



Optimization Of Development With The People Centered Development Model Through Utilization Of Human Capital

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Abstract

One of the important aspects in the implementation of good governance (Good Governance) is the opening of opportunities for the community to participate in making development decisions, including aspects of planning. The space prepared for community participation in the development planning process is the Development Planning Meeting (musrenbang) which is carried out in stages starting from the village, sub-district, district, province to the national level. Musrenbang activities are not only a forum for preparing activity plans to be implemented. The problems in this study are (1) How is the planning, implementation and evaluation of regional development in Sumenep Regency? (2) What is the people centered development model in regional development planning in Sumenep Regency? (3) How is the use of human capital in regional development planning in Sumenep Regency? In this study the approach taken was through a qualitative approach with a qualitative descriptive model (quasi-qualitative). Due to qualitative research, the philosophical foundation uses a phenomenological approach. This study used data collection techniques which included in-depth interviews, observation, and documentation. While the data analysis used qualitative analysis to build hypotheses. The research results obtained are (1) In the context of planning, implementing and evaluating regional development in Sumenep Regency, it's just that supervision is still not running optimally (2) In the context of the people centered development model in regional development planning in Sumenep Regency, development planning has been carried out quite well, (3) In the context of utilizing human capital in regional development planning in Sumenep Regency, the context of community capabilities has begun to be able to balance government officials in implementing development planning, community education





has a significant influence on efforts to support development planning and implementation in Sumenep.

Keyword : Optimization, People Centered ,Human Capital

1. INTRODUCTION

So far, the integrated national planning system from the regions to the center does not yet have a legal basis for binding regulations. The regional autonomy policy on the one hand and the abolition of the GBHN (Outlines of State Policy) which have been the basis for national and regional planning on the other, have implications for the need for a policy framework that regulates a systematic and harmonious national planning system.

Meanwhile, the implementation of decentralization is a concrete manifestation of the demand for broad autonomy to the regions. According to Siddik (2008), the agenda for the amendment to the Regional Autonomy Law includes: (i) better clarity on the authority of local governments (expenditure tasks); (ii) increasing active and constructive community participation; and (iii) more specified revenue tasks between city and district, provincial and central governments. The demand for broad autonomy to the regions can be considered reasonable by referring to 2 (two) reasons (Mardiasmo, 2002). First, the intervention of the central government which was too large in the past caused the problem of the low capability and effectiveness of local governments in encouraging the development process and democratic life in the regions. Second, the demand for giving autonomy emerged as the answer to enter the new game era that brings new rules to all aspects of life in the future. According to Mardiasmo (2008), the principle of implementing decentralization in Indonesia is directed at accelerating the realization of community welfare through service improvement, empowerment and community participation. In addition, regions are also expected to be able to increase competitiveness by taking into account the principles of democracy, equity, justice, specificity, potential, and regional diversity.

Future regional planning and budgeting processes must refer to these four laws. The planning apparatus in the regions must of course be very careful in implementing these four laws, because it is possible that these four laws and regulations with the same legal force can lead to multiple interpretations. Apart from having the same legal force, these four laws also regulate substances that are interrelated with one another.

Musrenbang is an important step in the preparation of regional development planning documents, one of which is the preparation of the Regional Development Work Plan





(RKPD) which is an elaboration of the vision, mission and program of the elected Regional Head and as a regional development strategy, as well as general policies that will become an integrated planning system. National development. The RKPD is used as a reference document in the preparation of the Work Plan of the Regional Apparatus Work Unit (Renja SKPD) and is the main basis in the preparation of the Regional Revenue and Expenditure Budget Plan (RAPBD) for the relevant year whose process begins with preparation of APBD General Policy (KUA), Provisional Budget Priority and Ceiling (PPAS) and Budget Work Plan (RKA).

One of the important aspects in implementing good governance is the opening of opportunities for the community to participate in making development decisions, including aspects of planning. The space prepared for community participation in the development planning process is the Development Planning Deliberation (Musrenbang) which is carried out in stages starting from the village, sub-district, district, province to the national level. Musrenbang activities are not only a forum for the preparation of activity plans to be carried out. Musrenbang should be seen as an official channel that is prepared to analyze the aspirations of the people in order to gain adequate access to development budgeting policies. For this reason, the quality of the process and the quality of the results of the Musrenbang will greatly determine the effectiveness of channeling the aspirations and needs of the community.

