepted June 18, 2020 Available online June 24, 2020</p>	<p><i>This research was conducted to find a complete picture as well as to study comprehensively on the facts and factors causing the failure of development using the regional budget in Sumenep regency, East Java. During this time, national development which is supported by the efforts of regional governments in maximizing the potential of the regional budget is an important foundation in achieving public welfare. This research implemented an explanative qualitative method, with a single case study in Sumenep Regency that has an area consisting of mainland and islands, so it required large development funding. Data collection was done by in-depth interviews, direct observation, and online document search. This study also uses a quantitative method that measures the effect of the regional budget on development. From the research, it was found that with a large number of development funds from the regional budget there were still a lot of stagnant, abandoned physical developments that were not utilized. The aftermath was that the realized development fund could not overcome poverty, unemployment, and could not increase the income and welfare of residents in Sumenep Regency. Several factors were causing the failure of development in Sumenep Regency which was described comprehensively throughout the study.</i></p>
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INTRODUCTION

On a global scale, a development that is based on infrastructure is experiencing problems, as well as failure. This is because infrastructure development is also related to other fields. Both can not be separated from each other. Infrastructure development which is intended to modernize a society is also determined the extent of the progress of the community in which the development is carried out. Also, the issue of the ability of the state apparatus is important in infrastructure development (Dunn & Holmes, 2019). Infrastructure development in Africa is correlated with the agricultural sector. Failures in infrastructure development to drive the agricultural sector also have an impact on job creation that is directly related to unemployment and poverty (Edeme et al., 2020). Infrastructure development is also linked to support and social networking. Social support influences infrastructure development. Social support is related to the condition of the population, including the age of the population (Rogelj & Bogataj, 2019), (Lin & Chen, 2019).

Indonesia as a country that has a vast and developing area, is demanded to do its best to achieve development goals in the shortest possible time. Therefore, appropriate and directed development strategies and steps are

needed (Raina, 2015). Since the reforms in 1998, Indonesia has adopted a decentralized and regional autonomy system. Development that has been centralized has been left to many regions in the implementation (Rose, 2004). But the problem is also not solved. When construction is handed over to the regions. Development issues are increasingly prominent (Casson & Obidzinski, 2002), (Kristiansen & Santoso, 2006), (Erb, 2016).

The government needs to formulate a public policy that emphasizes the development process in each region as one of the optimal strategies in the management of the Regional Budget (APBD) (Pemerintah Republik Indonesia, 2019). This concerns the public policies undertaken by the government so that they have benefits for life and do not cause harmful problems. The public policies may benefit or give some hindrances for different parties, therefore, the government should be wise in setting and legalizing a certain policy (Kusumah, 2019).

Law Number 32 of 2004 concerning Regional Government and Law Number 33 of 2004 concerning Financial Balance between the Central Government and Regional Governments open up great opportunities for regions to develop the area according to their needs and priorities (Indra, 2018). Decentralization and regional autonomy policies are intended so that the regions can manage their development fund well or can analyze the strengths and the potential as a source for the progress of regional development. Decentralization is expected to reduce the imbalance in income and expenditure in development activities in the area. The most obvious step is to support the strength of regional income (Pendapatan Asli Daerah/ PAD) (Firdausy, 2017). Concerning financial management sourced from the Regional Budget in local government agencies, Law Number 32 of 2004 in Article 156 explains that the regional head is the holder of regional financial management powers (Satries, 2011).

Along with the implementation of regional autonomy, the regional government has a strategic function to realize the welfare of the community. Law No. 9 of 2015 concerning Regional Autonomy provides the rights, authority, and obligations of autonomous regions to regulate and manage their government affairs and the interests of local communities, including economic affairs of the community by statutory by regulations (Aridhayandi, 2018). Since the enactment of regional autonomy in 1999 until now, there has been a shift in economic development in the regency/city in all regions of Indonesia from a centralized pattern to decentralization which gives freedom to town/ city areas to develop their territories (Habibi, 2015). This is also included in the regional budget for strategic objectives related to economic development and public welfare (Nuryaman et al., 2016).

There are several benefits and functions of the regional government budget managed by the local government, for example, the local government can maximize the stability of regional spending, absorb labor and guarantee the welfare of livelihoods, as well as increase the development of public facilities (Kementerian Keuangan Republik Indonesia, 2018). Regional Revenue and Expenditure Budget is also a strength for local governments to carry out the process of building public facilities which impact is to provide facilities for all public needs since the development has been an important part in the dynamics

of change for a better and more developed region (Firdaus, 2016). Regional governments should be able to formulate short, medium, and long-term plans to realize development that fulfills the public needs because the first goal of national development is to realize general welfare. The formulation of short, medium, and long term development plans is a regional government strategy to achieve their targets or indicators and to implement activities that need to be carried out to assist development sustainable for the region (Teja, 2015). Policy implementation is a process that is complex even politically charged with the intervention of various interests (Hidayat et al., 2019).

