

## Regional Development Planning of Participatory in to Colaborative Governance Perspective at Bima Municipality West Nusa Tenggara Province

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### Abstract

*This study aims to find out and analyze the formation of participatory regional development planning policies in the Municipality of Bima in the perspective of collaborative governance while at the same time finding new models or concepts in the formation of development planning policies in the Municipality of Bima in the perspective of collaborative governance to make it more participatory. Participatory regional development planning is a spirit transmitted by the central government through the implementation of regional autonomy as a form of government responsibility in increasing public political participation, capturing community aspirations and increasing the degree of democratization in state management. This study uses a qualitative research method with an exploratory descriptive approach and uses an all-systems thinking approach through the learning process, namely Soft System Methodology (SSM). The results of this study indicate that the formulation of regional development planning policies in Bima Municipality from the point of view of the concept of collaborative governance does not yet reflect a participatory policy formation process. The dynamics of collaboration which is the core of participatory in principled engagement has not been effective because the government's role is still very dominant. The implication is that shared motivation has not been properly structured and finally the capacity for joint action that reflects the unification of all resources as a participatory spirit has not occurred.*

### Keywords

participatory planning;  
collaborative governance;  
accessibility



## I. Introduction

To encourage and realize the state goals stated in the Preamble to the 1945 Constitution above, the demand to create a good governance system is a must, bureaucratic reform must become a strong current that continues to roll like a snowball so as to form an effective and efficient government as a representative of the government realization of the goals of clean government and good governance. Reform is identified as a drastic change for improvement in a society or country so that bureaucratic reform is a drastic change to improve the government system run by government employees (bureaucracy). In bureaucratic reform, the position and role of the bureaucracy becomes strong and dominant, because in addition to influencing economic life, it will also affect political life. In economic life, bureaucratic performance affects the level of efficiency and effectiveness of government administration and in political life, bureaucratic performance will determine the quality of service to the

community which in turn has a strong impact on the level of public trust (legitimacy) to the government (Trubus, 2011).

In development planning policies, since Indonesia proclaimed its independence, economic and political experts have developed the idea that economic and social development cannot be left to market mechanisms alone, but the government's role is indispensable in controlling the economy and the national and regional development process. (Government Intervention) needs to be done systematically through the implementation of development planning system policies (Sjafrizal, 2017). In the implementation of government politics in the regions, it is not possible to only prioritize one aspect (economics) but it is important to pay attention to other aspects, namely environmental sustainability so that the implementation of green government is very important in supporting environmental sustainability in the political process of government in the regions (Dama, 2021). The Government of the Republic of Indonesia was formed to protect the whole of the Indonesian people (Angelia, 2020).

Finally, in 2001 there was a drastic change in the government system in the Indonesian government system, namely the implementation of the regional autonomy system. Since the implementation of this decentralization system, regional government and development throughout the archipelago have entered a new era, namely the era of regional autonomy and fiscal decentralization, in which regional governments are given new powers and sources of finance to encourage the development process in their respective regions which in turn will also encourage the national development process.

Development is essentially a human effort that is made consciously to improve the standard of living to be better than the previous condition that lasts throughout life as expressed by Fukuyama, development is the change in human societies over time. So that the demands for change through development actually come from two factors, first, internal factors, namely the encouragement of unlimited human desires and always wanting better things to become renewable energy, encouraging them to always think about developing logic and rationality in search of useful new innovations. for his life. Second, environmental changes, both changes due to limited resources, increasing population, climate change, natural disasters and the aging of the earth so that disparities in welfare are problems that must be bridged through development (Francis, 2015).

The next problem in regional development planning is the lack of integration between planning and budgeting and not only that this lack of integration is also felt at the momentum of planning and implementation as well as supervision and the more important problem to be solved is the lack of optimal participation of the community and the business world in the process of preparing development plans so that most the plans that are prepared are still "Top-Down Planning". As a result, most development activities do not represent the needs and aspirations of the community but rather reflect the wishes of the agency work unit. The results of development like this are ultimately not optimally utilized, the community is finally disappointed because expectations are not related to the wishes of the community. This condition will cause the community to become apathetic and their concern and responsibility for development programs and activities to be very small and even tend not to care at all or at a very extreme point they can also reject the various development efforts carried out. Not to mention the rapid development of technology and electronic media that allows citizens to be involved but has not been maximally used by local governments so that information related to development is felt to be very poorly known to the public (Purbasari, 2013).

