

Rural Area Planning and Development Mechanisms

Mohammad Yusri¹

¹Universitas Muhammadiyah Sumatera Utara, Indonesia

E-mail: mohd.yusri@umsu.ac.id

ABSTRACT

Community participation in governance is often emphasized but difficult to implement effectively. In rural development, meaningful participation is essential for sustainable outcomes. However, in practice, many development policies are still formulated in a top-down manner without adequate community involvement, making them less effective and mismatched with local needs. This study aims to analyze the mechanism of village development planning in Abuki District and evaluate the extent of community involvement in the process. Using a qualitative descriptive approach, data were collected through observation, document analysis, and in-depth interviews with village officials and community representatives. The findings indicate that the village development planning team, formed based on Minister of Home Affairs Regulation No. 114 of 2015, has not fulfilled its role optimally. Planning procedures are often simplified, and community participation remains minimal. In addition, coordination among village institutions is weak, leading to ineffective planning and implementation. This research highlights the need for more participatory and well-coordinated planning mechanisms to ensure that development programs align with the actual needs and aspirations of the rural population.

Keyword: Mechanism; Planning; Development; Rural

Corresponding Author:

Mohammad Yusri,

Universitas Muhammadiyah Sumatera Utara,

Jl. Kapten Muchtar Basri No.3, Glugur Darat II, Kec. Medan Tim., Kota

Medan, Sumatera Utara 20238, Indonesia

Email: mohd.yusri@umsu.ac.id



1. INTRODUCTION

Indonesia in its development always plans and develops towards a better direction. Various innovations and strategies are carried out to realize the ideals and direction of a better nation. One of them is development originating from the village or known as the term Village Development - Village Development. To follow up on village autonomy, of course the village government has the authority, planning, implementation, up to the evaluation stage of everything that has been projected by the village government independently.

The reform era with its regional autonomy policy has been rolling since 1998, marked by the implementation of Law of the Republic of Indonesia Number 22 of 1999 concerning Regional Government and Law of the Republic of Indonesia Number 25 of 1999 concerning Financial Balance between the Central and Regional Governments. The policy of strengthening the authority of regional governments has also gone through several revisions, namely by issuing Law of the Republic of Indonesia Number 32 of 2004 and being further refined through Law of the Republic of Indonesia Number 23 of 2014 concerning Regional Government. Planning area or programming area is an area that shows coherence or unity in economic decision-making. Planning area can be considered as an area large enough to allow significant changes in population distribution and employment opportunities, but small enough to address the overall planning problem. Planning area of the area not only considers the material economic aspect, but also the ecological aspect.

Rural-based development is implemented to strengthen the foundation of the country's economy, accelerate poverty alleviation and reduce the gap in development between regions, as a solution for social change, villages as the basis for change. In its realization, rural development allows sources of economic growth to be moved to rural areas so that villages become attractive places to live and make a living. Village infrastructure such as irrigation, transportation facilities and infrastructure, electricity, telephone, education

facilities, health and other facilities needed must be provided so that villages can advance and develop. So effective development is needed to realize this.

In governance, community participation is often easy to say but difficult to realize. Community participation is very important because it is a requirement of laws and regulations that must be implemented. In addition, the idea of sustainable development without the support of community participation will be difficult to realize in development planning documents and the results of its implementation. The concept of participation that should be is also often misunderstood in government bureaucratic practices. The determination of development policies comes from above (authorized officials) without involving the community or other stakeholders, there are still many people who do not have and cannot benefit from ongoing development activities because they do not match their needs. So far, the development policy process has been carried out more often in a top-down manner, the bottom-up process seems to be just a formality. To realize the success of community development, it is better for the planning, implementation and evaluation of development programs from the beginning to involve the community, because they are the ones who know the problems, needs and utilization of development in their area.

