

Regional Medium-Term Development Planning Based On Regional Development From Top-Down Approach

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Abstract

Regional development planning is an effort to reduce disparities between regions by supporting economic activities (employment opportunities and welfare) in the regions. Past local development policies have tended to achieve this goal through large-scale infrastructure development and by attracting inward investment. The top-down and bottom-up approaches have not been optimal, as indicated by the absence of synchronization between planning documents. Other approaches such as participatory approaches through public consultation forums have not been effective. By focusing on two approaches in development planning, namely the Top-Down and Bottom-Up approaches. From the bottom-up approach, problems can be identified in regional development-based development planning. Both of these approaches only involve institutional elements such as formal government institutions, functional institutions and community organizations.

Keywords: Development, Top-Down and Regional Development.

Introduction

It is necessary to first understand the relationship between planning and development. As a first step, it can be stated that in general development can be interpreted as a process to make "something" better (to get something better) with regard to making "something" better. The definition of planning was conveyed by [1] through the book *Planning in the Public Domain: From Knowledge to Action*, revealed that the main purpose of planning theory is how to link technical knowledge to be translated into public actions. [1] summarized the theories of planning and grouped them into 4 categories including; (1) Social Reform, views that the state is a means for social action. Planning is seen as a scientific effort to create more effective government efforts. In Indonesia at the beginning of independence, after classical liberalism was considered a failure, the idea of neo-liberalism was born with the idea of a welfare state where the state has a strategic role in regulating and controlling economic growth to create prosperity.

To carry out development and accelerate economic growth, the government cooperates with the private sector to exploit natural resources. Thus the goal of the development plan to be achieved is economic growth. (2) Policy analysis, technically

oriented and rational where planning is a process that includes decision making through several stages starting from the identification of goals and ending with program analysis that evaluates the performance of decisions. This theory is a rational model compiled by technical planners who view themselves as social engineers who serve the authorities and are more oriented towards economic growth.

Planning with this theory is generally used by governments with a top-down model. An example is the formulation of a Spatial Plan which in its formulation, is only carried out by consultants and a team of experts who are considered qualified and capable of mathematically predicting the economic situation, as well as its social and environmental impacts. The principle used is also the principle of benefit (utilitarianism), where policies are taken based on considerations of benefit for the wider community. Meanwhile, the rights of minority groups will tend to be neglected. This approach prioritizes technical and quantitative assessment. (3) Social learning, trying to eliminate the contradiction between what we know and what we should do. Planning through social experiments, trying to change social behavior. This is achieved by translating knowledge into the practical world, and theory is enriched from lessons learned in the

field. Planners and clients will be involved in informal interactions.

This theory has an explicit focus because it considers the feedback that occurs when a plan is discussed with the community, so that there is a knowledge transfer process. In the social learning process, it does not emphasize the achievement of goals, but on the implementation of a participatory process. So it is possible that new goals are born from the process of social interaction. (4) Social mobilization, seeking a movement/action that grows from below (society). Planning is seen as a political activity that tries to change the status quo. This theory emphasizes the politics of confrontation. The role of planners can be in the form of community organizers, advocates, and data translators. This theory is widely applied by NGOs to provide awareness and strength to the community to fight for their rights which tend to be ignored in various development cases, especially for development that is only oriented towards economic growth.

Regional development planning should reflect the realities of an area, as stated by [2] that regional development planning is not only planning for an area, but planning for an area. Regional development planning functions as a plan to improve the use of public resources available in the region. So that it is important in the process of preparation and implementation must be aspirational by using a good and appropriate planning approach.

Regional development is a broad term but can be seen as a general effort to reduce regional disparities by supporting economic activities (employment and welfare) in the region. Regional development policies in the past have tended to seek to achieve this goal through large-scale infrastructure development and by attracting inward investment. The concept of regional development grows because of the need for a region to develop, especially because of the availability of natural resources and the increasing needs of the community in line with the increase in population.

One manifestation of the implementation of regional autonomy is to make regional development plans, Regional Development Planning is a process of compiling the stages of activities involving various elements of stakeholders in it, in order to utilize and allocate existing resources in order to improve social welfare in a regional environment or area within a certain period of time.

Furthermore, it is linked in the context of development, especially regional development. [3] states that development is not just a mere phenomenon, but in the end the development must go beyond the material and financial side of human life. Thus, development is ideally understood as a process with multiple dimensions and involves the problem of organizing and reviewing the entire economic and social system. The plural dimension in this case means discussing economic and non-economic components.

