

# The Implementation of E-Musrenbang Website to Increase Community Participation in Development Planning during Covid-19 Pandemic (Case Study of Glintung Water Street in Purwantoro Kota Malang)

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## Abstract

Regional development planning meetings (Musrenbang) are facilities that are facilitated by local governments to participate in regional development planning once a year. Community involvement is a very important element in the development process. The existence of technological advances that are currently developing does not prevent community participation in the musrenbang. E-Musrenbang is an application developed by the Regional Development Planning Agency (BAPEDDA) as part of the implementation of musrenbang activities. The purpose of this study is to analyze the application of community participation in development planning through the e-musrenbang website. This study uses a descriptive qualitative method. Data were collected through technical observation techniques on the people involved in the Tangguh Village development program. The results of this study are the use of e-musrenbang in planning Tangguh Village in Purwantoro Village is still not good, because the socialization carried out by the organizers has not been evenly distributed to the village level so that people do not understand and know the benefits of E-Musrenbang related to the proposals.

## Keywords

e-musrenbang; development planning; covid-19 pandemic



## I. Introduction

The Development Planning Deliberation (Musrenbang) of the Malang City Regional Government Work Plan (RKPD) in 2021 in the midst of the COVID-19 pandemic was held by video conference (vidcon) with the Regional Development Planning Agency (BAPPEDA) of East Java Province and related regional apparatus at the Ngalam Command Center (NCC). ) Malang City Hall and in each regional office. Malang City development priorities in 2021 are not only focused on physical development, but must also pay attention to non-physical development. All aspects of Malang City development have previously gone through several mechanisms and tiered.

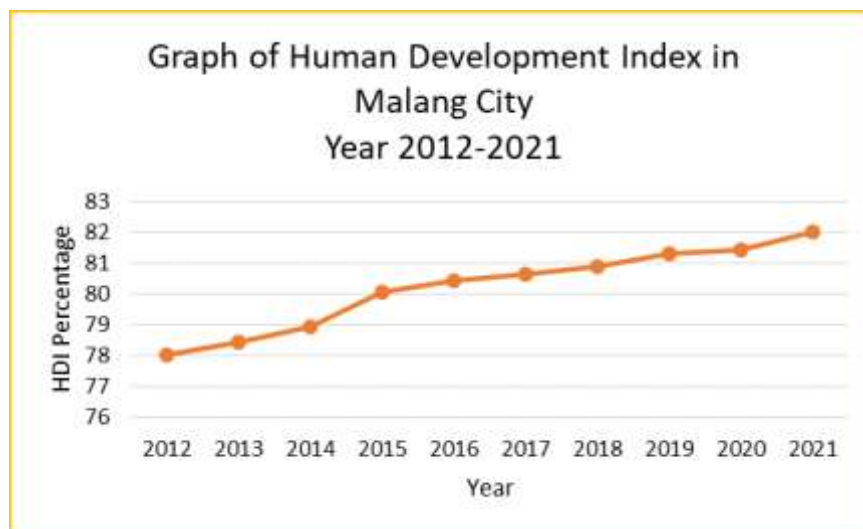
Regional development planning meetings (Musrenbang) are facilities that are facilitated by local governments to participate in regional development planning once a year. The implementation of Musrenbang at the regional level is regulated based on Law Number 25 of 2004 concerning the National Development Planning System. Musrenbang is conducted across all local government hierarchies. Starting from the Musrenbang at the village, sub-

district, district or city and provincial levels. UU no. 25 of 2004 mandates five approaches in regional development planning, namely political, participatory, technocratic, “bottom-up” and “top-down” approaches.

Community involvement is a very important element in the development process. After a long time the development policy process has been carried out on a top-down basis, the determination of development policies comes from above (authorized officials) without involving the community and other stakeholders, as a result it is found that many people do not own and cannot feel the benefits of ongoing development activities (Laksana, 2012). Community participation is one of the prerequisites for implementing the concept of good governance. Currently, there has been a shift from the paradigm of government to governance. Governance began to be known in Indonesia more or less in 1990.

