

## Rural Development Strategies Through *Bangga Mbangun Desa* Policy (A Study In Cimrutu Village Cilacap Regency)

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### ABSTRACT

Village is a benchmark point of national development, both physical development and the whole human development. It also prevails for regional government of Cilacap Regency in order to regional development that is conducted through *Bangga Mbangun Desa* (proud to build the village) policy where regional development starts from the villages. The existence of Cimrutu Village, which is the youngest village in Patimuan Sub-district Cilacap Regency, makes the regional government of Cilacap Regency to be more sensitive in preparing rural development strategies since, in reality, the villagers of Cimrutu Village just felt the development in 2016-2017. The study was conducted to find out the rural development strategies through Regent Regulation No. 76/2011 on *Bangga Mbangun Desa*. The strategy had been implemented since 2011 but the basic development in the village was felt by the villagers only in early 2017. Through *Bangga Mbangun Desa* policy, the research aimed to analyze rural development strategies of Cimrutu Village that impacted the rural community self-reliance and gave stimulants to facilitate the community to be independent. Methodology used was descriptive with qualitative approach. Data collection methods used were observation, interview, and documentation. The research result indicates that rural development village in Cimrutu Village had a very slow development direction. *First*, regarding education pillar, villagers of Cimrutu Village had low awareness on the importance of education. It was proven by the small amount of the villagers aged 18-30 who completed secondary level education (senior high school). *Second*, regarding economic pillar, there was less competitiveness in local economic products and less optimal of agricultural infrastructures and facilities for the villagers. *Third*, regarding health pillar, it had directed to a better percentage in national health level due to the adequate health facility level and the low maternal and children mortality. However, in terms of clean water availability, the management was less optimal. *Fourth*, regarding socio-cultural environmental pillar, there were many infrastructures that were in bad condition either district roads or villager roads.

**Keywords:** Rural Development Strategies, *Bangga Mbangun Desa* Policy, Community

### INTRODUCTION

Village is the pioneer of political community and government establishment in Indonesia long before the state is established. Village-like social structure, traditional community and so on become a social institution that has a very important position (Widjaja, 2003:4). However, despite the important position, village had been disappointed since it was not recognized and

respected, and its existence was weakened as stated in Law No. 5/1979. However, there is good news for the village with the issuance of Law No. 22/1999 since village restoration became the central issue in village study and advocacy. Currently, as mandated in Law No. 6/2014 on village, it has directed to improve the prosperity and life quality of rural community<sup>1</sup> to support the survival of the village community through village autonomy. Through village autonomy, the government gives vast space in a more real development planning and the community is no longer burdened by working programs from institutions or the government.

It has been stated previously in the dynamics of legal basis change about village that in order to develop a village, the central government as well as regional government need only to prioritize the basic needs of rural community, remove social gap in village level, and not abandoning the original and upheld values. In regional development, each region has different development priorities. Cilacap Regency Government, however, starts their area development from the villages. Central government programs of PNPM (National Program for Community Empowerment) of rural areas and KSBM (community-based social order) are the realization form of the regional government as the representative of central government. The programs are made as the priority programs by the Cilacap Regency government as the form of government attention to the societies so that they could be independent without migrating to the cities.

Cilacap Regency has an amazing potential to be developed in agricultural, plantation, marine, and tourism sectors. Surely it will need the right breakthroughs and strategies to develop the existing potential thus it able to increase the welfare of Cilacap Regency community<sup>2</sup> Todaro and Smith explained that in local development, village community could rely on the available natural resources in a thoughtful way thus self-reliance can be achieved without changing the real condition of the village, the life pattern of the rural community, and its environment (in Lincoln et al., 2011:14). Regent Regulation No. 76/2011 on *Bangga Mbangun Desa* policy explains that village is the priority in the development to improve service in education, and health, as well as village facilities and infrastructures: regional revenue increased stands with the community and people's economy empowerment<sup>3</sup>.

Cilacap Regency government policies as well as the government of Central Java Province slogan are the government efforts to reduce gap between rural and urban areas. Further, the acceleration of self-reliance village development is conducted as well as the development of local economic linkage between rural and urban areas through rural area development. *Bangga Mbangun Desa* movement has priorities of 4 (four) main pillars, namely: a) Education, b) Health, c) Economy, and d) Socio-cultural environment. With hard working, the Cilacap Regency government is optimistic that the policies can be applied in the villages, especially underdeveloped villages. The big project in *Bangga Mbangun Desa* (BMD) policy is realizing rural community welfare. In addition, there should be cooperation between villages in Cilacap Regency. The cooperation is "cooperation between villages to improve public services, and development effectiveness and efficiency and fight for common interest among the villages towards the "village upper level" government (Kusumantono, 2011:140).

