

STRATEGIC PLANNING INNOVATION OF RURAL DEVELOPMENT IN RIAU PROVINCE, INDONESIA

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Abstract

Concerning administrative reform, the importance of environmental factors, the paradigm shift in development planning into bottom-up planning, and human-centered development have indicated the importance of changing planning actions in the public and non-profit sectors, especially the shifting of rural development planning in rural areas into strategic planning innovation in rural development. In fact, in practice, rural development planning is merely an embodiment of the wishes of the regency, provincial and central government, based on their interest and not based on the effectiveness and efficiency of a development plan. The approach to rural development so far has not been according to the context. Contextual development is nothing but a development based on a local setting, by accommodating strategic environmental factors. The main focus is managing and mobilizing resources in the community to meet their needs and adapt to local conditions. This shows the importance of a pre-condition strategic planning activity before the formulation of strategic planning for rural development because the results of the pre-condition strategic planning activity will provide information and data to planners. Therefore, the formulation of strategic planning will be more in line with the internal and external situations as well as the condition in rural areas. Thus, the implementation of the development program will set clearer objectives, and the rural development will be successful and provide positive feedback on the benefits and impacts of a development program. Therefore, it can be concluded that innovation in

strategic planning development is the key to the success of rural development because it is more contextual to natural and social conditions, and can accommodate local wisdom.

Keywords: Innovation, strategic planning, rural development

1. INTRODUCTION

Development administration is directed to achieve national development goals, especially in developing countries. The scope of this discipline varies because there are differences in issues and environments from one developing country to another. This can be seen in the various forms of administrative reform that exist, especially in administrative planning.

Based on the diagnosis conducted by Chenery (in Rondinelli, et al, 1990 : 69-77) it can be seen that the inequality of development arising from growth strategy suggests a policy reorientation in planning methods. Rondinelli, et al (1990 : 69-77) show that identifying the environmental factors in question are political will, bureaucratic attitudes and behavior, cultural norms, economic structure, and spatial as well as physical planning systems. In fact (Effendi, et al, 1989 : 4) these environmental factors are rarely considered in the formulation of development planning and the design of policies and programs. Human-centered development initiated is an effort to improve the quality of humans themselves. Humans are motivated not to become passive recipients of public services, but to become creatures with the ability to solve their own problems and face various challenges.

Concerning administrative reform, the importance of environmental factors, the paradigm shift from development planning to bottom-up planning, and human-centered development have indicated the importance of changing

planning actions in the public and non-profit sectors, especially development planning in rural areas into strategic planning innovation in contextual rural development. The results of Sufian's study (IJICC, 2019) indicate that there is no public administration reform in the planning of rural development in Riau Province, especially in the administration of rural government in introducing basic changes in public administration through the transformation of the development planning system.

In practice, rural development planning is merely an embodiment of the wishes of the district, provincial and central government, based on their interests and not based on the value of effectiveness and efficiency of a development plan.

The approach to rural development so far has not been according to the context. Contextual development is nothing but based on local settings, by accommodating strategic environmental factors. The main focus is managing and mobilizing resources in the community to meet their needs and adapt to local conditions. This shows the importance of a pre-condition strategic planning activity before the formulation of a strategic plan for rural development because the results of the pre-condition strategic planning will provide information and data to planners. Thus, the formulation of a strategic plan will be more in line with internal and external situations and conditions in rural areas. Therefore, the implementation of development program will set clearer objectives, and the rural development will be successful, and provide positive feedback on the benefits and impacts of a development program.

The findings of Sufian's study (2005) indicate that in the rural development process there is no learning process for local communities. The

learning process here means that carrying out development requires collaborative interaction between the bureaucracy and the community, starting from the planning process to evaluating programs or projects based on mutual learning attitudes. Thus, at some point in time, the community will be more empowered because they have a better understanding of their duties and responsibilities so that the task of the Government and the community will be less dependent.

Based on the phenomena and the findings of previous studies, this study aims to see the innovation of strategic planning in developing rural areas effectively and efficiently in Riau Province.

2. RESEARCH METHOD

Data Collection

This study follows an explanatory survey as its method of data collection. The population of the study is all villages spread over 10 districts in Riau Province, totaling 1046 villages. The cluster sampling method was used to obtain samples of the villages in the Province, Regency, District, and village. To determine the sample of villages, the Simple Random Sampling method was used by drawing lots, and the samples obtained are: Teratak Buluh, Kampar, Kiyab Jaya, Pulau Burung, Meskom, Kopah, Pulau Cawan and Penyengat. Furthermore, the minimum number of samples as respondents from the officers and community members were involved based on the Slovin formula (299 respondents). The small number of sample groups was all collected using the Census method, while a large number of samples were collected by drawing lots using the Simple Random Sampling method. To strengthen and sharpen the results of the analysis, 100 informants were determined with the criteria as

institutional leaders in the community, consisting of; human resource leaders, economic leaders, socio-cultural leaders, religious leaders, women leaders, youth leaders and community order leaders. The data were collected through active participation observation, FGD, study documentation, interviews and questionnaires. The validity of the instrument was tested by using Spearman Rank correlation, and the reliability of the instrument was tested by using the Pearson Product-Moment correlation. The data analysis technique was carried out through a qualitative approach, namely observation and interviews with the informants and through a quantitative approach with a statistical test of Structural Equation Modeling (Schumacker, et al, 1996).

