

Development Planning and Community Participation in Development Planning Consultations in the Economic Sector the Regional Development Planning Agency (BAPPEDA) Nabire District 2019-2021

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Abstract

The purpose of this study (1) To analyze the development planning process in the Economic Sector of the Regional Development Planning Agency (Bappeda) of Nabire Regency for 2019-2021; (2) To analyze community participation in the Development Planning Deliberation in the Economic Sector, the Regional Development Planning Agency (Bappeda) of Nabire Regency in 2019-2021. The research uses a qualitative approach through the process of finding, understanding, explaining and obtaining an overview. Result The development planning process for the Economic Sector of the Nabire Regency Bappeda for 2019-2021 is carried out with a bootom-up approach, starting from the village-level Musrenbang, followed by the district-level Musrenbang and District, Provincial and National levels. The level of proposed activity programs proposed at the planning stage is quite high, however, budget constraints mean that in the implementation stage many activity programs cannot be accommodated by the Technical Regional Apparatus. Community participation in Musrenbang in Nabire Regency is in the form of calculative participation, based onprofit relationship orientation, as in business contracts and taking into account economic values. Suggestion for The Bappeda team at the Musrenbang at the District Level together with the community must classify all proposed activity programs into their funding sources. Especially those that will be financed by APBD II (Kabupaten). Next, prepare and agree on the program of activities according to the priority needs of the community.

Keywords

development planning;
community participation;
economic development;
bappeda



I. Introduction

Development planning is an early stage in the development process before it is implemented. The importance of planning is to adjust the objectives to be achieved in development with existing resources and various other alternatives that may be needed. (Suryo S Hadiwijoyo & Fahima Diah Anisa, 2019). Related to this, every regional development plan usually has several main elements and components that always appear in every development planning document. These main elements describe the main content of a development planning document. Development is a systematic and continuous effort made to realize something that is aspired. Development is a change towards improvement. Changes towards improvement require the mobilization of all human resources and reason to realize what is aspired. In addition, development is also very dependent on the

availability of natural resource wealth. The availability of natural resources is one of the keys to economic growth in an area. (Shah, M. et al. 2020)

In general, the main elements include: general conditions of the region, vision and mission of development, priorities, development strategies, policies, as well as development programs and activities. In a well-compiled development planning document, all of these main elements are clearly described so that they can be understood easily (Sjafrizal, 2017: 49). Of course, this is important so as not to cause failure in overall development planning in an area because the success of development in an area will have a positive impact on overall development. So, to realize this, a strong commitment from the government with high political will is needed to give its authority to the regions.

One form of local government efforts to realize community welfare is through development, where development itself is based on the potential and condition of the community and its territory as a supporting factor for the development of an area. In this development, development planning is important considering that a development can run effectively and efficiently if it has a good plan and is directed at a shared vision and is able to accommodate the interests of each stakeholder, such as the community, the private sector and development actors involved in the process. the development planning, so that an agency called the Regional Development Planning Agency or Bappeda for short was formed.

Bappeda itself is an agency that operates as a regional technical institution in the field of research and regional development planning led by a head of the agency who is under and responsible to the Governor/Regent/Mayor through the Regional Secretary. This agency has the main task of assisting the Governor/Regent/Mayor in the administration of Regional Government in the field of research and regional development planning.

Especially in Nabire Regency, Papua, Bappeda has a strategic position in regional development planning. The role of Bappeda greatly influences the notion of development planning because it is the task of Bappeda to make directed and integrated plans to accommodate and mobilize sectors in Nabire Regency to be able to participate in the development planning. The participatory approach is a serious form of Bappeda Nabire to facilitate and provide space for stakeholders to be directly involved in the regional development planning process.