The government has developed an integrated, comprehensive, systematic, and responsive National Development Planning System to the changing times to build a national life with a unique level of community diversity and geographical characteristics. This is stated in "Law Number 25 of 2004 concerning the National Development Planning System (SPPN)". Article 1 of the SPPN states that the preparation of long-term development plans (RPJP), medium-term development plans (RPJM) and annual plans also known as regional development work plans (RKPD) are carried out by state administrators or the government by involving the community. One form of community involvement in the preparation of government work plans is through the development planning deliberation mechanism (Musrenbang) as regulated in the provisions of the Minister of Home Affairs Regulation Number 86 of 2017 through one of the stages in the preparation of the Regional Government Work Plan (RKPD).

The Regional Government Work Plan (RKPD) is an annual regional planning document that is a description of the Regional Medium-Term Development Plan (RPJMD) for a period of 1 (one) year. The preparation of the RKPD uses four approaches, namely "technocratic, participatory, political, and top-down and bottom-up". To achieve regional development goals and targets, the technocratic approach in preparing the RKPD uses scientific methods and frameworks. Participation from various stakeholders is used in the participatory planning approach. Political strategies are carried out by including the vision and mission of the elected regional head in the development planning document and discussing it with the DPRD. Meanwhile, the top-down and bottom-up approaches are the results of planning that is coordinated in development deliberations at the village/sub-district, sub-district, district/city, provincial and national levels.

2. RESEARCH METHOD

This research employs a qualitative descriptive method to analyze the mechanisms of rural development planning in villages located in the Abuki District. The study aims to describe and interpret the existing planning practices, identify the roles of various stakeholders, and evaluate the extent of community participation in the development planning process.

Data were collected through direct observation, document analysis, and in-depth interviews with village officials, members of the development planning drafting team, and community representatives. The observations focused on the stages of planning, implementation, and evaluation of development activities, while the interviews aimed to capture stakeholder perceptions and identify obstacles to participatory planning.

Document analysis included the review of official village planning documents, meeting reports, and regulations such as the Minister of Home Affairs Regulation No. 114 of 2015 concerning village development planning guidelines. The data were analyzed using an interactive model consisting of data collection, data reduction, data display, and conclusion drawing.

This method allows the researcher to explore the procedural aspects of village planning and to evaluate how well these procedures align with legal regulations and participatory principles. The analysis is expected to reveal gaps between formal planning mechanisms and their practical implementation in rural areas.

3. RESULTS AND DISCUSSION

Villages and Rural Areas have many potentials, especially natural resource potentials that can be used as capital in increasing the economy if utilized optimally. Rural development has been attempted since ancient times through various forms of policies and programs that aim to optimally utilize all potential resources so that they can improve the welfare of rural communities. In its development, rural development that has been implemented since ancient times until now has not provided satisfactory results in increasing the welfare of rural communities.

According to Shukla, through regional planning can achieve both development and sustainability, this answer can be described as follows: (a). Regional planning will help utilize existing local resources, physical resources and technology, (b). Regional planning will help create plans that will fill local needs and (c). Regional planning helps reduce unbalanced development between and within regions. The growth gap between urban and rural areas has given rise to complex problems, including increasing migration of rural people to cities, increasing poverty and the "drainage" of natural resources. There are several things that cause this "drainage", including: (1). The opening of access to rural areas often encourages urban elites, central government officials and large companies to exploit the resources in the village. The rural community itself is powerless because politically and economically the perpetrators of resource exploitation have a much stronger bargaining position and (2). Rural areas themselves are generally inhabited by people whose human resources are less developed. This condition makes it difficult for modern ideas and thoughts from the urban elite to be disseminated. Therefore, most activities ultimately become more enclave in nature by bringing in many human resources from outside who are considered to have better skills and abilities.