Conceptual Framework

Bureaucratic Organization as an Open System

To increase the efficiency and effectiveness of the implementation of development, and to exist and excel in the increasingly fierce competition in today's rapidly changing environment, the government bureaucracy must continuously change towards improvement. Regarding the principles of effective government bureaucracy, studies conducted by Osborne and Gaebler (1992:281), Osborne and Plastrik (1996:349) and in the contextual perspective of research findings (Friedmann, 1981:42); Bryant and Corraly (1989:378); and Saefullah (1995:13) show that a development approach that favors the interests of the community and is based on internal and external conditions which are the key success factors cannot be ignored. To achieve the effectiveness of rural development, the government bureaucracy cannot escape the situation and condition in which development programs are implemented. This view has been

explained in the scope of the theory of public administration and public organization, namely the theory of open system. The findings conducted by Weiner and Myron (Weiner dan Myron, 1984) indicate that an organization or bureaucracy as an open system can be interpreted as a group of interrelated elements and relates to their environment. Furthermore, based on the results of a study conducted by Hicks and Gullet (1987:347), it was found that the organization as an open system in general consists of inputs, processes, outputs, and feedback from the environment. Thus, the organization as an open system includes the organization itself as well as its relationship with outside groups. Organizations must function both ways simultaneously. First, organizations must find ways to sustain themselves, to attract support, energy and cooperation from their members. Second, organizations must try to protect themselves from the pressures that exist in their environment, gather resources, and support from other parties. The organizational model as an open system is illustrated in Figure 1.

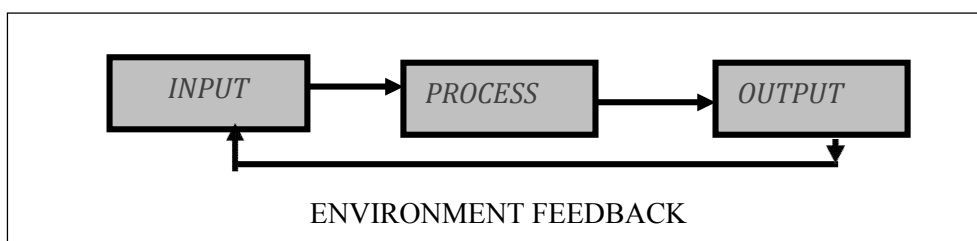


Figure 1. Organization model as an open system

(Hicks and Dullet, 1987)

Rural government organizations as open systems in achieving their goals are institutions that must be arranged rationally. Meanwhile, rural government management mediates the two functions, determining how much output is produced, who the target of development is and how the service system is implemented. In this regard, the variables of internal and external situations and conditions in rural areas are very important, because they can determine the effectiveness of rural development management. Meanwhile, effective development management in an organization as an open system is development management that accommodates and takes into account the variables of internal and external environmental situations and conditions in rural areas. Thus, development management that is considered effective is strategic management.

A study conducted by Hunger and Wheelen (1996:7) shows that a strategic management process consists of four basic elements, namely: strategic environmental observation, strategic formulation, strategic implementation, strategic evaluation and supervision. Based on the concept, model and process of strategic management, it has been developed through various empirical studies, the developed model can be used in addition to managing a public or business organization, it can also be used as a frame of reference in analyzing, formulating and implementing a strategy and public policy. as in Figure 2. as follows.

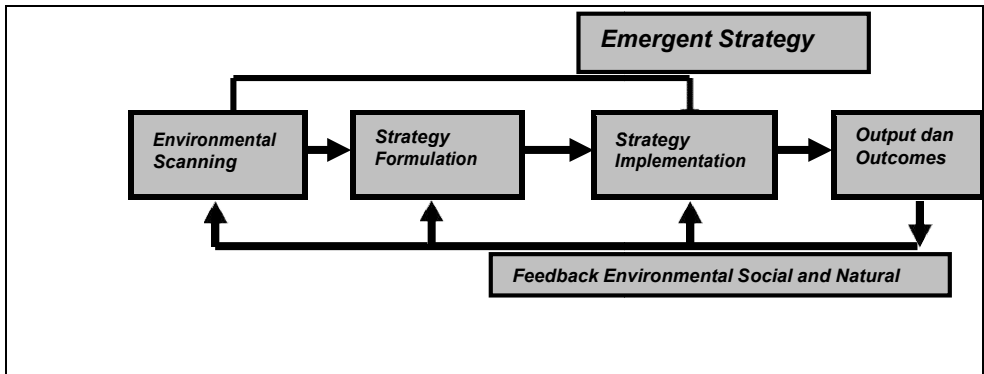


Figure 2. Strategic Management of Public Sector Model

Source: (Sufian, 2019)

Based on Figure 2. it can be seen that the strategic management model mentioned above is a management model that is very actual and up-to-date before the latest developments in answering the problem of difficulties and part of our weakness to predict future events and in accommodating the demands of the strategic environment which is always changing at any time. There are several things that we consider to have been developed from the previous model which are the latest developments, including:

1. It is to gain a competitive advantage in the long term and respond to the demands of the strategic environment that is constantly changing. Accurate and accessible data and information at any time as material for Environmental Scanning must be used as guidelines for Strategy Formulation and must also be used as guidelines for Strategy Implementation. Thus, collecting accurate data and information in the database is an absolute prerequisite and is considered important. This statement is a lawsuit against the region that ignores the importance of the development of electronic data and information and the creation of a database system that can describe the real conditions of the real area that can assist leaders in determining and implementing policies.