In line with that, Sjafrisal (2017) states that the main objectives of regional planning in particular are: (1) encouraging the relevant regional process, (2) encouraging special development processes for disadvantaged regions, (3) reducing development inequality between regions, (4) increasing environmental carrying capacity, (5) increasing land use efficiency, (6) improving the environmental quality of the area concerned. All of these regional planning objectives are mutually influencing each other. So the approach used should be cross-sectoral and comprehensive.

Regional development planning turns out to have special characteristics when compared to general development planning. The special characteristics include: (1) containing elements of spatial planning and location of activities in an integrated manner, (2) arranged in accordance with the conditions, potentials, and problems of the local area, (3) integrated between sectors and between regions, (4) considers aspects of power support land and the environment, and (5) highlight the role of local governments in encouraging the development process in their respective regions.

Efforts to develop an area are a series of activities to realize integration in the use of various resources, to synergize and balance development in all regions in Indonesia, to improve inter-regional harmony, inter-sectoral integration through spatial planning processes in the context of achieving sustainable development goals. Regional development has an important role in the development of a region, especially in areas with abundant resources that are vulnerable to changes on a global scale, such as rapid technological advances in relatively developing regions, resulting in underdeveloped regions, which have limited resources and resources. accessibility. For this reason, regional development planning must be global in nature by considering the inter-regional and inter-sectoral linkages with various impacts that will arise to develop the entire sector as a unit in the context of equitable development.

The Polewali Mandar Regency Medium-Term Development Plan, hereinafter referred to as RPJMD, is a regional development planning document for Polewali Mandar Regency for a period of 5 (five) years which is an elaboration of the vision, mission and program of the Regent/Vice Regent based on the RPJPD and Regency RTRW with due observance of the RPJMN. , Provincial RPJMD, other district RPJMD and RTRW.

The Regional Medium-Term Development Plan (RPJMD) of Polewali Mandar Regency for the 2019-2024 period will be a work guideline for the elected Regional Head and his apparatus in carrying out their duties for the next 5 (five) years, in governance, implementation of development, service to the community. , and is also used as a benchmark for the Regional People's Representative Council (DPRD) in assessing the accountability of the Regional Head at the end of each fiscal year and at the end of the term of office.

The Regional Medium Term Development Plan (RPJMD) will be translated annually into the Regional Government Work Plan (RKPD) and become a guide in the preparation of the Regional Apparatus Strategic Plan (RENSTRA) as the Polewali Mandar Regency Medium Term Planning document for the 2019-2024 period which contains the Vision, Mission and the program of the elected Regional Head which is further elaborated into regional development strategies, general policies, priority programs, and regional financial policy directions.

The development planning process uses several approaches, namely political, technocratic, and participatory approaches. The political approach views that the election of regional heads is a process of preparing a plan because the voters determine their choices based on the development programs offered by each candidate for regional head. Furthermore, that the preparation of this RPJMD Document still pays attention to the conception of sustainable development goals (SDGs) to ensure that the targets and indicators of the Sustainable Development Goals have been integrated into the RPJMD Document, including accommodating recommendations from the results of the District RPJMD Strategic Environmental Studies (KLHS) Polewali Mandar which uses analysis of sustainable development goals. Of the various approaches in the development planning process, two approaches are focused, namely the top-down approach and the bottom-up approach.

The Research, Development and Planning Agency (BALITBANGREN) of Polewali Mandar Regency, in realizing development, of course, goes through several development planning processes, starting from the Regional Long-Term Development Plan (RPJPD), the Regional Medium-Term Development Plan (RPJMD), the Strategic Plan of the Regional Apparatus Work Unit (RPJMD). Renstra SKPD), Regional Development Work Plans (RKPD) to the Work Plans of Regional Apparatus Work Units (Renja SKPD), this is a top down and bottom up hierarchical order.

The review of previous research related to research on regional development-based regional development planning analysis that became a reference is quite limited, while research relevant to this research includes: Analysis of regional development planning with a soft systems approach in Trenggalek Regency by [4], where obtained information that the structuring of the problems that existed in the process of preparing the initial RPJMD draft document was the unbalanced use of the development planning approach used which was still dominated by technocratic and political approaches. Other approaches such as the participatory approach through public consultation forums have not been effective in accommodating the suggestions and needs of the community. In addition, the top-down and bottom-up approaches are not optimal, which is indicated by the absence of synchronization between planning documents such as RTRW, RPJMD, KLHS, RKPD and RPJPD.