Based on existing experience, it is known that the portion of government budgeting is very much dominated by the results of political planning and technocratic planning, while the results of participatory (community) planning receive less funding. Musrenbang should be seen as a forum prepared to make efforts to harmonize and synchronize the various planning poles, so that the aspirations of the community can also color the results of technocratic planning and political planning. Some of the problems that often occur in musrenbang are the achievement of goals that are not carried out properly. This happens because the funds or budget

budgeted for development is not sufficient for the development process. In this case we can indeed say that funds or budgets are the main thing that needs to be considered in addition to other requirements. This is caused by disagreements between the various parties in the porum.

Problems that often arise in Musrenbang can be grouped into three, namely problems related to input, process and output.





a. First, problems related to input, especially regarding low community involvement as a result of ignorance of the community's role in decision-making, and the lack of information possessed and the still strong culture dominated by the "old" (characters).

b. Second, problems related to the process, namely the high top-down influence, so it is not carried out in a participatory manner, but only to fulfill the interests of certain parties and formalities.

c. Third, the problem in output is related to the strong old paradigm that competes to compile as many "shopping lists" and "shopping lists" as possible without paying attention to needs.

By taking into account the aims and objectives of the Musrenbang, as well as the very short implementation mechanism of the Musrenbang, and the existence of several problems in the implementation of the Musrenbang (starting from input – process – output), several important issues emerge that need to be addressed.

a. The results of the village/kelurahan and sub-district Musrenbang are underutilized as input in the city/district Musrenbang based on the real needs of the community.

b. The results of community proposals are not well documented and distributed to technical agencies.

c. The absence of feedback to the community about the results of the Musrenbang, has an impact on decreasing public confidence in the possibility of participating in decision-making.

d. The Musrenbang seems only as a tool to legitimize that the preparation of the plan document has been carried out in a participatory manner with the atmosphere of the Musrenbang implementation not being conducive to the discussion of program proposals in a quality manner.

e. The program is still dominated by government interests, politics and sectoral egoism as evidenced by the small budget allocation for sectors of the populist economy, poverty alleviation, and the environment.

People's proposals that they put into the Musrenbang which are then forwarded to the Regional Work Units (SKPD) and DPRD are often absent and their whereabouts are unclear. The nuances of interest, sectoral ego, especially political elements in the discussion in the DPRD (discussion at the commission level) can always shift activities and locations, regardless of whether the proposal is very urgent and needed by the community.

The executive's commitment is very weak in maintaining the proposed activity program derived from the results of the musrenbang during the discussion DPRD





commission sessions so that many seek safety by accommodating their proposals with the aim that their program of activities is safe and not reduced or crossed out.

1.1 Research Problem

From the description of the background of the problem above, the problems raised in this study are:

- 1) How is the planning, implementation and evaluation of regional development in Sumenep Regency?
- 2) What is the people centered development model in regional development planning in Sumenep Regency?
- 3) How is human capital used in regional development planning in Sumenep Regency?

1.3 Research Purposes

- 1) Review and analyze the planning, implementation and evaluation of regional development planning in Sumenep Regency.
- 2) Describe and analyze the people centered development model in regional development planning in Sumenep Regency.
- 3) Describe and analyze the use of human capital in regional development planning in Sumenep Regency.

1.4 Benefits of research

Theoretically, this research is expected to contribute to the development of science, especially regarding policies regarding the Implementation of Regional Development Planning Deliberations.

Practically, this research is expected to be able to provide input to policy implementers in the context of implementing policies on Regional Development Implementation Planning.

For researchers, this research will be able to add to the insights that researchers have gained in college by studying real conditions in the field about optimizing development with the people centered development model through the use of human capital.





2. LITERATURE REVIEW

2.1. Development Concept

Witton (1986) states that real development is the distribution of people's wealth. This view is based on the goal of development as a means of equitable distribution of people's welfare economically. As for Hidayat (1979), offers the concept of development as a process of structural change in the social and economic fields involving five interrelated and interacting variables, namely: (1) human resources, (2) natural resources, (3) capital, (4) technology, and (5) special institutions.² From the two definitions above, we can conclude that development is basically a structural change in the social and economic fields which is operationalized by distributing people's wealth to fulfill the goal of equitable distribution of people's welfare. Furthermore, the rural sociologist Mubyarto (1988) says that development must be interpreted as a complete (social) change, and not partial.

