UDC 36

COMMUNITY PARTICIPATION IN REGIONAL DEVELOPMENT PLANNING FORUMS (MUSRENBANG) IN SOLOK CITY

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ABSTRACT

The background of this research was that in order to achieve better regional development goal there must be a participatory development planning process that was through the bottom-up planning process in which there was community involvement since the beginning of development process. One of the realizations of participatory planning in the local area was the Regional Development Planning Forums (Musrenbang), where the implementation of musrenbang was done on a level storied that starts from musrenbang at the urban village, musrenbang at the sub-district and musrenbang at the city level. Community involvement to participate in the development planning through musrenbang activities was needed to produce quality development in accordance with the wishes of the community and the wishes of local government according to the regional head's vision and mission that has been determined. The research method used was descriptive with a qualitative approach. This research aimed to obtain description and analysis about 1) Community participation in the implementation of Musrenbang in Solok City. 2) Supporting factors and inhibiting factors of community participation in the implementation of Musrenbang in Solok City. Field data were analyzed using descriptive analysis with the stages of data collection, data condensation, data display and conclusion drawing. The research results revealed that: firstly, the implementation of musrenbang in Solok City has actually been running well in accordance with the rules of the existing guidelines, both at the preparation stage and implementation stage. The involvement of community elements to participate in the implementation of musrenbang starts from the initial stage of musrenbang at the urban village until the final stage of the city-wide musrenbang or musrenbang RKPD (city working plan). In general, Solok people's participation in the musrenbang activities was quite high, and the actors who are involved in the implementation of the musrenbang already play a role in accordance with their respective functions. Then the proposals of the community proposed in the musrenbang were in accordance with the needs and conditions of each region, but those proposals were still dominated by the things in field of infrastructure and facilities; secondly, the level or degree of community participation in development planning through musrenbang in Solok City lied on the medium participation ladder of manipulation, information, consultation and partnership; thirdly, the supporting factors of community participation in the musrenbang in Solok City was the opportunity given by the local government to participate and the ability of the community in participating. While the one being inhibitory factor was community's aspiration that has not been accommodated yet by local government.

KEY WORDS

Community, participation, development, planning, forums.

Law No. 23 of 2014 on Regional Government which plays a role as the basic framework of regional autonomy has several functions that one of them is mandating the implementation of development planning from the bottom in a participatory manner. This is in line with what Muluk (2007: 4) argued that decentralization policy in Indonesia requires the implementation of community participation-based local government. Participation referred to in Law Number 23 year 2014 on Regional Government is in terms of participation in development planning. Participation becomes an important concept because the community is placed as an important subject in the implementation of regional autonomy.

While community participation is important in the development planning, that is in line with Midgley's opinion (as quoted in Muluk, 2007: 49) that community participation connotes the direct involvement of ordinary people in local affairs. Community participation means the involvement of ordinary people in local affairs directly.

While Abe (2005: 91) investigated that directly involving community participation in the development planning process will have 3 important impacts, namely: 1) community will avoid the opportunity of manipulation. Direct community involvement will clarify what the community actually wants; 2) Giving added value to the legitimacy of the planning formulation, the more people involved the better the result; 3) Increasing public awareness and political skills.

Musrenbang strategic role for drafting RKPD documents requires guidance in form of implementation guidelines that will provide a common perception and understanding on the implementation provisions of the Musrenbang towards the changes of related provisions of the Central Government. The guidelines for the implementation of Musrenbang will also provide guidance to the parties involved in the Musrenbang process so that the Musrenbang forum can produce a development plan formulation that will answer the need to solve the problems faced by the community. Concerning musrenbang, Muluk (2007: 91) suggested that it is basically a bottom-up development planning mechanism. In which there is community involvement since the beginning of the development process conducted on a storied basis from the level of the urban village, sub-district, city, provincial to national.

In the musrenbang activity, the synergy between local government and community is needed to create an activity that involves both of them to create a balance of authority between Solok City Government and the community which is focused on Musrenbang activity as one of the activities that require high community participation. This phenomenon becomes a common reference in discussing the proposed activities through urban village Musrenbang, sub-district musrenbang, and city-wide musrenbang in order to cooperate with the local government in improving performance for the better improvement, prosperous and independence Solok City.