One form of community participation in development planning is Kampung Glintung which creates a reforestation concept by utilizing building walls as a location for planting hydroponic plants in areas that have a high population density, creating water absorption cavities and converting organic waste into compost, existing biopore infiltration holes. currently there are 630 units in Glintung Village. The existence of active community participation has made the village achieve an achievement at the Guangzhou Award For Urban Innovation as the Top 15 of 301 cities in the world (Public, 2017).

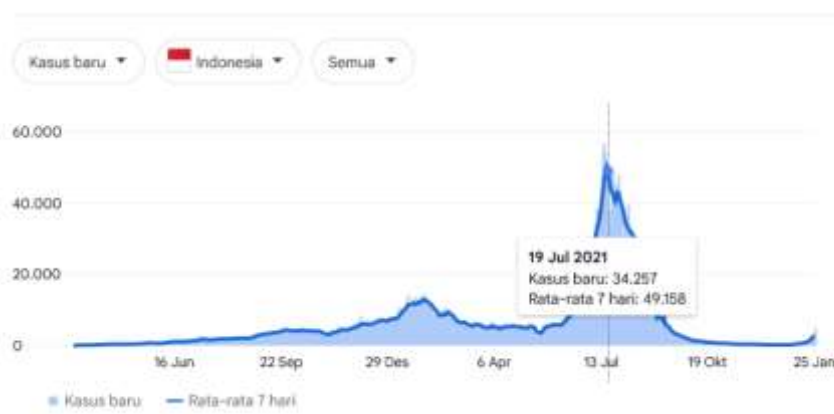
The existence of the underlying community participation cannot be separated from considering that sovereignty is in the hands of the people who carry out through joint activities to determine the goals and future of the community as leaders for the future. Community participation in Malang City in development planning has been proven to increase HDI, this can be seen in the graph below:



**Figure 1.** Graph of Human Development Index in Malang City  
Source: BPS Malang City, 2021

Human development in Malang City has consistently progressed during the period 2012-2021. From the HDI achievement of 78.04 in 2012 it continues to increase to 82.04 in 2021. This means that during that period it grew by 4.00 points, or with an average growth of 0.56 percent per year. Although in 2020 and 2021 there will be a COVID-19 pandemic, but it will not affect human development in Malang City (BPS, 2021).

In 2020 the COVID-19 pandemic is endemic throughout Indonesia, including Malang City. This fact is shown by the following data:



**Figure 2.** Graph of the Spread of COVID-19 in Malang City in 2020-2021  
Source: JHU CSSE COVID-19 Data and our World in Data

Based on the graph above, the number of positive confirmed cases continues to grow until it reaches its peak in July 2021. The number of new cases in July was the most compared to the previous month. The number of new cases in July 2021 was 34,257 cases. An average of 7 days during the month of July reached 49,158 cases.

The participation of the people of Malang City in helping the government to overcome the spread of the COVID-19 pandemic was carried out by building Tangguh Villages in various RWs in Malang City. There are at least 20 tough villages spread across five sub-districts, one of which is in Glintung Water Street RW 05, Purwantoro, Blimbing. A tough village is also shown so that it can foster a clean and healthy living culture. This village aims to educate the community on the Covid-19 protocol and handling covid independently (Fizriyani, 2020).

The success achieved by Glintung Village cannot be separated from the participation of the community as the main character in the effort to change the formerly slum village into a sustainable village. Community empowerment in Glintung Village is called "Dalu Tribe". For this reason, it is hoped that the Tangguh Village in Glintung will have the same success as previously achieved and can help the government in overcoming the COVID-19 pandemic, especially in Malang City. Sihombing (2020) state that Covid-19 pandemic caused everyone to behave beyond normal limits as usual. The outbreak of this virus has an impact especially on the economy of a nation and Globally (Ningrum, 2020). The problems posed by the Covid-19 pandemic which have become a global problem have the potential to trigger a new social order or reconstruction (Bara, 2021). For this reason, community participation is also expected to be the same as when Glintung Village made the Go Green program.

The existence of technological advances that are currently developing does not prevent community participation in the musrenbang. The implementation of Musrenbang which only involves a group of people if implemented through E-Musrenbang can facilitate communication of community participation in development planning. E-Musrenbang is a Musrenbang activity that is documented through a government website and opens a communication space for the wider community to propose ideas or aspirations regarding the preparation of the RKPD. The advancement of cellular phones has made E-Musrenbang accessible directly through the internet communication network (Yunas, 2017). The use of the E-Musrenbang is suitable for use during the current pandemic, which must comply with health protocols by keeping a distance.