The development failure had previously been investigated by Matridi et al, which was related to the failure of the development of accelerating villages in Riau Islands Province. In the study, it was found that development failure in villages that received funding of IDR 500,000,000 in 2006-2011. The failure was caused by the low intention of residents in returning the funds lent on a rolling basis. Also, the indecisive factor of sanctions imposed by the government apparatus on undisciplined borrowers is another factor in program failure (Matridi et al., 2015).

Research related to development failure was also carried out in North Sumatra. The construction of infrastructure in the Leuser area also failed. This is due to the overlapping governance between the central government and the regions, resulting in conflicts on the implementation resistance in the field. The electricity development and electricity transmission network that is planned are not going as expected. The planned infrastructure development has caused losses to the natural environment and the existing economic potential, which is that many forest areas have been drastically reduced (Sloan et al., 2018).

This research focuses on development failure in Sumenep Regency, East Java, which describes the facts of development failure quantitatively and qualitatively. Also, this study analyzes the factors causing development failure in Sumenep East Java, which include; poor planning, oversight by government officials that are not running optimally, and low participation community in the implementation and utilization of development results. So that the development carried out does not have a positive impact on poverty alleviation and increase community economic growth, but also many developments are stalled, unfinished, and cannot be utilized.

Development failures are also in Sumenep Regency, East Java. Even though the Sumenep regency budget is quite large, With a Regional Budget of more than IDR 2 trillion in 2017, it has not been able to free the people of Sumenep from poverty. There are still many people who do not receive benefits directly from the Sumenep local budget. Based on local Statistics Agency (Badan Pusat Statistik/ BPS) data, in 2017 the number of poor people in Sumenep reached 211,920 citizens. That means, there was around 19.26 percent of the total 1 million-plus people in Sumenep live in poverty while the number of unemployment is high in the easternmost regency of Madura Island. Based on data released by BPS in 2017, the number of unemployed people was still at 11,554. While the labor force in Sumenep was 629,809 people (Darsyah & Wasono, 2013).

This research focuses on describing data on development failures in Sumenep Regency, East Java. Failure data is then analyzed for its causes. Three

causes of failure are stated, namely planning that is not going well, the low participation and involvement of citizens in development, and the weak control of the government apparatus for the implementation of development

METHOD

This research uses two quantitative and qualitative descriptive methods. In using quantitative methods, namely using a different test analysis with the paired test approach (two pairs of samples). This analysis is used to determine the difference between the use of the Regional Budget with the amount of poverty and the number of unemployed. The sampling technique is done using purposive sampling, data collection using research instruments, quantitative data analysis to test the hypotheses that have been set. The research model used is as follows:

Figure 2. First Research Model



Figure 3. Second Research Model



For the use of qualitative methods, the focus is to look at the cases observed in this study, related to data and facts found in the collapse of public facilities, the failure of development with Regional Budget funds in Sumenep Regency last five years. Thus, this study provides a relatively complete picture of the facts and data on failure. This study also provides the results of a substantive evaluation of the failure of development using the Regional Budget in Sumenep Regency. Data collection in this study was conducted by in-depth interviews and secondary data, namely data on the number of the regional budget, the amount of poverty, and the unemployment rate in the last 5 years to test a relationship. in-depth interviews were conducted with prominent figures, and residents around the construction project were carried out. Also, in-depth interviews were conducted with government officials from village to district level. Also, the researcher collected data by making direct observations or observations, coming to the location where the construction was carried out. Both the development in the mainland and archipelago. Data collection is also carried out by searching documents online, regarding various government policies, related to development. In addition to online searches carried out in connection with literature studies relating to expert opinions.

Variable Definition and Operations

Independent Variable

In this study using the independent variable or the independent variable is the Regional Budget (Anggaran Pendapatan dan Belanja Daerah/ APBD).

Dependent Variable

For the dependent variable or commonly called the dependent variable using two variables, namely from the sector of poverty and unemployment.

Data Analysis Technique

Because in this study using two dependent variables and want to know the differences before and after Regional Budget implementation, this study uses the average difference test method for two paired samples. The basis for the decision to accept or reject H_0 in this test is as follows.

1. If the significance value is < 0.05 , then H_0 is rejected and H_1 is accepted.
2. If the significance value is > 0.05 , then H_0 is accepted and H_1 is rejected.

