

## Community Participation of Development Planning in Purbalingga Regency

Esti Winarni <sup>1</sup>, Abdul Aziz Ahmad <sup>2</sup>, and Suharno <sup>3</sup>

<sup>1</sup> Master Student, Master of Economics, Faculty of Economics and Business, Jenderal Soedirman University

<sup>2,3</sup> Economics and Development Studies, Faculty of Economics and Business, Jenderal Soedirman University

**Abstract.** The momentum of economic growth needs to be maintained to improve people's welfare in alleviating poverty, and reducing unemployment rate can be accelerated. Following the mandate of the National Medium Term Development Plan (RPJMN 2010-2014) and the annual Government Work Plan (RKP), development planning at the central government and at the local government needs to be implemented through four strategic lines, development (pro-growth), employment opportunities (pre-employment), pro-poor and pro-environment conservation. The preparation of the Government Work Plan begins with the activities of the Development Planning Consultation (*Musrenbang*).

*Musrenbang* is conducted every year before the next year's budget is made. Before the *Musrenbang* at the district/city level was held, it first began with *musrenbang* at the village level and then the sub-district level. A successful *Musrenbang* will build an understanding of the interests and progress of the community, by photographing the potential that exists and collecting data and information about development resources that are not available.

The purpose of this study is to describe and analyze the process, community participation, as well as the inhibiting and driving factors in the *Musrenbang* activities in Purbalingga Regency. The research method used is descriptive research using qualitative, using an interactive model of qualitative data analysis. The results of the study prove that community participation in the *Musrenbang* in Purbalingga Regency is active. In this phenomenon, there is a synergy between the government and the community in development planning activities in Purbalingga Regency.

**Keywords:** Regional Development, Community Participation, Development Planning, *Musrenbang*, Portrait of Potential Development.

## 1. INTRODUCTION

Planning and development is an inseparable entity, as one body between one organ and another having inherent connections, development requires planning and planning must manifest in development, from central government to regional government. In the central government structure, the development planning tool is the National Development Planning Agency (BAPPENAS) and in the regional government structure generally referred to as the Regional Development Planning Agency (BAPPEDA).

One paradigm in the process of drafting the RKPD still seems to be limited to rhetoric and has not been fully reflected in the overall process of drafting the RKPD. Even the important note is that the old mindset and perspective are still quite thick in coloring the RKPD process, for example, tend to be linear and have not been able to see the problem holistically. (Kuncoro, 2012: 3). To realize the ideal development planning system, what is needed is called a stage. Law Number 25 of 2004 concerning the National Development Planning System (SPPN) states that these stages include preparation of plans, determination of plans, control of the implementation plan, and evaluation of the implementation of the plan. Regional development planning must reflect the real needs of an area, as stated by Kuncoro (2012), that regional development planning is not only planning from an area but planning for an area.

Regional development planning serves to improve the use of public resources available in the area. So that it becomes important in the drafting process and must be aspirational and use the right planning approach. The Regional Development Planning Agency (BAPPEDA) carries out several development planning processes, starting from the Regional Long-Term Development Plan (RPJPD), Regional Medium-Term Development Plans (RPJMD), Regional Work Unit Strategic Plans (Renstra SKPD), Regional Development Work Plans (RKPD) arrived at Regional Work Unit Work Plan (Renja SKPD)

Regional development planning in Indonesia recognizes four approaches, including technocratic, participatory, political and top-down bottom-up. As mandated in Law No. 25 of 2004 concerning the National Development Planning System, a clear development planning system is needed, both at the village level, region, province to the central government. To realize this system the government has established a development planning meeting (*musrenbang*). It is through this *Musrenbang* that what people really want and need is sought. Although in the end there were more desires and needs that could not be realized into real programs in the field, as a tool/mechanism for screening people's aspirations, *musrenbang* was considered as the relevant media to continue to run. The determination to achieve good governance in development in Indonesia is driven by the dynamics that demand changes on the government side or on the citizens' side. The government is expected to become more democratic, effectively carry out the functions of public services, be responsive, and be able to develop policies that can guarantee the rights and social justice of each of its citizens. In line with the expectations of the role of the country, citizens are also expected to become citizens who have an awareness of their rights and obligations, are willing to actively participate in the administration of public affairs.

Community participation is one of the prerequisites for the application of the concept of good governance. At present, there has been a shift from the paradigm of the government to governance. Governance began to be known in Indonesia more or less in 1990. Since the monetary crisis in 1998, Indonesia initiated various initiatives designed to lead to good governance, accountability and broader participation. Governance is focused on the quality of relations between government and society. Governance covers three important sectors, namely the state sector, the private sector and society (Sedarmayanti, 2007: 1-2). Of the three main interconnected stakeholders their respective functions, namely the government serves to create conducive political and legal conditions. The private sector functions to create income and employment and the community functions to participate in the economic, social and political fields. With the interaction between one another, it creates good governance or good governance (Sedarmayanti, 2009: 5).