E-Musrenbang is an application developed by the Regional Development Planning Agency (BAPEDDA) as part of the implementation of musrenbang activities. The stages of development planning are carried out through a strict mechanism, starting from the kelurahan musrenbang then verified by the sub-district musrenbang and followed by the musrenbang of the Regional Apparatus Work Unit (SKPD). If the process is still carried out in the conventional way, it will take a long time. So that the government develops information systems such as the E-Musrenbang for development planning to make the process effective and efficient.

The digital process of participatory planning tends to be more relevant in today's era where local people can be virtually involved via smartphones and other digital devices. However, as previous research related to e-musrenbang is too specialized and has not been fully placed in the perspective of development planning (Dewi et al., 2018). In the context of development, community participation is the involvement and involvement of community members in development, including activities in the planning and implementation (implementation) of development programs/projects carried out in local communities (Adisasmita, 2006). Community participation or participation in development is the actualization of the availability and willingness of community members to contribute to program/project implementation.

## **II. Research Methods**

This study uses a descriptive qualitative method. Data were collected through technical observation techniques on the people involved in the Tangguh Village development program. Furthermore, data collection was carried out in-depth interviews with 7 people consisting of 3 people who were informants, namely Purwantoro Village employees who were responsible for Musrenbang, the head of RW Glintung and 3 people were informants from the community who participated in Tangguh Village in Purwantoro Village.

## **III. Discussion**

### **3.1 Overview of Purwantoro Village**

Purwantoro Village is a village located in the Blimbing District, Malang City. This village consists of 24 RW (Rukun Warga) and 156 RT (Rukun Tetangga). With an area of 229.25 hectares, and a population of 31,497 people, Purwantoro is one of the largest urban villages in Malang City. Administratively, Purwantoro Village is surrounded by other urban villages in Malang City. In the north, Purwantoro Village is directly adjacent to Blimbing Village, Blimbing District. While in the east, this village is also directly adjacent to Pandanwangi Village, Blimbing District. To the south, Kelurahan Purwantoro is bordered by Bunulrejo Village, Blimbing District. Then, in the west, this village is bordered by Tulusrejo Village, Blimbing District.

Based on the results of the data on the education level of the population in Glintung, Purwantoro Village, most of them are college graduates with a total of 401 people. Furthermore, for high school graduates as many as 387 people, for junior high school graduates as many as 364 people and elementary school graduates as many as 313 people. Meanwhile, for those who do not go to school, it can be said to be a little with a total of 71 people.

### 3.2 Application of E-Musrenbang in the Formation of Tangguh Village in Purwantoro Village

Logically, facing the COVID-19 disaster, it is impossible for us to rely entirely on simple methods like what the heads of RWs or villages throughout Indonesia are currently doing. Good and effective social engineering is needed so that the potential of local communities becomes more useful and directed to jointly face the COVID-19 disaster, which is different in character from ordinary disasters. At the beginning of establishing Tangguh Village, first observations were made by Purwantoro Village staff to meet the needs of the Tangguh Village program facilities and infrastructure, observations were made to determine the facilities and infrastructure that would be proposed with the assistance of community leaders and representatives through deliberation.

Furthermore, in-depth interviews were conducted with the head of the Glintung RW and the Purwantoro sub-district secretary. The following is the result of an interview with the head of the RW regarding the use of e-murenbang in the planning of Tangguh Village. The results of interviews with Purwantoro sub-district staff showed that although using e-musrenbang, calls to the community were still made by letter, the SKPD wrote to each kelurahan/village, and the kelurahan/village conveyed the information through the mosque. The criteria for the community to be called are people who have laptops and speaking skills, formulate and represent their communities to try e-musrenbang.