Determine the hypothesis; namely as follows:

H_0 : There is no difference between the amount of poverty before and after Regional Budget implementation

H_1 : There is a difference between the amount of poverty before and after Regional Budget implementation

H_0 : There is no difference between the amount of poverty before and after Regional Budget implementation

H_2 : There is a difference between the amount of poverty before and after Regional Budget implementation

RESULTS AND DISCUSSION

The discovered failures based on field findings were divided into two categories. *First*, incomplete development. This category occurs when the physical construction has been done, but it is incomplete, only half or less. The project was stalled and the planned building could not be used, or could not be functioned. *Second*, the development that has been completed but not utilized. In this category, the building as the development result was not used by the residents or any suggested party who is supposed to be the object of the development. Finally, the physical project was deserted, left without maintenance, in the end, it was broken and increasingly could not be used.

Figure 3. The Double Bridge Construction Project on Saur Island, Sapeken Districts, and Highway Which was Supposed to Connect Two Districts, Arjasa, and Kangayan, Sumenep Regency.



The failure of physical development in Sumenep regency covers many sectors, aspects, and fields ranging from road infrastructure, education buildings, health, agriculture, and so on. The distribution of development programs that failed also felt in urban and rural areas, in the mainland and the islands. From 27 sub-districts in Sumenep Regency, East Java, it was found that there were failures in various types of development. For the ease to map and understand the failures, the following classification is needed.

Figure 4. One Researcher was Standing in Front of the Tour Showroom in Tajamara, Sumenep City, East Java.



The Facts of Failure Starting from Development Planning

Success in implementing development programs is determined by the maturity of planning. Planning a good development will facilitate the implementation of development programs. Conversely, poor planning will result in development failure. Planning is interpreted as a continuous process that includes decisions or choices as an alternative use of resources to achieve certain goals in the future (Purnama, 2013), (Nursini, 2010). Approaches in the planning process are carried out comprehensively, including political, technocratic, as well as participatory, in bottom-up and top-down manners. Development planning consists of four stages namely; preparing plans, determining plans, controlling the implementation of plans, and evaluating the implementation of plans. All four are carried out gradually and continue to form a comprehensive planning cycle (Hasan, 2004). This includes discussing the budget. According to Mardiasmo (Mardiasmo, 2009), the public budget contains planned activities that are represented in the form of revenue and expenditure plans in monetary units. In its simplest form, a public budget is a document that describes the financial condition of an organization which includes information about income, expenditure, and activities (Sumenge, 2013). Some of the following facts and data show that development failure starts with poor planning for the implementation of the program development, which impacts on not achieving development goals, and worsens with an inadequate budget.

The Construction of Odeng Monument

This development is one of the projects of the Sumenep Regency Government using a budget of the Regional Budget which nominal was very fantastic, reaching Rp 1 billion. The process was started without planning. This can be seen from the design of the picture that initially used *batik* motifs and then replaced with *keris* motifs. Yusuf the trader whose shop is near the construction site said that *"This development is only a waste of budget because there is no positive impact on us as traders. Whereas what we need is a government solution in managing strategic kiosk locations so that many visitors come to our kiosk."*

Anom Market Development

Another development program carried out by the Sumenep Regency Government was the development of *Anom* Market which spent a budget of up to Rp 40 billion. Even with the relatively high budget, many market stalls were not occupied by traders. The traders assessed, the stalls provided by the government were not suitable with the expectations of the traders. As stated by Lilik Sugiarti, one of the traders. *"The access road to our kiosk is still not feasible, the road is still muddy and the sales stands are not neat so it is empty of visitors."*

Construction of the Science Building

Science building aimed at supporting the educational activities of students in Sumenep regency. The building which is located in the middle of the city was still far from the expectations of residents. This building is considered not to have a positive impact on students. As stated by Ramzah, a student at one of the junior high schools in Sumenep Regency. *"The knowledge we need is not available here, this place does not answer school assignments."* Husnah, one of the teachers said the same thing, *"The assignments we gave to students that could have been found through the building were not fulfilled, and the building was still far from what we wanted."* Sunaryo, the building supervisor confirmed that the building had never been used since it was built. *"Sorry, our job is only to oversee this building, everything still needs a process hopefully in the next year this building can be used by students."*

Construction of the Hypercus Monument

The construction of the Hypercus monument which cost IDR 3 billion could not last long. The monument suffered damage in its horse-shaped and airplane statues. This monument is built in the middle of rice fields, so it seems it was erected without good planning. This monument does not have a positive impact on the community of the Kacongan Village, which is the construction site of the monument. Andi, the resident claimed that the construction of the monument was seen as without careful planning *"For what purpose was the building built? And what are the positive impacts on the residents? What I see is not the slightest positive aspect for the community, let alone the access road to the museum which is closed from the south."*

