

Implementation of Rural Area Development Program (Case Study: Ijen Agro-tourism Rural Areas, Banyuwangi Regency)

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Abstract. Rural development is an effort made to optimally utilize all potential resources to achieve village growth and improve the welfare of rural communities. The direction of the village and rural development policy was reborn by the enforcement Law Number 6 Year 2014 on Villages (Undang-Undang Desa). One of the development approaches in the village law is "membangun desa" which is integrated into a broader and functional village development plan in the form of a rural area development program. The rural area development program is considered capable of accelerating and improving service quality, economic development, and empowerment of village communities through a participatory approach by integrating various policies, plans, programs, and activities of the parties in the designated area. The purpose of this study is to identify the factors that affect the implementation of the rural area development program. This research was conducted with a deductive approach and qualitative research methods. Data collection was carried out through in-depth interviews, field observations, and institutional surveys. Data analysis was performed by content analysis and strengthened by data triangulation. The results showed that the factors that influence the implementation of the rural area development program consist of supporting factors and inhibiting factors. Supporting factors for program implementation are the existence of a management agency at the rural area level, the existence of qualified rural assistants, and the involvement of multi-stakeholders and multi-sectors in program implementation. The inhibiting factors for program implementation are low human resource capacity at the rural level, lack of financial capital, the existence of middlemen and lack of market guarantor for featured products of rural area.

Keywords: program implementation; development; factors; rural area.

1. INTRODUCTION

Villages and rural areas have potential, especially the natural resource potentials that can be used as asset to improving the economy if used optimally. Rural development is an effort made to optimally utilize all potential resources to achieve village growth and improve the welfare of rural communities. In its progress, the implementation of rural development policy from the past until now has not provided satisfactory results in improving the welfare of rural communities (Muta'ali, 2016).

In socio-economic and environmental terms, villages have a dynamic relationship with other areas, especially cities. The urban-biased policy pattern makes this unbalanced relationship making the rural areas internal and external problems that hinder the realization of the goals of developing productive, competitive, and comfortable rural areas (Muta'ali, 2016). Data from BPS in the Monthly Socio-Economic Data Report (2018) shows that as of September 2017, the percentage of poor people in rural areas is higher, totally 16.31 million people or 13.47% of the population, compared to urban areas of 10.27 million people or 7.26 %. Another problem related to rural human

resources is the average level of education which dominated by elementary school graduates, amounting to 57%. Not only poverty and education, other problems are related to the limited assets controlled by rural communities, especially land, capital, and resource assets. The low quality of services for rural infrastructure and facilities, as well as the weak capacity of rural institutions, means that the various potential and wealth of natural resources in rural areas are still not optimally used to support the rural economy. Apart from the limited ability of the village, the backwash effect phenomenon adds to new problems due to the depletion of rural resources by the city. Rural and urban conditions that encounter development gaps resulting the high level of urbanization which have tendency to increase each year. According to the United Nations (2014), 53% of Indonesians live in urban areas and it is predicted that this will increase to 70% by 2050.

Various problems that occur in rural areas require solution from the development strategy that can solve these problems. According to Zhu, et al (2019), the balance of urban village relations is achieved if there is facilitation of related government policies. Besides, village development is also influenced by the role of local communities (Dinis, 2019). The involvement of other parties is also important as according to Barraket, et al. (2017), the positive role of government organizations and social entrepreneurship also affects villages, especially in increasing community capacity in the context of empowerment. The involvement of various parties and the increasing capacity of rural communities as the subject of development is required to support the optimization of the potential utilization of rural natural resources to improve the village economy. Over time, various strategies and models for rural development have emerged. In Indonesia, the village development program has been implemented in various models.

The direction of village development policy was then reestablished marked by the enforcement of a law specifically regulating villages. The enactment of Law Number 6 of 2014 concerning Villages brought significant changes to village development. Village development in the Village Law divides 2 (two) approaches to village development, namely "desa membangun" which are aimed at local village scale development and "membangun desa" which are integrated into broader and functional village development planning in form of rural area development program. Adisasmita (2010) states that development policies through a regional approach lead to the achievement of certain functions, the development of various sectors that are interrelated and supportive, and various development activities that are more focused and integrated are expected to be able to encourage the achievement of development targets with a higher success rate.

