Does Decentralization Improve The Participatory Process Of Rural Development Planning? by Denok Kurniasih 6

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Does Decentralization Improve The Participatory Process Of Rural Development Planning ?

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Abstract: The purpose of this paper is to study the effects of decentralized development planning in rural areas located in Indonesia with respect to the context of Law 6/2014 on Villages. This study applied a qualitative research design using a case study approach, with the research location selected based on the distance between villages and regency administrative centers in 2 der to have a comprehensive overview of informants' perception and opinion. Evidence 2 rom selected villages was used to analyze on the practices of public participation in the rural development planning. Results of this study show that the implementation of new village law provides enables rural coming the to have additional access to decision making processes in relation to development planning issues. Public participation has strengthened since the implementation of Law No. 6/2014 on Villages, thereby, making rural areas function more responsively. When the public is involved in the planning process, Village Government holds higher legitimacy to exercising its function as the development agent. However, the Village Consultative Body (BPD) and its government are the only agencies involved in the budgeting process, with the government playing a more dominant role than BPD. The paper contributes to the study of decentralization at village level in developing countries, particularly in Indonesia, after the implementation of Law 6/2014 on Villages. This paper also emphasizes on the effects of accentralization policy on rural people with regards to participating in the formulation of development planning and, therefore, contributes to determining and, implementing the law.

Index Terms: decentralization, Indonesia, implementation, participatory planning, public participation, rural development, village law

1 INTRODUCTION

Decentralization in Indonesia has become a popular policy since the political change from the new order to the reformation order in 1999. Decentralization tends to get stronger with the enforcement of Law No. 6/2014 on Villages. With this Village Law, the central government grants village government the authority and responsibility to get involved in village development process. As the consequence of decentralization, a village is transferred with village fund by the central government. The amount of this village fund may be up to one billion Rupiah per village to be used by the village to fund its planned development programs. Until 2018, the total village fund transferred by the government to the villages is up to 187 trillion Rupiah or equally US \$134 billion. Essentially, the purpose of village fund is to enhance public service at lowest government level. The government is aware that centralized development process does not effectively answer villagers' problems and needs anymore. With village fund, village government and its people are encouraged to arrange their development plan and implement their planned programs. Therefore, village fund is expected to minimize economic gap between urban and rural area. In addition, village development is expected to grow village economy and mobilize village's potential resources. Some studies have been conducted to test how decentralization policy at village level performs [1] [2] [3]. However, in the context of developing country, the decentralization process does not perform as expected. A case study conducted at two Indian villages also show transparency problem in village development program and fund management because of people's low participation in decision making process [1]. In Zimbabwe, public participation and villagers' involvement in development projects are obstructed by government's intervention and NGO's influence [2]. In Chengdu, the communist party's power has restricted villagers' involvement in village development budgeting process [3].

 Anwaruddin, Slamet Rosyadi, Alizar Isna, Simin, Denok Kurniasih Universitas Jenderal Soedirman, Indonesia opportunity of villagers' participation in village development process since the enforcement of Law No. 25/2004 on the National Planning System. However, village is not authorized to arrange development budget, since budgeting decision is regional government's authority. The problem is that regional (regency) government reluctantly share any information related to budget allocation to be transferred to the villages. s regional government's low commitment has holding up the effectiveness of public participation in the planning process [4]. The changing course of village development policy through the new Village Law has opened an opportunity of villagers' better participation in village development process. With budget management authority, a village more flexibly funds its planned development programs. However, development does not only present big socioeconomic impacts if the people have no access to planning process. Heimans [5] states that public participation in planning and budgeting process will reduce corruption and enhance people's trust in development planning formulation. However, public participation may also inhibit planning process in case the government is not supported with adequate human resources. In the context of decentralization at village level, it is important to test empirically whether the decentralization has enhanced public participation in planning process? The author argues that village fund is given as the consequence of village autonomy. As the leading sector, village government is responsible for village fund management in funding various plans of village development program. However, the effectiveness of village fund highly depends on the application of participatory practice in development planning. Therefore, the purpose of this research is to examine the effects of decentralization at village level on public participation in development planning process.

