

# Implementation of Infrastructure Development Planning in Deli Serdang Regency

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## Abstract

This research aims to identify the implementation of development planning and explain the impact of development planning in 5 (five) villages in Deli Serdang Regency in terms of infrastructure, including road construction and physical improvements. Additionally, this research also aims to analyze the factors hindering the implementation of development planning, explore the root causes of issues, and present recommendations for improvement. This study is analyzed using a qualitative descriptive approach, with 11 (eleven) individuals selected as research samples, and data collected through in-depth interviews, documentation, and field observations. Furthermore, data is analyzed through the processes of reduction, presentation, and verification to ensure the validity and reliability of the research results. The research findings show that, in general, the implementation of regional development planning still has several complex and interconnected shortcomings. The main factors that can lead to failures in the implementation of development planning results include budgetary constraints, often limited resources of the community, and inadequate organizational or regional apparatus resources in carrying out their tasks. Additionally, changes in proposed activities often become a cause of inconsistency between planning and implementation. Not only that, there are additional factors that complicate the situation, such as the role of the government and regional apparatus as formulators of public policies that significantly impact the success of the implementation of development planning. The government's and regional apparatus' role in directing policies can create dynamics that influence the final results of implementation.

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## Introduction

Development and planning are two interconnected elements. The National Development Planning Agency (BAPPENAS) plays a role in the central government, while the Regional Development Planning Agency (BAPPEDA) operates at the regional level. Although the concepts in the Regional Development Plan (RKPD) may seem limited to rhetoric and not fully reflected in the overall process, the old linear mindset still influences the RKPD, making it less capable of seeing problems comprehensively. The necessary stages to create an ideal development planning system have been explained by (Ginanjar, 1994) & (E. Rustiadi, S. Saefulhakim, & Panuju, 2009) and regulated in Law No. 25 of 2004 concerning the National Development Planning System (SPPN) (Law No. 25, 2004). According to Kuncoro, regional development planning must reflect local needs and be optimal in the use of public resources.

Therefore, the spirit and the right planning approach are crucial during its formulation (Soetomo, 2009).

A clear development planning system is needed at all levels of government, and Musrenbang serves as a forum to identify the desires and needs of the people. Although Musrenbang is considered a relevant mediation, many needs and desires of the community cannot be met through actual programs in the field. This dynamic challenges the government and citizens to address the challenges of Good Governance in development in Indonesia (Soerjono, 2002) & (Julianto & Jumario, 2011). Along with expectations for the role of the state, active citizen participation in the conduct of public affairs becomes crucial. The government is expected to be more democratic, effective in public service, and capable of formulating policies that guarantee human rights and social justice (Sirojuzilam, 2011). The goal of the regional planning procedure and stages is to improve government efficiency, accelerate social change, and enhance the welfare and economic capabilities of society (Warsito, 1992), (Woltjer, 2014), & (Arumaha & D., 2016).

Infrastructure plays a vital role in economic recovery, and proper planning and budgeting are needed to achieve development goals. Although the national planning system often relies on single rules, the development planning process in each region differs according to the capacity and conditions of local government. However, regional development planning tends to overlook the aspirations of the community, even though public space is increasingly open with the decentralization of development planning (Gunawan, 1997), (Norberg-Schultz, 1985), (Santoso, 2008) & (Alamasiyah, 2021).

Community development, as an ongoing process, requires continuous attention to deficiencies and issues that arise during the planning and implementation of programs. The success of development depends on realistic plans, commitment to completing development activities according to the plan, and consistent supervision by leadership. In the context of public and social facilities (fasum and fasos), active community participation is key to the maintenance and improvement of these facilities, which should be a collective responsibility. Research in 5 (five) villages, namely Kampung Lalang Village, Mulyorejo Village, Kutalimbaru Village, Sei Mencirim Village, and Tanjung Gusta Village, Deli Serdang Regency in 2021-2022 shows that development planning has not been fully implemented, with infrastructure still having deficiencies despite proposed solutions from the Village. Better implementation of planning is the key to overcoming these challenges (Azhari, 2022).

The proposed infrastructure program in the 5 (five) villages of Deli Serdang Regency in 2021 faced obstacles in its implementation. Although it included road construction, installation of lights, and other proposals from Musrenbang, only a small part was realized. The program even had to be re-submitted in 2022, but some proposals were not prioritized and remained unresolved, requiring re-submission by the Village (BPS North Sumatra, 2020) & (Alamasiyah, 2021).

These issues prompted researchers to further examine the implementation of development planning, elevating it as a primary issue. Failure to complete or implement development can hinder the expected implementation of Musrenbang. The focus on village planning as a top priority is considered crucial to initiating an optimal development process, involving community participation to achieve a decent, just, and prosperous life. These constraints can impede the progress of the welfare of the communities in the 5 (five) villages of Deli Serdang Regency, and the government needs to facilitate participatory development involving the community as a whole. The research is directed towards evaluating the extent to which development planning has been implemented in the 5 (five) villages of Deli Serdang Regency.