In planning and implementing development programs, the community members themselves are very welcoming of several programs launched by the local government. However, the program is balanced with the implementation of maximum deliberation. Because it is not possible to invite the entire Glintung community, then for people who will express their opinions for the Tangguh Village program, an e-musrenbang website is provided which can be accessed freely. At first, many people thought that the e-musrenbang was still confused because the previous formulation, the development planning proposal was indeed from the community which was submitted through deliberation but because of the pandemic using e-musrenbang to convey community aspirations about the planning of Tangguh Village in Purwantoro. The previous role of the community could easily be through deliberation as implementers, formulators, controllers of their respective activities in their area. However, currently the coordination is done through e-musrenbang which is a new system for the community. In fact, according to the sub-district staff, the socialization has been carried out since this application existed, namely 2015 until now and every meeting it is conveyed that the e-musrenbang application already exists and the public can access it regularly and in this application the community can propose what they want to be proposed as well as the appearance of the application websites.

The sub-district staff also asked for help from youth in Purwantoro Village who were gathered in an association called the "Dalu Tribe" which is a youth association in Purwantoro Village to help the community learn about the e-musrenbang website. According to the head of the "Dhalu Tribe" as local youths they participated in the planning deliberations for the Tangguh Village program. They also help the local community by conducting socialization to each RT in Glintung about the use of e-musrenbang. They form small groups in each RT and then periodically every week the Dhalu Tribe conducts socialization to the community not only about the use of e-musrenbang, they also convey the Tangguh Village program and the progress of Tangguh Village development.

According to the head of the local RW, the use of e-musrenbang makes it easier for the community to convey their ideas because many are embarrassed to express their opinions directly. Especially at this time in a limited gathering can not be followed by many people. The freedom to voice their proposals for programs such as what is needed in Tangguh Village, the community is free to convey whatever proposals they want or need rather than



the musrenbang system which is not yet online. Meanwhile, according to the community, who have submitted suggestions regarding what can be made and displayed in Tangguh Village, currently it is focused on socializing health protocol policies during the COVID-19 pandemic, which aims to make people familiar with maintaining health procedures.

Community involvement in e-musrenbang is still not optimal. Some communities have asked the village staff for assistance in conveying their aspirations through the website. This was conveyed by Purwatoro Village staff that: the level of understanding seen in the organization of this application, obstacles were found because only city officials were running this application so it was felt that all of them understood because special training had been carried out for city officials who run it. The community only proposes and that proposal is then recommended at the musrenbang and the level of understanding is not good because the city officials are still not directly operating this application.

In addition, according to the sub-district staff, the education level related to the operation of this application is dominant, those who have completed Strata 1 (S1). The level of education is not one of the benchmarks regarding the operation of this application, because there is special training carried out so that those who run this application do not experience fatal errors. However, it is very unfortunate that the people in Purwatoro Village on average have a high school education. So training must be done more than once. Although education is not one of the benchmarks for running this application so that it can run well. However, it is feared that there will be errors in the use of the e-musrenbang application.

Based on information obtained from Purwatoro Village staff, for the smooth use of the e-musrenbang website for the community in Purwatoro Village, BAPPEDA is responsible because BAPPEDA has established an information and technology (IT) team because this application is institutional and any problems that occur will be handled immediately by the IT team. For problems that often occur, namely errors in sending reports made by the E-Musrenbang admin and reports sent by the public, the complete address is not listed which causes delays in the reporting process. As for the actions of the sub-district staff in overcoming these obstacles, they can only provide information through the Whatsapp group on the obstacles that occur to suggest that mistakes are not repeated so that the reporting process will not be hampered. The supervision carried out by sub-district staff for the community in Purwatoro Village in the use of the e-musrenbang website for the establishment of Tangguh Village is a form of supervision starting from coordination, monitoring and evaluation or supervision. This evaluation is carried out every 3 months so that it goes according to what was planned monitoring and evaluation or supervision.

The head of the RW explained the form of community participation in the form of identification and potential processes that exist in the community, selection and decision making about alternative solutions to deal with problems in an effort to overcome problems and community involvement, and basically the community is still enthusiastic about holding musrenbang, although some are pessimistic about the proposal musrenbang. Only a part of the community attended the e-musrenbang socialization, it's just that the level of attendance of the people invited to discuss Tangguh Village is still very low, so it can be said that it is less participatory, because many community leaders, in this case, invited community leaders who were not present, while the SKPD element and the kelurahan apparatus is quite participatory as indicated by their presence.