Later on, community involvement in development planning through Musrenbang activities is an opportunity for the residents to participate in providing input on the problems or the existing community proposal both physical infrastructure and in social and economic field as well as how the alternative solution is from urban village musrenbang to be brought to sub-district musrenbang and then taken to the city-wide and provincial musrenbang.

Community participation in the implementation of musrenbang in Solok City is inseparable from the factors that influence community participation. Support from the local governments in encouraging community participation in the implementation of musrenbang is an important factor that will determine the success of community participation in development planning. The local government should be able to pay attention to any community proposals related to the development to be undertaken. Based on the problem above, the research questions can be arranged:

- How is community participation in musrenbang in Solok City?
- What are the factors that support and hamper community participation in Musrenbang in Solok City?

METHODS OF RESEARCH

Qualitative research method was chosen to conduct this study because the qualitative approach can provide an opportunity for researchers to explore in detail about the phenomenon being studied so that resulting in a sharp and accurate conclusion. That support of interview data, observation, and documentation on the qualitative research will increase the level of accuracy of the phenomenon being studied that was to examine more deeply about the phenomenon of community participation in the implementation of musrenbang in Solok City.

A data analysis technique chosen was an interactive model by Miles, Huberman, and Saldana (2014). That analysis of qualitative data has three flows of activities that occur

simultaneously. Activities in data analysis include Data Condensation, Data Display, and Conclusion Drawing/Verifications.

RESULTS AND DISCUSSION

Implementation Process of Urban Village Musrenbang:

Pre-Urban Village Musrenbang. The early stages of the implementation process of urban village musrenbang begin with pre-urban village musrenbang activities and community discussion in community units (RW) level in their respective region. Pre-musrenbang activities in Solok city were a form of community's aspirations screening on the problem at (neighborhood units) RT and RW levels related to the development execution in accordance with the needs of the local community, in which the results of the community discussion will be proposed and discussed at the urban village musrenbang. In the meeting, all community's aspirations were accommodated; the problems and the needs of the local community were identified by planning facilitators of urban village development and the team from Solok Development Planning Board (Bappeda).

Implementation of pre-urban village musrenbang or community units discussion in Solok city has already involved the residents and related stakeholder. Elements of the community who were present in pre-urban village musrenbang include public figure, cultural leaders (niniak mamak), bundo kanduang (my own mother), the religious leaders, youth. Those who were coming included neighborhood and community units (RT/RW) heads and subdistrict community empowerment institutions (LPMK) chairperson, facilitator of urban village development planning and companion team from Solok Bappeda. In the implementation of pre-urban village musrenbang, the residents can convey their aspirations and desires in accordance with the needs of development in their region.

In relation to the community involvement in pre-urban village musrenbang, Conser (1991) through his theory explained that the community more believed in the development program when involved in the preparation and planning process, because they would know more about the program and would have a sense of belonging to the program and community participation was a tool for obtaining information about the conditions, needs and attitudes of local communities, in which without community participation the development program will fail and in this case the community has the right to convey (advice) in determining the type of development to be implemented in their area.

Urban Village Musrenbang Implementation

The most influential actor in the urban village musrenbang implementation besides urban village head was LPMK. In the organizing team of urban village Musrenbang, LPMK has a very important position as the chief executive; in addition, the position of LPMK in Solok city was as a driving force of development in the urban village, LPMK was the one who knew the ins and outs and conditions of society and development in the local area. Muluk explained that LPMK was a forum formed on the initiative of the local village community as a partner of the urban village government in accommodating and realizing aspirations and needs of the community in the field of development. The purpose of the establishment of this institution was to improve the initiative and self-help community in carrying out development programs in a participatory way.

The implementation of urban village musrenbang being the scope of the discussion was to identify the potential and the problem of development priority needs obtained from the consultation at the RW level, then discussing the list of proposed activities from the result of discussion at the RW level and the needs at urban village as well as to draft priority proposal in the group discussion consisting of groups of facilities and infrastructures, economic groups and socio-cultural groups, to be subsequently forwarded to the sub-district musrenbang forum.