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<sup>1</sup> See in Article 2-4 Law no. 06/2014 on Village, it explains in detail the interpretation of village development, village arrangement, and village community welfare.

<sup>2</sup> Sukardi, Karsim. 2017. "Analysis of Coconut Sugar Business in Karang Sari Village Adipala Sub-district Cilacap Regency". Wijayakusuma University, Purwokerto. *Majalah Ilmiah Ekonomi* Vol 20 Nomor 1.

<sup>3</sup> In Regent Regulation No. 76/2011 on *Bangga Mbangun Desa* Policy

Development strategy in Cimrutu Village could be studied through 5 (five) elements, as stated by Todaro and Smith, namely: Need Oriented; Endogenous in nature; self-reliance; ecologically-sound; Structural Transformation (Lincoln, dkk. 2011: 13-14).

Referring to inter-villages cooperation, village development strategy offered by the Cilacap Regency government will be quickly realized. In reality, however, *Bangga Mbangun Desa* (BMD) policy is still not felt by the village community in Cilacap Regency. In addition to the community, the low education level, and less optimal health care, there are various issues occurred in Cilacap Regency, especially those related to the four main pillars: a) Education, b) Health, c) Economy, and d) Socio-cultural environment. In the concept or notion level, the policy seems easy to implement.

However, in its development, the concept becomes important to be followed up with the government development strategy concept in regional up to the village levels. It is because, so far, various issues occur in the implementation of *Bangga Mbangun Desa* policy in Cimrutu Village, especially related to the four pillars. First, related to Basic Need Oriented element, there are several issues, such as, less distributed clean water and a small amount of rice field irrigation in Cemrutu Village. In 2016, up to 500 (five hundred) rice field plots were not cultivated since there was no water irrigation supply<sup>4</sup>. *Second*, endogenous in nature, which is the activities in rural development strategies occur in the soul of the rural community itself. If we look at the Cimrutu villagers condition, they are less responsive towards problems occurred in their village. In this case, BMD (village council) should direct and supervise the endogenous activities for the society. Therefore, in principle, BMD plays role as a supervisor only. *Third*, self-reliance element of development strategy, in this case the villagers rely on environment, natural condition, and pure social adaptation. Dualism regulation should no longer exist in regional government level to village government level; therefore, there will be no differences in treatment to the villagers. It can be seen in the village fund allocation (Alokasi Dana Desa/ADD) for each village where other regulations seem meaningless and regional government pays less attention on the needs of rural community who still rely on pure natural condition. *Fourth*, based on Ecologically-sound element, as stated by Cilacap Regent, *Bangga Mbangun Desa* policy is a policy oriented to the fostering of all natural potentials in the villages. For Cimrutu Village itself, they are relying on agriculture only. However, not all farmers could have two harvest periods. It is related to the limited freshwater supply to neutralize the rice field and to prevent rice plants death due to high salinity. *Fifth*, regarding the structural-transformation element in development strategy offered by the district head through Regent Regulation No. 76/2011, the Regent was very optimistic with the program. The regent is targeting young generation; however, many of them have no awareness on the program, especially those related to the young people in Cemrutu Village. There are many young people in the village conduct urbanization and even participate in transmigration program.

Based on the background, rural development strategy is an urgent need and it should be addressed and realized immediately through *Bangga Mbangun Desa* policy. It means that, rural development strategy through the policy is not just a theory and concept, in which it is understandable in regional government level but cannot be realized in the village. In other words, the strategy is understood by the region and Cilacap Regency's SKPD (regional work

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<sup>4</sup> "The coordination result of field extension officers in Patimuan Subdistrict stated that limited irrigation channel is an obstacle in brackish water rice development not only in Cemrutu Village but also in other villages, such as Bulupayung, Rawa Apu dan Purwodadi" quoted from <https://kompas.com//jawa>

unit) and realized in its rank but the community has no awareness regarding rural development strategy implemented by the regional government.