This research aims to examine the impact of infrastructure development planning on the communities of 5 (five) villages in Deli Serdang Regency from October 2022 to December 2022 and analyze the reasons for its implementation failure. Due to the complex nature of the issues, the research uses descriptive and quantitative analysis methods. Because the problems are not clearly defined, complex, and have a high level of significance, the analysis model (Dunn, 2000) in (Soerjono, 2002) & (Santoso, 2008) is used. Dunn states that policy analysis is an activity aimed at creating an understanding of the variables involved in the policy-making process. This qualitative research involves a series of steps, including posing questions and collecting specific data from participants, as well as in-depth analysis of the collected data (Creswell, 2009; Sukwika, 2018; Abdiyanto, 2020)

The decision to use a descriptive method in this research is based on the goal of gaining a more comprehensive understanding of how development planning implementation occurs, especially at the regional level in 2015, given the complexity and uncertainty of the issues faced. The study location was chosen to implement infrastructure planning that has not been fully realized and meets the needs of the community. This research involves 11 informants from heads of households and residents in 5 (five) villages (Kampung Lalang Village, Mulyorejo Village, Kutalimbaru Village, Sei Mencirim Village, and Tanjung Gusta Village), Deli Serdang Regency. Data collection methods consist of primary data through direct observation and in-depth interviews, as well as secondary data from literature, the internet, and official institutions. Snowball sampling technique is used to determine more expert samples. Data is analyzed qualitatively to provide an overall picture of the study area's condition. The qualitative descriptive analysis method is used to explain the phenomena and draw conclusions. This research is expected to provide a profound understanding of development planning in the 5 (five) villages of Deli Serdang Regency.

## Methods

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### **Theoretical Study**

Development planning is key to achieving common goals in the era of globalization. Errors in planning can lead to failures in implementing development. The planning process consists of steps that must be planned and executed effectively to achieve specific goals. Planning is temporary and can be adjusted with factual developments. Development planning, according to several experts, is a systematic arrangement of steps to achieve future goals, considering potentials and stakeholders (Soerjono, 2002), (Riyadi & Deddy, 2004), and (Haryani & Armansyah M., 2016). This process must be effective and efficient, optimizing existing resources. The national development planning system involves political, technological, participatory, top-down, and bottom-up approaches (Manik, 2003; Woltjer, 2014; Abdiyanto, 2015).

Development planning has four stages: plan formulation, plan determination, control of plan implementation, and evaluation of plan implementation. The success of planning depends on the participation of all elements, especially at the local level (Marzuki, 1983) in (Santoso, 2008). Regional development planning is crucial in the context of regional autonomy. Development planning is a study that involves various methods, including data collection, analysis, and field studies (Manik, 2003) & (Moleong, 2004). The goal is to obtain accurate data as the basis for development activities. The importance of field data as a key element indicates the applicative and implementative nature of development planning (Gunawan, 1997) in (E. Rustiadi, S. Saefulhakim, & Panuju, 2009) in (Mardikanto (Sari & R., 2016).

Regional development planning is a complex and intricate process involving various communities, environments, and social conditions. It differs from project or micro-level planning because it is holistic and encompasses specific regions. The characteristics of regional development involve large-scale analysis, the creation of general programs, efficiency for medium and long-term planning, interdisciplinary knowledge, and flexibility for short-term planning (Norberg-Schultz, 1985) in (Suharsimi, 2006).

In this context, planning can be called development planning if it meets certain characteristics and has goals related to development. As part of development administration, development planning also plays a role as a development agent. Therefore, a comprehensive understanding of development planning is crucial for achieving sustainable progress (Riyadi & Deddy, 2004). Whatever planning activities are undertaken, they should always involve the community or end-users (Nuraini et al, 2023).

Public policy, according to Thomas R. Dye (Dye, 1981), is what the government does and does not do. The definition given by Thomas R. Dye is very broad. In addition, his research focuses only on the state as the subject. The government formulates public policies as part of political decisions to address various existing and emerging issues and problems in society (Laen Sugi Rante Tandung, 2013) & (M. Iqbal, 2002). Public policy is also a decision made by the government about what to do or not (Sri Yara, 2017). Public policy studies look at the decisions made by the government on issues that attract public attention (Sri Ariesha, 2016). Bureaucratic failure in providing public services and solving public problems is one of the factors causing several problems faced by the government today. This failure includes information failure, complex side effects, motivation failure, money-finding failure, second-best theory, and implementation failure (Sri Yara, 2017). Public policy is divided into three levels: general policy (strategy), managerial policy, and technical operational policy. From a management

perspective, public policy can also be described as a series of actions that include (a) policy making, (b) implementation and control, and (c) policy review.