This means that change does not only concern the mental attitude of the people but also the mental attitude of the state and its apparatus in managing the development process. From the definitions of development put forward by these experts, we can read the error of the centralistic development paradigm, which only produces changes in certain layers of society, not as a whole. Significant changes through development with a centralized paradigm are physical economic changes, marked by an increase in the average rate of development and the per capita income index. However, it is not followed by a change in the mental attitude of the people as well as the state and its apparatus in managing the development process.

What mental change is actually expected in cannot be separated from the cultural values of a society, that mentality cannot be separated from the cultural values of a society. Thus, what is meant by a development mentality cannot be separated from the cultural values of the community in perceiving development. He details a number of cultural values that are needed in development, including: (1) future-oriented cultural values, (2) cultural values that desire to explore the environment and natural forces, (3) cultural values that respect people who achieve results. , especially from his own hands (Koentjaraningrat, 1974:38-41).

This last cultural value becomes the mental basis of the participatory approach. These cultural values, on the other hand, are very relevant to a participatory approach that emphasizes respect for one's independence as the beginning of community empowerment efforts.





Development in principle relates to two main pillars, namely: the state and the people. The state is the organizer of development through the organs of government and the people are the goal as well as the subject (participatory) where development is carried out. As a driving force for facilitators, the government must master development governance so that public policies are rolled out to provide added value for a better direction. Thus, development is directly correlated with the way people's lives are getting better from time to time.

In general, we can give the meaning of development as a planning process (social plan) carried out by development planning bureaucrats to make changes as a process of improving welfare for the community. Conceptualization of development is a process of continuous improvement in a society towards a better or more prosperous life so that there are several ways to determine the level of welfare in a country. The benchmark of development is not only income per capita, but more than that, it must be accompanied by improved income distribution, reduced poverty, and reduced unemployment.

According to Tjokroamidjojo in Listyaningsih (Listyaningsih 2014) the term development has not found an agreement on meaning as well as modernization. Development is generally defined as a series of efforts to realize planned and conscious growth and change taken by a country and nation towards modernity. Development is also directed at changing the paradigm or mindset of society from traditional to modern. So the essence of the meaning of development according to him is a process that must be passed by a country in order to achieve the goals of the country concerned.

Meanwhile, according to Joseph. J. Spengler in Listyaningsih (Listyaningsih 2014) argues that development is an increase in enjoyment. Development can be seen as economic as well as political development. Economic development is the ability to utilize natural resources in order to meet the production of goods and services. According to Joseph, many political experts pay attention to political development. When viewed from the goal, political development leads to a goal, for example democracy, stability, legitimacy, participation and so on. Meanwhile, development is not only directed at political stability but also high economic growth, and improving people's welfare in terms of education, health and economy. According to Afifuddin (2012) the essence of development is to build a society or nation as a whole in order to achieve people's welfare.

Responsible development will produce benefits to the people in a balanced way by using resources, in the short and long term. The dimension of justice in development also





means that the availability of resources and benefits derived from development policies can be enjoyed by present and future generations equitably.

Given that the goal of development is the community, the aspects of development are broader, covering economic, political, social, and cultural aspects; including other supporting aspects such as infrastructure development, environmental management, and strengthening governance. By Therefore, development must be managed holistically, multi-sectorally, multi-competently, and future-oriented.

The implementation of sustainable development in our country faces challenges, among others, the inability to find a way to maintain and improve the quality of the environment without compromising the needs of economic development and social justice. In order to answer these challenges, a sustainable development framework has been drawn up through the global development paradigm as stated in the Millennium Development Goals (MDGs) and Sustainable Development Goals (SDGs), a development framework for the next 15 years that underlines the positive side of globalization.

In the development of SGD's there are three main indicators, namely:

- a. Indicators attached to human development, including education and health;
- b. Indicators attached to social economic development, namely the availability of social facilities and infrastructure as well as economic growth; and
- c. Indicators attached to environmental development are the availability of natural resources and good environmental quality (Kumolo et al. 2017).