The writing is not trying to explore regional government roles in policy making but to analyze how rural development strategy through *Bangga Mbangun Desa* policy with its five elements as stated by Todaro and Smith in local-based development strategy requirements: 1. Basic Need Oriented 2. Endogenous in nature 3. Self-reliance 4. Ecologically-sound and 5. Structural-transformation can be successful along with the support from regional government and the participation of Desa Cimrutu villagers in village development that able to fulfill their basic needs.

### **RURAL DEVELOPMENT STRATEGY THROUGH *BANGGA MBANGUN DESA* POLICY**

Village build or village development has no legal protection since it is not part of national agenda in *Rencana Pemerintah Jangka Menengah Nasional (RPJMN)* (National Medium-Term Development Plan); however, the program enters to the village through community empowerment program. Village is a state miniature. If a country wants to move forward, they need to regulate the village first. Therefore, the government should give attention, time, expertise and enough funds to conduct the development in all fields (Siagan, 198170). It means encouraging rural development by providing space for the region and developing rural government's local potentials by learning from old era villages. Further, if village building concept runs properly, potentials and challenges occur that need to be faced by the village, either as a government sub-system or as social sub-system. It is in line with Saragi stating that the predominate challenges for village institution are:

1. Support to generate community-based local institution
2. Develop new leaders
3. Strongly put villages as an integral part of national political development
4. Whether or not democratization is needed in regional autonomy (in Khasan Effendy, 2001: 36)

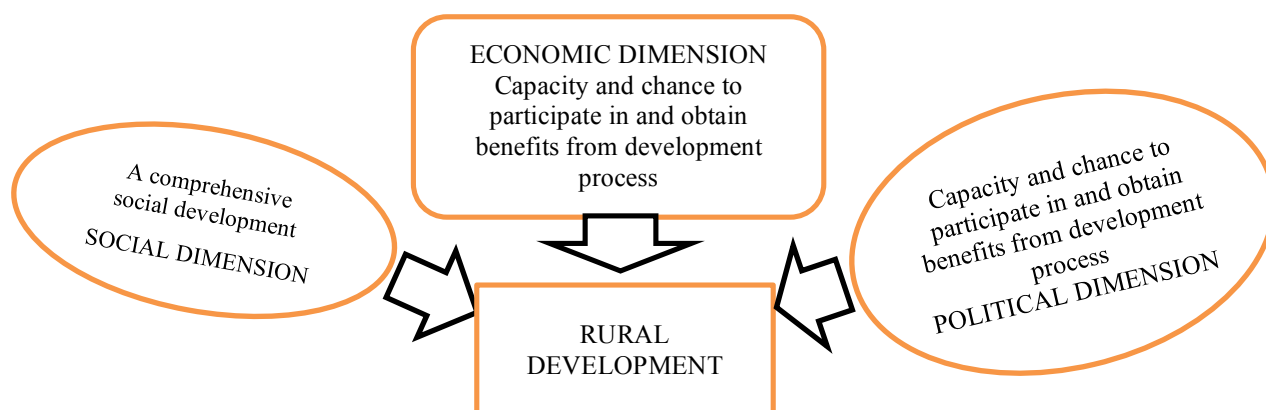
If in rural institution the challenges are able to build, rural autonomy could open opportunities and active participation in all rural community elements. If the three above elements are balanced, aligned and harmony and not interfering with each other and not weaker than others then check and balance can be created. Becoming a social sub-culture village community that is developed and has no temptation to pursue power and wealth thus being capable to govern well and trust.

Government means a government that has human object with functional power setting. Government and administration has different position. In administration conception there is the meaning of who govern and to be governed. It is inseparable from the function of government that has power where administration should work according to its functions. According to Rosenbloom in Labolo (2006:22), a country will be led by a leader who has power. Explaining the existence of government is inseparable from government function. There are various opinions regarding government functions. Theoretically, government can be described in three main functions: shelter, service and empowerment (Rasyid in FariedAli, 2015:36). The points could explain the implementation of relationship function between those who govern and to be governed or leader and people to create peace and welfare.

There is an inseparable relationship between society and government. One of requirements for the state formation is the existence of the people. It is in line with statement from Franklin D. Roosevelt that if you want to know about a community, look at the government (in Rasyid, 1998:38). It clearly describes that people is the object of government function executor and

they remain in one government bond to realize power that will be used as a basic of the government functional relationship. Further, the government substances are fixed in nature and undergo no changes. This is seen since royal government era to the current democratic government. In the implementation, however, it is characterized by power used as the relationship base between government and its people.