In carrying out the functions of Bappeda in Nabire Regency, there are several basic problems, including the capacity or ability of Bappeda personnel in accordance with development fields in coordinating with regional apparatus and development planning that is not based on supporting factors, such as: basic data and the ability of Bappeda to coordinate regional apparatus and with the community in determining development planning to be carried out. In fact, related to efforts to build and integrate development management systems in meeting community needs, data and information should be supported as the basis for policy formulation in addition to involving all stakeholders.

Based on the pre-study at the Nabire Regency Bappeda office, the researchers found that participation in development planning is still in the tokenism and elitist representation stage, where the partnership between the community and the bureaucracy and political officials is still a subordinate union of partnership. The dialogue held is still fictitious and decision making is not done by bargaining between the actors. The quality of planning is still poor, because it has not been able to answer the needs of the aspirations of the people of Nabire Regency. The following are some of the proposals obtained during the district level musrembang that have not been answered for the 2019 - 2021 period:

Table 1. District Level Musrembang Period 2019 – 2021

No	District Proposal
1.	Papuan Mama Market Development
2.	Construction of Floating Cages in the Eastern Region of Nabire
3.	Subsidized Fertilizer Assistance for Papuan Indigenous Farmers (OAP)
4.	Assistance for Farmers/Farmers and Fishermen
5.	Training on Making Community Souvenirs Around Featured Tourist Attractions

Data Source: Nabire Regency Bappeda, 2022

In economic development planning, there are also several problems, such as the flow of development planning is still biased and unclear where there is no substance linkage between one document and another. When viewed from the implementation of its functions, researchers see that the performance of the Bappeda of Nabire Regency bureaucracy is still experiencing problems where not all of them have been implemented properly due to the low quality of the plans made.

The Bappeda of Nabire Regency is a regional apparatus organization that was formed based on Perda no. 9 of 2018, regarding changes to the Nabire Regency regional regulation number 4 of 2016 concerning the formation and composition of regional apparatus. Meanwhile, in carrying out its duties and functions, Bappeda Nabire has 5 (five) supporting areas other than the head and secretary. The five areas referred to are as follows:

- (1) Research and Development Sector;
- (2) Development Monitoring and Control Sector;
- (3). Infrastructure and Facilities Sector;
- (4) Socio-Cultural Sector
- (5) Economic Sector.

Regarding the five fields above, this research will focus on the field of Economic Development Planning at the Bappeda office. In this case, the economic sector at the Bappeda of Nabire Regency partners and has a coordinating relationship with 11 regional apparatuses, namely: (1) Department of Industry, (2) Department of commerce, (3) Department of Cooperatives and Small and Medium Enterprises, (4) Department of Culture, Tourism , Youth and Sports, (5) Investment Agency and One Stop Integrated Services, (6) Agriculture Service, (7) Livestock Service, (8) Fishery Service, (9) Food Security Service, (10) Financial and Financial Management Agency Regional Assets, (11) Regional Revenue Agency

Related to planning theory, Wrihatnolo and Dwidjowijoto (1996:127) explain that the planning process consists of 4 forms, namely: (1) Technocrat planning; (2) participatory planning; (3) Top-down planning; (4) Bottom-up planning. Technocratic planning is a planning process designed based on data and observations of community needs from professional observers. According to the explanation of Law Number 25 of 2004, concerning the National Development Planning System, "technocrat planning is carried out using scientific methods and frameworks by the institution or work unit that is functionally assigned to it".

Participatory planning is a planning process that is realized in deliberation and the design is discussed and developed with all development actors (stakeholders). According to the explanation of Law Number 25 of 2004 concerning the National Development

Planning System: “participatory planning is carried out by involving all parties with an interest in development. Their involvement is to get aspirations and create a sense of belonging”. In Law Number 25 of 2004, it is also explained that “community participation” is participation to accommodate their interests in the process of preparing development plans. Top-down planning, is a planning process designed by an institution/department/region to prepare a development plan in accordance with its authority and function. Bottom-up planning, according to the explanation of Law Number 25 of 2004, is a top-down and bottom-up approach in planning carried out according to government levels. Plans resulting from the process are harmonized through deliberation held at the National, Provincial, Regency/City, District, Village levels. The bottom-up planning process is a planning approach that starts from the lowest hierarchical level to the highest level. Related to this, the author sees an inconsistency between the planning document and the implementation of the regional apparatus. One of the problems that occurred related to the bottom-up planning process was that the aspirations of the community regarding market development specifically for Papuan women had been accepted and included in the district proposal and subsequently included in the Regional Apparatus Renja, but were not implemented. This is due to budget delays.