Good governance according to the United Nations Development Program (UNDP) is an agreement concerning state regulations that are jointly created by governments, civil society, and the private sector. Furthermore, the principles of good governance according to UNDP are participation, legal certainty, transparency, responsibility, oriented to the agreement, justice, accountability, strategic vision and effectiveness, and efficiency. Of the eight principles, community participation is very important for countries that adhere to a democratic ideology. According to Wagle, democracy has meaning when the community is always involved in the policy-making process produced by the government. This causes every policy produced by the government to have major implications for the community (Dwiyanto, 2006: 186). Community participation in the context of Good Governance requires that there is a direct relationship or relationship between the government and the community, not only in the form of representation through political parties or the people's representative council.

Development is a non-stop process, which requires carefulness and sensitivity to find weaknesses and problems that arise in planning and implementing programs. Several factors help achieve successful development, namely: 1. Realistic planning is adapted to social and national conditions. 2. There is sincerity to carry out development activities following what was planned. 3. Consequent leadership and consistently manage development efforts from one stage to the next according to plan. 4. There is active community participation in development in the area.

The concept of participation, in its development, has diverse meanings even though in some respects it has similarities. In the concept of development, the participation approach at least has three meanings. First, participation is interpreted as a contribution of the community to improve development efficiency and effectiveness in promoting the process of democratization and empowerment. Second, this approach is known as participation in the dichotomy of instruments and objectives. The third concept, participation is interpreted as a situation where local officials, community leaders, NGOs, bureaucracies and other actors directly involved with participatory programs, carry out practices that are far from the principle of participation. Participation is commensurate with the meaning of participation, participation, involvement, or the learning process together to understand, analyze, plan and take action by several community members. Raising participation is based on the existence of shared understanding and the existence of this understanding because these people communicate with each other and interact with each other. In mobilizing the participation of all parties it is necessary (1) the creation of a free or democratic atmosphere and (2) the establishment of togetherness. Furthermore, it was stated that community participation in development is as a participation of the community in development, participating in development activities, and participating in utilizing and enjoying the results of development.

## **2. RESEARCH METHODS**

According to Moleong (2005), qualitative research is research that intends to understand the phenomenon of what is experienced by the subject of research, such as behavior, perceptions, motivations, actions, and so on. This qualitative research process involves efforts such as asking questions and collecting specific data from participants, analyzing data (Creswell, 2010). The steps of data analysis used in this study are as follows (Suyanto, 2005): (1) Observation, namely the process of observation carried out intensely on the object to be studied. (2) In-depth interviews. In-depth interviews are a way of collecting data or information by directly meeting the informants to get complete and in-depth data. This interview is conducted repeatedly intensively. The tools for collecting data such as mobile phones, photos, and data included in the

documentation. (3) Documentation. The study of documentation in research data collection is intended as a way to collect data by studying and recording the parts that are considered important and various official documents that are considered good and have an influence on the location of the study.

According to Miles and Huberman (2010), data analysis techniques with interactive models consist of four steps that must be done, namely data collection, data reduction, data display and the stage of drawing conclusions or verification. To improve the quality of the research, triangulation techniques are used, namely the technique of checking the validity of data that uses something else outside the data for checking or comparing the data. Is the process and results of research acceptable or trusted? Dependability is whether research results refer to the level of consistency of researchers in collecting data, forming, and using concepts when making interpretations to conclude (Kriyantono, 2006: 58).

### 3. RESULTS AND DISCUSSION

The results showed that community involvement in development planning carried out in Purbalingga Regency was active. The average district-level *Musrenbang* attendance rate is 88.9%. While the district level *Musrenbang* attendance was 98.7%. The level of community participation in *Musrenbang* is active, wherein one discussion period, there are 4 to 5 participants who provide suggestions and suggestions from the 3 terms provided. In the district-level *Musrenbang*, regional targets and priorities have been agreed, program plans and priority activities are accompanied by indicators and performance targets and funding needs in the draft RKPD, and agreed on programs and activities that cannot be accommodated in the draft RKPD.

From the results of observations of the realized activities in the relevant fiscal year, the absorption of proposed activities originating from *Musrenbang* only reached a few percent. Several factors influence the proposed priority program that has not been fulfilled or running. Data shows, from all community proposals every year, programs absorbed in planning and budgeting are only a fraction of a percent.

Following the observations and interviews that the researchers did, it was obtained what were the obstacles why the program proposals obtained from *Musrenbang* were not fully realized. It can be explained in the following factors: 1) The amount of funds budgeted for the development of the results of the *Musrenbang* activities is still insufficient, that of all that is proposed only a part of which is a recapitulation of program proposals, because the budget is still minimal to meet all needs community that has implications for the development of programs that can only be partially implemented. Of all the budget proposals, it is estimated that only part of the plan can be accommodated. This means that development planning is not based on extracting aspirations from the community, but rather on adjusting budget allocations. If the budget is insufficient, the program can be implemented and vice versa if the budget allocation is not able to accommodate all activities, then the most urgent and urgent activities will be chosen.