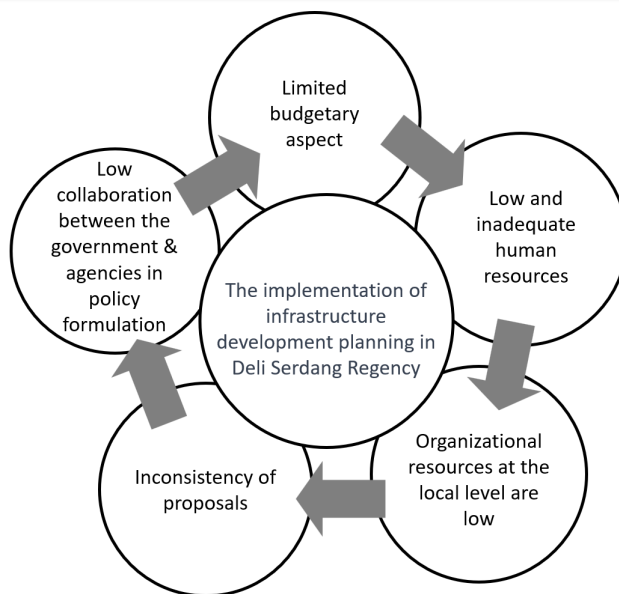
The policy analysis process consists of a set of activities involved in the political process. The policy-making process is an example of this political activity, which is described as a series of interrelated stages, such as (a) scheduling, (b) policy-making, (c) policy follow-up, (d) policy implementation, and (e) policy evaluation (Dunn, 2000), (Dachlan, 2014) & (Sari & R., 2016).

The policy formulation process can be carried out in seven stages: (1) Problem Assessment: Its goal is to identify and understand the basis of the problem, then formulate cause-and-effect relationships, (2) Goal Determination: This is the stage where goals to be achieved through the imminent public policy are determined, (3) Formulation of Alternatives: A series of problem-solving solutions that can be used to achieve specific goals are called alternatives, (4) Model Development: A model is a simplification of the reality of the problem faced, embodied in causal relationships. Models can be built in various forms, such as mathematical, physical, symbolic, schematic, etc., (5) Determination of Requirements: To assess available policy options, policy analysis requires clear and consistent standards. Some standards that can be used include things like legal, economic, political, technical, administrative, societal roles, and others, (6) Alternative Assessment: Alternative assessment is done using standards to determine how effective and feasible each option is to achieve the goal, and (7) Formulation of Recommendations. The results of the alternative policy assessment determine how to achieve the goal in the best way and with the smallest possible impact (Riyadi & Deddy, 2004).

## Results and Discussion

The research results indicate that the implementation of development planning in the 5 (five) villages (Kampung Lalang Village, Mulyorejo Village, Kutalimbaru Village, Sei Mencirim Village, and Tanjung Gusta Village), Deli Serdang Regency, has so far been considered unsuccessful and shows a significant impact. Based on monitoring and evaluation of the implementation of activities in 2021, it is evident that the realization of proposed activities from the Musrenbang has only succeeded in achieving a small percentage (%) of the total proposals submitted. Several factors influencing the non-fulfillment or failure of the implementation of priority programs have also been identified. The collected data shows that only a small portion of all proposals submitted by the community each year are implemented in the planning and receive budget allocations.

The contrast that emerges between the initial enthusiastic expectations of the community in the Musrenbang process and the reality that only a small portion of the proposed programs can be implemented results in a sense of disappointment. This, in turn, affects the decrease in the level of community participation in the planning process in the following years. The active involvement of the community in development activities also shows a significant decline due to a lack of trust and confidence in the effectiveness of program implementation. Based on observations and interviews conducted by the researcher, various constraints causing proposed programs from Musrenbang not to be fully implemented can be identified. These constraints can be outlined into several factors through Figure 1 below:



**Figure 1. Factors Influencing the Implementation of Development Planning**

Source: Author's Analysis Results, 2023

Through observations and interviews conducted by the researcher, it is revealed that the allocated funds for development resulting from Musrenbang activities are still insufficient. Only a small portion of the proposed ideas can be included in the program recapitulation, due to budget limitations that cannot meet all the community's needs. The impact is evident in the partial implementation of development or programs, while the rest remain pending and unrealized. Of all the proposed budget allocations, only a small fraction is estimated to be achievable. This situation illustrates that development planning has been more focused on adjusting budget allocations rather than exploring community aspirations. Budget constraints lead to the prioritization of activities, with only the most urgent programs being implemented. Data shows that only a small portion of community proposals is integrated into the planning and budgeting each year. This phenomenon contrasts with the initial expectations of the community, who were enthusiastic about the Musrenbang process, expecting the realization of most of the proposed programs. This disappointment has led to a decline in community participation in the planning process in subsequent years, even reducing their level of involvement in development activities.