On the other side, government should issue development strategies both in the context of central government and regional government. Every regional government has different strategies in succeeding the regional development. It is differed to the government of Cilacap Regency that starts their development strategy from the villages. Therefore, regional government, through the regent, issues *Bangga Mbangun Desa* policy to succeed local-based development strategy. In local government perspective, development is a movement leading to modernity. Modernity, in this case, means a new and better life style. However, the government's main goal in rural development is to fulfill the basic needs through government programs to improve rural community's welfare and life quality. Therefore, government steps in overcoming poverty can be achieved and supported by rural facilities and infrastructures to boost local economy and the capability to sustainably utilize natural resources for rural community needs. Global development strategy has correlation between growth, modernization and cultural structure change (Adrian Leftwich in Budi Winarno, 2013: 41-42). However, the opinion can be re-narrowed in the scope of rural-based development strategy. According to Lincoln, there are at least three basic dimensions: politic, economic and, social dimensions. Detail description of the dimensions is illustrated in the following figure:



**Figure: Flow of Basic Dimensions in Rural-Based Development Strategy**

In the paradigm, regional development strategy has a significant influence in rural development. It is in line with Van der Ploeg (quoted in Lincoln, 2011:14) stated that the new local development model should followed by theoretical change. It means that village should emphasize that there is a need in a new local development. Therefore, they could explain how to create new basic resources and how the invaluable old resources become valuable as well as how to combine them with other resources indicated by innovative, perspective, and new desires. Further, one of local development elements is endogenous property. The indicator explains that endogenous development focuses more on basic characteristics for development in rural context. As stated by Lowe et al., i.e.: *First*, the first principle uses rural resources (natural, human, and cultural resources) more as the basic key in development. *Second*, dynamic power is part of local initiative and local company. *Third*, rural area function is the main subject of economy with various services. *Fourth*, the main rural development issues are area's capacity limitation and social group to participate in economic and development activities. *Fifth*, it consists of rural development focus, capacity building development (skill, institution, and infrastructure), and social alignment problem reduction (in Lincoln, 2011:17).

According to the above explanation, the development strategy course in developing country context can further describe in several process stages in each decade. Todaro and Smith stated that development strategy consists of basic need oriented, endogenous in nature, self-reliance, ecologically-sound, and structural-transformation.

Based on the above theoretical review on local-based development strategy, the researcher interested in adopting Todaro and Smith theory and connecting the empirical elements, namely, the principal pillars of *Bangga Mbangun Desa* policy, which are education pillar, health pillar, economic pillar, and socio-cultural environment pillar into conceptual element. Therefore, it is appropriate to use the theory.

### RESEARCH METHOD

Method used was in accordance with the research purpose, which is to study and analysis rural development strategy through *Bangga Mbangun Desa* policy and it focused on Cimrutu Vilage, Patimun Sub-district, Cilacap Regency. Therefore, the research was a qualitative descriptive research. According to Sarantakos (19937), descriptive design is fit to be used to explain a system, relation, and social event occurs in a structure and process. Qualitative descriptive research focuses on various dimensions in rural development strategy through *Bangga Mbangun Desa* policy to deeply explain the system, relation, and event and connect them to the studied phenomenon. In addition, a research that uses qualitative method also involves the author as the key instrument in the research; therefore, information and data related to the studied phenomenon, in this context, rural development strategy through *Bangga Mbangun Desa* policy, can be obtained from author's direct interaction with the participants in the research process. Thus, information from participants and research data obtained by the authors are in accordance with what is happening in the field without data manipulation.

In the perspective of social research world, the research can be assumed that "the researcher always tries to be as close as possible with the participants who are the research object" (Creswell, 2013:26). Therefore, it is important to conduct field study where the participants are alive and doing some activities. The subjectivity meaning believed by the researcher related to situation and condition in local development strategy was developed by looking for other comparison to describe and sharpen the phenomenon in the situation. To describe the local-based development strategy, the researcher would ask some general questions to the participants thus they would scientifically construct the meaning intended by the researcher. Thus, the scientific given by the participants would give information on rural development strategy not in form of theoretical assessment or empirical form of a phenomenon. It was expected that due to the direct interaction between informants and researcher, the research purposes to study and analyze rural development strategy through policies of Cilacap Regency government on *Bangga Mbangun Desa* can be achieved.

