



Community Participation Analysis in Preparation of Regional Development Work Plans in Pasangkayu Regency

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ABSTRACT

This research aims to provide a comprehensive description of Community Participation in the Formulation of Regional Development Work Plans in Pasangkayu District. The study's findings indicate that community involvement in every stage of development planning has not been fully realized, attributable to various factors such as budget constraints and government policies, both at the executive and legislative levels. The research adopts a descriptive approach with a qualitative methodology. Data sources include interviews with informants and document analysis. The data analysis method utilizes the interactive qualitative data analysis model proposed by Miles, Huberman, and Saldana (2014), involving data collection, data condensation, data presentation, and drawing conclusions. This approach sheds light on the complexities surrounding community participation in the development planning process and underscores the impact of budgetary limitations and governmental policies on the extent of community involvement in the decision-making processes.



INTRODUCTION

Community participation is a pivotal aspect of good governance, empowering individuals to assume responsibility for their welfare and ensuring the adequate addressing of their needs (Sule 2004). In the context of local government, community participation plays a crucial role in improving service delivery, but the implementation of effective strategies is necessary to overcome historical challenges and encourage greater involvement (Ababio 2004). Moreover, public participation in policy-making processes stands as a key element of good governance. The government's disclosure of public information can serve as a facilitator for this participation (Fudin and Rahayu 2019). Recognizing the importance of community participation is integral to realizing good governance. A government process grounded in community involvement is a hallmark of good governance, emphasizing that sovereignty lies in the hands of the people who, through collective activities, determine the goals and future of society. The founding principle of the state is centered on providing welfare to society, encompassing prosperity, health, education, and a sense of security for the community.

Community participation in development planning plays a pivotal role in ensuring successful outcomes (Jannah and Rodiyah 2021). Despite the formal rights and powers secured by local interests, they often find themselves lacking sufficient influence or benefits (Foster 2018). Recognizing this challenge, participatory methods are being integrated into broader planning and policy-making processes (Thrupp, Cabarle, and Zazueta 1994). In the realm of local government planning, community participation is deemed essential for the successful delivery of services (Madzivhandila and Maloka 2014). To achieve successful development, numerous aspects must be considered, with community participation in planning standing out as a critical component. Community participation, in this context, refers to the involvement of the entire society in all stages of development processes, starting from the planning phase. Additionally, when the community is actively involved, there is an increased level of confidence in the development program, fostering a strong sense of ownership in monitoring the progress of development. This active involvement contributes to making the development process more effective and efficient.

Community participation in the development planning process assumes two primary positions: as main actors (participants) and as beneficiaries. The participatory planning process integrates mechanisms from both the top-down and bottom-up approaches, harmonizing them through development planning deliberations (Musrenbang). This approach recognizes the importance of involving the community not only as recipients of development but also as active contributors and stakeholders in the planning and decision-making processes, ultimately fostering a more inclusive and sustainable development paradigm.

The development activities in Pasangkayu Regency are focused on the Regional Medium-Term Development Plan (RMTDP) for the period 2021-2026. This includes programs aimed at improving the quality of human development, strengthening the local economic structure, expanding productive and competitive economic activities, reinforcing and distributing infrastructure development, strengthening poverty alleviation and reducing disparities in rural areas, enhancing environmental quality, and improving governance and public services.

The implementation of *Musrenbang* (Deliberative Council for Development Planning) directly involves the community at the levels of villages, sub-districts, and the regency. The *Musrenbang* aims to enhance community involvement in every development activity. However, the phenomenon of *Musrenbang* activities in Pasangkayu Regency indicates that community participation is not yet fully realized. The involvement of the community in development planning is currently limited to proposing programs/activities and has not extended to participating in all planning processes, such as investigating and identifying issues that align with their needs.

In the National Development Planning System Law (NDPS) Article 2, Chapter II, regarding the principles and objectives of National Development, it is stated that the goal of development planning is to optimize community participation and ensure the efficient, effective, just, and sustainable use of resources. Through *Musrenbang* activities, community participation can be more optimal, and their involvement in such forums can



provide information based on facts and the realities of the community. This statement emphasizes that the essence of development activities lies in their broad dimensions, encompassing all stakeholders, including both the community and the government.

Community participation is crucial throughout the entire development process. In the planning phase, it should cover the entire process from the beginning to the end. The involvement of the community in development planning should extend beyond ceremonial activities and encompass the full spectrum of policymaking processes. There are two essential aspects that the government must address in development planning. Firstly, the government needs to understand the needs of its people and be willing to listen to their desires. Secondly, the government needs to involve all the will and capabilities possessed by the community in the implementation of development. In other words, the government needs to position the people as the subjects of development, rather than just the objects of development.