2. Vision, mission, goals, objectives, strategies, policies, programs and activities are part of the strategy formulation and constitute the Long, Medium and Short Term plans as the essence that must be realized. Vision as a long-term plan is not just a dream that is not grounded, but as a dream that must come true. It must be understood that the development process goes through continuous stages.
3. Evaluation and control are supervisory functions that are part of strategy implementation and are not a separate basic element of strategic management. This is to remind us of the misunderstanding that we have practiced so far that we often evaluate and control after the activity ends. Evaluation and control should have been carried out when or when the activity has started, to prevent unwanted deviations and losses.
4. The outputs or results of the process of achieving goals must be used as feedback through the next strategic environmental observation process and serve as the basis for strategy formulation and further strategy implementation. Therefore, the strategic management work process is illustrated as a model that moves cyclically and linearly as changes lead to better conditions.

To better understand the concept and model of strategic management, the description is illustrated in Figure 3.

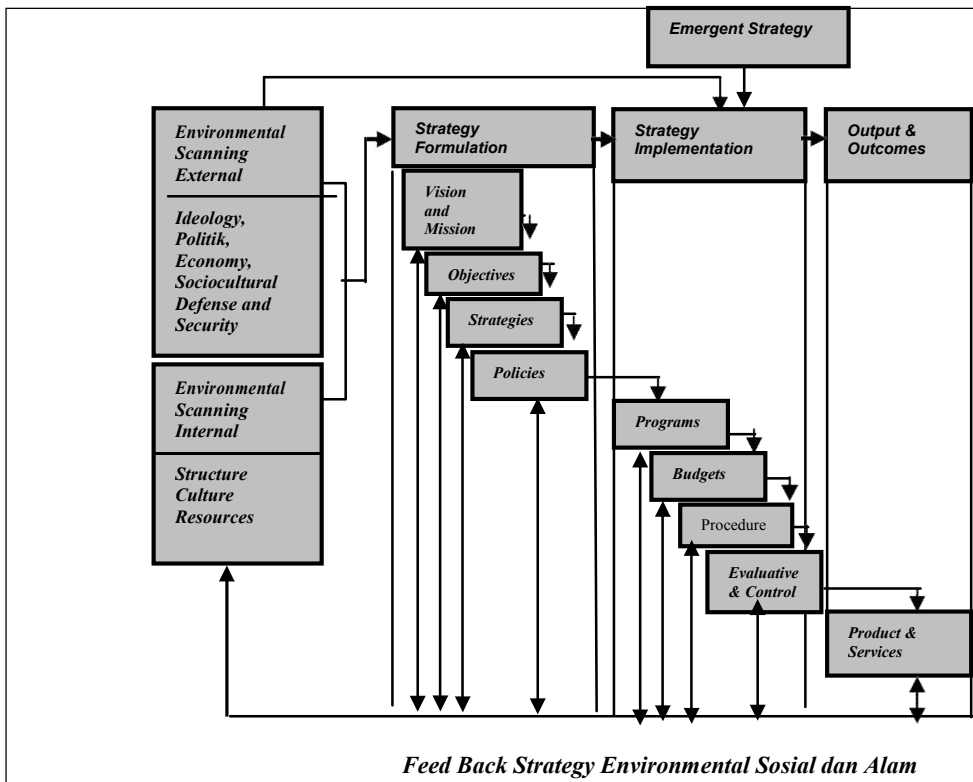


Figure 3. The Process of Strategic Management of Public Sector
Source: (Sufian, 2019)

If the strategic management process is linked to rural development management, it will include activities ranging from environmental monitoring to performance evaluation. Open system strategic management observes the external environment in rural areas to see opportunities and threats and observes the internal environment in rural areas to see strengths and weaknesses (S.W.O.T) called strategic factors. After identifying the strategic factors, management evaluates their interactions and determines the appropriate mission of the public organization. The first step in formulating a strategy is a mission statement, which plays an important role in determining the goals, strategies, and policies of the village's autonomy public organization. Village's autonomy public organizations implement these strategies and policies through programs,

budgets, and procedures. Finally, performance evaluation and feedback to ensure proper control of organizational activities..

A study conducted by Rangkuti, F. (2013:19-20) indicates that the SWOT analysis is the systematic identification of various factors to formulate development strategies. This analysis is based on the logic that can maximize strengths and opportunities, but at the same time minimize weaknesses and threats. Furthermore, a study conducted by Hunger, J.D. dan Wheelen, T.L (2003:193) shows that situation analysis (SWOT) is the beginning of the strategy formulation process. In addition, situation analysis also requires strategic managers to find a strategic fit between external opportunities and internal strengths, in addition to paying attention to external threats and internal weaknesses. The following is an image of the SWOT Analysis Matrix as shown in Figure 4.