The government and society need to be encouraged to understand the flow of logical thinking (logical framework) of a plan. Besides, there needs to be a change in mindset that previously tended to be project-oriented (short-term oriented and connotation of money) into a program orientation (long-term orientation and more connotation as a development movement).

In general, the community is accustomed to proposing physical proposals, and often these proposals do not represent the actual needs of the community but only to the extent of their wishes. The community has not been fully able to identify their problems or needs.

Therefore the local government must be selective in the process of determining priorities when accommodating their proposals. The proposal selection process starts at the initial verification stage, namely the field survey carried out by regional personnel.

The shortage of field survey officers resulted in the SKPD being late in checking the location of the proposal which should be done at the beginning of the planning process. As a result, the planning document cannot include details of the location of the activity. The proposal selection process besides the survey is considering the regional apparatus regarding whether or not a community proposal is accommodated. For this, we need human resource organizations that can provide the right input for better planning.

Weaknesses encountered in the mechanism of development planning accompanied by the influence of public policy formulating actors inherent throughout the stages of the planning process in the regions lead to a shift in proposed activities every year. Based on the information obtained from the interviews, it was concluded that there were eight types of shifts in type or volume or location of activities from the community proposals based on the process that occurred, namely:

a. Proposed activities are not detailed

Proposed activities that do not include site specifications will make it difficult for the verification team in the field so that proposals like this tend to be abandoned or ignored. While proposals from other sources that are more detailed will be the priority of the regional government to be verified so that they are likely to be budgeted.

b. Proposed activities are not an urgent need.

Because the identification of the problem is not right, the community submits an activity proposal on their wishes, not to meet their actual needs. Through verification, the local government will check the actual conditions before the proposal is accommodated

c. The survey results indicate that other locations are more priority to be handled.

This is due to the inaccuracy of the community or the inaccuracy of the community in identifying the environmental conditions of their residence and its surroundings so that the more priority locations to be handled are ignored and eventually found by the SKPD survey team.

d. Transfer of type of work

This usually occurs after the proposed location is verified by the SKPD survey team, then based on technical considerations and efficiency is transferred to the more appropriate type of work to handle it.

e. Reduction of work volume

In line with the explanation of the points above, this is also done in the framework of efficiency due to the limited budget allocated by the regional government for that work.

f. Work is done in stages

Due to limitations in the Regional Government, an activity is budgeted in several budget periods

g. Utilization is less effective

The activities proposed by the community need to be considered also in terms of the effectiveness of their use so that the allocated funds are not wasted and the facilities that are built later can be felt by many people.

h. Equitable beneficiaries

This consideration is done so that the community feels justice and efforts to distribute welfare from the local government so that each region and community group has equal opportunities to feel the benefits of development and progress. The regional development planning process that takes place in general still has some disadvantages. To optimize the success of planning up to the implementation phase, a serious effort is needed to improve it since the process of submitting activity proposals, preparation of planning and budget documents up to the realization, including in terms of control or evaluation.

#### 4. CONCLUSION

From the discussion above, conclusions can be taken as follows:

1. Community participation in development planning in Purbalingga Regency is active, where the *Musrenbang* Forum is attended by representatives of all elements of society and government elements.
2. Uptake of the Purbalingga Regency Budget from the proposed *Musrenbang* activities only reached a few percents of the agreed total proposals.

#### REFERENCES

- Adisasmita, Raharjo. (2006). *Building Participatory Villages*. Yogyakarta. Graha Ilmu.
- Dwiyanto, Agus. (2006). *Realizing Good Governance Through Public Services*. Yogyakarta. Gajah Mada University Press
- Creswell, J. W. (2010). *Research Design: Qualitative, Quantitative, and Mixed Approaches*. Jogjakarta. PT Pustaka Pelajar.
- Kriyantono, Rachmat. (2006). *Practical Communication Research Techniques*, Jakarta. Kencana Prenada Media Group.
- Kuncoro, Murdrajat. (2012). *Economic Development*. Jakarta. Salemba Empat.
- Miles, B. Mathew dan Michael Huberman. (2010). *Qualitative Data Analysis Resource Book About New Methods*. Jakarta. UIP.
- Moleong, Lexy J. (2002). *Qualitative Research Methodology*. Bandung. PT Remaja Rosdakarya.
- Sedarmayanti. (2009). *Public Administration Reform, Bureaucratic Reform and Future Leadership (Realizing Excellent Service and Good Governance)*. Bandung. PT. Rafika Aditama
- Suyanto, Bagong. (2005). *Social Research Methods*. Jakarta. Kencana Pranada Media Group.