2.2 Planning Theory

According to Alexander (1986) theory is a way to understand the world, and is a framework for interpreting facts, or a way to understand facts and is a framework for interpreting experience. Science is essentially formed from a combination of facts and experience, thus theory is a framework that should be used and applied, because it can explain the facts. There is no single definition for understanding planning and planning theory. It is the same as the planning profession, growing up and being present in different backgrounds and having a broad perspective from their respective experiences. The notion of planning or planning itself has undergone many developments. The development of the essence of planning for humans has a close relationship with the development of civilization and technology (Sujarto, 1990). This is because the development of human civilization affects the complexity of the problems faced in planning, while technological developments play a major role in determining the pattern of planning approaches to be applied. In line





with the development of civilization and technology, planning theories and planning practices that occur in certain eras also develop.

The understanding of planning theory has experienced a long and wide debate, because its understanding has become wider and more complex. What is planning theory is difficult to define with certainty for several reasons, including (Campbel. S & Fainstein. S, 1996): (1) planning theory has an overlap with various other disciplines (social science, politics, economics, architecture, etc.) , etc); (2) the boundaries of the planning profession and other professions are often unclear, where planners do not only make plans and non-planners can do planning; (3) planning space is divided into broad patterns of space and natural environment, and (4) there are many approaches that can be used in planning by borrowing analytical tools, methods, and theories from other fields of science.

Planning is not developed based on theory but on the contrary, planning theory develops as a continuation of experience regarding human efforts to cope with environmental conditions (Sujarto, 1990). There are two main types of planning theory: those that seek to explain how social systems work and those that seek to provide tools and techniques for controlling and changing social systems (Feldt, in Catanese & Snyder, 1988: 49). The first type, namely systems operating theories, mainly describes a number of traditional academic disciplines, since no single discipline covers sufficiently broadly for all important aspects of a social system. The second type, systems change theories, presents almost all the backgrounds and techniques of applied disciplines, such as government administration and engineering, in addition to those from various other disciplines. Theories of system change are divided into four main branches, namely the theory of rationalism, incrementalism, utopianism and methodism.

Rational planning theory is based on a holistic view of systems and seeks to provide a comprehensive view of all aspects related to living and non-living systems. Part of the living system includes the area system and the life above it. A system can be defined as a set of interdependent components with a scope, relatively high linkage and stability. The scope (closure) of external independence, the extent to which the system components do not interact with other components outside the system. Connectivity measures internal dependence, which is a limit to the degree to which system components interact with each other. Stability relates to the length of time in which the system ends without any significant changes or disturbances. Thus, regional and city planning can essentially be approached through a systems approach, by establishing the scope, interrelationships, and stability of the system.





The planning group claiming to be part of a comprehensive planning group stated that the most important function of the planner was (Altshuler, in Faludi, 1983: 193) understanding the interests of the community and having sufficient knowledge to measure the estimated effect of the proposed action on the interests of the community.

Communities clearly have different goals between one person or one group with another person or group, so to develop a comprehensive plan, the planner must assume that the various community goals, however, can be measured in importance even though in general, cannot be integrated into the hierarchy of societal goals (Altsuler, in Faludi 1983: 194).

Planning theory can be seen from the point of view or perspective of knowledge that is quite wide through the process of study and experience of planners, to the extent accepted in their environment (Alexander, 1986). Although the planning theory developed is based on a rational view, where the understanding of rational axioms is itself a scientific and analytical way of thinking towards solving a particular problem, or a 'reasonable' action on the things considered in the selection of alternatives, achievement of goals, and the relationship between the initial and final goals of a 'plan'. Rational decision analysis is the theoretical foundation for planning, through the use of sophisticated methods and tools to achieve it. (Alexander, 1986).

There are several theories as to what planning theory is or in the Journal of the American Institute of Planners explaining the nature of planning and its scope at length. This means that they emphasize academic efforts to convey to students through a framework for understanding planning. Through academic activities and by means of such training is a provision for a profession such as planning which is sometimes forgotten by students. All of that is more emphasized in planning schools as a place to practice to develop their imagination. As Kaplan (1964) states the new theory is connecting society. Planning studies stimulate innovation, research that will become American planners.

J. Brian Mc Loughlin (1969), in his book systems approach to urban and regional planning. Advanced view of planning theory based on location theory. What I call theory in planning. But clearly, he always raises questions like attention to planning theory. For example, he reminded that the planning process must have a form which for this process makes humans change the shape of their environment. In this way the whole planning theory becomes the conclusion of the theory in planning. The emphasis placed on it is debilitating, so therefore Mc Loughlin has criticized just as I think (my opinion) for putting forward the simple opinion of the actual process by which a decision is made (Silvester, 1971-1972).