Community involvement in the process of formulating development policies is regulated gradually according to the Joint Circular of the Minister of Home Affairs and the Minister of National Development Planning/Head of Bappenas. This condition indicates that the process of developing development policies is elitist, meaning that the government is the determinant of development policies, while the community plays a role in providing input to the government regarding what is needed by the community.

Based on the above background, the author is interested in conducting more in-depth research related to the process, stages, and the involvement of various elements in formulating the Government's work program outlined in the Regional Government Work Plan (RGWP) produced through the Deliberative Council for Development Planning. Specifically, this research will describe community participation in the Formulation of the Regional Development Work Plan in Pasangkayu Regency.

THEORITICAL REVIEW

Participatory Planning Concept

Participatory planning is currently supported by regional autonomy. One of the efforts of local governments to realize participatory planning is through Musrenbang. Musrenbang is implemented from the village level to the national level. Furthermore, Slamet (1993) states that community participation in development involves the active involvement of the community in development, participation in development activities, and participation in utilizing and enjoying the results of development.

Rowe and Freyer (2004) explain that community participation is the process of consultation and involvement of the community in setting agendas, making decisions, and shaping policy for the institution responsible for policy development. Furthermore, according to Sihombing, community participation is a fundamental human right to participate in planning, implementing, and controlling development that presents the hope of their own freedom (Khoiruddin 2000).

Community participation is crucial in development planning, aligning with Conyers' (1991) three main reasons why community participation in planning is highly important:

- a. Communities are a tool to obtain information about the conditions, needs, and attitudes of the local community.
- b. Communities will trust development programs more if they are involved in their preparation and planning, as they will have a better understanding of the intricacies of the program and a sense of ownership.
- c. Encouraging public participation because it is considered a democratic right when communities are involved in development.

Suzetta (2007), as a further reflection of democratization and participation as part of good governance, emphasizes that the development planning process also goes through a participatory process. The idea of participatory planning begins with the awareness that the performance of a community development initiative



is greatly influenced by all parties involved in the initiative. Since the introduction of participatory planning models, the term "stakeholders" has become widespread and is ultimately considered an idiom of this model.

Musrenbang as the implementation of Participatory Planning

Musrenbang is conducted at every level, starting from the Village, Sub-district, District to the national level. At the district level, *Musrenbang* serves as a forum for local stakeholders to gather aspirations from various stakeholders to discuss development priorities in the area. These inputs subsequently contribute to the formulation of the Regional Government Work Plan (RGWP). Village *Musrenbang* is an annual deliberative forum conducted at the grassroots level to collect proposals from the community in determining the direction of development to be undertaken. The planning outcomes from this process function as the basis for the formulation of the Regional Government Work Plan (RGWP).

The involvement of the community is a crucial element in the development process. After a prolonged period of top-down development policy processes, where development policies were determined from the top (by authorized officials) without involving the community and other stakeholders, it was found that many communities did not have and could not experience the benefits of ongoing development activities (Laksana 2013).

Stages of Preparing Regional Government Work Plan

The Regional Government Work Plan (RGWP) is a regional planning document that serves as an elaboration of the Regional Medium-Term Development Plan (RMTDP) for a period of 1 (one) year. The preparation of the RGWP employs four approaches: technocratic, participatory, political, and top-down and bottom-up. The technocratic approach in formulating the RGWP is implemented using scientific methods and frameworks to achieve the goals and targets of regional development. The participatory approach involves various stakeholders in the planning process. The political approach translates the vision and mission of the elected regional head into a medium-term development planning document discussed jointly with the Regional People's Representative Council (RPRC).

Meanwhile, the top-down and bottom-up approach is the result of planning that is synchronized in development deliberations conducted from the village, sub-district, district/city, province to the national level. Additionally, regionally oriented development planning utilizes a substantive, holistic-thematic, integrative, and spatial approach. The holistic-thematic approach is implemented by considering development elements/parts/activities as a unified set of potential factors, challenges, obstacles, and/or interconnected issues. The integrative approach unifies several authorities into one integrated and focused process with a clear goal in achieving regional development objectives. The spatial approach considers spatial dimensions in planning.

The preparation of the RGWP document refers to Article 16 of Regulation No. 86 of 2017 which mandates that the RGWP be prepared in stages: preparation of RGWP drafting, preparation of initial RGWP drafts, preparation of RGWP drafts, implementation of RGWP *Musrenbang*, formulation of final RGWP drafts, and RGWP determination.