The various of problems that hinder the regional development planning process above, the development of modern government science brings a new paradigm, the relationship between government and society is no longer hierarchical but has shifted to a balanced heterarchy (Wasistiono, 2013). This change demands openness, inclusivity and collaboration. In the future, the government must be willing and able to open up, flow and receive information smoothly without communication blockages to all existing stakeholders and shareholders. And the development of democratic life also encourages a paradigm shift in the practice of governance from the paradigm of power to the paradigm of service, the demands for change and openness are getting bigger.

In the perspective of collaborative governance, the process of forming regional development planning policies must involve all potential components in the community in a participatory manner which is carried out by providing opportunities by opening the widest possible space for the community, business world, academics, non-governmental organizations as well as other autonomous organizations and local governments to actively involved in formulating, defining, discussing and determining policy alternatives through a dialogue process that is mutually beneficial, mutual trust, mutually reinforcing, mutual understanding so as to create a shared commitment so as to strengthen the legitimacy of a policy.

The policy formulation stage is an effort to design policies that can provide future solutions, so that when inaccuracies or policy problems are found, at this stage policy makers need to make corrections and improvements (Howlett and Rames, 2009).

From the perspective of collaborative governance, the process of participatory regional development planning policies should be carried out by providing sufficient space for components of society, academia, the business world, professional organizations, NGOs to be actively involved substantively to formulate, define, discuss and decide alternative policies in a holistic manner. Together through an enlightening dialogue process so that they can share motivations, build a spirit of mutual trust, mutual understanding so as to create a shared commitment that strengthens the legitimacy of the policies that are decided.

Adrianus Mooy (2005) describes that planning is a process to determine the appropriate action needed after looking at various options based on available resources to achieve goals. Planning can be done by the government or by the public/private, planning can be done centrally by the central government or decentralized with local governments, so development planning is a very useful process because it can help us in managing our lives in a better direction, including our lives as a nation and as a nation progress of an area. Complementing the above understanding of planning according to Conyers & Hills in Arsyad states that planning is a continuous process that includes decisions or choices of various alternative uses of resources to achieve certain goals in the future (Lincoln, 2005).

Regional development planning is not planning from a region that is separate from other national general plans, but regional development planning must be integrated with the national planning framework. Regional development planning can be considered as planning to improve to improve the use of public resources available in the area and to improve the capacity of the private sector in creating value for private resources in a responsible manner and increasing community participation in development as a whole, through regional development planning of an area can be seen as an economic unit (economic entity) in which various elements interact with each other (Kuncoro, 2004).

## II. Research Methods

Research is essentially an attempt to find the truth or to further justify the truth. Efforts to prove the truth through a model known as a paradigm (Lexy, 2017). Paradigm or research design is a perspective, method or research point of view used by researchers to see the existing reality, then studied and interpreted so that it becomes something meaningful (Effendy, 2010). The research design that will be used in this study is presented at three theoretical levels. At the level of grand theory using a government theory approach, middle theory using a public policy theory approach, while at the level of applied theory the collaborative governance theory is chosen. The overall design of this research is used to answer the problems that have been set. In line with the research objectives which seek to explain, study, analyze and explore the formation of participatory regional development planning policies from the perspective of collaborative governance in the City of Bima, this study uses a qualitative method because research on policy formation is generally carried out in an exploratory descriptive manner to describe the policy formation process accurately and in depth. (Dumilah, 2008).

This research uses an all-systems thinking approach through the learning process, especially the soft system methodology (SSM) by Maani Kambiz E. and Robert Y. Cavana (2000). So the selection of research designs with qualitative methods is due to its advantages which are able to help researchers to conduct in-depth exploration of various phenomena that arise in the formation of participatory regional development planning policies in the perspective of collaborative governance in Bima City, West Nusa Tenggara Province. This agrees with Creswell's expression which states that qualitative research is commonly used to explore and give meaning to social phenomena in human life, so that he tries to explore and reveal in depth what is really behind an event (Cresswell, 2013).