Road Infrastructure Development

The construction of road infrastructure in the village had not been completed so that the surrounding community could not use the village road access. This road construction was seen without good planning because after

being built, it was stopped in the middle of completion. The road did not function and became an obstacle for users. Taufik Effendi, one of the village officials, claimed that there were problems in the process so that they were not finished quickly, instead, they were damaged. Rofiq, one of the residents declared his opinion that road building was true without proper planning. *"The reason does not make sense, it could just be an alibi of the village government. In the beginning, before the project was carried out, there should be careful planning so that the project would not fail and be more useful for the residents. If this is the case, residents cannot use it anyhow."*

The Construction of the Cluster Development and Creativity Stage Center

The city building of the cluster development and creativity stage center had not been used at all. There was no activity in the building. The absence of planning in the construction of this building could be seen from its less location which is far from community activities. This was stated by Mr. Ilong. *"This building should be used as a center for youth quality development, but this building is not used as it should be."*

Road Widening Infrastructure

The widening of road infrastructure seems to be perfunctory. Even though the road has been built, it hasn't finished yet, in fact, the roads are still muddy during the rainy season. On both sides of the road, trees are also cut down without replacing them in other areas, so that during the dry season, the open area creates an arid atmosphere. Alif, the youth leader of Kacongan village expressed, *"The project should have been planned carefully. What we feel at this moment is an arid road without trees that were previously shady and the river was getting narrower due to the widening of that road. Environmental impact analysis must be considered carefully so that nothing is sacrificed in the construction of any road in this area."*

Construction of an Agricultural Reservoir

The construction of the reservoir to collect and channel water to farmers' farmlands cost up to IDR 5 billion. However, this reservoir did not function as expected by residents. The construction of the reservoir was expected to be the main irrigation tunnel and a place to supply clean water as well as to control water debit. But the fact was that the government did not function as it should. Rahmat, a local farmer asserted, *"This reservoir does not provide any benefits for the residents, it was only built with a high budget but was not used to support residents in supplying clean water."* Farid Hidayat, a local youth leader, said, *"The government does not need to build this project, because the budget is wasteful, and the building has begun to be damaged. Currently, it was only used as a place to take pictures."*

Construction of Polindes

Polindes Development spent IDR 90 million. However, the construction of *Polindes* to this day was not used. There were no health service activities at *Polindes*. Yayat, the head of Saroka Village, Saronggi District, said that the construction of *Polindes* was not good at planning. *"Yes, we didn't use this building, because the location is next to a cemetery, so we built a new Polindes."* The same thing happened to *Polindes* in Longos Village, Gapura District, Sumenep Regency. The *Polindes* that was once used for health services for pregnant women and

children under five, now only erected there, without any service activities as they should.

Expansion of Puskesmas Building

Development planning that is not well conceptualized is the cause of problems in the expansion development of Puskesmas building area. The location is close to the location of traditional markets. Tensions often occur between market managers and Puskesmas managers. As stated by Mr. Taufik, one of the residents. *"At the beginning of the planning, we already thought it would not work. This Puskesmas is located close to the market. If they continued the expansion it would certainly narrow the market area, and I think it is also not good if a health facility is very close to a busy market place."*

Water Reservoir Construction

Another construction of a water reservoir had not been completed. It was supposed to be a solution for residents to get clean water, bearing in mind that people's housing is close to the seashore, yet the construction was not clear when to be completed. The construction of the reservoir was not following the original plan so that the construction failed. Mr. Sunarto, a resident assumed, *"The community hopes that this development will be completed quickly because we need clean water that is safe for use. If the reservoir has not yet been completed the community will be disadvantaged."* Ida Syafriyani, a lecturer at a private tertiary institution in Sumenep, East Java, regretted the poor development planning process in Sumenep Regency. *"The weaknesses of the government are always repeated, they are not able to plan carefully, so the people become victims. Right, big money can't be used properly."*

Table 1. Failure in Development Planning

No	Development Programme	Location	Budget Amount
1.	Construction of <i>Odeng</i> monument	Sumenep City	IDR 1.000.000.000
2.	Construction delay of <i>Pasar Anom</i>	Sumenep City	IDR40.000.000.000
3.	Construction of Science building	Sumenep City	
4.	Construction of Hiperkus monument	Kacongan Village	IDR 3.000.000.000
5.	Construction of infrastructure	Kebunan Village	-
6.	Construction of the Headquarters of the Cluster Development and Educational Creativity Stage	Sumenep City	-
7.	Road Widening	Kacongan Village	-
8.	Construction of Water Reservoir	Tambak Agung Tengah, Village	IDR 5.000.000.000
9.	Construction of <i>Polindes</i>	Saroka Village, Longos Village	IDR 90.000.000
10.	Expansion of <i>Puskesmas</i> building	Kecamatan Rubaru	-
11.	Construction of Water reservoir	Romben Barat, Village	-

The Facts of the Government's Failure to Build Synergy with the Community

Development that took place in the era of democracy requires people participation in development. Participation in development becomes a necessity in the era of democracy. The government can no longer work on development alone. The government requires as much public involvement and participation as possible. The wider the public participation, the more likely the development will be successful. Conversely, the more minimal the public participation is in development, the greater the chance of failure in the development (Barclay & Klotz, 2019), (Bscot et al., 2019), (Wondirad & Ewnetu, 2019).