The rural area development program is considered to be a new model for the development of rural areas in terms of both the spatial scale and the economic scale to be achieved. Research is needed to see the implementation of rural area development programs. Regarding the factors that influence the implementation of rural area development programs, the latest research by Subandri (2017) states that the implementation of rural area development is hampered due to a lack of initiative and knowledge from the village community and external factors from the government in disseminating and providing assistance to village communities. Andari and Ella (2019) stated that the problem that obstructs the implementation of the rural area development program are (1) the lack of coordination and monitoring between institutions, between programs, between activities, and target location; (2) The performance of the Village Development Coordination Team is not optimal; and (3) the contribution of institutions in filling the programs based on the masterplan for rural area development have not been maximal. In these two studies, only identified factors that obstruct the implementation of the rural area development program. Therefore, it is necessary to investigate to see the implementation of the development program in rural areas comprehensively through supporting factors as well as inhibiting factors for program implementation.

2. LITERATURE REVIEW

2.1 Program Implementation and Influencing Factors

According to Van Meter and Van Horn (1975), some variables that affect implementation performance, namely policy standards and objectives; resource; communication between organizations and strengthening activities; implementing agent

characteristics; implementor disposition; and social, economic, and political conditions. Every public policy must have clear and measurable policy standards and objectives. With these provisions, the goal can be realized. In a policy implementation, it is necessary to support resources, both human resources and material resources and method resources. In many implementation programs, policy/programs require good relations between related agencies, namely communication support and coordination. For this reason, coordination and cooperation between agencies is necessary for the success of such a program. Coordination is one of the veins of an organization so that its programs can be realized with their goals and objectives.

In a policy implementation to achieve maximum success, the characteristics of the implementing agent must be identified and known which includes the bureaucratic structure, norms, and patterns of relationships that occur in the bureaucracy, all of which will affect the implementation of a predetermined policy program. In implementing the policy, the attitude or disposition of the implementor is divided into three things, namely; implementor responses to policies, which are related to the willingness of implementors to implement public policies; conditions, namely understanding of the policies that have been determined; and the intense disposition of the implementor, namely the preference for these values. Social, political, and economic conditions can support the successful implementation of policies, the extent to which interest groups provide support for policy implementation; the characteristics of the participants (supporting or rejecting); the nature of public opinion in the environment and whether the political elite supports policy implementation.

According to Edwards III (1980), the policy implementation model is influenced by four variables, namely; communication, resources, disposition, and bureaucratic structures. The variables are also related to one another. The successful implementation of public policies requires the implementers to know what to do clearly. The goals and objectives of the policy must be informed to the target group so it will reduce distortions in the implementation. If the delivery of the goals and objectives of a policy is not clear, difficult to understand, or even the objectives of the policy are not known well by the target group, then it is likely there will be resistance from the target group. Therefore, three things are needed, good distribution (transmission) will result in good implementation (clarity); clarity accepted by policy implementers so that it is not confusing in policy implementation; and consistency in policy implementation. The changes in the process of communication will make confusion in the implementation of the policy.

Implementing policy, required support from human resources, material, and methods. Even though the goals, objectives, and content of the policy have been clearly and consistently communicated, if the implementor lacks the resources to implement it, the implementation will not run effectively and efficiently. Without resources, policies only remain on paper to become documents are not realized to provide solutions to problems that exist in society and to provide services to society. Furthermore, Wahab (2010) explains that these resources can be in the form of human resources, namely the competence of implementers and financial resources.

A disposition in implementation and characteristics, attitudes possessed by policy implementers, such as commitment, honesty, communicative, astute and democratic character. A good implementer must have a good disposition, so he will be able to carry out policies properly as desired and determined by policymakers. If the policy implementation has a different attitude or perspective from the policymaker, the implementation process will be ineffective and inefficient. Wahab (2010), explains that disposition is the character and characteristics possessed by the implementor, such as commitment, honesty, and democratic nature. If the implementor has a good disposition, then he will carry out policies properly as desired by policymakers. The organization provides a simple map to show generally its activities and the distance from the summit shows its relative status. The lines between the various positions are framed to show the formal interactions that take place. In policy implementation, the organizational structure has an important role. One of the aspects of the organizational structure is the existence of standard operating procedures (SOP). The function of the SOP is a guideline for every

implementor in action.