Post-Urban Village Musrenbang. The next stage after urban village musrenbang was post-urban village musrenbang, at this stage the facilitator of urban village planning collected all proposals according to their respective fields once agreed in the group discussion and collected all supporting documents or supporting the administration of proposal.

In order to ensure that those proposals were prioritized and had no problem, especially infrastructure/physical development, it was necessary to conduct a survey or direct review to some of the proposed objects of infrastructural development conducted by proposing community or in this case represented by RT and RW heads, urban village musrenbang organizing team included planning facilitator.

Execution Process of Sub-District Musrenbang:

Preparation of Sub-District Musrenbang. The implementation process of sub-district musrenbang in Solok city begins with the preparation of musrenbang, namely the formation of the sub-district musrenbang organizing team consisting of the apparatus and the sub-district planning facilitators set by the sub-district head. The establishment of this organizing team aimed to facilitate communication and coordination in the implementation of each task in accordance with the main tasks and functions that have been set. This was in accordance with what Tjokroamidjojo proposed that in the process of continuous planning was required control system of development implementation that seeks harmony between implementation and planning. An element of inter-institutional coordination was commonly a very important thing. An administrative planning design needs to be done to carry out execute development planning as wishes Tjokroamidjojo (as quoted in Listyaningsih, 2014:91). What stated by Tjokroamidjojo confirmed that the process of development planning required an administration, the administration meant was the formation organizing team determined by the officials or in this case was sub-district head.

After the team has been formed, the organizing team arranged and scheduled sub-district musrenbang and prepared data and information as well as materials needed to be discussed in sub-district musrenbang, those materials were among other: a list of priority program plans in accordance with the initial draft of RKPD, recapitulation of proposed activities of urban village musrenbang where in order to make the recapitulation, the organizers discussed and clarified the proposals from urban village musrenbang with urban village facilitator and then sorted out the proposed activities with the local budget into three areas for the preparation of prioritization in the three areas of that development planning.

Implementation of Sub-district Musrenbang. In the implementation of sub-district musrenbang in Solok City, community participation was quite high, it could be seen from the presence of community components and invited stakeholders. In the implementation of sub-district musrenbang, there was a group discussion to prioritize the program/activity proposal by assigning a score according to the priority in each field. As Bintoro pointed out that planning provided an opportunity to choose alternatives on how to select the best way combination and planning gave a chance to arrange priority scale, to select sequences in terms of the importance of a purpose, goals and its business activities. Bintaro (as quoted in Listyaningsih, 2014:93). In determining this priority scale, Sharizal (2014: 63) stated that the prioritized programs and activities should be feasible in terms of the benefits they can provide were greater than the costs required for their implementation.

After making prioritization in the group discussion, the plenary session was done to expose sub-district priority activities from each group in front of all participants of sub-district musrenbang. After the exposure of those priority activities received a response, sharpening, and clarification from sub-district musrenbang participants, the next step was making a decision to agree on the priority activities of regional development in the sub-district area.

Post-Subdistrict Musrenbang. In this final stage, community's proposals from sub-district musrenbang that need to be verified would get a field survey from related Local Government Organization (OPD) together with the sub-district planning facilitators and the urban village planning facilitators.

The selection of delegation/representation from sub-district that will attend city-wide musrenbang was determined at the sub-district musrenbang. As expressed by Riyadi (2004: 323) that the steps in inviting the full participation of the community in development were among others selecting public figure or community representatives to participate in the next process. Community members representatives who have the proficiency and ability to provide explanations, clarifications related to the proposals that have been produced in sub-district musrenbang could be accommodated in RKPD at the stage of musrenbang RKPD or city-wide musrenbang.

Implementation Process of City-Wide Musrenbang:

Pre-City-Wide Musrenbang/OPD Forums. OPD forum implementation process in the preparation stage was initially established OPD Forum organizing team by the head of the related OPD and the duties from the OPD Forum organizing team included drawing up the agenda details of the OPD Forum discussion then opening the registration and inviting the participants of local government agencies forum coming from the sub-district delegation or community groups working in areas related to the functions of the OPD on a city-scale basis and preparing materials and notes for local government agencies forum.