The synergy between the government and the public is a tangible manifestation of public participation in development. The government cannot stand alone in implementing development programs. The government does not know everything and requires helps related to development planning. The people who are in the location of the legacy of development are more aware and more knowledgeable about their area. The government also cannot do everything, it needs help and assistance from people who have various abilities that are not owned by the government apparatus. Synergy is the key to the success of development programs. Lack of synergy will also result in a development failure (Yannoukakou & Araka, 2014), (Clausen & Rudolph,

2020). Some of the following data and facts display the failure of the government in implementing development programs as the result of inaccurate synergy with the community.

The Construction of *Siding Puri* Park

The construction of *Siding Puri* Park spent around IDR 200 million but there was no synergy between the government and residents, so this development was not used and did not provide benefits to the local people. As stated by Ms. Dian. *"Other residents and I are not at all interested in this park, it seems mediocre, Mas. Nothing is interesting there."* What became the residents' complaints reached the village government. Moh. Husni, the local village secretary admitted, this was our evaluation. *"The park is not good or people in the surrounding area think this park is ordinary. So we need to gather the village government to discuss this matter so that the budget we used is not in vain."* Unfortunately, the village government's wishes seemed too late and no longer received feedback from residents.

Construction of *Anom Block A* Market

The location of this development project is in the city center, which was intended to help the economy of traders. *Anom Block A* Market construction was carried out by a third party, namely PT Trisna Karya. The expensive rental of the store reached IDR 90 million per year so that the traders did not want to occupy the rented stalls. As stated by Dewi, a trader at *Anom Market*. *"I strongly object to the payment plan, initially we were happy with the construction of this kiosk, but after knowing the amount of the rent budget, we did not want to occupy this new kiosk."*

Construction of Reading House

The reading house that was built was quite good in terms of physical buildings. But without the participation of residents, the reading house is quiet without activities and literacy activities. As stated by a resident, Syarifuddin, *"This reading house is not under what we need, the building is not maintained well and the book facilities are inadequate, so the residents here have no desire to visit here."*

Catfish Farming

There is no synergy between the village government and the surrounding community, which causes catfish cultivation activities that used the regional fund was not effective. As stated by Zulvi Amaliyah, a resident, *"This cultivation seems to only be used by people who are close to the village head. For people like us, we don't have the opportunity to use it."* Ainurrahman, the chairman of the local community association said, *"in the future, there will be synergy between the village government and its citizens so that this cultivation can give a good impact."*

Park Infrastructure Construction

The construction of park infrastructure spent the budget of IDR 275 million. Poor playground infrastructure and facilities, as well as the poor design of the park, could not attract the public to visit as a means of community activity. The synergy between the management and the residents also did not

go well. This was conveyed by Agus Salim, a local youth leader. *"We as Pangarangan residents do not feel the positive impact of the construction of this park. The park has a lack of play facilities so that no interested children are using this place."*

Village Market Development

This market development was declared a failure because it could not be utilized as intended. The main obstacle in the failure of market development in Beringin Village in Dasuk District was because it did not involve community participation, especially to use a stall for selling. As informed by Subaidah, a resident, *"Since the construction of this market, the location or stall had not been used by residents to sell. Most traders prefer to conduct selling activities for the residents at the village market next door. It was unfortunate that this development did not produce good results for the residents."*

Construction of the Fine Arts Building

The construction of this building and facilities cost up to IDR 1 billion. However, this building did not attract the attention of the community so there was no community participation to use this building as its maximum potential. As stated by the employee at the Department of Tourism and Culture. *"We need to think hard again, how to make this building with facilities that answer the needs of the community. This building has been used. But the innovation involving local communities is still minimal. I hope we can re-use this building as it should."* Kindi, a resident provided an opinion, *"this building is not representative, so we are not interested in visiting, what should we go inside? It is not as what we expected, and how we want it to come."*

Construction of the Village Hall

The construction of the village hall spent a budget of IDR 420 million. The community was not interested in coming to the village hall, so the village hall was almost always quiet without activity. Residents prefer to come to the village head's house and village officials to take care of various needs. Rarely used, the longer the condition of the village hall building, the more poorly maintained and damaged the building was. Mohammad Ali, the local community stated, *"people are reluctant to go to the village hall, the location is narrow, the parking is also inadequate. We do not want to take care of administration at the hall as well."*