Based on a number of existing problems, researchers are interested in conducting research related to Development Planning, especially in the Economic Sector at the Regional Development Planning Agency of Nabire Regency. In this case the author wants to discuss other things that are different from previous research, namely on economic development planning and community participation, so the author takes the title of the research: "Development Planning and Community Participation in Development Planning Deliberations in the Economic Sector Regional Development Planning Agency (Bappeda) Nabire Regency in 2019-2021".

II. Research Method

This study uses a qualitative method (qualitative approach). The choice of the qualitative approach is because it is carried out through a process of discovering, understanding, explaining and obtaining an overview of phenomena related to Economic Development Planning by the Regional Development Planning Agency of Nabire Regency.

The use of a qualitative approach in this study, one of which is based on the explanation of Lincoln and Guba (1985:78) that qualitative research or naturalistic inquiry is a research method that is intended to understand actuality, social reality, and existing human perceptions. To refer to the view, Nasution (1996:18) suggests that qualitative research or naturalistic research is carried out in research field situations that are "natural" or reasonable as they are, without being manipulated and regulated through experimentation.

Naturalistic research tries to present documented slice-of-life events through natural language and presents as closely as possible how people express what they know, care or care about, beliefs, perceptions and understandings. Meanwhile, according to Ezzy (2002:3) explains that: "... means are constantly changing, and are produced and reproduced in each social situation with slightly different nuances and significances depending on the nature of the context as a whole". Ezzy's explanation emphasizes that qualitative research methods are more about giving meanings and giving interpretations to the object under study.

So, the emphasis in qualitative research lies in the meaning of the object of the problem in particular. In the context of this research, the process of meaning and interpretation is carried out on the stages and processes of development planning in the Economic Sector of Bappeda Nabire Regency and community participation in Development Planning Deliberations at the District level.

III. Result and Discussion

3.1 Development Planning Process in the Economic Sector Regional Development Planning Agency (Bappeda) Nabire Regency 2019-2021

Wrihatnolo & Dwidjowijoto (2006:34), explain that one form of the planning process is bottom-up planning, namely a planning approach that starts from the lowest hierarchical level to the top. Regarding this, the economic development planning process has not fully answered the needs of the people of Nabire Regency as seen in the implementation of the District and Regency level Musrenbang which has not been answered. According to Head of the Bappeda for the Economy of Nabire Regency, Sarmiati Kombongan, in the development planning process, the Bappeda of Nabire Regency prepares the RPJPD, RPJMD, and RKPD. In the framework of this arrangement, Bappeda coordinates, synergizes and harmonizes with the Regional Apparatus and stakeholders. The group explained that the Regional Apparatus compiled the Regional Apparatus Strategic Plan and the Regional Apparatus Renja. In the context of preparing the Renstra of Regional Apparatus and Renja of Regional Apparatus, Regional Apparatus shall coordinate, synergize and harmonize with Bappeda and stakeholders. RPJPD, RPJMD and RKPD are compiled in several stages, namely: (1) Preparation of preparation; (2) Preparation of the initial draft; (3) Drafting; (4) Implementation of musrenbang; (5) Formulation of the final draft; and (6) Determination. Meanwhile, the Renstra of the Regional Apparatus and the Renja of the Regional Apparatus are prepared in the following stages: (1) preparation of preparation; (2) preparation of the initial draft; (3) drafting; (4) implementation of regional/across regional apparatus forums; (5) formulation of the final draft; and (6) determination”.