Furthermore, regional development analysis with sectoral and regional approaches by [5]. From this research, information was obtained that the issues and problems of regional development that still exist in Bogor Regency contained in the Bogor Regency RPJMD include: (1) the low quality of human resources; (2) the community's economy is still low; (3) inadequate quantity and quality of infrastructure and sustainable environmental management to encourage acceleration of regional economic development; and (4) the absence of good governance and clean governance. The results obtained are that based on a sectoral approach, regional development will be directed at leading and developing sectors which are supported by human development which includes employment and population components. While the regional approach is used to determine the use of regional space and the use of space for

economic activities supported by connectivity or space accessibility.

Historically, the preparation of regional development planning has emphasized two approaches, namely Top-Down and Bottom-Up [1]. Therefore, the author focuses on two approaches in development planning, namely the Top-Down and Bottom-Up approaches, because these two approaches are very relevant to be used in regional development planning because they only involve institutional elements such as formal government institutions, functional institutions and community organizations. The formal government agency in this case is the unit in charge of spatial planning appointed by the Regent, namely the Research, Development and Planning Agency (BALITBANGREN), then the functional institution in charge of providing direction to the parties that compose as well as being in charge of the substance of Regional Government Organizations, such as the Housing Public Works Agency. People (PUPR), covering the field of Spatial Planning and Settlement, the National Land Agency, the Department of Agriculture and Food Crops, Universities, and the Expert Team in the field of regional development and spatial planning as well as community organizations (NGOs) whose role is to provide input and rebuttal in the preparation of planning Regional development.

The preparation of programs and activities in regional planning should be more detailed. This is because in addition to the types of activities to be carried out, performance indicators and targets, indicative budget ceilings and responsible agencies, in regional planning the formulation of programs and activities also includes determining the location of the activities concerned. This aspect is needed so that the development planning becomes more concrete and in accordance with the characteristics and potential of the area concerned [6].

The regional development plan and regional development in Polewali Mandar Regency are contained in the Regional Long-Term Development Plan (RPJPD) Regional Spatial Planning (RTRW) of Polewali Mandar Regency which aims to realize safe, comfortable, productive, and sustainable spatial planning, in line with activities regional development in the leading sector of agribusiness and agro-industry supported by adequate infrastructure. There are three plans contained in the development of the Polewali Mandar area, namely (1). Spatial structure plan, (2). Space pattern plan and (3). District strategic area plan.

Based on data from the Polewali Mandar Regency Central Statistics Agency (BPS) in 2019, information was obtained that the leading sectors were plantations (cocoa and coconut) and agriculture (rice and corn) which were able to absorb 42% of the workforce and the rest was the fishery sector. This condition makes Polewali Mandar the largest producer of cocoa, coconut, rice and corn in West Sulawesi. This is supported by the geographical, social and economic conditions of the community. Therefore, the development of the Polewali Mandar Regency area as contained in the Regional Spatial Plan which is described in the Regional Medium-Term Development Planning (RPJMD) prioritizes and focuses on these sectors because some people make their main livelihood.

Likewise, with other supporting activities such as tourism development that is currently rampantly focused on the agricultural and plantation sectors in areas in the highlands with the concept of agro-tourism and tourism development in coastal areas with the development of mangroves in the concept of improving the coastal environment and making it a learning center. and family recreation which certainly improves the economic aspects of the local community.

Based on the Regional Medium-Term Development Plan (RPJMD) of Polewali Mandar Regency for the period 2019-2024, the main issues of development and strategic issues that still exist in Polewali Mandar Regency include: (1) High poverty; (2) The quality of human resources (IPM) is still low; (3) The low competitiveness of regional economic business investment; (4) The distribution of regional food security is not yet optimal; (5) The condition of infrastructure is not yet optimal; (6) the low quality of the environment; and (7) the quality of bureaucratic reform is not yet optimal.

From the author's observations, it is supported by various information that in the implementation of regional development-based regional development planning, first, seen from the top-down approach, problems can be identified, among others, that development planning is still dominated by political and technocratic planning, for example, members of the legislature will defend the basic principles. the main ideas and results of constituent meetings in the form of input by supporters in their constituencies, while the executive also maintains the results of the study of each work plan of the SKPD Forum which is also the result of a study based on the interests of the OPD, there is also overlap between the planning of the central government and local governments For example, it

is stated that the Regional Long-Term Development Plan (RPJPD) contains the vision, mission, and direction of Regional development which refers to the National Long-Term Development Plan (RPJPN).