2 CONCEPTUAL FRAMEWORK

2.1. The Concept of Decentralization

In many literatures, decentralization may be distinguished into the following types: administrative decentralization (deconcentration), functional decentralization (delegation), political decentralization (devolution) and privatization [6]. Administrative decentralization shows transfer of



administrative authority from higher level to lower level of bureaucracy. In deconcentration, decision making or political authority is at the hand of central bureaucracy level. Slightly differently from deconcentration, delegation means delegation of governmental responsibilities and resources from one governmental organ to other governmental organ in the implementation of certain function. Therefore, in delegation context, the decision making authority is at the hand of central bureaucracy level. Meanwhile, devolution is delegation of decision making authority from the central government to local government in the implementation of public service function, financial resource extraction and its utilization management. On the contrary, privatization is delegation of authority in certain field from the government to private party. Devolution is the most ideal type of decentralization. In this case, local government is authorized to manage resources based on made up plan. Higher opportunity is given to public participation in decision making process. Formulated planned programs will conform more to villagers' needs and expectation. Public control in the program implementation will take place, thus any deviant implementation of the programs will be minimized. Therefore, devolution will form more responsive village government to public aspirations and demands. The decentralization policy in Indonesia, particularly at villagegovernment level, has actually started since 1979. Through Law No 5/1979 on Local Government, the central government has delegated a number of administrative affairs to village government. However, village government is not given with access to village's sources of income. The only income village government has is derived from village land or known with "tanah bengkok". In such period, village government tends to be responsible more vertically to regency government than to villagers. This situation cannot be separated from the fact that village government serves to be the central bureaucracy's representative at village level. Upon revision of Law No 5 / 1979 with Law No 22/1999, the ace of village government does not change much. The only new thing is that the government is allocated with village fund (ADD) and other financial aid from the central, provincial and regency governments. Notwithstanding the revision of Law No. 22/1999 with Law No. 32/2004, village government's power does not significantly change. Village government still serves to be an extension of the central bureaucracy at the lowest level. Consequently, village government serves the government's interests more than its villagers' interests. The significant charge in village government takes places upon enforcement of Law No 6/2014 on Villages by the central government and legislature. The wave of democratization which demands village's bigger role in village development process and village officials' prosperity improvement also becomes the driving factor of enactment of the new Villages Law. Differently with previous laws, Law No 6/2014 authorizes village government to plan for programs and grants supporting village fund as its source of fund. Village fund is village's right obtained from transfer of State Budget to villages so that villages will have certain source of fund in financing their development programs. In addition, village's other sources of fund are derived from regency and provincial governments. Village's authority in development planning is accompanied with people's involvement in such planning process. In this context, village does not serve only to be the central government's representative, but also to be public servant. Both parties' interests are mediated by village government. Consequently,

village government is not only responsible to the government, but also to its people. Therefore, Law No. 5/2014 provides new, higher expectation of village government's accountability and planning process improvement, both to higher government levels and to its people.

TABLE 1. DIFFERENCES IN ASPECTS OF VILLAGE'S POSITION ACCORDING TO DECENTRALIZATION LAWS

Aspect	Law No. 5/1979	Law No. 22/1999	Law No. 32/2004	Law No. 6/2014
Decentralization Model	Deconcentration	Deconcentration	Deconcentration	Devolution
Revenue	Village owns incomes without any government allowances	Village owns incomes, Village fund allocation and government allowances	Vilage owns incomes, Vilage fund silocation and government allowances	Village owns incomes, Village Fund transferred from National Budget 10 percent from regional taxano retribution, balance fund from regency/dty and provincial allowance.
Accountability	Vertical Accountability	Vertical accountability	Recentralization	Vertical and horizontal accountability
Village Government	Representation of central government	Self-governing community based on customary law and local self- government based on governmentlaw, but only implementer of upper governmental level	Representation of central government	Autonomous Government
The function of village government	Serves the government's interests more than people's interests	Serves the government's interests more than people's interests	Serves the government's interests more than people's interests	Serves the government's and people's interests