Internal Factor	STRENGTH	WEAKNESS
External Factor		
OPPORTUNITIES	S-O Strategy (Progressive) Using Strength to gain opportunities	W-O Strategy (Corrective) Overcoming weaknesses to gain opportunities
THREATS	Strategy S-T (Verified) Using strength to address the threat	Strategy W-T (Defensive) Overcoming weaknesses to avoid the threat

Figure 4. SWOT Analysis Matrix
Source : David (2006)

There are at least four management functions that must be carried out by public organizations in the development process. From some of these management functions, the results of research by Terry, G.R. (1975:191) show that the planning function is the main and basic function. Based on the concept and theory of strategic management, it is clear that there is a link between elements of strategic management. Among these elements, strategic planning is the main and very basic function, and can be said to be the core and requirement for the effectiveness of strategic management. This means that strategic planning forms a strategic management system and process. A planning system that can explain rural development based on local potential, desires and expectations of rural communities is an open system of strategic planning, because its formulation is based on a contextual approach. A strategic planning model, as the results of Steiner's study (1979:33), indicates that as a system that is interconnected among management functions. Concerning the strategic planning system, a study conducted by Mintzberg (2001) shows that the function of evaluation and supervision in program implementation from an open system of strategic planning can also detect emergency strategies that are formulated and decided later. Therefore, with evaluation and supervision, strategic management can find out the exit and exit of the desired strategy and the unwanted strategy. These two strategies will result in an emergency strategy or planning change that comes later.

The concept and theory of strategic planning from Hunger, Wheelen, Steiner and Mintzberg, provide clarity on the importance of a strategic planning system in contextual rural development. Apart from observing internal and

external situations and conditions, it will provide the right information and data, program plans and implementation will be effective as well.

Rural Development Strategy

The new concept of a rural development strategy as researched by Sufian (IJICC, 2019) shows that a development strategy process consists of:

- a. Pre-conditions of strategic planning or policy analysis, namely analysis of the rural internal environment to determine strengths and weaknesses and analysis of the rural external environment to determine opportunities and challenges, consisting of: analysis of natural potential, analysis of community potential, analysis of village government conditions, analysis of village income sources, analysis Village community needs, analysis of government policies, analysis of market needs from village sources, analysis of technological developments, and analysis of national government and private investment.
- b. The formulation of a strategic plan or policy formulation is to build long-term plans, medium-term plans and short-term plans for the effectiveness of development management from the opportunities and challenges of the rural environment associated with rural strengths and weaknesses, which consist of: the formulation of objectives, the formulation of objectives, the formulation of programs, the formulation of activities, project formulation; determination of organization or team implementing programs, activities and projects; the necessary resources for the implementation of programs, activities and projects; as

information for decision making and monitoring standards for the implementation of rural development programs, activities and projects.

- c. Determine the effectiveness of the policy implementation development which consists of: organizing development resources, mobilizing development resources, evaluating and monitoring rural development programs to find strategies that will emerge later as emergent strategies.
- d. Determining the success rate of rural development policy output consists of: the field of development of the quality of human resources, community economy, village public facilities, village environmental conditions, community social justice, community participation, and village financial income.
- e. Determine policy feedback or outcome to improve planning and further development strategy.

The results of this study reaffirm that at every level of development plan formulation: National, Provincial, Regency or City and Village, it is necessary to apply an open system of strategic planning in contextual rural development. Furthermore, there is no reason to doubt the effectiveness of implementing an open system of strategic planning in rural government organizations even though rural government organizations are categorized as simple organizations. However, the principles, principles and elements of management that are oriented to quality, science, and Joiner Triangle Management are not limited in their application and development, from primitive organizations to the most modern organizations, to public, social and business organizations.

In regards to the effectiveness of innovation in rural development planning, several requirements must always be met, namely;

- a. The availability of accurate, continuous, and up-to-date data and information in an online data center/ database.
- b. Reliable computer operator.
- c. Information technology equipment and systems.
- d. Adequate budget
- e. The governments political will for innovation in public organizations

There are at least nine rural characteristics, each of which describes the potential of nature and the potential of its people. Thus the rural development model that should be developed in the open system concept of contextual rural development strategic planning, is the following models: rice field village, farming village, plantation village, livestock village, fishing village, large and medium industrial village, small industrial village and handicrafts, service and trade village, and tourism village.

The results of Nurman research (Espacios, 2018) show that to accelerate development towards an independent village, several strategies are needed, such as establishing village development and vision as a driver to encourage creativity, innovation, and an entrepreneurial spirit. Establish village development goals, such as rice production that meets national needs, meat production including fish, egg production, fruit cultivation, and the creation of handicrafts characterized by local wisdom. Other strategies include village development planning and structural and cultural targets by establishing a village development model that is in accordance with the character of the

community and region. These are the strategies that have the potential to be applied to address population growth in Indonesia in 2030.

3. FINDINGS AND DISCUSSION

Innovation of Strategic Planning in Rural Development

From the research conducted on nine villages in Riau Province, based on carrying out several approaches and modifications, it was found that contextual rural development strategic planning innovations were found.

The results show that the concept of strategic planning innovation in rural development consists of::

- a. Pre-condition of Strategic Planning Activities, consisting of:
 - 1). Natural Potential Analysis
 - 2). Community Potential Analysis
 - 3). Analysis of Government in the Village
 - 4). Analysis of Financial Income or Revenue Sources in the Village
 - 5). Community Needs Analysis in the village
 - 6). Government Policy Analysis
 - 7). Market Needs Analysis from Village Sources
 - 8). Technology Development Analysis, and
 - 9). National Public and Private Investment Analysis
- b. Formulation of Strategic Planning, consisting of:
 - 1). Program, Activity and Project Planning Organization
 - 2). Formulating Program Objectives, Activities and Projects
 - 3). Formulating Program, Activity and Project Goals
 - 4). Formulating Programs, Activities and Projects

5). Organization of Programs, Activities and Projects

6). Resources Required for Implementation of Programs, Activities and Projects

7). Strategic Decision Making Programs, Activities and Projects

The results showed that the strategic planning innovation variable in rural development consisted of two sub-variables and sixteen dimensions, namely: the pre-conditions strategic planning sub-variable consisted of nine dimensions, namely: (1) analysis of natural potential, (2) analysis of community potential, (3) analysis of the state of the Village Government, (4) analysis of village income sources (financial receipts), (5) analysis of village community needs, (6) analysis of government policies, (7) analysis of market needs from village sources, (8) analysis of technological developments, and (9) analysis of national government and private investment.