PRIOR RESEARCH

Purnamasai's research (2008) in Cibadak Sub-district explains that the level of participation in *Musrenbang* activities is still low. The research results indicate that the level of community participation influences the outcomes and quality of planning. The higher the community participation, the higher the quality of the planning. The planning focus is not yet based on the issues and needs of the community, and it has not considered the aspirations of the community that foster mutual trust and openness. This study suggests that one factor contributing to the low participation of the community in participatory planning activities lies in the



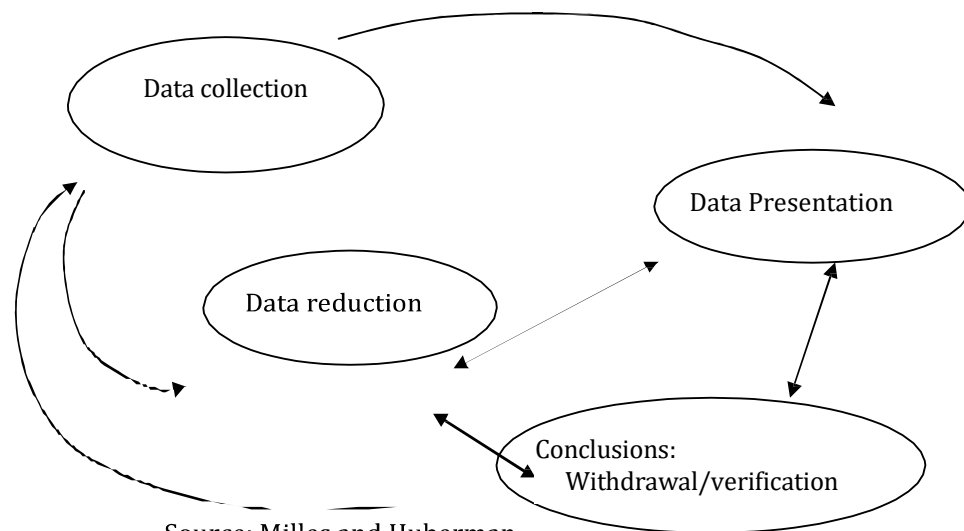
planning focus based on community issues and needs. Similarities with the study in Gunungsari Sub-district lie in the planning focus based on community issues and needs.

In another study, Vivaldi (2016) titled "*Peran Kepala Desa untuk meningkatkan Partisipasi Masyarakat dalam Musrenbang Di Desa Sebau' Kecamatan Samalatan Kabupaten Bengkayang,*" explains the role of the Village Head in enhancing community participation in the Village Development Planning Deliberations. Based on the research results, Vivaldi elucidates that the role of the governing authority, namely the Village Head, has provided an opportunity for the community to collaboratively create development based on community issues and needs. This means that the government's role significantly influences development activities. This is inseparable from the consequences of democracy, which delegates the people's voice to individuals in executive and legislative institutions.

RESEARCH METHODS

The research methodology employed a descriptive research design with a qualitative approach. Data sources were derived from informants and documents. The research was conducted in Pasangkayu Regency, with samples taken from five districts. Data collection techniques included interviews, observations, and documentation. The data analysis method utilized the interactive qualitative data analysis model (Milles and Hubberman 1992), involving data collection, data condensation, data presentation, and drawing conclusions.

Interactive model data analysis



RESULT AND DISCUSSION

General description of *Musrenbang* in Pasangkayu Regency

a. Village Musrenbang

The formulation of development planning must be based on accurate and accountable data and information. This means that the village development plan should be crafted based on the realities existing in a region, encompassing both the issues and potentials present in the area. Thus, the



developed regional development planning can align with the developmental needs, rather than being a mere wishlist detached from reality and the ability to actualize it.

The Village *Musrenbang* in Gunungsari, within the Pasangkayu Sub-district area, serves as a forum for deliberation in formulating plans and determining development programs. However, this development planning deliberation is not accompanied by an assessment of the village or planning area's conditions. The identification process of the village's condition aims to serve as a guide in formulating and determining strategies that align with the needs of the local community. The identification and assessment process of the village's condition is still dominated by village government officials without coordination and involvement of the community in the hamlet. The identification and assessment process of the village's condition should ideally involve the community from the neighborhood (Neighborhood Association/Resident Association)

b. District *Musrenbang*

The Sub-district Government plays a crucial role in delivering services to the community, making the sub-district head (camat) the spearhead in carrying out general government duties and some autonomy affairs delegated by the Regent/Mayor to be implemented within the sub-district. The camat has the authority to oversee the administration of village governance by facilitating the creation of village regulations and ensuring the realization of good governance administration.

The activities of the sub-district *Musrenbang* and subsequent stages involve representative community deliberations or annual forums for sub-district stakeholders to obtain priority input from villages. Participants in the Sub-district *Musrenbang* represent the communities of the villages. The Sub-district *Musrenbang* in the Pasangkayu sub-district area involves reviewing the documents of the Village Government Work Plan in alignment with the Regional Government Work Plan programs. In this context, community aspirations are conveyed through delegation or representatives chosen during the Village *Musrenbang*. The delegates' task is to present and oversee the village development programs to be proposed again in the Sub-district *Musrenbang* stage.