2.2. The concept of participatory planning

The participatory planning approach arises in village development context under two considerations. First, people's involvement in planning process will ensure village sustainable development [7]. In this case, people will give bigger support to mutually arranged plans. This support will ensure continuous flow of people's internal resources and may, thus, reduce dependency on external resources. Second, people's control or supervision will be higher when they are involved in development planning process. People will participate in overseeing how the plans perform. Therefore, participatory planning will have the people closer as the actor who controls, manages and utilizes the resources in village development process [8]. Conceptually, participatory planning means a process performed by the people in realizing socioeconomic improvement by identifying various development problems and various measures to solve such problems [9]. People's involvement in planning process varies by purpose. According to Glass [3], the purpose of public participation is classified into five: information exchange, education, support building, decision making supplement and representational input. Information exchange takes place when people and village government mutually exchange their ideas and interests. Education shows dissemination of information of a program or proposal or in relation to public papicipation mechanism. Its purpose is to make the public aware of the participation procedure and their important role in participation process. Support building is related to various activities in creating

conducive climate for proposed plans between the government and villagers. The three purposes of noticipation are categorized as administrative purpose since the public is not directly involved in decision making process. The other two categories, supplement to decision making and representational input, get public closer better to decision making process. Supplement to decision making means people's various efforts in improving their opportunity in planning process, while representational input means public's various efforts in communicating their views of certain issues which reflect people's interests.

3 METHODS

This qualitative research takes case study approach, which is selected based on the definition of case study according to Simons [11], a research thoroughly conducted using various perspectives of complexity and uniqueness of a policy, institution, program or people's life system. Therefore, it is relevant to study village fund policy as a form of decentralization with the case study approach. Moreover, case study approach is needed to identify and review more the public participation pattern in village development process funded with village fund. The target of this research is the stakeholders involved in village fund management in Banyumas Regency, Central Java, Indonesia. The research sample locations are determined using a cluster sampling in consideration of aspect of farthest, moderate, and closest distance to the Banyumas Regency's central (kabupaten) and sub-district (kecamatan) administration. Six sub-districts are then taken as samples and 3 villages are then taken as samples from the 6 sub-districts, thus there are totally 18 villages serving as sample locations. Five informants are purposively selected from each sample village based on their background and capacity as stakeholders directly involved in village fund management in Banyumas Regency, resulting in totally 90 informants. The stakeholders consist of (1) Religious Figures, constituting Ulama and other Religious Figures; (2) Public Figures, constituting Village Elders; (3) Community Organization Figures, constituting Figures from NU, Muhammadyah, and other Community Organization; (4) Female Figures, constituting Family Welfare PKK figures; (5) Village's Youth Organization Figures. The data are analized by employing the interactive analysis model [12]: data data reduction, data display collection, and verification/conclusion making. The data are collected with open interview with the public figures focusing on people's participatory issues in development planning process. The data are then coded pursuant to the focus and presented both with table model and narration quotes. For validity, the data between sources are compared to be the basis for conclusion making.

TABLE 2. Research Site

Category (distance to Regency)	Sample Sub- District	Sample Village (distance to Sub-District)			
		Far	Medium	Close	
Far	Wangon	Wlabar	Cikakak	Klapagading	
	Tambak	Plangkapan	Watuagung	Karangpucung	
Medium	Pekuncen	Cikembulan	Karangklesem	Pasiraman Lor	
	Sumagede	Plana	Tanggera	Kliting	
Close	Cilongok	Sokawera	Langgongsari	Pernasidi	
	Sumbang	Kotayasa	Sikapat	Kebanggan	

4 RESULT AND DISCUSSION

A study of people's view of important issues worthy of accommodation in planning process is needed to analyze the effects of village development decentralization on people's participation in process village development planning. The issues deemed important by the informants are, among others, transportation, access to electricity, demographic administration, health, and clean water. From the five to important issues, transportation, demographic administration and access to electricity are the most important ones to the informants. Transportation facilities, particularly road infrastructure for villagers, are important for their smooth mobility in performance of socioeconomic activities. To villagers, the existence of transportation facilities is vital to open access to markets and the center of administration. Meanwhile, demographic administration is a public service in the field of demography deemed important since the people need important demographic documents like residential identity card, birth certificate, death certificate and family identity card. Access to electricity is needed by villagers to satisfy their household need for energy in support of primary and secondary needs.