In the qualitative research process, the researcher conducts in-depth interviews by asking various questions relevant to the research topic in an effort to find and explore the views, ideas, ideas, and facts of the informants on the research topic for further data and information being grouped, coded, triangulated the truth of the data and analyzed inductively throughout the research process. Various data and information obtained in the field are given meaning by carrying out a social construction process, namely by providing broad opportunities for people involved in the process of forming participatory regional development planning policies in a collaborative government perspective to provide their views, so that the information and data collected are participants' views and exploration is carried out so that participants can carry out the process of constructing the meaning of certain situations.

## III. Discussion

RPJMD is formally a regional development planning document for 5 (five) years whose preparation process is carried out using 4 (four) approaches, namely technocratic, participatory, political and bottom-up or top-down. The preparation of the RPJMD is an important part of the process of administering local government, it determines the direction of travel and goals to be achieved by a period of government as well as acts as a measuring tool that determines the success or failure of the leadership of the regional head. In this regard, good quality planning documents are an important part of supporting the smooth implementation of policies. A quality RPJMD is a planning document whose contents are close to the preferences of people's desires, so that to make it happen it is necessary to give space for multi-stakeholder involvement in formulating it together.

In line with that, this sub-chapter will explain how the process of participatory policy formation in the preparation of the RPJMD in the City of Bima which is analyzed using the concept of collaborative governance theory, what factors support and hinder the process of preparing the RPJMD and what kind of model is appropriate in carrying out the process of preparing the RPJMD in Bima City.

### **3.1 Formation of Participatory Policies in Bima City**

The preparation of the Bima City RPJMD for 2018-2023 is a series of consequences from the election of the Mayor and Deputy Mayor of Bima as mandated by legislation. In addition, the RPJMD is a reference and guideline as well as the direction of regional development policies, containing the regional vision and mission whose embryos are derived from the vision and mission of the elected regional head. As a guide, the RPJMD has an important position in the administration of the regional government, it functions as a measuring tool for the performance of government administration in a period of office of the regional head.

The Mayor of Bima views that the RPJMD is part of the vision and mission of the elected mayor and deputy mayor which is then used as the vision and mission of developing the City of Bima so that it is hoped that existing and interested stakeholders can direct all their activities to the plan so that development can run effectively and in synergy. In short, it becomes a common goal that must be supported in synergy by all parties. Together here is interpreted as the involvement of all parties, both vertical and horizontal agencies who are members of the regional leadership communication forum (forkopimda), regional work units (SKPD), community leaders, religious leaders, community organizations, academics and the business world starting from the preparation and strengthening of plans. , approval, implementation and monitoring of the results are carried out together. In line with that, all parties must have access to ask questions and monitor so that later they can strengthen all aspects.

The explanation above confirms that in fact the Mayor of Bima is willing to translate his vision and mission as the basic material for the preparation of the RPJMD to be carried out jointly involving the existing stakeholders, so that the RPJMD that is set does not only belong to the mayor and deputy mayor, but has become the property, desire and agreement with the people of Bima City. As a tangible manifestation of the community's sense of ownership of the development planning document, the community should have access to information and be involved in the process of preparing planning documents, allocating budgets to their realization. Public information must be open, transparent and accountable so that the public can monitor, monitor and provide input, suggestions and criticisms of what the local government is actually doing. The mayor acknowledged that to this day this has not been done optimally, because we are just starting to enter the realm of democracy with a low level of public education so that it is quite vulnerable if it has to be open as a whole mechanisms and procedures, organize ways and patterns of thought as well as the mentality of the community and bureaucracy.

The deputy mayor of Bima further explained that the RPJMD is a local government plan to make a construction rule to organize, design and implement it in detail and carefully according to the mechanism regulated by law. The content of the RPJMD must continue to look at the RPJMN, Provincial RPJMD and RPJPD so that they are not much different and then try to be elaborated according to the existing vision and mission. The position of the elected mayor and deputy mayor is in a transition period from the old mayor to the new so that there will be automatic changes in the short, medium and long term.

Some things that can enter and do not reduce the meaning of the RPJMD will continue, for example those related to infrastructure and education, but the proportions are adjusted.



This means which parts should be suppressed and reduced, which ones will be raised. He also acknowledged that the RPJMD was part of a plan or effort to realize his campaign's political promises.