While the sub-variables for formulating a strategic plan for rural development consist of seven dimensions, namely: (1) planning organization, (2) formulating goals, (3) formulating targets, (4) formulating programs, (5) program implementing organizations, (6) sources -required resources, and (7) strategic decision making.

Thus, strategic planning for rural development is the core of its activities, consisting of pre-planning activities, namely an analysis of the internal environment (strengths and weaknesses of rural organizations) and the external environment (opportunities and challenges of rural organizations). Furthermore, the strategic plan formulation activities are building long-term plans for the effectiveness of management of the opportunities and challenges of the rural

organizational environment that are linked to the strengths and weaknesses of rural organizations, including: (1) planning organization, (2) formulating goals, (3) formulating targets , (4) formulating programs, (5) program implementing organizations, (6) required resources, and (7) strategic decision making.

The pre-conditions of strategic planning activities, namely the analysis of internal and external situations and conditions, are important because they will determine the effectiveness of strategic planning, program implementation and the success of rural development. Analysis of internal and external situations and conditions not only leads to refreshment but also produces alternative strategies.

A research conducted by Winardi and Nisjar (1997 : 102) shows that the activities of strategic identification and evaluation lead to a refresher or existing special segments. Identification and evaluation activities can also generate alternative strategies for defense, or to reduce costs and reduce costs. The main point here is the variety of alternatives that can be utilized in terms of developing different kinds of actions. What are the alternatives that can be used to develop a new strategy.

Based on data collected and analyzed by the researchers themselves, it was found that rural development planning in Riau focuses more on extrapolating the past. Planners at various levels, from Musyawarah Pembangunan Tingkat Desa (Discussion in the Village Level), Temu Karya Pembangunan Tingkat Kecamatan (Discussionn in the District Level) (UDKP Meeting), Forum Koordinasi dan Konsultasi Pembangunan Kabupaten/Kota dan Provinsi (Coordination and Consultation Forum in District and Provincial Level), always review the results from one or five years before and project the same pattern for

the next year or the next five years by making adjustments to possible changes. This kind of planning practice clearly ignores organizational dynamics because organizations are always changing as a result of the unavoidable demands of internal and external environmental factors and some other changes as a result of human creative efforts.

Making adjustments to environmental demands is unlikely to have to wait a year or five in the future. An effective planning process must be proactively aimed at anticipating some inevitable changes and some other changes as a result of human creativity

Thus, it is time to gradually innovate strategic planning oriented to quality, science, and groups to be seriously implemented in the administration of rural governance. Quality-oriented means that strategic planning innovation creates and develops a set of values and beliefs that will let everyone know that the physical, mental, moral, educational, technical and experience qualities, as well as the quality of results, are the most important demands. Scientific oriented means that strategic planning is based on all tasks related to managerial functions can and should be analyzed through scientific methods which include observation, data collection, analysis, testing and actual implementation. Team group orientation is intended so that strategic planning innovation can condition everyone to behave and cooperate in accordance with the demands of the organization or the creation of a cooperative social system.

Pre-Condition of Innovation for Strategic Planning in Rural Development

The findings of the study also indicate that the sub-variables of pre-condition of innovation for strategic planning in rural development consist of nine dimensions, namely: (1) analysis of natural potential, (2) analysis of community potential, (3) analysis of village government conditions, (4) analysis of income sources (financial receipts) in the village, (5) analysis of village community needs, (6) analysis of government policies, (7) analysis of market needs from village sources, (8) analysis of technological developments, and (9) analysis of national government and private investment.

Each dimension can be explained as follows:

First, natural potential analysis can be carried out on: (1) topographic conditions (landscapes) in rural areas; (2) rural geographical conditions; (3) rural land conditions; (4) rural forest potential; (5) rural scrub potential; (6) the potential of grasslands/weeds; (7) potential lakes and or swamps; (8) potential of rivers and or seas; (9) the potential for mining and or class C minerals; (10) potential water sources; (11) potential energy sources; (12) potential land for rice fields; (13) potential land for cultivation; (14) potential land for plantations; (15) potential land for inland fisheries; (16) potential land for animal husbandry; (17) potential land for small industrial activities; (18) land potential for medium industrial activities and/or cooperatives; (19) potential land for large industrial activities; (20) land potential for tourism and or recreational activities. The results showed that the level of implementation of natural potential analysis activities in pre-conditions strategic planning activities was only 33% carried

out. This means that most of the natural potential in rural areas has not been analyzed in the pre-conditions of strategic planning activities for rural development.