TABLE 3. VILLAGE'S ISSUES

Issue	Answer	Answer Choice		
issue	Available	N/A		
. Education	33.30 %	66.70 %		
. Health	66.70 %	33.30 %		
. Agriculture	22.20 %	77.80 %		
. Infrastructure	33.30 %	66.70 %		
. Demographic Administration	77.80 %	22.20 %		
. Clean Water	55.60 %	44.40 %		
. Electricity	77.80 %	22.20 %		
. Transportation	77.80 %	22.20 %		

Source: processed primary data, 2018.

The problems in health sector are: (1) Malnutrition; (2) Dengue Hemorrhagic Fever; (3) Hygiene and Health Life Behavior/PHBS; (4) Lack of Active Neighborhood Health Center. Meanwhile, problems in demographic administrative sector are: (1) time taken for Resident Identity Card application service; (2) People's low awareness of order in demographic administration. The clean water problems are: (1) Not all people have access to clean water installation; (2) Nonsmooth water supply and community based sanitation (Pamsimas); (3) Numerous non-well-functioning sources of water or springs. The electricity problems are: (1) Low electrification rate; (2) Street lighting has not covered village's whole area. The transportation problems are: (1) Lack of rural transports; (2) Headway between transports takes too long, up to 2-3 hours; (3) Limited operating hours for transports; (4) Limited capacity and coverage area of transports. Unfortunately, the village problems the people mention have not been counterbalanced with village government's partisanship in budgeting politics. Between the four main components of village budget, village government generally puts higher portion on development and infrastructure budget components. The four components of village budget are: (1) Government Operation; (2) Infrastructure Development; (3) Community Organization Fostering; (4) Community Empowerment.

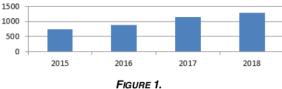
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TABLE 4.			
PERCENTAGE OF VILLAGE'S EXPENDITURE COMPONENTS TO			
TOTAL EXPENDITURE			

	Expenditure Components			
Village Name	Governmental	Infrastructure	Community	Community
village Name	Operation	Development	Organization	Empowerment
			Fostering	
Kebanggan	29.8%	59.6%	0.4%	10.2%
Kotayasa	38.6%	45.1%	3.2%	13.0%
Sikapat	22.8%	70.9%	2.9%	6.6%
Cikiembulan	36.2%	49.4%	3.1%	11.3%
Karangklesem	38.7%	49.8%	3.9%	7.5%
Pasiraman Lor	43.5%	39.5%	4.8%	12.1%
Klinting	32.2%	53.8%	0.8%	13.2%
Plana	37.6%	39.0%	1.7%	6.9%
Tanggeran	25.4%	66.6%	1.4%	6.8%
Plangkapan	29.3%	59.2%	0.6%	9.7%
Watu Agung	30.5%	61.1%	2.4%	14.8%
Karangpucung	39.2%	48.5%	1.2%	11.1%
Cikakak	36.1%	48.1%	2.5%	7.9%
Kelapagading	44.4%	38.4%	4.4%	12.7%
Wlahar Wetan	27.8%	60.5%	1.8%	9.4%
Langgongsari	33.1%	54.1%	2.1%	10.7%
Pernasidi	32.2%	56.5%	1.3%	10.0%
Sokawera	25.5%	63.6%	3.9%	6.5%
Average	33.5%	53.5%	2.4%	6.5%

Source: APBDes (Village Budget) of 18 Villages of Banyumas Regency (2018)

The table above shows that the 18 sample villages use 53.5% of their village budget for construction, 33.5% for village governmental operation, 6.5% for community empowerment and the remaining 2.4% for village community organization fostering. The data show that village governments focus more on infrastructure development. The concerned infrastructure development includes: (1) Construction, widening or hardening of village road; (2) Construction, repair and maintenance of irrigation channel (talut); and (3) Construction and maintenance of public facilities and infrastructure.



NUMBER OF LABOR ABSORPTION THROUGH VILLAGE FUND SUPPORTED PHYSICAL PROJECTS

The infrastructure development in the research location also shows positive development from the perspective of labor absorption. Since the beginning, village fund sourced infrastructure development has increased labor absorption. This certainly gives villagers access to employment. Generally, until recently, APBDes is dominantly used in infrastructure development. The reason is that many people propose to village government of the importance of infrastructure development in support of villagers' various activities and mobilization. In addition, infrastructure development is one program which may be enjoyed by all villagers. The question is whether decentralized village development programs the result of people's participation? The research results show that in development planning process, village government has involved stakeholders through deliberation forum. This forum consists of sub-village and village deliberations.