According to Rondinelli and Cheema (1983), there are four factors that influence implementation, namely environmental conditions, relationships between organizations, resources, and institutional character. Environmental conditions are considered to play a role in influencing the implementation process. Resources are in the form of human resources and financial resources. The character of the institution is considered important because it relates to the implementor of the policies/programs being implemented.

Table 1. Comparison of Theory of Factors Affecting Policy/Program Implementation

No.	Factors	Van Meter dan Van Horn	Edwards III	Rondinelli Cheema	Wahab
1	Policy's Standards and Objective	√	-	-	√
2	Resources	√	√	√	-
3	Inter-Organizational Communication	√	√	√	-
4	Implementers Characteristics	√	-	√	√
5	Environmental Conditions	√	-	√	-
6	Bureaucratic Structure	-	√	-	√

Source: Van Meter and Van Horn (1975), Edwards III (1980), Rondinelli & Cheema (1983)

2.2 *Inhibiting Factors for the Implementation of the Rural Area Development Program*

To connecting the factors that influence the implementation of rural area development programs, the latest research by Subandri (2017) states that the implementation of determining rural areas is hampered due to a lack of initiative and knowledge from the village community and external factors from the government in disseminating and providing assistance to village communities. Andari and Ella (2019) stated that the problem that obstructs the implementation of the rural area development program are: (1) the lack of coordination and monitoring between institutions, between programs, between activities, and target location; (2) The performance of the Village Development Coordination Team is not optimal; and (3) the contribution of institutions in filling the programs based on the masterplan for rural area development have not been maximal. Both studies have not explained the supporting factors for the implementation of the rural area development program. In a study conducted by Subandri (2017), it explains the factors inhibiting the process of determining rural areas, not the whole program implementation process.

3. RESEARCH METHODS/METHODOLOGY

The research approach uses a deductive approach with qualitative methods. The deductive approach is carried out by studying technical literature, namely literature that provides a background of material that compares findings from actual data obtained and has specific functions such as providing theoretical and conceptual frameworks that can be used as guidelines (Creswell, 2009). The qualitative method used in this research is a case study method.

This research was conducted in Ijen Village Area, Banyuwangi Regency. This rural area consists of 14 villages located in three sub-districts, namely Glagah District, Tamansari District, and Kalipuro District (map of study locations is shown in Figure 1). This rural area was chosen because it is selected as National Priority Rural Areas included in the direction of the National Medium-Term Development Plan (RPJMN 2015-2019).

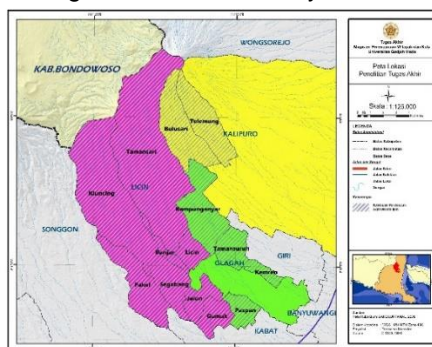


Figure 1. Ijen Agro-tourism Rural Area Map

The data collection method was carried out through primary surveys and secondary surveys. The primary survey was conducted through in-depth interviews with the main actors in rural area development (village government and communities) and field observation. The selected respondents are the main actors in the development of rural areas. Secondary survey was conducted by collecting various related documents from various agencies, namely: Ijen Rural Area Development Plan (2017-2021); Annual Report on the Implementation of Ijen Agro-tourism Rural Area Development Program; Documents on Legality and Institutional Structure of Ijen Agro-tourism Rural Area; Banyuwangi Regency Regional Spatial Planning and Development Plan Documents (RTRW and RPJMD); District In Figures (Licin, Glagah, and Kalipuro Districts); and Village Potential Data (Podes) in 2018.

The data analysis method is content analysis of documented material such as books, documents, laws and regulations, and other written content. In addition to content analysis, data source triangulation techniques also conducted, by mean checking the data to see to what extent the data describes the research phenomenon. Triangulation of data sources was carried out by comparing the results of content analysis from documents with the results of in-depth interviews and field observations.