At the implementation stage of the Local Government Agencies Forum, before compiling the OPD working plan by Bappeda of Solok City, it was started by exposing provincial government and city government policy in relation to the regional development. The next stage was conveying OPD development priority by pairing sub-district musrenbang result with working plan design of OPD and the priority ranking of community's program/activity proposal of sub-district musrenbang result by OPD. After knowing the rating, the activity was going back to the discussion session again to sharpen the indicator, target, indicative ceiling and funding source of program/activity in relation to the main duties and function of OPD. The draft of OPD working plan of OPD forum result became an updated material of RKPD design for being further discussed in the musrenbang RKPD.

Implementation of Musrenbang RKPD. The implementation stage of Musrenbang RKPD of Solok City was divided into two plenary sessions, Plenary I session was material exposure explained by the head of Bappeda of West Sumatera province conveying the direction and policy of West Sumatera development, the speaker of the regional house representatives (DPRD) of Solok City conveyed the DPRD thoughts in relation to the development planning and the head of Bappeda of Solok City conveyed the RKPD of Solok City. The next stage was conducting a material discussion in a group discussion, in which the participants were divided into four groups, namely: economic groups, infrastructure groups and regional development, socio-cultural groups and general government groups. That discussion talked about the materials related to the priority program and the next year's development target in the relevant group, OPD working plan exposure, clarifying the proposed activities of the musrenbang result which had been paired with the OPD working plan and sharpening the indicator of program and activity performance.

The activity done at the plenary II session was result exposure of material discussion of RKPD draft by every group leader, the existence of responses from participants and clarification from all Musrenbang RKPD's participants to be agreed on became musrenbang RKPD's decision. The result of the plenary session was formulated into the draft of the musrenbang RKPD agreement.

Participation Level of the Solok People in Musrenbang Implementation. The level or degree of community participation in development planning through musrenbang in Solok City covered the stairs of manipulation, information, consultation, and partnership. Muluk and Arnstein stated that participation stairs indicated that the level or degree of the Solok people participation was in medium participation stairs. This meant that the participation of the Solok people had shown the sign of well enough participation, but the participation happened was not maximum yet and did not reach strong participation ladder yet that was delegation level and level of community control.

Community Participation Factors in Musrenbang Implementation:

Supporting factors:

1. Opportunities Were Provided by Local Government to Participate.

Community participation in the development planning process was very important, in order to bring that participation in the community, the local government, of course, opened the widest opportunity space to the community to be involved in the development planning process, in this case, Solok Government has given a chance to the community starting from the initial stage of communities aspirations crawl in the activity of pre-urban village musrenbang to the city-wide musrenbang. That was supported by Theresia's theory stating that "community participation exists because of the trust and chance given by the government to the community to be actively involved in the development process". Theresia (2017:206).

2. Community's Ability to be involved in participation

An active community involvement in the development planning process was truly needed to result in a good formulation in relation to the development program which later on will be conducted by the government. The most important factor to decide the result of good development planning was community's ability to convey idea and opinion in the musrenbang implementation. Without the ability possessed by the community to participate in the musrenbang implementation, development planning produced was less maximum. Community involvement in the development planning process would make the development conducted later have benefits which will be enjoyed by society. Muluk pointed out that "involving society extensively has certain conditions that work effectively. The suitability of the project to the needs and capabilities of the community was prerequisite key for community involvement in this development program. That opinion went hand in hand with what Theresia explained that "The non-existence of community participation in the development can also occur because they feel that they have no ability enough to participate (Theresia, 2014:214).

Inhibitory Factors:

Community - involvement in the direct process of development planning aimed to propose their aspiration so that can be accommodated by the local government, the residents will feel disappointed if their aspiration cannot be accommodated since they consider that their presence in the implementation of musrenbang was not beneficial or had no impact. In terms of deciding the program which will be accommodated, the community did not have a power so that the decision made was the authority of the government. This matter would affect community participation to be involved in the development planning, in which the people will be reluctant and apathetic to the development that exists in their area or region. In this regard, Conyers stated that the residents would not participate on their own volition or with high enthusiasm in the activity if they feel that their participation in the planning had no final result. (Conyers, 1991:186).

In the event of decision-making process of the proposals which would be accommodated, in addition to the development priority that has been set by local government through OPD activity program, the government should also prioritize community's proposals since they have been through a planning process from the low level involving community participation and those proposals were the needs and conditions wanted by community. Accommodating the wishes of the community in development planning was very influential on the development of community participation in development.