TABLE 5.

PEOPLE'S INVOLVEMENT IN VILLAGE DEVELOPMENT PLANNING

Informant's Opinion	Number of Informants	Percentage
People are involved in village development planning process	45	50%
People's involvement exists, from sub-village forum, followed with village forum, in the presence of society elements' representatives	23	25%
People are allowed to be involved in development planning, both directly and indirectly	22	24%
Total	90	100%

Source: primary data based on interview

In-depth interviews with the informants also reveal that, normatively, the people have been involved in village development planning process. People's involvement is represented by public figures from various elements. Below are quotes from two informants of people's participation in village development planning process.

"People's involvement in village development planning process by religious figures, public figures, youth figures, etc. covers deliberations from neighborhood association to village levels. Some activities we had participated in included Sub-Village Deliberation (Musdus), Village Development Deliberation (Musrenbangdes) and Development Handover Activity (MDST)". (Interview with SR, December 11, 2018).

"We were invited to Musdus and Musdes deliberations in designating work programs, where the people, Neighborhood Association/ Neighborhood Council, could propose for their desired programs, and we were asked for suggestions, recommendations and inputs related to the proposed programs". (Interview with MI, December 12, 2018).

The data also show that the people's involvement is found in various development planning deliberations at Musdus and Musdes levels. However, to what extent is the participation implemented? Does people's participation cover all processes of decision making or is it limited only to certain processes? These may be examined in the table below.

TABLE 6.		
PEOPLE'S DEGREE OF PARTICIPATION	v	
Informant's Opinion	Number of	Percentage

Informants	reicentage
42	39%
20	22%
28	31%
90	100%
	Informants 42 20 28

In-depth interviews with the informants reveal that deliberation mechanism is an important medium in bottom up planning process. Heads of sub-villages and public figures play an important role to collect people's ideas and to struggle for the ideas at higher decision making level. Below are quotes of interview with the informants in illustration of people's aspiration collection process.

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"Sub-village deliberation forum (musdus) is held to absorb people's aspirations and ideas. Heads of subvillages will then bring them to, commonly, village deliberation (Musdes) to be taken as Village Mid-Term Development Plan for the 6 years of village head's period of office. This Musdus involves heads of sub-villages, heads of neighborhood associations, heads of neighborhood councils and public figures (tomas) of respective sub-village." (Interview with AU, December 11, 2018).

"Village deliberation forum (Musdes) is commonly held as needed, for example, for endorsement of village institution, village regulation, and a condition requiring such musdes implementation, to be represented by village community empowerment agency, public figures, heads of neighborhood associations, heads of neighborhood councils and village officials." (Interview with MAS, December 11, 2018).

The data also show that people's participation does not cover all phases of decision making process of village development planning. People's participation is still limited to merely program proposals submitted to sub-village deliberation, which is then brought to village deliberation for re-deliberation by people's representatives and village officials. Does people's participation take place p to decision making process? The results are summarized in the table below:

TABLE 7. PEOPLE'S ROLE IN VILLAGE DEVELOPMENT PLANNING

Informant's Opinion	Number of Informants	Percentage
People propose their programs, while decision is absolutely taken by village government	40	44%
At sub-village forum, people propose their programs, and at village forum, society elements' representatives make development priority scaling to be submitted to village government	25	27%
Programs are submitted by the people, while final results in decision making are at the hand of village government in consideration of priority scale and fiscal capacity	25	27%
Total	00	100%

Source: primary data

Below are quotes of the interviews representing the informants' description of the deliberation processes and strategic decision making processes related to development budget allocation.

"Deliberation process would generate development program design, but the amount of budget and implementation certainty would eventually depend on village government' consideration, especially that of head of village". (Interview with SUG, December 12, 2018).

"All of us here attended village deliberation, determining village development program, but any adjustment related to budgeting would be at the hand of village government. It is also possible that the programs would change". (Interview with DAR, December 12, 2018).