The Regional Medium-Term Development Plan (RPJMD) is an elaboration of the vision, mission, and program of the Regional Head whose preparation is guided by the RPJPD with due observance of the National RPJM, containing the direction of regional financial policies, regional development strategies, general policies, and programs of Regional Apparatus Work Units. Regional Apparatus Work Units, and regional programs are accompanied by work plans within the regulatory framework and indicative funding framework. If depicted in the form of a chart, then the relationship between RPJPN, RPJMN, RPJPD and RPJMD.

In the process of preparing regional development plans, there are often debates or differences of opinion regarding (sectoral ego) implementing activities between government officials, in this case regional apparatus organizations (OPD). So that sometimes development is not in accordance with its main objectives or is a priority scale, in the implementation of regional development-based development planning, secondly, seen from the bottom-up approach, problems can be identified in regional development-based development planning, including the need for a participatory approach as a forum for implementation of development planning deliberations (Musrenbang). But often the Musrenbang involving the community loses in the political and technocratic process, the participatory approach sometimes encounters problems in its implementation, because it is still going through a long process, for example, Musrenbang in the district, then moves up to the province, then to the district level. National Musrenbang, so that programs that are prioritized and are the needs of the community are not implemented, because the higher the level of implementation of the Musrenbang the lower community participation, in the implementation of development planning it involves Stakeholders, namely the community, and the private sector/NGO, including the lack of attendance at the Musrenbang implementation, both at the village/sub-district level and at the sub-district level. However, the involvement of the community in the preparation of development planning causes less integration of planning with development budgeting.

Such conditions make it increasingly difficult to integrate, synchronize and synergize development between regions which tends to result in increasing inequality in development between regions. Therefore, this study was conducted to analyze the process of implementing regional development-based regional development planning by focusing on the Polewali Mandar Regency Medium Term Development Plan document for the period 2019-2024, and the Regional Spatial Plan for 2013-2032, by taking 2 approaches. top-down and bottom-up approaches in an efficient, effective, equitable and sustainable manner.

Literature Review

Development Planning in Public Administration

Development aims to increase the level of life, welfare and improve the quality of life of the community. Quality of life can be defined as the degree to which basic needs are met. Development can be interpreted as an effort to better meet the basic needs of the community. Basic needs are essential/very important needs for a decent life.

The basic needs are meant to consist of 3 parts, namely (1) basic needs for biological survival, (2) basic needs for human survival and (3) degrees of freedom to choose. [7] provides an understanding of development as "an effort or series of growth and change efforts that are planned and carried out consciously by a nation, state and government, towards modernity in the context of nation building". While [8] provides a simpler understanding, namely as "a process of change for the better through planned efforts".

From some of the definitions above, it can be concluded that talking about development means that we are talking about change, community progress, technological progress, broadening people's horizons and mindsets, people's behavior and lifestyle. All of this cannot be separated from what is called the expansion process, the improvement process, both for the benefit of the community and for oneself.

The planned development process does not always have to use a formal plan. If a government creates and implements various policies, programs or even projects that are interconnected and fairly consistent, a planned growth process may be possible. What's more if within the community itself the forces that support this growth climate grow. Even more important than the formal plan is

the existence of social stability that allows the movement of growth in society to be undisturbed.

In practice and in planning science it is said that the planning process itself must consist of the formulation of plans and their implementation. In administration, planning is the beginning of an administrative process. The emphasis on the link between planning and administration is precisely due to the fact that there is a gap between the plan and the realization of the plan implementation (gap between plan promise and plan performance). (1) The capability of the administrative system for the effective implementation of a planned development; (2) Often efforts to improve and improve administration are carried out separately from development planning.

In social changes that are developed consciously towards a situation that is considered better by a certain national community in the future, it is necessary that the planning has operational dimensions; (1) Oriented to achieve a goal. Goals can be economic, political, social, even ideological goals or often a combination of these; (2) Oriented to implementation. Planning is not only to formulate goals but is directed to realize them; (3) Selection of various alternatives regarding which goals are more desirable; (4) Time perspective. The achievement of certain objectives may need to be carried out in stages; (5) Planning must be a continuous and continuous activity from plan formulation and implementation.

Regarding the characteristics of planning that are more implementation-oriented, the following developments can be stated; (1) The use of "Rolling Plans", namely plans in which at the end of each implementation period the objectives, targets and programs are rearranged. Thus the plan is expected to be more flexible and in accordance with the development of the situation at hand. Apart from that, it is hoped that the calculation of the potential sources that can be used will not be too far off; (2) Preparation and implementation of the annual operational plan. This plan is intended as a more concrete and specific translation of the medium term plans; (3) The close relationship between physical planning in various programs and activity projects and their financing planning; (4) Planning for government activity units which are generally stated in development programs and projects. Project-level planning will be more operational in nature; (5) Design planning and implementation of administrative improvements and improvements, so that they can be used as programs for implementing development functions (Development Functions) from the government.