Second, analysis of community potential can be carried out on: (1) community education level; (2) community abilities and skills; (3) an educated workforce; (4) uneducated workforce; (5) public health; (6) nutrition of food consumed by the community; (7) community work culture; (8) own technology (local); (9) community livelihood (business); (10) public awareness; and (11) religious spirit. The results showed that the level of implementation of community potential analysis activities in the pre-conditions of strategic planning activities was only 35% carried out. This means that most of the community's potential in rural areas has not been analyzed in the pre-conditions of strategic planning for rural development activities.

Third, an analysis of the situation of the Village Government can be carried out on: (1) the adequacy of the number of Village Government apparatus; (2) village apparatus education; (3) the working ability of the Village apparatus; (4) Village head leadership; (5) the attitude and mentality of the Village apparatus; (6) Village apparatus discipline; (7) Village employee payroll system; (8) Village office equipment; (9) Village office materials or equipment; and (10) the condition of the Village office building. The results of the study indicate that the level of implementation of the analysis of the situation of the Village Government in the pre-conditions of strategic planning activities has been carried out 54%. This means that most of the village government conditions have

been analyzed in the pre-conditions of rural development strategic planning activities, but some have not been implemented.

Fourth, analysis of village income sources can be carried out on: (1) sources of village treasury lands; (2) sources of self-help and community participation; (3) sources of natural wealth; (4) sources of Village business results; (5) Central Government donations and assistance; (6) donations and assistance from the Provincial and Regency/Municipal Governments; (7) income from some regional taxes and levies; (8) income in the form of grants; and (9) income in the form of Village loans. The results showed that the level of implementation of village income source analysis activities in pre-conditions strategic planning activities was only carried out 38%. This means that most of the potential sources of income/finance in rural areas have not been analyzed in the pre-conditions of strategic planning for rural development activities..

Fifth, analysis of the needs of the Village community can be carried out on: (1) food needs (food, fruits, vegetables) and or nine basic ingredients; (2) clothing needs; (3) the need for boards/building materials; (4) the need for land and or river transportation of the Village; (5) Village road needs; (6) Village bridge needs; (7) Village electricity needs; (8) Village meeting hall/building needs; (9) Village field and sports equipment needs; (10) Village school/madrasah building needs; (11) the needs of village school/madrasah teachers; (12) Village school/madrasah equipment and materials needs; (13) the need for a Community Health Center/Village health center building; (14) the need for Village medical personnel; (15) the need for equipment and materials for the Village Community Health Center/Village health center; (16) the need for

the Village traditional hall building; (17) Village art and culture equipment and materials needs; (18) the need for BPD buildings; (19) need for BPD office equipment & materials; (20) LPM building needs; (21) needs for LPM office equipment and materials; (22) the need for mosques/mushalla/ langgar and or other religious places of worship; (23) the need for equipment and materials for mosques/mushalla, langgar and or other religious places of worship; (24) the need for village patrol posts; and (25) the need for equipment and materials for the patrol post. The results showed that the level of implementation of village community needs analysis activities in the pre-conditions of rural development strategic planning activities was only carried out 40%. This means that most of the needs, desires and expectations of rural communities have not been analyzed in the pre-conditions of rural development strategic planning activities.

Sixth, policy analysis of the Central, Provincial, Regency/City and District Governments can be carried out on: (1) Government policies in development according to the Regional Government Law; (2) Government policies in development according to the Village Administration Law; (3) Government policies in development programs; development according to the Provincial PERDA; (4) development according to the Governor's Decree; (5) development according to Regency/Municipal PERDA; (6) development according to the Decree of the Regent/Mayor; and (7) development according to the decision of the Camat, Village Regulation and Decree of the Village Head. The results showed that the level of implementation of the Government's policy analysis activities in the pre-conditions of rural development strategic planning activities was only carried out 50%. This means that only a part of the Government's

policies are analyzed in the pre-conditions of rural development strategic planning activities.

Seventh, analysis of market needs from rural sources can be carried out on: (1) rural products needed by the market; (2) availability and timeliness of distribution of rural products required by the market; (3) labor market needs of rural workers; and (4) the availability and timeliness of the distribution of rural labor required by the labor market. The results showed that the implementation of local, regional and international market needs analysis activities for rural products in the pre-conditions of rural development strategic planning activities was only carried out 42%. This means that most of the needs of local, regional and international markets for rural products have not been analyzed in the pre-conditions of rural development strategic planning activities.

Eighth, analysis of technological developments can be carried out on: (1) technology development that is in accordance with the situation and conditions in the Village; and (2) the effectiveness of the technology used by the Village. The results showed that the level of implementation of rural technology development analysis activities in the pre-conditions of rural development strategic planning activities was only carried out 49%. This means that only part of the technological developments in rural areas are analyzed in the pre-conditions of rural development strategic planning activities.

Ninth, analysis of investment by the Government and the national private sector can be carried out on: (1) the readiness of the Village government apparatus from the entry of Government and private investment; (2) business suitability developed in the Village; (3) types of Village business specialization;

(4) the form of the pattern of cooperation between the entrepreneur and the Village community; and (5) the form of community involvement in company/plantation activities. The results showed that the level of implementation of government and private investment analysis activities in rural areas in the pre-conditions of rural development strategic planning activities was only carried out 44%. This means that most of the government and private investment activities in rural areas have not been analyzed in the pre-conditions of rural development strategic planning activities.

Responding to the development of innovation in rural development planning in Riau to date, the data and information for decision makers is really inadequate, so that the development model applied is not in accordance with the actual objective or contextual conditions.