Kondo explained that the RKPD is a work plan for the Nabire Regency government for one year based on the problems, challenges and opportunities that occur, the available potential, priorities, targets and achievements set. The Nabire Regency RKPD document is an elaboration of the Nabire Regency RPJMD for the 2016-2021 period with an emphasis on achieving the vision, mission of the Nabire Regency Regent which was compiled by following up on the results of the agreement that had been determined in the village and district level Musrenbang by taking into account the direction of regional development policies must be guided by national policy directions (RPJMN and RKP) for the alignment and synergy of central and regional development.

Multiple stagesThe preparation of development planning for the economic sector of the Bappeda of Nabire Regency is as follows. First. Programs and activities, both physical and financial for each Regional Coordination Apparatus for the Economic Sector, were evaluated in the previous year, and the achievements and indicators of the evaluation results were recorded. Second. The results are compared with the targets in the RPJMD, Strategic Plan, RKPD and Renja. Third. Then the comparison results will be a reference for planning development in the following year.

Wrihatnolo and Nugroho Dwidjowijoto (2006:127-128) explained that based on the process, planning can be divided into two parts, namely: top-down planning and bottom-up planning. Top Down is a plan carried out from superiors to subordinates, where the

decision is made by the superior or chairman while the subordinates are only as implementation. According to the field of government, top down is a plan made by the government aimed at the community where the community is the only implementer. This plan urges the lower part to work according to the wishes of the superior in the planning regardless of the real situation of the lower part. Planning time can be very short, but many things are missed due to the narrowness of the information and communication forum. Usually leads to forced compliance, but is temporarily effective. Bottom up is this planning is carried out by subordinates together with their superiors, based on needs, desires and problems. While in the field of government, bottom up is a plan that is prepared based on their own needs and the government is only a facilitator. While planning infrom the bottom up (Bottom Up) involves all parties so that the decisions taken in the planning are joint decisions and encourage full involvement and commitment to implement them. The downside is that it takes a lot of time and effort to plan. It is necessary to develop an appropriate corporate culture.

Community Participation in Development Planning Deliberations in the Economic Sector Development Planning in the Economic Sector Bappeda Nabire Regency Year 2019-2021

According to Etzioni (1961), three forms of community participation are: (1) alien participation, such as relations between hostile foreigners, where one party wants to impose and manipulate its interests from the other party; (2) calculative participation, ie orientation on profit relations, as in business contracts and taking into account economic values; and (3) Normative (moral) participation, namely the orientation of commitments based on the internalization of norms and identification of authority, or because of pressures from social groups.

According to Aduari, community participation in Musreimbang in Nabire district is in the form of calculative participation, which is still based on profit relationship orientation, as in business contracts and taking into account economic values, where according to him The forms of community participation in Musreimbang are representation of attendance, access to information, proposals, decision making, and control of supervision where this refers to people's thoughts about what benefits the community will get.

According to Aduari, because the community knows more or less information in Musreimbang, they can prepare proposals for development priorities and problems in their respective regions to be discussed in Musreimbang. In the implementation of the Musreimbang, the number of priority proposals that came in was quite a lot and came from various existing groups. Meanwhile, community organizations in each District also provide proposals for problems and plans.

Martina Hamberi explained the same thing. Community participation in the Musrenbang implementation carried out by the Nabire Regency Bappeda at the District level refers to the notion of profit and loss, where the community will be involved if their proposals are accepted, so according to her the implementation is not combined with other (nearby) districts.

According to Martina, of the four villages in Yaur District, the representation is lacking due to the distance and access taken by each village to the district capital by sea. This shortcoming is generally in the proposal of the proposed program of activities represented by the Head of the District. Regarding the implementation of the Village Deliberation (Muskam), according to Martina, not all villages have implemented the Muskam before the District-level Musrenbang is held. Meanwhile, Andreas Naben explained that in Teluk Umar District all villages had carried out Musrenbang at the village

level but there were several other village representatives who were not present at the Musrenbang implementation.