By looking at the weaknesses in the field of administration, the improvement of administration for the implementation of development is mainly aimed at the following areas: (especially as faced by newly developing countries). It is necessary to make improvements in the preparation and development relations that function in the field of improving public administration.

The second major area is regarding staffing and planning. In this case, the main thing is a change in orientation from the ability to serve routine tasks with the expansion of development tasks from government. Another big area is the issue of fostering and perfecting the organization for development. On the one hand, often in developing countries there is a proliferation (expansion of the organization to be large) caused by the "Empire Building" tendencies of government agencies. This causes a lot of duplication and confusion and the possibility of unnecessary units of activity.

Therefore, it is often necessary to reorganize the organization by working on the basis of functionalization. Another area of concern for improving public administration is improvement in the field of management, including work procedures. Participation also gets attention in efforts to improve public administration towards development administration. It has been endeavored that development tasks cannot be carried out solely by the government, an effort is needed to involve the community in stages in the activities of national development efforts.

Some of the obstacles in the implementation of public administration economically can be stated as follows; (1) In the absence of a profit motive and the possibility of bankruptcy/bankruptcy, there is a tendency for a government operation to be less efficient than a private operation; (2) Often there is still paternalism and political and personal spoils in public administration so that this also makes it difficult to foster efficiency; (3) There is a symptom of "empire building" which is an attempt to expand the bureaucracy which in fact may not increase results. This is a manifestation of the so-called "Parkinson Law". It is often called the "Empire Building" of a certain government agency colliding with the "empire building" of other government agencies, causing clashes or duplication. This also leads to a lack of efficiency.

Related to the above is the development of procedures that are complicated and lengthy because they want to fulfill the provisions of various administrative bodies inconsistently. This is called "Red Tape" which is accompanied by a

strict legalistic attitude and is misunderstood by the general public as “Bureaucratic”.

There are five development paradigms that underlie the process of implementing development in a country, namely: (1) growth, which emphasizes the trickle-down effect and growth theory (Rostow); (2) welfare state, which emphasizes redistribution with growth/basic need (Chenery); (3) neo-economics, which emphasizes economics that prioritizes the small people (UI Hal. Seer); (4) structuralize, which emphasizes the condition of backwardness caused by the economic structure (Frank, Dos Santos) and, (5) humanizing, which emphasizes human insight [9].

There are two views in the context of human-oriented development, namely: First, Production Centered Development which places humans as instruments or objects in development. Second, People Centered Development/Human Centered Development which emphasizes the importance of human capabilities, namely the ability of humans to actualize all their potential as human beings.

Initially, development was focused on economic growth. But in essence development is a process of cumulative social change with economic and political democracy. Development activities are an interrelated process, occurring in a circular cumulative causation circle.

Administrative theory describes attempts to define the universal functions performed by leaders and the principles that make up good leadership practices. [10] uses an approach to administrative management, which is an approach from the top management to the lowest level of leadership. [10] gave birth to three major contributions to administration and management, namely: organizational activities, (2) functions or duties of leadership, (3) principles of administration or management. Public administration aims to introduce various aspects of development management, due to administrative incapacity in implementing the management of development programs and projects by the government sector. Administration includes the understanding and development of development administration, the concept of the state, authority and bureaucracy, the structure of the central and local governments, the problem of autonomy and the problems of organizational dynamics, the management of development planning, and the development of community participation.

Public administration has actually existed since time immemorial, arising in an organized society.

In the historical record of human civilization, in South Asia, including Indonesia, China, and ancient Egypt, a system of governance has been obtained. This structuring system is now known as public/state administration [11]. Public administration is sometimes also used the term government administration, and sometimes also translated as government bureaucracy, which is known today as a product of the society that grew up in European countries.

Government policies in terms of service-oriented conventional services must be reversed as suggested by [12], namely the community is the orientation and the end of the service, while officials facilitate service processes and activities gradually flow down from top management to employees directly dealing with customers. or society [12].

The science of development planning initially emerged in countries that adhere to socialist understanding where the role of government in economic activities and development is very large. In order to be able to systematically direct the government's role in encouraging the national development process, the thought emerged from experts to use the concept of Development Planning Science in order to coordinate the government's efforts to encourage the national development process.