4. RESULTS AND DISCUSSION

Agro-tourism Rural Area, Banyuwangi Regency is located in three sub-districts, namely Licin District, Glagah District, and Kalipuro District. The selection of delineation for the Ijen Agro-tourism Rural Area is based on similar geographical characteristics, morphology, and regional potential. The three sub-districts are located in the Ijen crater tourism hinterland area. Licin District is the entrance route to the Ijen Crater, so it is appropriate if the rural area functions as a buffer for Ijen Crater tourism. The rural area development program in the Ijen Agrotourism Rural Area has the objective to improving the welfare and economy of the community through the development of potential and main commodities of rural areas. Therefore, the implementation of this program focuses on institutional development and local economic development of potential and main commodities (upstream-downstream mechanisms). Potential commodities developed in this rural area are coffee, goat milk and tourism support products.

The following is an explanation of the factors that influence the implementation of the rural area development program in the Ijen Agro-tourism Area:

a. Resources

• Human Resources

According to Rondinelli and Cheema (1983), the resources that influence program implementation are human resources and financial resources. The principles established in the development of rural areas are independence and creativity. Therefore, the local way of thinking will determine the direction of development in rural areas. Related to this, the capacity of human resources in developing potential products is the main key to success. Based on the results of interviews with the Village Community Empowerment Services and Development Planning Agency of Banyuwangi Regency, it was stated that one of the inhibiting factors for the development of potential commodities in rural areas was low human resource capacity, especially in the downstream part of the product.

For coffee commodities, post-harvest handling is one of the causes of low coffee quality. Farmers pick the coffee cherries prematurely and are reluctant to pluck the cherries red. This has an impact on coffee quality which tends to be low. In post-harvest processing, farmers do not have the skills to use post-harvest processing machines so that the machines stall for some time.

In the marketing subsystem, the human resource capacity in the fields of business management, marketing, and networking is considered insufficient, thus contributing to problems in marketing potential products in rural areas. Human resources capabilities in the fields of business management, marketing, and networking are required at the level of rural area's economic institution (named BUMDes Bersama) workers. This is because in developing their business, BUMDes Bersama as managers of resources and assets in rural areas must be able to build business networks with cooperative institutions, namely rural and agricultural community institutions, such as farmer groups and farmer group associations. BUMDes Bersama also need to build business networks with private institutions, such as private companies that are located in and outside rural areas.

- **Financial Resources**

Financial resources are required for the sustainable development of potential products. Financial capital is needed by a business unit at the "BUMDes Bersama" because this rural area's economic institutions in the Ijen Agrotourism Rural Area are still at the pilot stage so that not much income has entered the cash. In addition, at this stage, business units are intensively developing products so that they need capital for their business development. So far, the equity participation for BUMDes Bersama has been obtained from venture capital participation from 14 villages. Equity participation is an agreement in inter-village deliberations. Based on the results of interviews with BUMDes administrators, financial capital is still considered insufficient and has an impact on production delays. Following Rondinelli and Cheema (1983), the availability of financial resources affects program implementation. If in the process of implementing the program, financial resources are inadequate, it will hinder the process.

- **Assistance from the Government**

Assistance for rural areas is one of the programs of the Directorate General of Rural Area Development (ministry of villages disadvantaged regions and transmigration) as outlined in the facilitation of assistance for rural areas. Based on Village Minister's Law Number 5/2016, rural area assistants are responsible with assisting regency/city coordination teams for rural areas development program (TKPKP) in determining and planning rural areas; and facilitate and guide villages in the development of rural areas.

Based on data from the Directorate General of Rural Area Development, the implementation of facilitation for development of rural areas has been running for five (5) years, so it is expected that the role of the companion function will no longer facilitate the preparation of legality in rural areas but to be more direct of optimizing the supervision and assistance of rural area development activities in the technical and management fields. In addition, it is hoped that facilitators in rural areas can provide input for reforming government policies and help ensuring that the assistance provided is utilized properly by the community. Van Meter and Van Horn (1975) state one of the factors that supports the successful implementation of policies/programs is good communication between program implementers and the community. The assistant in rural areas is considered capable of being a link between the two.