The data and information in Rural, District, Regency or City, and Province, sequentially are equally incomplete. Thus the existing information is not sufficient to be used as material for decision making in strategic development planning. As a result, long, medium and short term strategic plans for the effective management of the opportunities and challenges of the organization's environment, including: formulation of vision, mission, goals, strategies, and policies, programs, activities and projects have not been formulated in a clear, systemic and integrated manner..

The irregular approach is an impromptu or ad-hoc approach, meaning that the analysis is made when certain events are thought to affect the prospects of the organization. The regular approach is carried out as an effort to periodically update and complement a number of internal and external environmental

variables. With this approach the organization regularly obtains the earliest information on certain issues. Therefore, management can prepare anticipation on a regular basis. The continuous approach seeks to analyze many variables from the internal and external environment, which are used as inputs for the preparation of a comprehensive plan. So that for leaders the collection and analysis of internal and external environmental data becomes routine and continuous.

Based on the need and not systemically driven, it turns out that some of the internal-external rural situations and conditions have been accommodated in the proposals submitted by the community in the Discussion of Rural Development, and some have not. This means that, systemically and procedurally, the pre-conditions for strategic planning for rural development have not been optimally implemented.

The Formulation of Innovation for Strategic Planning in Rural Development

The results showed that the sub-variables for formulating a strategic plan for rural development consisted of seven dimensions, namely: (1) planning organization, (2) formulating goals, (3) formulating targets, (4) formulating programs, (5) program implementing organizations, (6) necessary resources, and (7) strategic decision making.

Each dimension can be explained as follows:

First, the requirements for planning organizations in rural areas are: (1) representation of community elements in planning organizations; (2) representation of government elements in planning organizations; (3) availability

of materials and equipment in the decision-making process; (4) completeness of data and information in planning; (5) decisions adapted to rural situations and conditions; and (6) the decision-making process takes place in a democratic and responsible manner. The results showed that the level of implementation of organizational planning activities in the activities of formulating strategic plans for rural development was only 53% carried out. This means that only part of the activities of development planning organizations in rural areas have met the requirements of strategic planning organizations..

Second, formulating rural development goals is directed at: (1) empowering the community; (2) utilization of natural potential; (3) utilization of community potential; (4) meet the physical needs of the community; (5) meet the non-physical needs of the community; (6) meet market needs from rural sources; (7) rural technology development; (8) creating a conducive atmosphere for investing in rural areas; and (9) increasing community participation in development. The results showed that the level of implementation of activities to formulate goals in the activities of formulating strategic plans for rural development was only 49% carried out. This means that only part of the activities to formulate development goals in rural areas are in accordance with the pre-conditions of strategic planning activities.

Third, formulating rural development targets is directed at: (1) priorities for the poor; (2) priorities for improving community education and skills; (3) priority to improve public health and nutrition; (4) priority to create job opportunities; (5) priorities for people who do not have permanent jobs; (6) social and economic improvement of the community; (7) marketing rural

products; and (8) priority of extracting Village financial revenue sources. The results showed that the level of implementation of formulating targets in the activities of formulating strategic plans for rural development was only implemented at 50%. This means that only part of the activities to formulate development targets in rural areas are in accordance with the pre-conditions of strategic planning activities.

Fourth, formulating rural development programs directed at: (1) community education programs; (2) skills training program; (3) business management course program; (4) business education programs; (5) information and media procurement program; (6) community health and nutrition program; (7) BPD and LPM empowerment program; (8) land administration structuring program (9) rural electricity procurement program; (10) public telephone procurement program for rural areas; (11) transportation equipment procurement program for rural areas; (12) KUD empowerment program; (13) the empowerment program for rural bank BPR or BMT; (14) ; (14) program for the procurement of production facilities and distribution of Village products; (15) Village market procurement program; (16) program to market Village products; (17) business partnership program; (18) investor search program to invest in the Village; (19) Village technology development program; (20) programs to build roads and bridges; and (21) a program for extracting Village financial resources. The results showed that the level of implementation of formulating programs in the activities of formulating strategic plans for rural development was only carried out 47%. This means that only part of the activities to formulate

development programs in rural areas are in accordance with the pre-conditions of strategic planning activities.

Fifth, implementing organizations for rural development programs or projects must meet the following requirements: (1) clarity of organizations implementing development programs; (2) methods or work procedures for implementing development programs; (3) targets to be achieved in the development program; and (4) procedures for implementing development programs. The results showed that the level of clarity of the organization or program implementation team in the activities of formulating a strategic plan for rural development was only implemented by 57%. This means that only part of the clarity of the organization or team that implements development programs in rural areas.

Sixth, the necessary resources and must always be available in implementing rural development programs or projects: (1) availability of the number of personnel who implement the program; (2) the quality of personnel implementing the program; (3) costs (budget) to implement the program; (4) equipment or supplies needed to implement the program; (5) materials needed to implement the program; and (6) the use of time and schedule to implement the program. The results showed that the level of clarity of the resources needed to implement programs or projects in the activities of formulating strategic plans for rural development was only implemented at 55%. This means that only part of the clarity of the resources needed to implement development programs or projects in rural areas.

Seventh, strategic decision making in implementing rural development programs or projects: (1) adapted to rural situations and conditions; (2) is the best choice to achieve the goal; (3) refers to the minimum cost for maximum results; and (4) provide opportunities for optimal results. The results showed that the level of the decision-making process in the activities of formulating strategic plans for rural development was only carried out 42%. This means that most of the activities or decision-making processes in the formulation of strategic plans have not been carried out properly.