In this writing, qualitative data collection was done to obtain the required information to achieve the research purposes. The research purposes were in form of hypothesis, which is a temporary answer for research question that need to be tested empirically. Through validation process, the validity of data that mostly statistical data can be tested thus the processed data can be trusted. Qualitative research is basically an effort to improve trust degree of data. Data then refine using data validation process with triangulation. According to Moleong (2012:33), triangulation is a data validity inspection technique that uses other than data to check or as a comparison with the data. It is conducted by comparing what a person state in public and what the informant states personally, comparing informant interview result with research data from a related documents or archives, and comparing a condition with one's perspective with

various opinions and views on rural development strategy through *Bangga Mbangun Desa* policy in Cimrutu Village, Patimuan Subdistrict.

### **RURAL DEVELOPMENT STRATEGY THROUGH FIVE STRATEGY ELEMENTS TO SUCCEED *BANGGA MBANGUN DESA* POLICY**

Development is human orientation without any limitation to continue to innovate. Therefore, the government should pay attention on and set various policies, time, expertise, and adequate fund to conduct development in all fields (Siagan, 1982:70). The success of a government policy can be seen from various addressed problems in regional development. However, in reality, the government has lots of homework to overcome regional development problems, especially in the main pillars of *Bangga Mbangun Desa* policy, namely: education pillar, health pillar, economic pillar, and socio-cultural environment pillar. The unhandled problems by regional government proved that regional government development strategy through *Bangga Mbangun Desa* was not optimally applied.

However, based on the success benchmark of a policy, regional government should be able to fulfill the Basic Need Oriented that will create welfare and improve rural community's life quality. The implementation of *Bangga Mbangun Desa* policy in Cilacap Regency was still lacking in the consistency of program implementation and in recognizing rural village needs. Cimrutu Village, especially, received less attention from regional government. Regarding the development strategy initiated by Cilacap Regency regional government, the condition in Cimrutu Village was different to those in other villages in Cilacap Regency.

Rural development strategy concept can be done with the following steps:

#### **First, Need-oriented**

Rural development strategy should be directed to the development in the activities of real sector, community empowerment sector, and superior economy sector referring to development area unit. Rural-based development is expected to reduce rural disparities as well as capable in cluster-based development and in creating new jobs that in reality could reduce unemployment. Development strategy to rural-based development equity still not evenly distributed in Cilacap Regency. In fact, in Cimrutu Village, basic development was just recently conducted, namely, road construction, watercourse revitalization, and Apur River and Ciberem River normalization. Theoretically, *Bangga Mbangun Desa* policy aimed at optimally improve community welfare and encourage rural community spirit oriented more to a comprehensive rural development in education, health, economic and socio-cultural environmental fields without abandoning urban development with a principle of from, by, and for the community<sup>5</sup>. If the policy purposes fulfilled, the regional government development strategy of Cilacap Regency in fulfilling village basic needs orientation fulfilled. However, in reality, the current condition in Cimrutu Village was in the development process of socio-cultural environment pillar, as explained above. The main road that connecting Cimrutu Village and Purwodadi Village was being repair as well as the connecting road between Cimrutu Village and Bulupayung Village. The change due to road construction was just felt by the community in early 2017. In this context, however, the community was very grateful to the village government since their village condition started to get attention.

The prospect of Cimrutu Village development was still slow compare to other villages, either in sub-district level or regency level. In addition to difficult road access, street lighting in village

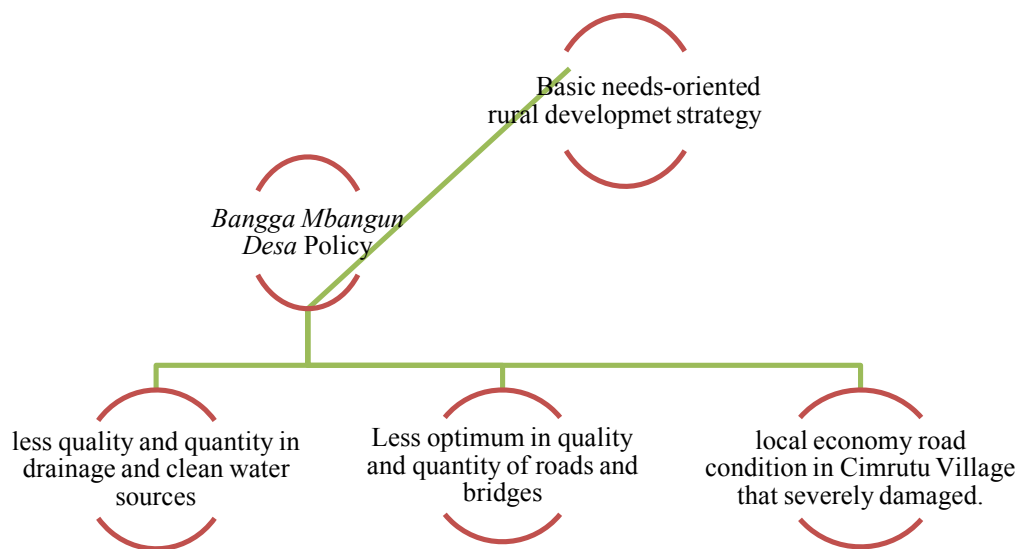
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<sup>5</sup> Details can be seen in Cilacap Regent Regulation No 76/2011 on *Bangga Mbangun Desa* Policy