2.3. Public Participation Theory

According to Ach. Vizier Ws. et. al. (in Anggara, 2018), participation can be interpreted as a person's conscious involvement in social interactions in certain situations. With that understanding, a person can participate if he finds himself with or in a group, through various processes of sharing with others in terms of values, traditions, feelings, loyalty, obedience, and shared responsibilities.

Community participation according to Sobandi (2004) is community participation in the process of identifying problems and potentials that exist in the community, selecting and making decisions about alternative solutions to deal with problems, implementing efforts to overcome problems, and community involvement in the process of evaluating changes that occur.

Mikkelsen (in Handoyo, 2012) divides participation into six meanings, namely as follows.

- a. Participation is the voluntary contribution of the community to the project without participating in decision making.
- b. Participation is "sensitizing" (sensitizing) the community to increase their willingness to accept and respond to development projects.
- c. Participation is the voluntary involvement of the community in self-determined change.
- d. Participation is an active process, which means that the person or group concerned takes the initiative and uses their freedom to do so.
- e. Participation is the strengthening of dialogue between the local community and the staff who carry out the preparation, implementation, monitoring of the project, in order to obtain information about the local context and social impacts.
- f. Participation is community involvement in self-development, life, and the environment.

Based on the definition of participation above, participation is the active involvement of a person or group of people (community) consciously to contribute voluntarily to development programs and to be involved from planning, implementation, monitoring to the evaluation stage.

The word Participation has been translated as 'participation' or 'participation'. The most popular connotation, participation is participation in discussing the agenda that has been set by the government. Politically, participation needs to be interpreted as participation to take part, in its capacity as citizens. It is clear that the participation is not only in affirming or rejecting the government's policy proposal, but also proposing certain policies if it is necessary, even though it has not been prepared by the government. In this regard, it should





be emphasized that in this paper, the word participation does not have to be associated with participation in the government's agenda.

Participation is a political right that has actually been guaranteed in various statutory provisions, but this guarantee has never been formulated operationally. In this regard, participation must be demanded, and the community involved in the political reform movement in this country demands it in the form of guarantees in a more operational (effective) format.

The concept of participation in its development has various meanings although in some respects they have similarities. In democratic development, there are three traditions of participation, namely political participation, social participation and citizen participation (Gaventa and Valderama, in Anggara, 2018).

Participation in a democratic political process involves the interaction of individuals or political organizations with the state which is expressed through organized action through voting, campaigning, protesting, with the aim of influencing government representatives. Social participation in the context of development is defined as community involvement, especially those seen as heirs of development in consultation or decision making at all stages of the development cycle (Stiefel and Wolfe in Handoyo, 2012). In this case, social participation is placed outside the formal government institutions.

Meanwhile, citizen participation is defined as a concern with various forms of citizen participation in policy making and decision making in various key arenas that affect their lives (Gaventa and Valderama, 1999).

In the concept of development, the participatory approach is interpreted; first, as a community contribution to improve the efficiency and effectiveness of development in promoting processes of democratization and empowerment (Cleaver 2002, in Cooke and Kothari, 2002:36). Second, this approach is also known as participation in the dichotomy of instruments (means) and ends (ends). The third concept, participation is elite capture which is interpreted as a situation where local officials, community leaders, NGOs, bureaucracy and other actors who are directly involved with participatory programs, carry out practices that are far from the principle of participation.

In the efficiency argument, Cleaver says that participation is an instrument or tool to achieve better program/policy outcomes and impacts, while in the democratization and empowerment argument, participation is a process to increase the capacity of individuals, resulting in a positive change for the community. their lives (in Cooke and Kothari, 2002:37).





Different perspectives on participation in the development context as above, will have different implications in analyzing power relations in a participatory process and the way in which target communities benefit from the development process. In the instrumental perspective, the relationship between the community as the target of the program and policy makers or aid agencies is relatively non-existent. In other words, there is no interaction between the two parties, so that the design of development programs and policies that are made is mostly or even completely in the hands of the elite (community leaders).

Meanwhile, the beneficiary communities are only involved in the implementation of the program, even as craftsmen. On the other hand, the objective approach views power relations in a participatory process leading to efforts for change and empowerment of the community itself, so that there must be equal power relations in planning and implementing development programs/policies. The target community must have the opportunity to participate directly, so that they know what is decided and the benefits that will be taken when the program is implemented and completed (Parfitt, 2004:539).