Table 2. Failure to Build Government Synergy with Society

No	Development Programme	Location	Budget
1.	The construction of the <i>Siding Puri</i> park	Parsanga Village, Gapura	IDR 200.000.000
2.	The development project of <i>Anom</i> Block A New Market	Sumenep City	-
3.	The construction of Reading house	Kertasada Village, Kalianget	-
4.	The construction of Catfish breeding site	Tenonan Village, Manding	-
5.	The construction of Park infrastructure	Pangarangan Village	IDR 275.000.000
6.	The building of a market	Sumenep City Beringin Village, Dasuk	-
7.	The construction of an art building	Pangarangan Village	IDR1.000.000.000
8.	The building of a village hall	Pasongsongan Village	IDR 420.000.000

The Facts of Failure due to Poor Government Monitoring Apparatus

The implementation of development requires control and supervision. This needs to be done as part of the government's responsibility towards the issued budget (Chen & Tang, 2012). Supervision of development projects is not only carried out during the work process, but it also continues after the construction (Quach et al., 2020). It is intended to monitor whether the use and utilization of development are suitable with its designation so that it provides benefits to residents around the construction site (Roos et al., 2020), (Zheng et al., 2020).

The construction of Open Green Space

The construction of open green space has not been completed in two years. After two years, the park then changed its concept to become a center for tourism information and services that provided a space for showrooms. But until the second year after it was completed, this place which spent more than IDR 4 billion was not used. There were many things related to the failure of the construction of this location. One factor was weak supervision. Moh. Ikbal, the resident conveyed. *"The government should commit to complete this building according to the plan at the beginning, and I think the main problem is in the government's supervision, so the process is slow."*

Road Infrastructure Development

Road construction was not optimal because of the weak supervision of the development implementation. Recently finished construction has suffered a lot of damage, many potholes have disturbed the road user's comfort. Lilis, a Kangean resident said that *"road access has been full of potholes, so motorists and road users feel uncomfortable and feel not safe when crossing the road. This is because the construction process was careless and unattended, especially the location on the islands,*

far from the monitoring of government officials." The construction of road infrastructure in Lenteng Village has also not been completed. The main cause was the lack of supervision from the government so that the materials needed in this development were not following the needs of the construction. As stated by Achmad Fauziyarto, a resident, "*The cause of the failure of the construction of this road infrastructure is the supervision that is weak so we haven't used it properly, but the road is already damaged*". The construction of road infrastructure in Pinggir Papas Village, Kalianget Subdistrict, Sumenep, was not monitored. The quality of the construction was poor so that even though it had only been built for one year, it has suffered very severe damages, such as when the asphalt was peeled off or pitted. Samsuri, a resident described, "*the residents felt uncomfortable using the road, the streets with potholes are our common question if there is a discrepancy in purchased materials with the real budget.*"

Construction of Water Reservoir

The construction of the reservoir was intentionally left without any follow-up from the relevant government. Physical buildings that have cracked were neglected. This development aimed to collect paddy water and then distribute it into the residents' agricultural area. Akh Rifqi, a resident, claimed, "*This development has used a public budget, but I am very disappointed because there was no follow-up check from the government, not being paid enough attention to so that the building has begun to crack. I am also concerned about this incident, and this development was not based on the urgent needs of the community, the surrounding community is still able to provide a water reservoir in their fields to water their plants, not clear coordination with the local community so that the community was concerned that the construction of the reservoir was considered to be for individual needs only. The technical construction of the reservoir did not follow the standard because this development was not built by a truly expert or engineer so the evident crack in the middle volume may cause the reservoir cannot be filled with water. No facilities and infrastructure uphold, for example, supervision and water sources obtained*". Abd Latief, the landowner claimed that the development process was done without involving government control. "*I was forced to sell my land, but the size of the taken land was not under the agreement at the beginning. So I was disappointed that my land was partly affected by the construction. He (the builder) said he wanted to have it fixed, but until now there has been no change from the government.*"

The Construction of the Green Park Stadium

The stadium is equipped with a green park that was expected to beautify the atmosphere. However, due to poor supervision at the time of the construction, the park which spent a budget of up to IDR 200 million, was even neglected. As a result of being neglected, the buildings become wasted. Viky Aryantoni, a resident showed, "*the development that he said was to beautify the stadium environment but the existence of this building was not pleasing to the eye. It is dirty and there are untreated plants here and there. This problem indicated that there was no attention and supervision from the government.*" Imranto, from the Sumenep Regency Environmental Agency, admitted that the party was weak in supervision. "*This development was realized following the plan but we recognize that we were still weak in the oversight and maintenance functions, I think this is not only the*

government's fault but we also ask for community participation to also help to keep the park clean."