main road was minimal. It made communities outside the village hesitated to visit. The development activities were still in the process of river, irrigation, and water ditch revitalization, for example. Those activities were related to the community's primary need of clean water. The village received *Perusahaan Daerah Air Minum* (PDAM) (local water supply utility) services longer than other villages because it was the priority of the government. It was related to the poor well water condition in the village or there was lots of brackish water (*air tieng*) in the area. Although the service was available, most villagers could not afford the service and pay the monthly bill. In addition, the small water pipes hampered the PDAM water to flow into the villagers' house.

Back to the basic problems in Cimrutu Village, all programs and efforts conducted by Cilacap Regency government to facilitate the program were not in line with the villagers' expectation. The government had good intention by creating policy strategy but the implementation was not maximal.

**Figure: Field condition of rural development implementation through *Bangga Mbangun Desa* in Cimrutu Village**



### Second, Endogenous in nature

In addition, in rural development strategy context, endogenous property focuses on community. It means that there is an emerging trait from each village community that reflects the existing values in their area. The logical consequence of sovereignty values in community village is that the regional government should follow their (village community) way in order to sketch village development strategy. In this case, the government serves as a protector, servant, and empowerment (Rasyid in Faried Ali, 2015: 36) and region is a residential place, government services, social services, and local economic transaction activities. Regarding the endogenous property element, it will be related to economic development in the village, which is the integral part and nonnegotiable in national economic development frame.

Related to the endogenous property element, the element explains the traits that emerge from local community soul without abandoning their sovereignty values. The native of rural area experiences an increase every year due to urbanization. It does not, however, automatically have implication on a better village function in order to improve its community's welfare. In fact, the rural community stills struggle with the basic issue of poverty and it tends to increase. It is in the economic pillar and it has not resolved yet due to the large number of newcomers that creates a tight competition between the newcomers and local communities. The