2.4. Regional Development Planning Theory

Development is a continuous process of changing various dimensions of human life. This change can occur by itself (self-sustaining process) or with influence or direction from the government (Tjokroamidjojo & Mustopadidjaja, 1990). Development planning is an early stage in the development process. As an initial stage, development planning will become the basic material/guideline/reference for the implementation of development activities (action plan). Therefore, development planning should be implementable (can be implemented) and applicable (applicable).

The definition of planning has many meanings according to the views of each expert and there is no generally accepted limit. The definition or limitation of the planning, among others, is as follows.

1. Planning is a process of systematically preparing activities carried out to achieve a certain goal. Therefore, it is essentially found in every type of human endeavor (Khairuddin, 1992).
2. Planning is an effort to formulate programs, both general and specific programs, both short term and long term (Sa'id and Intan, 2001).
3. Planning as Policy Analysis (Planning As Policy Analysis) is a tradition inspired by the logics of thinking in management science, public administration, the revival of neoclassical economics, and information technology called cybernetics (Aristo, 2004).





Planning, although it contains the notion of the future, is not a hypothesis made without calculation. Hypotheses in planning are always based on data and estimates that have been achieved, and also take into account the resources that exist and will be collected. Thus, planning serves as a guide as well as a measure to determine the next plan. Often planning only includes new activities, or the allocation of finances for old activities, without critically reassessing their quality. Often more contributions can be made to development by improving the quality of activities currently in progress than by starting new ones.

2.5. Strengthening Civil Society

Strengthening civil society in the flow of democracy must be realized as an absolute necessity for the implementation of a "strong" and "clean" government. The weakness of civil society in Indonesia is marked by widespread rejection of state/government policies by the people and this rejection has not received a response from the state/government.

In the process of determining bureaucratic policies, the government still feels that citizens are the "objects" of the policy. This view will make the government "allergic" to the suggestions of citizens in determining policies. The paradigm of budget transparency to the public is still considered a state secret by the government bureaucracy. Ways that can be done in strengthening civil society in Indonesia, among others, are as follows.

- a. Improve education understanding among civil society by exchanging information and education among civil society through studies of study groups, non-governmental organizations, associations, and so on to control the administration of a "clean" and targeted government so that the state/government will not be arbitrary. authority to make policy.
- b. Changing the paradigm of the state/government bureaucracy as a servant and protector for its people, not as a ruler for its people.
- c. There is a desire from the state/government to provide the widest possible space for civil society to exercise control, access information and participate in civil society in formulating policies.

2.6. Human Capital

Human capital is linguistically composed of two basic words, namely human and capital (capital). Capital is defined as a factor of production that is used to make a good or service without consuming it during the production process. Based on the definition of capital, humans in human capital are a form of capital such as machines and technology.





Humans also have a role or responsibility in all economic activities, such as production, consumption, and transactions.

The main concept of human capital according to Becker (1993) is that humans are not just resources but are capital that produces returns and every expenditure made in order to develop the quality and quantity of capital is an investment activity.

Meanwhile, Davenport (1999) reviews the application of human capital from the employee's point of view, thus creating the term employee/investor where employees as owners of human capital are seen as investors. This change of point of view involves changing the pattern of interaction between employees and the company, especially those related to human development activities.

As this theory develops, the concept of human capital can be defined into three. The first concept is human capital as an individual aspect. This concept states that human capital is an ability that exists in humans, such as knowledge and skills. This is clarified by Rastogi (2002) which states that human capital is knowledge, competence, attitudes, health, and characteristics possessed by humans.

The second concept states that human capital is knowledge and skills acquired through various educational activities such as schools, courses, and training. The main concept of this model is that human capital is something that is obtained through the accumulation of a certain process (Alan et al, 2008). This concept assumes that human capital does not come from human experience.

The third concept views human capital through a production orientation perspective. Romer (1999) states that human capital is a fundamental source of economic productivity. Human capital is also an investment made by humans to increase their productivity (Rosen, 1999). Frank & Bemanke (2007) argues that human capital is a combination of education, experience, training, skills, habits, health, energy and initiatives that affect human productivity.