Most people prefer to participate in the form of energy. There are also people who are economically well off prefer to contribute funds. According to them, when there is a development program, they are accustomed to donating in the form of manpower and funds. Although it has been facilitated using the e-musrenbang website, the community is still not accustomed to expressing their opinions on program proposals, let alone supervising the Tangguh Village program.

Dhalu Tribe Youth in increasing community participation by creating groups on social media to be able to help the community in expressing their opinions. In addition, make posts about Tangguh Village through social media. The community began to dare to express their opinion about the Tangguh Village program through posts made by the Dhalu Tribe as facilitators.

The community assumes that they usually only join the program with what has been made by the kelurahan and sub-district, moreover as a community they feel that until now they still do not understand the ongoing development and only these people understand it.

The role of the facilitator remains influential in both quantity and quality (Bintari and Akbar, 2017), bridging gaps and helping people and officials at the local level incorporate programs into the system. In other cases, the facilitator also translates the demands of the residents into the programs available in the proposal dictionary, implying that the presence and role of the facilitator is very important in the success of the e-musrenbang. The use of e-musrenbang allows people to discuss and build consensus on the program, or in other words, consensus is easier to achieve when trust among participants is built during the process (Franceschini and Marletto, 2019).

According to sub-district staff, in making Tangguh Village in Purwanto Village, the surrounding community must submit a proposal that can be submitted through the e-musrenbang website. For other residents who do not participate in the e-musrenbang forum at a higher level, the e-musrenbang website provides access to track program proposals from their neighborhood and village to find out at what level their proposals were rejected. Desired outcomes include an increase in public trust (Lee and Schachter, 2019).

E-musrenbang as a digital planning practice still demands more requirements on traditional participatory practices. Meanwhile, it is suggested that this condition is caused by a strong pre-requisite of social capital which is manifested in a high level of relationship trust between community members and social norms institutionalized in the planning process (Mandarano et al., 2010), the motivation to improve conditions through e-musrenbang remains high even though the demographics of the three kelurahan are slightly different.

From the results of interviews with kelurahan staff, it is suggested that residents be actively involved in kelurahan-scale e-musrenbang, because negotiations prior to finalizing the proposed kelurahan program are dynamic. There are even Purwanto Village residents who take part in the e-musrenbang so that they can participate in the e-musrenbang in their sub-districts and advocate for the proposed program from their environment. On the other hand, because e-musrenbang is carried out at every level of the hierarchy, it requires residents to choose their representatives because not everyone who contributes to e-musrenbang on a sub-district scale will enter the e-musrenbang on a sub-district scale. The final issue is the effectiveness of digital participatory planning in incorporating online input into the final plan (Mandarano et al., 2010).

Procedurally, proposals from each kelurahan, village, and district are vetted by city and citizen institutions, of which the former will check the Kampung Tangguh proposal for its spatial accuracy and content and the latter can track their program whether it has been accepted and thus compiled into a final plan, or rejected at certain hierarchical levels. If the proposal is approved, people can see the progress carried out in the following year, and if not, they can ask the relevant agency to implement the previously proposed program. This procedure provides transparency on the output of certain government issues in Indonesian cities in addition to forums at every level (Tarigan et al., 2017).

Regarding community empowerment, Yang (2005) raised the issue of the need for mutual trust between public administrators and citizens to increase public involvement in public administration, where trust has four dimensions, namely: (a) citizens' trust in fellow citizens; (b) citizens' trust in elites; (c) elite trust in fellow elites; and (d) the trust of the elites

for the citizens. In addition to the trust that must be built between public administrators and the community and vice versa, there are several things that must be considered in order to increase public awareness to participate in government activities. Trust according to Mitchell (2005) relates to the need for a shared vision and several other attributes to realize an effective partnership between government and society. These attributes are:

- (a) compatibility between participants based on mutual trust and respect;
- (b) benefits for all partners;
- (c) equality of power with partners;
- (d) channel communication;
- (e) adaptability; and
- (f) the existence of integrity, patience and willingness to solve problems.

Another thing that must be considered so that the community has the willingness and ability to participate is to solve the dilemmas of the problems faced by the community when they are willing to participate. According to Callahan (2007), there are at least six dilemmas in community involvement efforts, namely: (a) dilemmas related to the size of the community; (b) dilemmas related to marginalized groups of people; (c) risk-related dilemmas; (d) dilemmas related to technology and skills; (e) time-related dilemmas; and (f) dilemmas related to the common good.