Construction of Water Reservoirs

The construction of water reservoirs which cost IDR 300 million could not be used properly. Before usage, the buildings had been damaged, the bottom of the reservoir had collapsed and was heavily damaged so that it was unable to hold water optimally. Mohammad, a resident witnessed, *"I felt apologetic about this problem because the funds were so much but it was unable to meet the needs of the community. The government should be willing to try to take care of the reservoir again so that it can be used by the residents around, why is this left unattended?"*

Playground Construction

The construction of a playground in Bangkal City Market, Sumenep, has no significant convenient impact on market visitors. The construction of this open space as a playground did not give a direct benefit both for traders and the visiting community. This was conveyed by Ahmad Gunawan, a resident. *"This development has harmed residents, both visitors, and traders because the building was not well maintained; it was filled with rubbish and dirty wastewater. We feel the government is very weak in maintaining the construction of this playground."*

Table 3. Failure Due to Poor Supervision of Government Apparatus

No	Development Programme	Location	Budget Amount
1.	The construction of green open space	Kolor Village	-
2.	Road infrastructure development	Kangean Island, Lenteng and Pinggir, Papas	-
3.	<i>Embung</i> construction	Lobuk Village, Bluto	-
4.	Green park development	Sumenep City	IDR 200.000.000
5.	Reservoir construction	Aengbaja Raja Village, Bluto	IDR 300.000.000
6.	Playground construction	Bangkal Market, Sumenep City	-

Analysis of Development Planning Failures

Planning is the first step that needs to be prepared carefully in government development activity. All the requirements that preceded development projects have to be fulfilled from what steps need to be prepared for the forecast of potential development in future time. Structured planning will have a positive impact on the public as users of development facilities planned by the government.

Less optimal planning will ultimately result in even greater losses, from the malfunctioning of building to the absence of a significant effect on improving welfare and economy for the regional community. This problem also occurred with landowners in Papua New Guinea when local communities had high hopes for mining development with work materials. However, by the time

this project stopped operating, the local community chose to move to another place to look for different occupations (Bainton & Jackson, 2019).

Several plans prepared by the government as the initiator in development still projected many failures so that the regional budget which should be capital in public development had to be wasted. With the facts of failure of the use of Regional Budget as capital for regional development, it can be concluded that the weakness of the concept planning by the government is one of the causes of the failure in the existing development time frame, hence the Regional Budget was not used optimally.

Also, careful planning will be able to identify weak points in the case of problems in the development process so that the expected infrastructure can be realized following the previous ideal planning. Ideal planning includes the ability to recover the occurrence of an event that is expected to challenge the projects (Rehak et al., 2019).

The fact was that development projects planned by the government had a detrimental impact on the community for not being able to drive changes in the economy. Furthermore, the government through its Regional Budget did not provide facilities needed by residents from the vast budget it was expensed. For this reason, there is a need for strategic planning agenda by providing all operational materials and practical development project facilities so that policymakers can find out the ideal ways or techniques to be carried out in the short term and long term goals for the regional development process.

Planning activities need the first step through a framework that is consistent and systematic so that there are priorities in the future agenda for sustainable development. This is the role of the government to conduct an intervention to achieve sustainable development (Adshead et al., 2019).

Analysis of Government Failure to Build Synergy with Communities

The next failure was that the government lacked the initiative to involve the community as agents of change. The lack of community involvement became a fact of development failure in the Sumenep Regency. Regional Budget which should be used as capital for development was wasted because this development phase was not utilized to the fullest by the government. Some facts on the ground provided information that the synergy with the community that should act as an opportunity for development success was not optimally utilized. Therefore, the government was confused about which next steps become the basis for the government to continue the development project.

By actively involving the community as one of the contributing factors in development, Sumenep regency will certainly increase its awareness of ideas and information about urgent matters for sustainable development in the regions. This is also the same with the problem of research conducted by James Heaton that the development of smart cities in developing countries has to be accompanied by actions that are aligned with information captured at the level of infrastructure assets with their citizens. (Heaton & Parlikad, 2019).

The community element becomes very important in development because by actively involving the community as a working partner of the government, the development project will find maximum results and provide satisfaction to the users. This is then suitable with the agenda of the Regional

Budget. The budget will be well absorbed which will boost a positive impact on regional progress. But the fact in Sumenep regency was that this development did not provide an opportunity for the community to also be actively involved in contributing ideas and as a helper for the government to succeed in the development. There was no synergy between the government and the community which postulated a negative impact on the level of public trust in the development that utilized the Regional Budget.

Analysis of Failure Due to Poor Government Monitoring Apparatus

In the process of sustainable development, it is not enough to conduct it with careful planning and optimization of synergy between the government and the community, but what the government also needs to pay attention to is an intense oversight function, so that the government knows about the advantages and disadvantages that occur in the field. Local government consists of two elements, namely the executive and legislative components. The role of legislative control must be further strengthened in the future. The electoral-based work pattern also needs to be expanded, so that the role of supervision will be more effective.