At that time there were two groups of countries who wished to accelerate the country's development process as quickly as possible. The first group is the countries that lost in the war such as Germany, Italy, and Japan who want to immediately rebuild the country from the rubble caused by the war. The second group is newly independent countries that want to improve their development process to catch up with other countries as a result of colonialism. Included in this group are ex-colonial countries in Asia and Africa, including Indonesia. In these countries, development planning is carried out in the form of planning by incentives using the market mechanism (Market Mechanism) as the main basis.

Planning is basically a way, technique or method to achieve the desired goal in a precise, directed, and efficient manner in accordance with the available resources. Thus, in general, development planning is a method or technique to achieve development goals in a precise, targeted and efficient manner in accordance with the conditions of the country or region concerned. While the

general purpose of development is to encourage a faster development process in order to create an advanced, prosperous, and prosperous society. These changes were confirmed through Law Number 25 of 2004 concerning the National Development Planning System (SPPN) by incorporating the principles of regional autonomy and development decentralization. concretely into it. Starting in 2005, this development planning system has been formally implemented throughout Indonesia [6].

The available scientific literature provides several definitions of development planning in the form of various definitions.[13] defines development planning as: A collection of policies and development programs to stimulate the public and the private sector to use available resources more productively. Meanwhile, the stimulus is given in the form of economic incentives, both micro and macro, which can encourage the use of resources more productively so that the development process will improve.

Then an Indian development planning expert gave a more concrete definition of development planning that development planning is basically a deliberate control and regulation of the economy by a central government to achieve certain goals and objectives within a certain period of time.

Development is not just a mere phenomenon, but in the end the development must go beyond the material and financial side of human life [14]. Thus, development is ideally understood as a multi-dimensional process, which involves the problem of organizing and reviewing the entire economic and social system. The plural dimension in this case means discussing economic and non-economic components.

Specifically, to align the understanding and implementation of development planning in Indonesia, Law Number 25 of 2004 defines development planning as follows: The National Development Planning System is a unified development planning procedure to produce long-term, medium-term and annual development plans, which carried out by elements of state and community administrators at the central and regional levels.

The difference between this definition and the previous one is that in addition to development planning at the national level, this definition has explicitly stated the role of development planning at the regional level. This is not surprising because this law was indeed enacted at a time when Indonesia had fully implemented regional autonomy in which the role of regional

governments had become increasingly prominent in the development process.

From the several definitions and definitions of development planning above, it is clear that the main components of development planning are basically: (1) a planned and systematic government effort to control and regulate the development process; (2) Covering long, medium, and annual periods; (3) Concerning the variables that affect economic growth and development as a whole, either directly or indirectly; (4) Have a clear development target in accordance with the wishes of the community.

Law Number 25 of 2004 concerning the National Development Planning System, in order to encourage an integrated and efficient development process, basically the national development planning in Indonesia has 5 main objectives and functions. The main objectives and functions of the development planning are as follows: (1) To support coordination among development actors; (2) To ensure the creation of integration, synchronization and synergy between regions; (3) To ensure the linkage and consistency between planning, budgeting, implementation and supervision; (4) To optimize community participation and role in planning; (5) To ensure the achievement of efficient, effective and fair use of resources.

Development is a process of change for the better in all aspects of people's lives and livelihoods, which is carried out based on plans, in order to improve the standard of living and welfare of the community. Thus, development has a very broad meaning, which includes physical, material and mental spiritual development. To achieve the success of this development, there are many aspects or things that must be considered, including community involvement in development. There are also several objectives of direct community participation in program actions, namely, First, so that assistance is effective because it is truly in accordance with one's own will, abilities and needs. Second, increasing their empowerment with experience in planning, implementing, and being responsible for efforts to improve themselves and their economy [8]. Likewise, after decentralization became a government decision, which means that the potential of the region makes the greater the opportunity for the community to be involved in development.

Regional Development Goals

Regional-based development is development that aims to develop the region. The infrastructure that

is planned to be built is due to the development needs of the area. Region-based development or regional development is known as Regional Development.

Regional development is a broad term but can be seen as a general effort to reduce regional disparities by supporting economic activities (employment and welfare) in the region. Regional development policies in the past tended to seek to achieve this goal through large-scale infrastructure development and by attracting inward investment. The concept of regional development grows because of the need for a region to develop, especially because of the availability of natural resources and the increasing needs of the community in line with the increase in population.