The research results show that such activity programs proposed by the people through aspiration collecting process are then discussed in village meeting attended by Village Government Elements and Village Consultative Agency as villagers' representative. Therefore, the existing participation is indirect, since the people's participation in planning process is represented by existing society elements in village. In planning context, people's participation may be distributed in two forms: direct and indirect [13]. Direct participation is a form of people's involvement in decision making forums related to resources in planning process. Meanwhile, indirect participation may be in the form of selection of representatives to be involved in planning process. The people's participation in such planning is classified as indirect participation, since they are represented by villagers' local elements. People's participation is also limited, since not all decisions will be executed. All of people's proposals should be accommodated in RKPDes (Village Government Work Plan). However, because of village government's limited budget capacity, village government always applies a priority scale and classifies villagers' levels of needs and desires. Programs which may be included into RKPDes and funded by APBDes are activity programs village government deems urgent. All decisions are finally made by village government, particularly head of village.

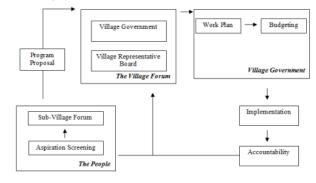


FIGURE 2. PEOPLE'S PARTICIPATION MECHANISM IN VILLAGE DEVELOPMENT PLANNING PROCESS

Villagers' participation in the decentralization era formally seems to rise, but this participation is still limited to collection of program proposals and aspirations. The final decision of development program is at the hand of village administrative elites. In the administrative perspective, the purpose of villagers' participation is classified in information exchange category [10]. This can be viewed from the existing interaction process between the people and their representatives in deliberation at sub-village and village levels. The practice of problem based program proposal submission at the lowest level is not actually something new. However, public participation is strengthened after enactment of Law No. 6/2014 on Villages. Without public participation in planning process, Village Government will not have high legitimacy to exercise its function as the agent of development. Differently with the past, with village fund, Village Government does not only report the outcomes of village fund utilization to the central and regency governments, but villagers as the main stakeholders also have the right to accountable and transparent report of village fund utilization. The improvement of public participation legitimacy may be administratively viewed from the conformity of village fund allocation for infrastructure program and people's proposal expecting to 425

improve village's facilities and infrastructure like road, irrigation channel and other public facilities. This finding shows that devolution at village level has strengthened people's control of village development program formulation process [8] [14]. In other words, people's proposals submitted through sub-village and village deliberation forums are the basis of program arrangement process. This study also finds that although villagers have control over planning process, but they do not have control over budget. In program budget allocation phase, village government serves more dominant role than people or BPD. This finding is relevant to the study conducted by Riristuningsia, Wahyunadi and Harsono [15], that people's weak control in budgeting phase is because of people's low educational level, village head's weak leadership, and lack of cooperation between village government and villagers. Weak public control of development program budgeting shows the necessity of cooperation between village government and villagers. Public control of budget plays an important role in prevention of corruption practice [13]. Although no corruption case is found in the research location, the Indonesia Corruption Watch records 96 village budget corruption cases out of totally 454 corruption cases in 2018. Ironically, corruption case in infrastructure sector hits Rp17.1 billion [16]. Corruption may be minimized through strengthening public control of budgeting process. In our case study, we find lack of public participation in that process. Although we do not find any corruption cases in our study sites, we do not see efforts to strengthen public control of budgeting process. This fact is glevant with the study of [17] suggesting local government needs to encourage higher democratic connectivity and political connectivity between wider participative forum and public space. Therefore, wider actors need to be involved in formulation of public policy through discursive framework or deliberation [18] [19].

4 CONCLUSION

In conclusion, this study points out that village development decentralization policy has strengthened village government's authority in development resources management. Through Law No 6/2014 on Villages, Village government has the right to plan various development programs together with villagers. The formulation of village development planning in administrative perspective has facilitated ideas and information exchange process between village government and villagers. With access to participation in planning, development programs have conformed to villagers' aspirations and needs. However, village fund is allocated more to infrastructure development than public empowerment. Differently with development budget formulation, village government, particularly village head, still plays very dominant role. Village development planning deliberation only serves to be a collective decision making forum related to development program proposals and issues. However, further processes with regard to program budgeting are dominated more by government elements. Community village members' involvement in budgeting formulation can almost be stated as non-existing. Although Village Consultative Agency may be stated as representing the people, but, in practice, village head and officials play decisive role in development budgeting allocation. Weak public control of budgeting process may impose adverse impacts on village development budget management.

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