During the campaign, the Mayor and Deputy Mayor of Bima conveyed their vision of realizing the people of the City of Bima who have good character, excel and prosper. Through this vision, it is hoped that in the next 5 (five) years, public education will increase, health services will run well, affordable and cheaply and prioritize prevention efforts, the community is educated to behave in a healthy life, there are superior human resources with good moral values, The morality of the community is manifested by indicators of the number of violence against women and children and crime decreasing, divorce cases are decreasing and cases that cause ongoing conflict can be lost. With the fulfillment of the community's needs for education, health, the economy to the birth of good moral values, the life of the people of Bima City can be said to be prosperous. To achieve this, regional development will be more focused on the infrastructure sector as an important part in supporting the success of economic empowerment, improving education and public health.

Based on the explanation from the Deputy Mayor of Bima, several important points can be drawn, namely, first, the RPJMD for the City of Bima is a form of construction or regulation that forms the basis for regional development planning within a period of government containing local contents that have been elaborated according to the situation and conditions of the community but still in line with higher planning documents. Second, as the new Mayor and Deputy Mayor of Bima, they prioritize regional development in the basic infrastructure sector, especially roads. This has actually been done for the previous 14 (fourteen) years or 3 (three) periods of the Mayor of Bima so that the current priority programs are no different.

The emphasis on development on infrastructure is actually a policy that is more short-term oriented to increase popularity alone and this will not contribute to regional progress in the future, especially in the era of competition between regions, regional, national and global which is increasingly fierce in line with progress. science and civilization. Finally, they acknowledged that the vision and mission promised during the campaign wanted to build 3 (three) things, namely morality, excellence and prosperity. However, some targets, especially those related to the non-physical development of morality, are difficult to measure directly in a short period of time, are still very abstract and seem populist. It is felt that the translation of the target of *akhlakul karimah* is still unclear as to what the actual form is, so it is very difficult to measure the achievement of success with certainty.

### **3.2 Principled Engagement**

In the dimension of principled involvement, we will see how the dynamic collaboration process that occurs between stakeholders in the preparation of the RPJMD in Bima City starts from finding ideas, defining, discussing and determining them. The idea search process will focus more on the values, issues and common interests raised in the RPJMD. While the definition will relate to efforts to clarify the aims and objectives, approval of the concept and clarification of any rights and obligations that must be carried out by the parties in the process of preparing the RPJMD. Next, the discussion process is more about trying to give meaning to an issue raised in the RPJMD wisely by considering the perspectives of other parties so as to create a unification of the interests of the parties. Finally, the decision-making process relates to procedures and substantive provisions in the preparation of the RPJMD.

The process of drafting the Bima City RPJMD for 2018-2023 refers to existing regulations and is divided into 6 (six) stages, namely preparation preparation, initial draft preparation, *musrenbang*, final draft preparation and determination of the RPJMD regional regulation. At the preparation stage for the preparation of the RPJMD, the RPJMD drafting

team is formed involving all SKPD heads, conducting orientation activities to the RPJMD drafting team, requesting a draft of the vision and mission of the elected mayor and deputy mayor that has been approved by the General Elections Commission, participating in technical guidance activities for the preparation of the RPJMD which involves all the head of the field at Bappeda, collects and processes data and information as well as conducts internal and technical meetings which first started on January 12, 2019. The preparation for the preparation of the RPJMD takes approximately 6 (six) months by holding meetings drafting team without involving academics, entrepreneurs and the community. This is because the preparation is still in the early stages just to collect the raw data needed, besides that some meetings are held suddenly and are not well scheduled so it is difficult to bring other stakeholders.

After the preparatory activities have been completed, the second stage is the preparation of the initial draft of the RPJMD draft whose discussion will begin on June 13, 2019. Activities carried out at this stage consist of submitting general policies and medium-term development programs and indications of priority programs accompanied by funding needs, discussion with SKPD, public consultation, discussion with DPRD and finalization of the initial draft of the RPJMD. The initial concept of the RPJMD was prepared by Bappeda as an institution that technically has the task and function of planning. Then a discussion was held with the SKPD to make the indicators of the targets and objectives of each program more concrete so that they were more operational. In translating the vision and mission into program indications, it refers to the programs made by the national government, so it is not too difficult to just find the link of the program. However, there are also those that do not fit so they must be formulated by themselves. For example, a program to implement the vision of morality, indicators that can be used are the development of the crime rate and the happiness index. But apart from that, most of them are still abstract so that in translating them into the program language, a program that is somewhat closer to and related to behavior development such as religious education is sought. Although in fact the development of noble character is not only carried out by schools with religious education, formal schools also do it through the general path. The goal of accommodating the aspirations of the community constructively is another matter. By providing this forum, it seems that the local government has opened up space for participation for the community, there is no reason for the community to disagree with what the government has decided.