Intense supervision will help the government to better understand the data of problems that occur in the field, the causes of problems, and the right solutions to solve the problems in the field. As with problems that have occurred in the planning and management of transportation infrastructure in railroad construction projects in America, local governments in Indonesia can compare the matter of service operating conditions in the ballast pressure distribution between rail concrete bearings and rail seat loads as an evaluation of the railroad transportation industry to the public interest in the future (Pan et al., 2019).

Impact of Regional Budget Use on Total Poverty

By using a different test analysis using paired tests, the difference in the use of the regional budget with the amount of poverty will be obtained later. Besides that, we can later see the impact resulting from the use of the regional budget to meet community needs.

Table 4. Difference Test Results Between Regional Budget and Total Poverty

	N	Correlation	
Pair 1 Regional Budget & Total Poverty	5	-,643	
	t	df	Sig. (2-tailed)
Pair 1 Regional Budget - Total Poverty	25,834	4	,000

Because the significant value is below 0.05 then reject H0 and accept H1, which means there is a difference between the amount of poverty with the application of Regional Budget, and the correlation value is -0,643. So it can be concluded that if the amount of Regional Budget is increased it will be able to reduce the amount of poverty. By assisting every month to the people who need it.

Impact of Regional Budget Use on Unemployment

By using a different test analysis using paired tests, the difference in the use of the regional budget with the number of unemployed will be obtained later. Besides that later we will be able to see how much impact the use of the local budget in reducing the number of unemployed.

Table 5. Difference Test Results Between Regional Budget and Total Unemployment

	N	Correlation	
Pair 1 Regional Budget & Total Unemployment	5	,592	
	t	df	Sig. (2-tailed)
Pair 1 Regional Budget – Total Unemployment	18,214	4	,000

Because the significant value is below 0.05 then reject H0 and accept H1, which means there is a difference between the number of unemployed people and the application of the Regional Budget. This means that the Regional Budget has an impact on reducing the number of unemployed, but the correlation value gets 0.592 so that if the number of Regional Budget increases then the number of unemployed will also increase. This proves from the results of the failure analysis above that the use of the regional budget has not been able to help the community to get work.

From some of the data discussed in this study, there were several facts about the lack of supervision from government officials so that several development projects that should have a positive impact on the public became in vain with the budget funds used up with a high amount. The government had several times allowed the development process without any assistance or supervision so that the apparatus did not understand the cause of the cessation of the infrastructure development process which should give satisfaction and facilities to the public. The failure of other monitoring functions could be seen from the construction of community facilities where the government should be able to find the cause of the problem easily and can handle it well, but the opposite occurred. The same thing has been identified in other studies about the failure of government infrastructure systems, so there is a need for models in the new infrastructure system to solve these problems as quickly and comprehensively as possible.

For this reason, it is significant for the government as the organizer of development to continue to always supervise development projects in the long run. This is needed so that the problem of poor implementation, and not using the building as intended in the future can be overcome properly. Good supervision from the beginning is expected to be able to identify the potential problems in the development process to get the right system model to solve the problems in the development. So that the development carried out from the regional budget does not have a significant impact on reducing the amount of poverty and unemployment. If the development with Regional Budget funds is carried out properly, it will be able to reduce the amount of poverty and unemployment in the regions.

CONCLUSION

Development is carried out not only for development purposes. The construction of physical infrastructure is not only intended to complete its planned buildings, but development is intended to be able to increase the welfare of the community, reduce poverty and create jobs, as well as increase citizens' income. In practice, many regional developments have failed. Fail in the sense of not completing the process, including, even though it was completed, the fact that the building did not function well. There were also the buildings, although slightly functioned, they could not function properly, and according to their planned purposes. Failures in development cause losses and wasted budget deducted from the state finances. Development failure was majorly caused by three things, namely poor planning, lack of government synergy with the community, and the absence of adequate supervision from government officials, including the people's representatives. For future suggestions, these three things need serious attention from all development stakeholders. Development needs to pay attention to three aspects at once. Planning is not only ceremonial but also substantial. Then involve public participation, according to their respective functions. One of them is the involvement of independent parties in this case universities to assist development programs. Also, the involvement of survey institutes in mapping community development needs, so that they do not rely solely on the results of Musrenbang which tends to be unidirectional. The last is the need to increase the capacity of the government apparatus, by increasing the number of officers who have the technical capacity to supervise development projects carried out by the government. So that the development carried outsourced from the regional budget does not have a significant impact on reducing the amount of poverty and unemployment. If the development with APBD funds is carried out properly, it will be able to reduce the amount of poverty and unemployment in the regions.

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