Efforts to develop a region are a series of activities to realize integration in the use of various resources, to synergize and balance development in all regions in Indonesia, to improve harmony between regions, and to integrate development sectors through spatial planning processes in order to achieve sustainable development goals.

Regional development has an important role in the development of a region, especially in areas with abundant resources that are vulnerable to changes on a global scale, such as rapid technological advances in relatively developing regions, resulting in underdeveloped regions, which have limited resources and resources. accessibility. For this reason, regional development planning must be global in nature by considering the inter-regional and inter-sectoral linkages with various impacts that will arise to develop the entire sector as a unit in the context of equitable development.

Regional development aims for regional prosperity by optimally empowering all existing potentials by seeking harmony and balance of development between regions so that they can provide the maximum benefit to the entire community. The objectives of regional development planning in general are; (1) Optimum utilization of natural resources through local economic development; (2) Reducing regional imbalances; (3) Sustainable development; (4) Maintaining and increasing the rate of economic growth; (5) Develop underdeveloped areas according to their potential; (6) Stimulating economic growth and infrastructure development.

Top-Down and Bottom-Up Development Theory

In the theory and practice of regional development, [1] relates this transformation of theory and

practice to the introduction of the concept of urban systems as sections of a national interaction network and the definition of growth center systems where development is expected to seep down to all parts of the country. national territory. [1] and Weater put forward similar findings for international development policy especially in solving national and regional development problems and injustices with so-called "from above" development strategies.

This is where the problem occurred around the mid-1970s, since then the call or need for a reversal of development theory and practice as shown by [1] is getting stronger and is manifested in thoughts such as the new "Development Dialogue" periodically by Dag Hammarskjold. Foundation since 1982 in the publications of the International Foundation for Development Alternative (Geneva) with a number of "Basic Needs" strategies and successively incorporated into the programs of various International development organizations.

Then Adelman and Robinson in [15] are trying to develop more balanced interaction methods by means of a modeling approach towards redistribution or equitable distribution of development with growth and have come to the conclusion that the main requirements for the successful implementation of a scalable balancing strategy are: The big thing is the basic structural reforms or reforms in the society concerned accompanied by an even distribution of power, wealth and income but neither of these analyzes shows how such important structural changes should be effected. At the same time there are increasing calls for more self-sufficient (more independent) development, initially for national units, but more recently also for subnational/regional areas and even rural Haque communities, in [15].

Hence, we see that the doctrine of past development always alternates between different combinations in Top-Down and Bottom-Up development models. Each stage sometimes goes all the way to the extremity on each side, and then recedes and comes back again. This description does not delve into something historical determinism or something automatic (inevitable) timing; but it seems that there are some interrelationships although with varying intensity between timeframes which are mainly guided by rationality, rapid technological innovation, large-scale patterns of community interaction, large-scale formal organizations, emphasis on activities

in urban areas, neglect of human relations and the environment. , under- or over-utilization of natural resources, and decreased activity in the countryside on the one hand.

This period has many descriptions of what we here call “from above” Development. The current top-down development assumes that the general goal for each country and region should be to achieve a high level of industrialization and urbanization that resembles the structures of most developed countries today with a unilinear process (in a line) the use of capital. , technology and energy, and by taking advantage of the ever-increasing integration and economies of scale to be able to participate with the increasing specialization in the world market according to its comparative advantages in contributing factors which in fact rarely occur exactly as this model shows by [15].

In addition, Bottom-Up development means setting the various goals of the structure and ways of dealing with the transition period with the widest possible participation in society. However, bottom-up development does not mean the elimination of growth goals which, when viewed from the point of view of the magnitude of material needs, especially from the poor population and areas in developing countries, cannot be responsible or are not the cause. On the other hand, bottom-up development means basing growth on the increasingly enhanced and integrated mobilization of resources in the regional context and not just on the selective draining of resources under optimization criteria set by the world market.

In recent years it has almost become fashionable to deplore western theories and methods based on an urban industrial orientation in dealing with the problems of developing countries. A sharper evaluation of the top-down development model/paradigm is consistent with this trend. It was alleged that in developing countries. Such an orientation is to create: 1) dependence on developed countries and multi-national companies or companies involving foreign investment based and operating in developing countries. 2) strong and persistent domination of one or a small number of large cities, which are also not free from problems of unemployment and lack of job opportunities. 3) more unequal income. 4) persistently growing food shortages and, 5) deteriorating material conditions in rural areas [1].

The relevance of these arguments varies according to the conditions in each country, but while acknowledging the weaknesses of the top-down development model/paradigm, it would be too

early to ignore this approach and consider it completely useless. and can even be detrimental.