Based on the results of interviews with the Community and Village Empowerment Service, the role of regional assistants in Ijen Agrotourism Rural Area is very vital. Regional assistants are deemed capable of being an extension of the Village Ministry and the Village Community and Village Empowerment Service. Activeness and competence in management and technical matters are the keys to the success of mentoring. Area assistants are required to have education according to qualifications and experience in the field of empowering village communities,

facilitating cooperation with regency/city government officials; provide assistance and advocacy to village communities in the context of community empowerment; and organizing communities between villages and rural areas.

b. Implementer's Characteristics

• **Multi-stakeholder and Multisector Engagement**

According to Village Law 6/2014, the implementation of rural area development involves various parties, both cross-sectoral and cross-regional governments; private; and society. This is considered to have a good impact on the progress of rural development because it has influence on providing more diverse sources of financing. In line with Van Meter and Van Horn (1975), one of the factors that support the successful implementation of policies/programs is the support from various parties including the community and policy makers. Multi-stakeholder engagement is a manifestation of the participatory principle. The development of rural areas is considered capable of solving rural problems in a comprehensive manner with the involvement of multi-stakeholders.

• **Management Institutions at the Rural Area Level**

The existence of a management institution at the rural area level is an added value for the Ijen Agro-tourism Village Area. Rural Areas Management Institutions (TKPKP) are organized in three levels of government, which are at the central, provincial, and regency/city levels. The TKPKP institutional formation at the rural area level is tailored to the needs of each region. The existence of institutions at the rural area level in Ijen Agro-tourism Rural Area began with the existence of a non-governmental organization, named ITC (Ijen Tourism Center). The non-governmental organization ITC functions for management at the regional level with a membership of economic actors related to the development of potential commodities in the Ijen Agro-tourism Rural Area. In ITC, spirit and behavior of social entrepreneurs (socio-entrepreneurs) are not only able to generate profits but also provide benefits to villagers in rural areas.

During time, ITC merged with the management institutions at the rural area level (TKPKP Kawasan) where members consist of technical units at the field level at regency's service, village government, sub-district government, and coordination agency between villages (BKAD). TKPKP Kawasan is considered more operational than TKPKP at the regency/city level. This has made coordination and consolidation are more intense so the implementation of rural area development can run continuously. Institutions at the regional level also act as a bridge between the community and village government and regional and central governments. This bridge becomes important as a binding port between the top-down and bottom-up approaches.

c. Social and Economic Conditions

• **The existence of middlemen**

The existence of middlemen is one of the problems in implementing the trade system for potential products in rural areas. Middlemen are detrimental to farmers because they fully control prices and then make farmers powerless. The interaction is carried out by transaction between them to purchase agricultural products before the harvest period making price low and middlemen sell it in multiple times of amount, they purchase to generate much more profit. Middlemen take advantage of the penniless farmers who need money for their needs. In the case of goat milk commodity at Ijen Agrotourism Rural Area, middlemen collaborate with breeders resulting in a monopoly on raw material for goat milk. In coffee products, there are also middlemen who often buy coffee on a large scale before the harvest period in order to get a cheap price. They also take advantage by luring income for the farmers who need money fast.

• **Lack of market guarantor**

Based on the results of interviews with the Banyuwangi Regional Planning and Development Agency, Rural Area Assistants, and community economic actors, the main problem in developing potential commodities in rural areas is marketing. This problem is caused by the absence of a guarantor for purchasing potential

commodity products in rural areas. Market certainly is important considering that the core of rural area development is the development of potential commodities which need to reach economies of scale. Economies of scale are achieved to meet market needs, but if the market is not available it will hamper the whole process of developing rural areas.

Based on the results of the analysis in identifying the factors that affect the implementation of the rural area development program in the Ijen Agro-tourism Rural Area, the following table is a mapping factors based on their sources (internal and external) and their nature (supporters and obstructions).

Table 2. Factors Affecting Rural Areas Development Program Implementation

	Supporting Factors	Inhibiting Factors
Internal Factors	<ul style="list-style-type: none">• Multi-stakeholder and multisector engagement• Management Institutions at the Rural Areas Level	<ul style="list-style-type: none">• Low Human Resource Capacity (downstream mechanism)• Lack of financial resources
External Factors	<ul style="list-style-type: none">• Accompaniment from the Government	<ul style="list-style-type: none">• The existence of middlemen• Lack of market guarantor

Source: Author's Analysis, 2020

5. CONCLUSION

The conclusion of this study is the factors that influence the implementation of rural development programs consist of supporting factors and inhibiting factors. Supporting factors for program implementation are the existence of a management institution at the rural area level, the presence of qualified village assistants, and the involvement of multi-parties and multi-sectors in program implementation. The inhibiting factors for program implementation are the low human resource capacity at the rural level, lack of financial capital, the existence of middlemen and the absence of market guarantor for featured products of rural areas.

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