Village development must start from a good planning process, followed by good program governance. Effective (rural) development is not only due to opportunities but also the result of determining priority choices of activities, as a result of good planning. A good planning process will produce good program implementation, and in turn will foster community participation to be involved in village development. The process of planning, implementing, and evaluating village development activities is a concrete manifestation of the authority to regulate and manage village development on a local village scale. Furthermore, grassroots development planning should be channeled through group meetings or deliberations at the lowest level of institutions, both formally and informally. The wider community participates in the development process, either in the form of providing input (ideas, costs, manpower, etc.), implementing activities, monitoring, and supervising, as well as utilizing development results. In reality, the implementers of development activities actually only consist of certain groups whose function is only to translate development planning and organize community participation.

The definition of planning has many meanings according to the views of each expert and there are no generally accepted limits. planning is a process of systematically preparing activities carried out to achieve a certain goal. Planning is the entire process of thinking and determining carefully the things that will be done in the future in order to achieve the goals that have been determined. Meanwhile, Aristo said that planning as a policy analysis is a tradition inspired by the logic of thinking in management science and public administration.

Some of the above understandings, then several components of a plan are described, namely what goals are to be achieved, activities to realize the goals, and time (when the activities are to be carried out). Something about what is planned is of course actions that will be taken for the future. In the implementation of development, planning is an important process to achieve the desired results, village development planning is an important thing that must be done by the village government. Village development planning is a manifestation of the vision and mission of the elected village head which is stated in the village's medium-term development plan. In the implementation of the planning process, the village head must involve the community as the subject of development, the process that involves the community includes extensive open hearings with a large number of concerned citizens, where these hearings are structured in a way to accelerate individuals, interest groups and agency officials to contribute to the design and redesign of policies with the aim of collecting information so that policy makers can make better policies.

With this involvement, planning becomes better, community aspirations are increasingly accommodated so that the goals and steps taken by the village government are better and in accordance with the expected goals. Village development planning is a process of stages of activities organized by the village government by involving the Village Consultative Body and community elements in a participatory manner in order to utilize and allocate village resources in order to achieve village development goals.

Development is a process of activities that previously did not exist, or that previously existed and was developed to be better, development is as an upward movement of the entire social system. This means that development is not merely economic development, but rather complete development, namely all areas of life in society. The purpose of village development, as stated in the Village Law, is to improve human welfare and poverty alleviation through the provision of basic needs, development of village facilities and infrastructure, development of local economic potential and sustainable utilization of natural resources and the environment. Village development is carried out by prioritizing the spirit of togetherness, kinship, and mutual cooperation in order to realize the mainstreaming of peace and social justice.

Understanding development planning. that the ideal planning theory is one that is not only able to accommodate the interests and needs of the community but is also able to combine the various interests involved. Understanding development planning. that the ideal planning theory is one that is not only able to accommodate the interests and needs of the community but also able to combine the various interests involved, that planning is choosing priorities and ways or alternatives to achieve goals, allocating resources, aiming to

achieve goals, related to the future, and ongoing activities. This opinion is in line with that planning is as: "a continuous process that involves decisions, alternatives or choices, regarding alternative ways of using resources, with the aim of producing specific goals for the future".

The preparation of Village planning is carried out by considering the objective conditions of the Village and the priority programs and activities of the district/city. The preparation of Village development planning According to (Winarso, 2007), is as follows:

1. Formation of a village development plan drafting team;
2. Alignment of development planning policy direction;
3. Assessment of village conditions;
4. Preparation of a draft village development plan through village deliberation; and
5. Determination of the village development plan through village deliberation.

As an initial stage, development planning is the basis for implementing development activities. Therefore, development planning should be implementative (able to implement) and applicable (able to be applied), and needs to be arranged in a strategic plan, meaning that it is not too regulatory, important, urgent and able to touch the lives of the wider community, while being able to anticipate demands for change, both internal and external, and is arranged based on real facts in the field. To obtain good, timely, targeted, effective and efficient regional development planning results, community involvement is needed in development planning, because the community is one of the elements in development. Of course, they can know and understand what is in their area, besides that by involving the community in the development planning process, the government has given trust to its community. So that they can feel responsible and feel that they have development programs that will clearly be very beneficial for their implementation.