Based on observations and interviews with participants at the village and district level of rural development discussion, it is clear that the decision-making process, the time for presentation or submission of proposals from each representative is very short, approximately 10 minutes. Meanwhile the material for proposed development plan is quite large so that not all materials can be submitted for discussion. In addition, in the discussion of the proposed materials, every representative from RT, RW, and Dusun defended arguments to pass the proposed development plan as the priority. Likewise, in the forum of Temu Karya Pembangunan Tingkat Kecamatan (the district level of rural development discussion), each village also tries to pass the proposals submitted by it. Such an atmosphere also occurred at the Coordination Meetings and Development Consultations in the Districts or Cities and Provinces.

The tug-of-war between RT, RW, Dusun, Village, Service, Agency and Regional Office makes Development Discussion at all levels became less effective. It is clear that the preparation for the formulation of the strategic development plan is not mature enough, the method and mechanism of the

meeting are not clear, the data and information that supports each proposed strategic development plan are not available completely and accurately. This kind of thing keeps happening over and over again every year in the preparation of development plans, without any significant changes and improvements.

The results also show that most of the programs and projects proposed in the Village Development Conference and approved in the APBN, Provincial APBD and Regency and City Budgets are not in accordance with the potential, expectations, desires and needs of the objective conditions of the local community. Only 39% of programs and projects proposed in village development deliberations were approved by the Government, while 61% were neither approved nor rejected.

4. CONCLUSION AND SUGGESTION

Conclusion

1. The research findings of this study is found to be complementary and reformulated of the strategic planning concept of Hunger, Wheelen, dan Mintzberg, into an innovative concept of rural development strategic planning as follows:
 - a. There is a fairly positive and significant influence relationship between strategic environmental observations on strategic implementation through emergent strategies. Previously, in the concepts and theories of strategic management and strategic planning from Hunger, Wheelen, and Mintzberg, the relationship has not been clearly revealed. This relationship occurs as a result of changes in the internal and external environment continuously so rapidly.

- b. The relationship pattern between the influence of strategic environmental observations on strategic implementation, with the influence of strategic formulation on strategic implementation is inversely proportional. That is, if the influence of strategic environmental observations on strategic implementation is very strong, then the influence of strategic formulation on strategic implementation becomes very weak, and vice versa.
 - c. Observation of the strategic environment is not only useful for the formulation of strategic plans, but is also needed during strategic implementation. Thus, strategic planning will be effective and efficient if the formulation of strategic plans approaches the actual or contextual situation and condition of the strategic environment. So that when implementing the program, the strategy that emerges later (emergent strategy) does not really affect the plans that have been formulated. Thus the output and feedback of the strategic environment will be optimal.
 - d. Thus strategic planning is not only a very basic management function and enters all other management functions, but is an open system.
2. There is a positive and significant relationship between strategic planning and the implementation of development programs of 66.42%. The influence relationship can be explained from: (a) a very positive and significant influence relationship between pre-conditions of strategic planning on the formulation of strategic plans by 92.16%, (b) a fairly positive and significant influence relationship between pre-conditions of strategic planning on program implementation development by 44.89%, and (c) a very less positive

but significant relationship between the formulation of strategic plans and the implementation of development programs by 12.25%. Furthermore, there is a very positive and significant influence relationship between the implementation of development programs on the success of development of 82.81%. The results of this study have also developed the dimensions contained in strategic planning variables, pre-conditions strategic planning sub-variables, strategic plan formulation sub-variables, development program implementation variables and rural development success variables. All the variables, sub-variables and dimensions developed are contained in a strategic planning innovation concept in rural development.

3. The concept of innovation for strategic planning in contextual rural development in public administration is a process of activities consisting of:
 - a. Pre-conditions of strategic planning are analysis of the rural internal strategic environment (strengths and weaknesses) and analysis of the rural external strategic environment (opportunities and challenges) which consist of: analysis of natural potential, analysis of community potential, analysis of village government conditions, analysis of village income sources, needs analysis Village community, analysis of government policies, analysis of market needs from village sources, analysis of technological developments, and analysis of national government and private investment.
 - b. Formulation of strategic planning, namely building long-term plans, medium-term plans and short-term plans for the effectiveness of development management from opportunities and challenges of the rural

environment associated with rural strengths and weaknesses, consisting of: planning organization, formulating goals, formulating targets, formulating programs, organizations or teams program implementers, required resources, and decision making.

Rekomendasi

1. Rural development in the future should be carried out with an approach that is in accordance with its nature, characteristics and potential and cannot be equated or uniformed to all other villages. The development approach in question is a contextual rural development approach with the concept of innovation in strategic planning for rural development.
2. In the future, it is better to apply the concept of innovation in strategic planning for rural development that is contextual, at the level of formulating development plans for National, Provincial, Regency/City and Village Regions. The process starts from: pre-condition strategic planning activities; strategic planning formulation; implementation of development programs, activities or projects; outcomes of successful rural development; and feedback in the form of development benefits and impacts.
3. In the context of implementing the concept of innovation in rural development strategic planning, in the future it is better to establish an office within the rural government environment which has the task and function of collecting, collecting, processing and reporting on the situation and conditions of the internal and external strategic environment in rural areas.

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