Some critics of the top-down development model argue that rural development and bottom-up development strategies are needed by developing countries, precisely because world capitalism has entered an era of permanent crisis [1]. The implication is that top-down development in the international context, is not entirely bad but cannot be sustained any longer in any case.

Such a view poses two kinds of difficulties, first, the political structure of most developing countries is in stark contrast to the type of Autarky development (self-sufficient economic system and limited trade) implied in agropolitan development strategies or similar developments. This approach requires the explicit inclusion of theories and programs of political revolution (reshuffle) who is exploiting and who is being exploited. Second, this approach ignores the reality of the international business cycle. In other words, this approach argues that the occurrence of a trend in the world economy will result in permanent stagnation/barriers and not end in adaptation which results in the emergence of a recovery period.

Most developing countries in their history have experienced and faced interactions with foreign countries and experienced dependence in colonial times, for different periods of time, therefore in most cases, (except perhaps for some distinct pre-capitalist societies) is not the way to go. initiating development “from the bottom”, but rather leads to whether and how it is possible for developing countries and regions today to reshape the sectoral and territorial patterns of past “from above” development so as to include/ include more elements of development “from the bottom” and thereby reduce social and regional differences in development levels.

On the other hand, development “from the bottom” means setting various structural goals and ways of going through the transition period. Development “from below” does not mean the negation (negation) of growth goals which, when viewed from the point of view of the magnitude of material needs, especially from the poor population and areas in developing countries, will not be responsible (not a cause). On the other hand, development “from below” means basing growth on enhanced and increasingly integrated resource mobilization in a regional context and not just a selective drain of resources under optimization criteria set from global targets.

The pattern of development planning that has been carried out by various developing countries is

better known as the Top-Down Strategy as stated by Ndaha in [2], that at the beginning of the development process the pattern was indeed beneficial, but when the pattern refers to the system then problem arises. Communities are accustomed to depending on the government and their ability to develop independently is difficult to develop.

To anticipate various negative accesses caused by the Top-Down strategy, the Bottom-Up strategy is a strategic choice to optimize development planning to development implementation. The Bottom-Up Strategy Mechanism has several advantages, namely; (a) Through a bottom-up mechanism, the community can provide feedback, answers or feedback to the government regarding the suitability of the community's aspirations with what is planned by the government; (b) Through this mechanism the community can express and channel their aspirations, requests and demands to the government; (c) Through this mechanism, bargaining, consensus or compromise can occur between the community and the government; (d) Reciprocal communication can be carried out between the community and the government so that the government obtains accurate information on various matters; (e) There can be an "exchange" process between the community and the government or political candidates, for example for the poor to cast their votes in the hope that they will receive certain benefits from the government.

In addition, Bottom-Up development means setting the various goals of the structure and ways of dealing with the transition period with the widest possible participation in society. However, bottom-up development does not mean the abolition of development goals which, when viewed from the point of view of the magnitude of material needs, especially from the poor population and areas in developing countries cannot be held responsible (not the cause). On the other hand, bottom-up development means basing development on an increasingly enhanced and integrated resource mobilization in the regional/regional context and not only on resource processes selectively under optimization criteria set from the world market.

Conclusion

Regional development planning is an effort to reduce disparities between regions by supporting economic activities (job opportunities and welfare) in the area. Past local development policies have tended to achieve this goal through large-scale

infrastructure development and by attracting inward investment. The approach used must be cross-sectoral and comprehensive. The Regional MediumTerm Development Plan (RPJMD) will be translated annually into the Regional Government Work Plan (RKPD). The document contains the Vision, Mission and program of the elected Regional Head. It also includes targets and indicators for the Sustainable Development Goals (SDGs). Analysis of regional development with sectoral and regional approaches according to [5]. Based on the sectoral approach, regional development will be directed at leading and developing sectors. In addition, the top-down and bottom-up approaches have not been optimal, indicated by the absence of synchronization between planning documents. Other approaches such as participatory approaches through public consultation forums have not been effective. The author focuses on two approaches in development planning, namely the Top-Down and Bottom-Up approaches. From the bottom-up approach, problems can be identified in regional development-based development planning. Both of these approaches only involve institutional elements such as formal government institutions, functional institutions and community organizations. The participatory approach in development planning involves stakeholders, namely the community, and the private sector/NGO. However, community involvement has resulted in less integration of planning with development budgeting. Such conditions further complicate the integration, synchronization and synergy of development between regions.

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