The community in the neighborhood and the government identify the low Human Resources (HR) as one of the main issues, primarily due to the lack of community knowledge caused by the absence of reading facilities in the area. As a solution, they proposed the construction of a 'library building.' However, some members of the community only consider the physical aspects, such as building the structure, without considering the provision of books or reading materials and overlooking the need for library management. This situation could be avoided if the community focused more on the 'outcome,' such as increasing the residents' interest in reading by 50%, which can then identify the need for outputs, such as the presence of a library building, reading materials, library management staff, and community awareness to visit the library.

The factors of organizational resources or local agencies also influence the process of proposing activities towards realization. Budget constraints force local agencies to prioritize activities, so some proposals cannot be accommodated or realized. The proposal selection process involves initial verification stages, such as field surveys, which are sometimes hindered

by a lack of personnel. This condition results in delays for agencies in verifying activity locations, preventing planning documents from including detailed activity location information.

Constraints in community proposals also arise because they are beyond the city's authority and capacity, caused by the community's low technical understanding. This often leads to decision-making that is not in line with the city's authority and capacity. The limited human resources among the community members are reflected in proposals that are physical in nature and do not always reflect the actual needs of the community but are more of mere desires. Therefore, guidance from the Department and experts in the field is crucial to minimize the rejection of proposals and ensure that community proposals are targeted correctly.

In general, communities need to be encouraged to understand the logical framework in planning. The short-term profit-oriented project mindset needs to be transformed into a long-term development-focused program orientation. Weaknesses in the development planning mechanism, coupled with the influence of the government and local agencies shaping public policy throughout the planning process in the region, lead to a shift in activity proposals every year.

From the data gathered through interviews with each Village Head in the 5 (five) villages of Deli Serdang Regency, it can be concluded that there are 5 main obstacles related to changes in program proposals based on the process that occurs, including: (1) Insufficiently detailed activity proposals: The lack of clarity in providing detailed location information in activity proposals can hinder the field verification team, causing such proposals to be overlooked or abandoned. Meanwhile, more detailed proposals from other sources will be a priority for the local government to verify, with a higher chance of budget allocation; (2) Survey results indicate locations that require more attention: This fact may be due to the inaccuracy of the community in identifying their issues, where desires are more dominant than actual needs. Additionally, the lack of precision or limited community insight into their living environment causes more urgent locations to be overlooked and only identified by the SKPD survey team; (3) Changes in the type of work: This event generally occurs after the proposed location has been verified by the SKPD survey team, where, based on technical considerations and efficiency, the type of work is redirected towards a more suitable approach for specific handling; (4) Gradual implementation of work: This does not imply that the work is carried out inconsistently with the proposed volume, but due to budget limitations, the work is carried out gradually with plans to continue or complete it in the next fiscal year; (5) Suboptimal utilization: Proposed activities by the community need to be evaluated in terms of their effectiveness in utilization, ensuring that fund allocation is not wasted, and the facilities built can provide benefits that are felt by many people.

## Conclusion

The implementation of development planning in five villages in Deli Serdang Regency is considered ineffective based on the analysis, observation, and interviews conducted by the researcher. In 2021, only a small portion of the proposed activities from Musrenbang were realized due to inadequacies in the implementation. The role of the government and local agencies in formulating public policy also has a significant impact. Community complaints involve the lack of clarity regarding the programs to be implemented, and proposed programs only end up as a list without a guarantee of how many will be realized. The implementation of Musrenbang in the five villages is still suboptimal due to several factors. Budgetary constraints are a major obstacle because the development priorities from community aspirations are not matched with sufficient budgetary support, resulting in the inability to realize all development

programs. The non-accommodation of some programs is due to errors in budget structure, the mismatch of programs with legal norms, and the lack of support from the community's human resources. Inaccuracies in activity proposals also play a role, as low-quality proposals at the village Musrenbang stage do not become a priority for community needs in subsequent stages. Budget limitations force local agencies to choose activity priorities, causing some proposals to be overlooked or unrealized. The proposal selection process, including initial verification stages such as field surveys, is sometimes hindered by a lack of personnel, resulting in delays in verifying the location of activities. Other constraints arise from community proposals beyond the city's authority and capacity, caused by the community's low technical understanding. Therefore, guidance from agencies and experts in the field is needed to minimize proposal rejections and ensure that community proposals align with targets. In general, there is a need to encourage communities to understand the logical thinking process in planning, shifting from a short-term profit-oriented project mindset to a long-term development program orientation. Weaknesses in the development planning mechanism, coupled with the influence of the government and local agencies in formulating public policy throughout the planning process in the region, lead to a shift in proposed activities every year.

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