CONCLUSION

The implementation of urban village musrenbang in Solok City has been in accordance with the rules and guidelines that have been set. The implementation begins with pre-urban village musrenbang/community units discussion, urban village musrenbang implementation and post-urban village musrenbang. a) Community participation at the pre-urban village musrenbang is quite high by involving local community elements and related stakeholder. However, community participation at the pre-urban village musrenbang activities in some places was still lacking. Later on, in the implementation of pre-urban village musrenbang in Solok city, the community was given a space to convey their aspiration directly. Neighborhood and community units head acted as coordinator and also submitted proposals for existing development programs in each region. However, it was still found that aspiration or proposal conveyed by neighborhood and community units heads do not reflect the wishes of the community, as the proposals are initiatives of the neighborhood heads and they do not communicate it with the community. In relation to the proposals submitted by the community in the pre-urban village musrenbang, it has been in accordance with the needs of their territorial conditions that are in contact with their daily problems. However, proposals submitted by the residents are more likely and dominant in the physical development sector. b) At the stage of the implementation of urban village musrenbang, the urban village side firstly establishes an organizing team and in practice, the actors involved in the team have a role in accordance with the main duties and functions. Community participation in urban

village musrenbang implementation in Solok City is generally quite high, that is by involving elements of urban village society and related stakeholder.

The implementation of sub-district musrenbang both in Lubuk Sikarah and Tanjung Harapan sub-districts has been running well in accordance with the existing rules and guidelines, both in the preparation implementation phase. Community participation in sub-district musrenbang implementation is quite high, the representation of the participants attending sub-district musrenbang has already represented the elements of the community in the sub-district area and the actors involved in sub-district musrenbang implementation have already played a role in accordance with their respective functions. Identification and discussion in the sub-district musrenbang towards the programs/activities proposals submitted from urban village musrenbang decide that not all proposals of the program/activity can be accommodated.

Musrenbang implementation in Solok City is in accordance with the applicable rules and technical guidance, in which its implementation consists of two stages namely pre-city-wide musrenbang (OPD Forum) and Musrenbang RKPD or city-wide musrenbang. Pre-city-wide musrenbang/OPD Forum is executed to refine the draft of OPD working plan by accommodating the results of sub-district musrenbang in accordance with the priority of regional development being the main duties and functions of OPD. Community participation in the implementation of RKPD musrenbang in Solok City is quite high; this can be seen from the participants who have represented the elements of society in Solok City including community's representatives or delegations from the sub-district area. Later on, participants are also given space to engage in group discussions to identify, discuss and clarify proposals in accordance with the priority that has been set.

The level or degree of community participation in development planning through musrenbang in Solok city refers to the Muluk's new ladder participation theory and Arnstein's highest participatory ladder theory on the level of partnership stairs. Those participation stairs, according to Muluk and Arnstein shows that the level or degree of community participation in Solok City is on the ladder of moderate participation.

Supporting factors of community participation in musrenbang are firstly, Solok City Government has given an opportunity to the community to participate in the musrenbang performance, both in the implementation of urban village musrenbang, sub-district musrenbang and musrenbang RKPD. Secondly, Community ability in the development planning process through musrenbang implementation in Solok City already exists, the ability possessed is very influential on community participation in development planning. The one being an inhibiting factor of community participation in musrenbang in Solok City is not accommodated community proposals related to the development program.

SUGGESTIONS

The needs to improve coordination between urban villages and neighborhood and community unit heads related to the presence of the community in the pre-urban village musrenbang implementation.

Solok City Government, in this case, is the urban village and sub-district apparatus, as well as development planning facilitator, need to give socialization in relation to the proposal of program and activity that musrenbang implementation does not only focus on physical development.

There should be efforts from Solok Government in order to improve community's ability to participate, both in terms of providing knowledge or understanding to the community and providing skills through trainings related to the development planning process in order to foster community's confidence in conveying their aspirations with the aim to produce good development planning quality and on target development implementation.

Solok Government is now in the development planning process which later on will apply e-planning system. The existence of the application of the website-based system, e-Planning application usage aims to make resulted development planning more efficient, effective and accountable.

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