Rowe and Freyer (2004) explain that community participation is a process of consultation and involvement in setting agendas, making decisions, and forming policies. Therefore, the planning process requires community involvement, often through public consultations or development planning deliberations (*Musrenbang*). *Musrenbang* serves as a consultation forum for stakeholders to reach consensus on development planning agreements at their respective regional levels. The conduct of *Musrenbang* includes stages of preparation, discussion, and prioritization of programs/activities, formulation of deliberation agreements, and post-*Musrenbang* activities. Riyadi and Bratakusumah (2004) state that coordination in development is essentially an effort to synchronize and align development activities carried out by various components, including the government, private sector, and the community.

Community Participation in Pasangkayu District in the implementation of Development Planning Deliberations

- a. Factors That Influence Community Participation in Development Planning in Pasangkayu District
- a) Suitability of Plans to Community Problems and Needs

One characteristic of participatory planning is its focus on community interests, based on the problems and needs faced by the community. This can be obtained through investigative activities, a process to understand, uncover, and collect locally evolving problems and needs in the community. The criteria for these problems and needs are urgent matters perceived by a majority of the community members. However, many of the issues and needs proposed by the community in the Village *Musrenbang* do not align with the programs of the Regional Work Unit (RWU) or the Work Program of the Regional Apparatus Organization. As a result, these proposals do not become development program suggestions to be brought to the subsequent *Musrenbang* stages at the Sub-



district or District levels. This has an impact on the level of attendance and participation of the community in regional development planning activities.

b) Budget

The availability of funds is a crucial factor influencing the level of community participation absorption. The number of activities proposed by the community is always inversely proportional to the available budget. This condition is likely to persist in the future, given the continuous increase in community needs. Therefore, synchronization is needed between the regional development plans outlined in the Regional Medium-Term Development Plan, the Work Plan of Regional Work Unit, and the community's needs through development planning forums such as *Musrenbang* and Regional Work Unit forums. Additionally, the tendency of the community to propose physical activities (infrastructure) rather than economic empowerment activities also hinders their participation absorption. The issue of limited available budget is a primary cause of the inability to accommodate all community proposals in the Pasangkayu Regency's Regional Budget (Masjudin, Wahyunadi, and Hailudin 2013).

c) Political Interests

The implementation of development often becomes a political arena, involving political elites at both the village and district levels (executive and legislative). As a result, many proposed activities are often "gifted" by specific parties and are certainly not the result of absorbing community participation in *Musrenbang*, even though their budgetary impact is relatively small. The fact observed in Pasangkayu Regency is that these "gifted" activities are related to physical projects that are also relevant to *Musrenbang* proposals, so their influence may not be very apparent.

b. The Role of Government Officials in *Musrenbang* in Pasangkayu District

In the regional priority programs, the Pasangkayu district is selective in choosing which proposed activities should be implemented first and which ones can be postponed. Due to the multitude of proposed programs and activities from the community in the Pasangkayu district, the government prioritizes programs in line with the vision and mission that align with the regional priority programs. It is also hoped that the community can understand the decision-making process. For proposals that have not been accommodated by the government due to budget limitations, the Pasangkayu district government will follow up on these proposals in the upcoming fiscal year.

The government is an organization that functions to exercise authority and power in regulating the social, economic, and political aspects of a country and its regions. Regional development planning is a series of policy-making activities carried out by the governing government that directly impacts the social life of the local community. Every policy issued is based on the government's vision and mission, with the role of the community being limited to providing input on their needs. This situation indicates that the process of development policy formulation remains elitist, meaning that the government is the determinant of development policies (Wirawan and Nurpratiwi 2015).

CONCLUSION

Conclusion from the implementation of *musrenbang* in the Pasangkayu Regency area is that this process has not fully engaged the community, especially in the *Musrenbang Village* implementation stage that has not been carried out. Several factors influence community participation in *musrenbang*, including the alignment of plans with issues and needs, budget availability, and political interests. The role of the Pasangkayu Regency Government, Subdistricts, and Villages in the implementation of *musrenbang* still dominates at each stage, indicating that this planning is elitist, with the government as the determinant of development policies, while the community plays a role in providing input about their needs.



RESEARCH SUGGESTIONS

Several recommendations can be proposed based on the findings of this study: Firstly, considering that the musrenbang process in Kabupaten Pasangkayu is not fully in line with applicable rules and community expectations, there is a need to enhance the activity and involvement of the community in all stages of regional development planning. Secondly, community participation in development planning is a legal obligation. By involving the community in regional development planning, various development issues can be addressed. The active role of the community in the planning process can increase trust in government policies, both in terms of budgeting and political aspects. Thirdly, government officials need to improve the quality of development planning in the Kabupaten Pasangkayu region. Development planning based on community needs sometimes faces challenges related to governance and politics. Therefore, efforts are needed to enhance coordination and synchronization between community needs and the prevailing political and governmental conditions.

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