According to Kareni, some of the District's unanswered proposals are: (a) Construction of home stay facilities for visitors; (b) Construction of floating cages; (c) Community development related to superior products in the form of handicrafts, their processing to marketing solutions; (d) Community development regarding livestock; and (d) Development of supporting infrastructure for the economic sector. According to Rumatrai, several obstacles faced by the District Government, the community, and other parties in Musrenbang activities at the District level are: (a) The District Government did not socialize this activity to the village community; (b) The implementation of the Musrenbang at the Nabire District Level uses a cluster system, where the implementation is combined with several nearby districts. So that the invitations circulated to participants were limited for reasons of cost and time efficiency; and (c) Lack of participation of representatives of other participants (teachers, private sector, community institutions).

According to Kareni, the District Government also invites the community to monitor each other's processes in the District musrenbang activities. It has become an obligation in Musrenbang activities, the community must actively participate in following and supervising the process of Musrenbang activities being carried out. To invite the community to participate in Musrenbang, Kareni explained that several strategies or ideas from the District government are: (a) Early notification to each village of the planned District level Musrenbang activities; (b) Provide sea transportation to pick up people who will take part in the activity; (c) Prepare accommodation while in the District Capital

Meanwhile, according to Misiro, The implementation of the Musrenbang at the District level is carried out at the beginning of every year by involving the Bappeda team, district heads, village officials, community leaders, religious leaders, traditional leaders, schools, health and local security forces. The government has not fully accommodated the aspirations of the community at the district level in the economic sector in the Regional Government Work Plan (RKPD).

Some notes that the Nabire Regency Bappeda team that carries out Musrenbang at the District level must pay attention to are looking at the socio-cultural conditions of the community as a basis in the planning process, explaining to the community the different needs

IV. Conclusion

As an answer to some of the problems found by the author are as follows. First. The development planning process in the Economic Sector of the Regional Development Planning Agency (Bappeda) of Nabire Regency in 2019-2021 is carried out with a bottom up approach, starting from the village-level Musrenbang, followed by the district-level Musrenbang and District, Provincial and National levels. The implementation of the Musrenbang at the District level is based on the bottom-up principle based on Permendagri 86 of 2017 article 94. The level of proposed activity programs at the planning stage is quite high, but budget constraints make in the implementation stage many program activities cannot be accommodated by the Technical Regional Apparatus. Second. The Bappeda of Nabire Regency, especially in the Economic Sector, does not yet have technical planning personnel. Third. Community participation in Musrenbang in Nabire Regency is in the form of calculative participation, which is based on the orientation of profit relations, as is the case in business contracts and takes into account economic values, where community participation in Musrenbang is representation of attendance, access to

information, giving proposals, decision making, and supervisory control which refers to people's thinking about what benefits will be obtained. Fourth. General Budget Policy by regional leaders pays less attention to planning data. This has led to the emergence of a program of activities based on the wishes of the elite, and not based on the results of the bottom-up/community-level aspiration screening (bottom-up planning process) conducted by Bappeda during the District-level Musrenbang. Fifth. Regional apparatuses in implementing every development program in the economic sector do not provide sustainable assistance.

Researchers recommend some suggestions as follows. First. The need for the commitment of regional leaders to answer the vision and mission of their leadership which is harmonized and stated in the Regional Government Work Plan (RKPD) document. Second. The Bappeda team at the Musrenbang at the District Level together with the community must classify all proposed activity programs into their funding sources. Especially those that will be financed by APBD II (Kabupaten). Next, prepare and agree on the program of activities according to the priority needs of the community. Third. Continuation of the implementation of the Activity Program by empowering Regional Apparatuses needs to provide gradual and sustainable assistance to the community and be supported by legal aspects.

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