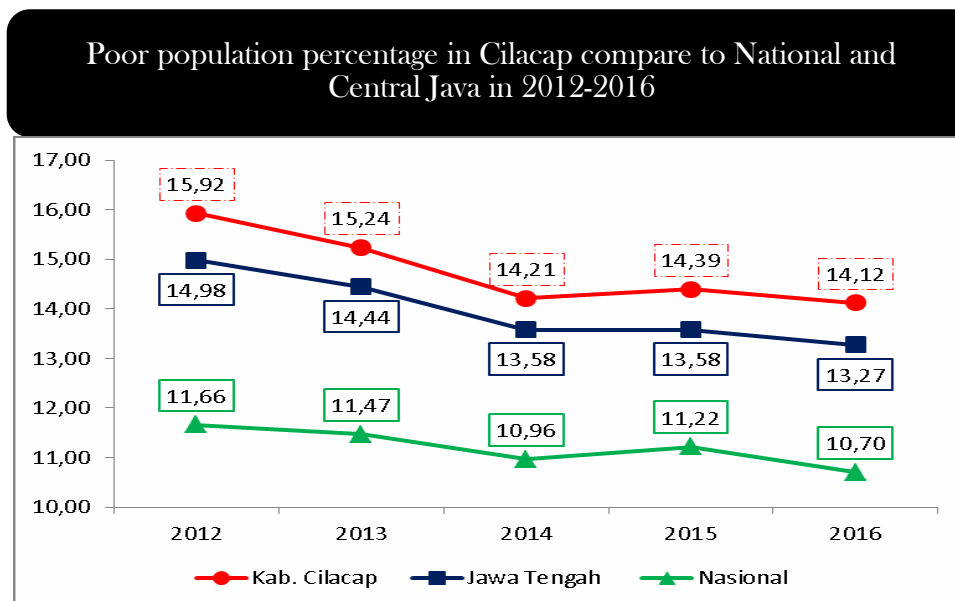


consequence is that many local communities turned into worker in their own land. In terms of rice field area quantity, Cimrutu Village had larger area than other villages in Cilacap Regency, such as Purwodadi, Cinyawang, and Sidamukti Villages. In terms of indigenous ownership, however, the village had about 30% of rice field and the remaining areas were outside the village, the sub-district and even outside the regency areas. Regarding the most important factor in the economy towards villagers' survival, which is income among the local communities, the trait occurred from the community's soul itself.

Problem faced by villagers in Cimrutu Village was, among other, crop failure causes by natural phenomenon. Steps needed to overcome the problem should not abandoning the local community sovereignty values and capable to create awareness among the villagers to maintain their surrounding environment. Regarding the issue, sub-district government made an initiative for all villages in Patimun Sub-district area to start planting earlier than other areas, such as Kedungreja and Sidareja Sub-districts. It was especially for Cimrutu Village that had soil texture unsuitable for cultivation. Economic disparity level in Cimrutu Village was high. Despite many programs created by Cilacap Regency government for poverty alleviation, the preparation of local-based development strategy by Cilacap Regent must be balanced with endogenous development since in rural endogenous development process social aspect integrates with economic aspect. If the socio-cultural aspect implementation is not even, it will affect the economic aspect. For Cimrutu Village, socio-cultural aspect was the village head's homework since infrastructure development was ongoing and the local development came to affect since early 2017.

Rural development problems became important in this discussion since poverty phenomenon is a crucial thing to discuss in rural development strategy. Local-based development through endogenous property focuses more on territoriality approach since economic growth process and structural change powered by local community and it used local potential for rural development to improve local population's standard of living (Massay in Linclin, 2011:16).

Economic pillar in *Bangga Mbangun Desa* policy was a crucial problem, especially in underdeveloped area since it will impact the increasing poverty number. Cilacap Regency is within the red zone regarding the number of poor and very poor population in Central Java Province. It can be seen from the percentage of poor population in this pillar that became a strategic issue as well as homework for the region leaders.

**Figure Economic growth percentage of Cilacap Regency in 2012-2016**

Source: Strategic Plan of Cilacap Regenc in 2017-2022

Local-based development strategy planned by the Cilacap Regent must be balanced with endogenous development since in rural endogenous development process social aspect integrates with economic aspect. Whereas, in socio-cultural environment aspect, if its implementation is not even, it will affect the economic aspect. For Cimrutu Village, socio-cultural aspect is still the village head homework since infrastructure development is ongoing and the local development comes to affect since early 2017 up to now.

### Third, Self-Reliance

In development strategy formulation, regional government should aware that there is a need in rural development paradigms by creating new basic resources and combining the old resources with the new one aimed at new needs, perspectives, and desires. Problems in rural development are interconnected with each other thus the Cilacap Regency government summarizes the problems into four main pillars of *Bangga Mbangun Desa*. In self-reliance, the community uses and relies more on their own resources (community, environment, and local culture). Therefore, if human resources-related problems become unhandled crucial issues for the Cilacap Regency government, they will be an obstacle. Those problems include population pressure and employment problems. Human resources problem relates to the natural growth level, health level, education level, low productivity level, and high unemployment level in rural areas. However, self-reliance element emphasizes that rural community will rely more on their own resources.

Regarding Cimrutu Village, human resources related problems were due to the low education level among its people. In this context, the regional government should create a strategy to prepare a human development program to empower rural community and in turn, it will develop local economy. Education pillar and economic pillar were mutually sustainable and they will be the fortress for the village. Rural development strategy aimed to stabilize local economic condition in a long term. However, the requirement for local economic improvement is the fulfillment of education and health sectors, which is agreed to be the key requirement for poverty alleviation since both pillars are the main requirement for sustainable development. Theoretically, education and health pillars are two main determinant factors for the creation of human capital that directly related to production factor.

Rural development strategy through self-reliance element asks the rural community to build their own village by relying on the existing resources in their area. However, to build the village, it will require labors that will determine the local economic fundamental, especially in the long term and it will influence the rural community's interest in education. From local economic development perspective, economic factors influence education and in a long term, it will influence the future of rural community (Broomhall and Johnson, 1994). In the theory, it requires the active role of regional government in human development strategy, especially for Cimrutu Village that has low interest in school among its people. It is based on informants' statement that education level among productive age of 20-65 years was not graduated from Junior High School (SMP) and it is the biggest challenge for the regional government. However, after road infrastructure improvement, interest in school among the villagers improved where some of the villagers went to Senior High School (SMA).