The process of participation in the Indonesian planning system is governed by different frameworks. For budget plans, Government Work Plans and Budget Work Plans of Ministries/Agencies are proposed by the government at various levels together with the relevant departments or agencies where sequentially, these plans must also be forwarded to the DPRD before the plan is officially enacted. As a result, public participation does not directly contribute to budget planning. However, the spatial planning and development planning processes provide access for the community to join and be involved. Managed through Government Regulation 68/2010, residents can actively participate in the five stages of spatial planning. Under the same regulations, citizens can: (1) give opinions and voice their concerns at the planning stage, plan implementation stage, and development control stage; (2) participate in land use; and (3) monitoring the spatial planning process both substantively and procedurally.

The first function is carried out using communication channels such as written letters or forums, apart from using email, online forms, social networking sites (SNS), or even special platforms that have been widely used by city governments throughout Indonesia (Akbar et al., 2019). The second function is based on the premise that residents, as individuals or groups of people, can make land productive as long as the land use is in accordance with the plan. The third function is related to the substance of spatial planning, where residents can protest procedurally, for example when there are industrial actors carrying out activities in residential areas. Furthermore, residents can protest the discretion of related officials if they are seen as detrimental to local residents.

The community participation approach applied in development planning is typical for spatial planning. Currently, musrenbang is not only considered as participatory planning that connects cities with civil and private sector actors (Phelps et al., 2014), but also integrates poor citizens, citizens and other marginalized groups represented and supported by NGOs, into the planning process (Morrell et al., 2011). This argument is also strengthened by the practice of participatory planning in other cities such as Probolinggo, Bima, Sawah Lunto, and Blitar after the national regulation on musrenbang was passed (Masbuhin et al., 2017). Although Sopanah (2012) sees that musrenbang tends to be only ceremonial, its progress as a participatory planning practice should not be ignored.

These findings lead to several issues that need to be addressed. First, the e-musrenbang resonates with the juxtaposition between face-to-face deliberation and online platforms,



through direct interaction and more contact among the former participants (Bobbio, 2019), than the latter where many important features of deliberative capacity are body language and power relations, is probably not there (Brabham, 2009). Furthermore, reaffirming from the premise that e-musrenbang participants can witness the negotiation of the discussed program from the government (Fung, 2006), the degree of representation is limited to a certain extent, where the results of the e-musrenbang may not be agreed upon by all participants. This finding strengthens the argument that different people attend e-musrenbang with different scales, that is, Prior to attending the e-musrenbang at the village level, the RT and RW heads can hold several formal and informal meetings to discuss and combine their proposals to compete with other entities at the village level. The practice reflects that adequate social capital is needed to solve problems that arise in their environment (Anindito and Sutriadi, 2016), increase self-awareness and self-organizing capacity with respect to their position in practical policy-making. Second, referring to the findings of Fung (2006) and Morrell et al. (2011), digital divide Distinguishing the rich and the poor affects how Bandung residents participate in both formal and informal (Anindito and Sutriadi, 2016). RT and RW heads can hold several formal and informal meetings to discuss and combine their proposals to compete with other entities at the village level.

From the e-musrenbang at the RT level, there are difficulties faced by RT officials in several parts of the city in submitting the program as a proposal. Therefore, the role of the facilitator remains influential in both quantity and quality (Bintari and Akbar, 2017), bridging gaps and helping people and officials at the local level incorporate programs into the system. In other cases, the facilitator also translates the demands of the residents into the programs available in the proposal dictionary, implying that the presence and role of the facilitator is very important in the success of the e-musrenbang.

#### IV. Conclusion

The use of e-musrenbang in planning the Tangguh Village in Purwanto Village still cannot be said to be good, because the socialization carried out by the organizers has not been evenly distributed to the village level so that the community does not understand and know the benefits of the E-Musrenbang related to the proposed plans. In order to optimize community participation in e-musrenbang in Purwanto Village. People are accustomed to participating in the form of funds and labor. There are still few people who express their aspirations through the musrenbang to add useful programs in the Tangguh Village in Glintung. The presence of a facilitator in helping the community to use e-musrenbang is important. Facilitators help increase community participation

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