Todaro (2000) revealed that human capital can be measured through education and health. Education and training can be an added value for a human being. This can be explained if the higher a person's education or the more training they have, the higher their abilities and skills. Meanwhile, health is an interrelated field with education. Higher education that is owned without a healthy body will not increase productivity. Meanwhile, high education can also affect a person's level of health awareness.





In the context of optimizing regional development, the researcher concludes the model of 2 theories, namely the people centered development model and human capital theory.

2.7. Past Research and Critical Review

Comparison of previous studies on policy implementation issues aims to map out previous studies on policy implementation issues as well as to show where the contributions and novelty elements of this research lie. From the existing previous studies, this research is expected to have several advantages and this research is different from previous studies. First, this study examines and analyzes the management of the implementation of regional development planning deliberation policies. Second, this study describes community participation in regional development through the implementation of development planning deliberations. Third, develop a development planning implementation model that is more in line with the needs of the community. Fourth, it is expected to find the meaning of implementing regional development planning deliberation in order to increase community participation in developing their region.

2.8 Philosophical Foundations and Research Approach

In this research, the approach taken is through a qualitative approach with a qualitative descriptive model (quasi-qualitative). Because the research is qualitative, the philosophical foundation uses a phenomenological approach.

According to Denzin and Lincoln (in Moleong 2006:5) qualitative research is research that uses a natural setting, with the intention of interpreting phenomena that occur and is carried out by involving various existing methods. Meanwhile, Bogdan and Taylor (in Moleong 2006:4) define qualitative methodology as a research procedure that produces descriptive data in the form of written or spoken words from people and observable behavior. In line with this definition, Keirl and Miller (in Moleong, 2006:4) define that qualitative research is a particular tradition in social science that is fundamentally dependent on human observations both in its area and in its terminology.

Consideration of researchers using this qualitative research. As stated by Lexy Moleong (2000:5) are:

- 1). Adapting qualitative methods is easier when dealing with multiple realities.
- 2). This method implies the nature of the relationship between the researcher and the respondent.





3). This method is more sensitive and adapts to the management of shared influence on the value patterns encountered.

Through descriptive research method, this method seeks to describe or describe in detail or in depth community participation in regional development planning in Sumenep Regency. With the selection of a qualitative descriptive design, the researcher will approach the object of research by digging information according to the perceptions of researchers and informants and can develop according to the interactions that occur in the interview process. Researchers always interpret the explicit and implied meanings of the explanations given by the informants, the results of field observations and personal notes.

2.9 Research Objects and Informants

Research activities will be carried out in Sumenep Regency by taking several locations such as: Regional Planning Agency Office, Highways Public Works Office, Sumenep City District Office for mainland areas and Talango District Office for islands, Kolor Village Office, Pajagalan Village, Talango Village Office and the Gapurana Village Office as well as to groups or institutions as well as individuals who are directly related to regional development planning activities in Sumenep Regency.

In accordance with the theme in this research will be carried out in Sumenep Regency by considering, among others:

- a. Culturally, Sumenep Regency represents the Madurese community who inherited the Madurese culture which is still strongly dominated by local values and paternalistic culture.
- b. The social and political conflicts of the Madurese community in developing their region are still very paternalistic and participatory.
- c. Researchers have adequate locality relations with the Sumenep Regency area, so research in conducting research later is expected to produce research in accordance with existing conditions authentically and correctly.

The data needed in this study were obtained from two sources, namely: 1) Primary Data, namely data obtained directly from the original source, not through intermediary media. In this study, primary data were obtained from observations, questionnaires, and interviews with respondents / informants regarding the implementation of regional development planning deliberation in the Sumenep Regency area. 2) Secondary Data, namely data obtained by researchers through intermediary media, both published and unpublished. In this study, secondary data obtained from the Regional Development Planning Agency, Public Works Department of Highways, Sumenep City District Office,





Talango District Office, Kolor Village Office, Pajagalan Village, Talango Village Office and Gapurana Village Office in the form of notes or reports on the implementation of the Planning Deliberation. Regional Development in Sumenep Regency.

Determination of research informants is done by purposive sampling. Informants are determined deliberately with the intention of choosing the right people to dig up information or uncover problems. The informants were 11 (eleven) people including: Head of the Regional Development Planning Agency of Sumenep Regency, Head of the Public Works Department of Highways of Sumenep Regency, Head of Sumenep City, Head of Talango Village, Secretary of Kolor Village, Head of Pajagalan Village, Secretary of Talango Village and Secretary of Gapurana Village and public figure.