#### **Fourth, Ecologically-Sound**

Local-based development strategy uses natural resources (SDA) rationally and wisely. As stated by Cilacap Regent that *Bangga Mbangun Desa* policy is a policy oriented to the growth of natural potentials in the villages. Development strategy through rural potential development using the approach is not only limited to the conventional potentials such as natural resources or human resources availability but it towards more to the linkage between natural resources and human resources that need each other. If human are able to use natural resources rationally then local tradition, value system and behavior, customs, social structure, and culture automatically become the main potential drivers in rural development process dynamics. In this element, there are no poor and rich areas. All are the same due to the existence of feed and properties; for example, an area that rich in natural resources but poor in human resources and social capital, and vice versa. Thus, the working concept here is how to actualize the existing potential in the village. Referring to the understanding and relating back to the occurring phenomenon in Cimrutu Village, the village was far from the implementation of the element. However, in order to encourage rural development and self-reliance of Cimrutu Village community, the community should receive the same treatment as other villages from Cilacap Regency government in order to succeed the *Bangga Mbangun Desa* aiming at local-based development equity.

#### **Fifth, Structural-Transformation**

With the fulfillment of the above four elements in rural development strategy through *Bangga Mbangun Desa* policy, this last element emphasizes on the village head who will be replaced in the future. It is related to whether or not the policy will be continued by the next village head since the policy is formulated by Cilacap Regent when he was the acting regent in 2010. If rural problems are overcome and the need and local demand are fulfilled, the rural community should not worry about policy change since they are capable in fulfilling the basic needs using the existing resources in their area and skillful human resources expertise. They only go through active participation in development process for a long term.

In reality, however, the phenomenon occurred in Cimrutu Village was used as an important point in this element that the weak policy from Cilacap Regency Government in rural development is understandable. The point here is that the village was far from adequate in terms of basic needs to support its community welfare. Nevertheless, the village government conducted various efforts to equalize the social status of Cimrutu Village with other villages in Cilacap Regency that had already advanced. In this case, they were advanced in terms of the fulfillment of basic needs such as: easy access to clean water, good drainage, smooth flow irrigation, and twice harvest in a year with a good quality and price competitive. Surely, the village government along with the sub-district government put their efforts to realize the goals

of Cimrutu Village community. Due to the village condition, however, the rural government strategy is likely achieved in a long term.

Meanwhile, the research also found the fifth rural development strategies, namely: need oriented, endogenous in nature, self-reliance, ecologically-sound, and structural-transformation in the implementation of *Bangga Mbangun Desa* policy, which is the focus of the research. The author also found that the first requirement in rural development, which is need oriented, unfulfilled. It was evidenced by the large number of Cimrutu Village people who consumed *balong* (ditch) water, which is dirty water, due to the lack efforts from Cilacap Regency government to fix and arrange the village maximally. Therefore, if the phenomenon is not thoroughly and wisely understood by the government, it is likely that the trust level of the village community regarding the government performance was questioned.

### CONCLUSION

Rural development strategy with five elements, namely: need oriented, endogenous in nature, self-reliance, ecologically-sound and, structural transformation was implemented through *Bangga Mbangun Desa* with its four main policy pillars. Cimrutu Village government deeply relied on the help of Cilacap Regency government. Cilacap Regency government held responsible for policies taken towards development strategy through *Bangga Mbangun Desa* policy. Through the policy, the Cilacap Regency government directed to four (4) main pillars, namely: education, health, economy, and socio-cultural environment. However, the condition in Cimrutu Village caused the development strategy, especially the four pillars, cannot run as expected.

Based on need orientation, the element was conducted for rural basic development equity, such as, infrastructure, irrigation, crop failure, and clean water availability that are hard to find in Cimrutu Village. Based on the elements of endogenous in nature, self-reliance, and ecologically sound, the three elements emphasize more on the community. How the community is capable in utilizing resources and developing the village potentials. Community access to natural resources (SDA) will influence the existing economic, social and political systems. However, it was found that many of Cimrutu Village community held low education level; thus, the government strategy in preparing human development program in rural level was hampered in the development of local economy.

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