A similar condition also occurred when the RPJMD musrenbang activity was held on October 10, 2019 which was attended by SKPD, DPRD members, community leaders, community groups, universities, business associations, West Nusa Tenggara Provincial Government. Formally, the activity was well organized, but in substance the implementation of the RPJMD Musrenbang which aims to accommodate and collect community aspirations is not optimal, some participants view it as a lecture competition, too many parties present concepts with various topics so that they are not focused. As stated by the resource person, it seems that the meeting leadership in discussing issues is not carried out in a coherent manner one by one completely, thus making the meeting participants confused. The indications of the ineffectiveness of the RPJMD public consultation and musrenbang activities carried out were at least caused by several things, namely: The RPJMD materials to be discussed were only distributed to participants during the activity so they did not have time to read and were difficult for the public to understand, as stated by the resource person that the RPJMD materials were obtained earlier from their friends in district so that they had time to read it first while the other participants were distributed during the activity so it was a bit difficult for them to read it while listening to the presentation delivered by the team.

Regarding the input submitted by the community in the public consultation and musrenbang activities, the RPJMD was indeed recorded and accommodated but there was no

further discussion and explanation so it is not known whether the suggestions and input submitted were accepted or not. Mayor Bima acknowledged the unfavorable situation after the post-conflict local election, so that in order to maintain calm he did not communicate with the old mayor and chose to return to his old activities working at the embassy while waiting for the inauguration. This lack of smooth communication between the elected mayor and the old mayor may be the cause of confusion for the bureaucratic apparatus, especially the RPJMD drafting team, so that they are not brave enough or feel uncomfortable to conduct discussions or public consultations earlier before the inauguration of the new Mayor and Deputy Mayor of Bima. As a result, the available time allocation for discussions with the community is reduced. This uncomfortable communication atmosphere during the transition of regional leadership was also confirmed by one of the informants who said that the election of Lutfi as mayor was unexpected, so that the mood of the old mayor was a bit less good, there was a feeling of feeling left out which resulted in discomfort in drafting continuation program of the RPJMD. There should be a connection between the new RPJMD and the old one so that some programs and activities that are considered good can be continued and not start over from scratch. Evaluation of the performance achievements of the old RPJMD is important as a starting point for the journey of the new RPJMD so that it can be clearly seen what the real problems are that cannot be resolved in the implementation of activities. However, this could not be done because of poor communication problems.

Furthermore, regarding the limited discussion time, another resource person also stated that it is impossible to discuss a plan for the next 5 years in just a matter of hours. Considering the time span for determining the elected mayor and deputy mayor with an inauguration date of approximately 6 months, the RPJMD discussion should have been carried out more intensively, but it is regrettable that this did not happen due to the lack of maximum work by the drafting team. There are 2 things that are the cause, namely the elected mayor is less proactive and the role of Bappeda is not optimal in translating the vision and mission of the elected mayor. The elected mayor should be more proactive, because the RPJMD is related to the goals to be achieved later during his tenure.

#### **IV. Conclusion**

Referring to the discussion of the process of preparing the RPJMD in Bima City in terms of the concept of collaborative governance, the following conclusions can be drawn: 1) Preparation of the Regional Development Planning (RPJMD Kota Bima 2018-2023) viewed from the point of view of the concept of collaborative governance does not yet reflect a process of policy formation participatory because access to stakeholder involvement is still limited. The dynamics of collaboration on the principled engagement dimension has not gone well because the government's role is still very dominant. The implication is that shared motivation has not been realized, the RPJMD is not considered as a shared commitment and responsibility but the responsibility of the government alone. Finally, joint action (capacity for joint action) which reflects the pooling of resources, knowledge and information between stakeholders has not occurred, each party works independently according to their respective interests. 2) The model of participatory policy formation that is in accordance with the conditions of the City of Bima in the process of preparing regional development planning (RPJMD) or other public policy formation is the Emerson & Nabatchi collaborative government model which is enriched with dimensions (accessibility) and is driven by the driving factors of community political education and implementation bureaucratic reform (civic political education and implementation of bureaucratic reform).



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