3. METHOD OF COLLECTING DATA

According to Sugiyono (2009:2) the criteria for data in qualitative research are definite data. Definite data is data that actually occurs as it is, not data that is just seen, spoken, but data that contains meaning behind what is seen and spoken.

In this study, using data collection techniques which include the following:

a. In-depth interview

Interviews were conducted in an open and structured manner with statements that focused on the problem so that the information collected was quite complete and in-depth. The openness that leads to this looseness of information has been able to extract the honesty and objectivity of information to provide what is actually true. To avoid information bias, the researcher equipped a recording instrument with the permission of the informants, so that data and information could be captured in their entirety.

b. Observation

Observation techniques either directly or indirectly or formally or informally are used to observe various activities in the village. This was done in order to complement the primary and secondary data that had been previously collected, as well as secondary data from villages/kelurahan and sub-districts or data from the Sumenep Regency Bappeda Office.

c. Documentation

This technique is used to obtain secondary data in the form of letters, decisions, archives, and documents related to the formulation of the problem or the focus of the research.

The process of collecting data in a circular manner is explained by Sugiyono (2009: 18) as follows: after the researcher enters the research object or social context (place, actor





and activity), the researcher will think what to ask (1). After finding what will be asked, the researcher will find questions so that then ask (2) the people who are found in that place. After the questions are answered, the researcher will analyze (3) whether the answers given are correct or not. If the answer to this question is felt to be correct, a conclusion is drawn (4). In the fifth stage, the researcher writes (5) back to the conclusions that have been made. Is the conclusion credible or not. To confirm the conclusions that have been made, the researcher enters the field again, repeating the questions in different ways and sources but with the same goal. If the conclusion is believed to have high credibility, then the data collection is considered complete.

3.1 Data analysis technique

In qualitative research, data analysis is the most difficult part. As stated by Miles and Huberman (1992:3), the main and serious difficulty in using qualitative data is that the analytical methods are not well defined. The same thing is also stated by Susan Stainback in Sugiyono (2009: 88), there is no guide in qualitative research to determine how much data and analysis is needed to support conclusions or theories.

According to Bogdan in Sugiyono (2009:88) data analysis is the process of systematically searching and compiling data obtained from interviews, field notes and other materials, so that they can be easily understood and the findings can be informed to others. Data analysis is done by organizing the data, breaking it down into units, synthesizing it, arranging it into a pattern, choosing what is important to learn and making conclusions that can be told to others.

According to Sugiyono (2009: 3), in qualitative research, data analysis is carried out inductively, namely based on the facts found and then can be constructed into a hypothesis or theory. In other words, in qualitative research data analysis is carried out to build hypotheses. In qualitative research, the data analysis process is carried out since the researcher before entering the field, while in the field and finished in the field.

4. RESEARCH RESULT

1) In the context of planning, implementation and evaluation of regional development in Sumenep Regency, the implementation of regional development planning in Sumenep Regency has been implemented well, the general organization has gone well, leadership in the implementation of the Musrenbang can be said that the leader will have a significant influence, especially in decision-making both at the village, hamlet, and community leaders,





the coordination of the implementation of the Musrenbang has been carried out optimally by building coordination from the village, sub-district and district levels, it's just that supervision is still not running optimally

2) In the context of the people centered development model in regional development planning in Sumenep Regency, development planning has been carried out quite well, decision making carried out in deliberation has involved many citizens and is not monopolized by one person alone, development planning and implementation in the context of dynamics and the structure of people's desires can be understood that what has been done has been directed to form dynamics and structures based on the wishes of the community.

3) In the context of the use of human capital in regional development planning in Sumenep Regency, the context of the community's capacity has begun to balance government officials in the implementation of development planning, public education has a significant influence on efforts to support development planning and implementation in Sumenep, and community and apparatus orientation. In supporting the planning and implementation of development in Sumenep Regency, basically, they have been very synergized to achieve the aspired goals.

5. Recommendation

Judging from the results of existing research, the recommendations that can be written here are as follows.

1) To obtain maximum development results, the Sumenep Regency Government needs to optimize development through the people centered development model by utilizing human capital.

2) There needs to be further research related to the development that has been carried out so that the results of this research can be used as a comparison and reference for more complex and comprehensive research, especially in Sumenep Regency.

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