Village planning starts from the development process from the beginning, starting from the planning, implementation, and evaluation stages, must involve the community, so as to produce a fair, equitable and democratic development. Democratic development offers and upholds the importance of openness and community involvement in determining the direction of development policies. Through such a participatory method, it will produce a fair joint decision from the government for its people, so that it will encourage the emergence of public (community) trust in the ongoing government. Government decisions that reflect the people's decisions will encourage synergy between the community and the government.

The stages of village development planning that begin with the requirement for a village to form a group consisting of elements of the village government, village community institutions and the community who work as a formulation team or village development plan drafting team have important tasks given by the government based on the mandate of the Law and the expectations of the village community as a formulation team that is able to accommodate all the interests of the village community.

Alignment activities are carried out by recording and sorting the plans for development programs and activities of the Regency/City that will enter the Village. The plans for programs and activities are grouped into the fields of Village government administration, Village development, Village community development, and Village community empowerment. The results of the data collection and sorting are poured into the data format for the development program and activity plans that will enter the Village. The data for the program and activity plans are attached to the results of the Village situation assessment.

The drafting team conducts a study of the Village situation in order to consider the objective conditions of the Village. The study of the Village situation includes activities to align Village data, explore community ideas and prepare a report on the results of the study of the Village situation. The report on the results of the study of the Village situation becomes input for the Village deliberation in order to prepare the Village development plan.

Following up on all planning processes that have been carried out by the village development planning team, it is then submitted to the Village Consultative Body (BPD) of the Village, to hold a Village deliberation based on the report on the results of the assessment of the village conditions. Based on the research results, it can be seen that the actual mechanism in terms of preparing village development planning has not been implemented according to the specified format. It can also be seen that there is no better communication regarding the main tasks and functions of each institution in the village, resulting in instant planning and this instant planning cannot produce a better agreement. The Village Development Planning Team should prepare a village development plan which is then submitted to the Village Consultative Body to be evaluated and corrected if the proposal contains a program of activities that are not in accordance with the priority scale needs of the village or are not in accordance with the conditions of the village, then improvements will be made before being discussed in the village development planning meeting which should be held by the Village Consultative Body. The Village Development Planning Draft is presented in the format of a development plan draft, and the Development Team makes a report on the results of the preparation of the Village Development Plan Draft which is attached to the Village Development Plan Draft document. The report on the development plan draft is submitted by the development team to the Village Head. The Village Head checks the Village

Development Plan Draft document that has been prepared by the Development Team. The development team makes improvements based on the direction of the Village Head if the Village Head has not approved the development plan draft. In the case of the draft development plan has been approved by the village head, then a village development planning meeting or what is called the village musrenbang will be held immediately.

Village Development Planning Deliberation (Musrenbang) is an annual deliberation forum for village stakeholders to agree on the Village Development Work Plan (RKP Desa) for the planned budget year. Village Musrenbang is conducted annually by referring to the Village Medium-Term Development Plan (RPJM Desa) document. Each village is mandated to prepare a 5-year plan document, namely the Village RPJM and an annual plan document, namely the Village RKP. Musrenbang is a planning forum (program) organized by a public institution, namely the village government, in collaboration with residents and other stakeholders. A meaningful Musrenbang will be able to build understanding about the interests and progress of the village, by photographing the potential and sources of development available both from within and outside the village.

4. CONCLUSION

The village development planning mechanism implemented in the Village, Abuki District as a whole cannot be said to be successful, this can be seen from the results of research conducted by the author that in the development planning at the village level, the team that has the biggest role is the formulation team or village development planning drafting team consisting of 7 to 11 people (Minister of Home Affairs Regulation number 114 of 2015). The team has not been able to carry out its duties properly, for example by not implementing procedural planning and appearing to shorten it and not involving the community as a whole, which has caused failure in village development planning. The village government and all institutions in the village have not been able to work together well, this is indicated by different levels of understanding of the village development planning mechanism procedures based on the regulations that have been set.

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