

Optimization of the Agency of Regional Planning, Development, Research and Development (Bappeda) in Participatory Planning Through Development Planning Consultations (Musrembang) in North Barito Regency

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Abstract

The emergence of participatory development planning is expected to enable the community to analyze and monitor development in their area. One of the characteristics of a good governance system is a government that can involve all people, is transparent and responsible, effective and fair. Development planning which is ideally expected to be able to realize regional characteristics does not materialize in North Barito Regency. This development planning is not sensitive to regional variations so that the solutions offered are not able to answer regional problems. This study aims to analyze the optimization of Participatory Planning by BAPPEDA through the Development Planning Deliberation (Musrembang) in North Barito Regency. The research method used is qualitative research. Data were collected through field observations, interviews with relevant informants, and field documentation. The data were analyzed descriptively. It was concluded that the Bappeda of North Barito Regency in the participatory development planning process through the musrembang in North Barito Regency in 2019 was not optimal.

Keywords: Development Planning, Participatory, BAPPEDA, North Barito.

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A. INTRODUCTION

The implementation of regional government in the current era of regional autonomy emphasizes the principles of democracy, community participation, equity and justice and pays attention to regional potential and diversity (Mayrowani, 2016). This is a manifestation of the implementation of the principle of decentralization in the implementation of local government. In accordance with the mandate of the 1945 Constitution of the Republic of Indonesia, local governments are authorized to regulate and manage their own government affairs according to the principle of autonomy.

Law Number 23 of 2014 basically uses the principle of autonomy as widely as possible where the regions are given the authority to manage and regulate all government affairs outside those of the Government as stipulated in the Law. With the enactment of Law Number 23 of 2014 concerning the implementation of regional government, a common thread can be drawn that each region has the authority to regulate and manage the interests of the local community according

to its own initiatives based on the aspirations of the people in accordance with the laws and regulations.

The development paradigm that is more concerned with government power is no longer relevant to be applied. The shift in the development paradigm is theoretically a manifestation of a change in the pattern of development planning from a top-down pattern to a bottom-up pattern (Hastutik, 2019). In line with the bottom-up pattern, the Regional Government in this case Bappeda should prepare a strategy in order to absorb the aspirations of the community in regional development planning in order to create good governance (Nurcholis, 2009). The start of the era of regional autonomy that adheres to a democratic government system, the concept of community participation is an important concept because it is directly related to the nature of democracy as a government system that focuses on the people as the holder of sovereignty (Sinaga, 2014).

One of the characteristics of a good governance system is a government that can involve all

people, is transparent and responsible, effective and fair, has the rule of law and can ensure that political, social and economic priorities are based on community consensus (Lia, 2010). 2020). The right way is to carry out musrenbang either through village/kelurahan level musrenbang, sub-district level musrenbang and district/city level musrenbang. This is done in order to obtain consensus deliberation for better regional development planning.

The emergence of participatory development planning is expected to lead the community to be able to understand the problems they face, analyze the root causes of these problems, design selected activities, and provide a framework for monitoring and evaluating development implementation. Community participation in the development process is an effective way to accommodate and accommodate various diverse needs. Efforts to increase community participation in the development process can bring substantive benefits, where the implementation of development will be more effective and efficient, in addition to providing a sense of satisfaction and strong community support for the local government programs themselves. The enactment of Law Number 23 of 2014 concerning the implementation of regional government also emphasizes the importance of the quality of public services.

The success of development in an area will not be separated from the role of the Regional Development Planning Agency (Bappeda). Bappeda is an agency tasked with carrying out development planning in the regions (Fadli, 2020). Bappeda is an agency or staff that reports directly to the Bupati. The role of Bappeda in the past government was not very significant in development. However, this is more because the government system is too centralized, so that Bappeda's space for movement is limited due to the dominance of central government intervention in regional development.

Development planning in North Barito Regency must indeed refer to the national development planning system, which is a unified development planning procedure to produce long-term, medium-term, and annual development plans implemented by elements of state and community administrators at the central and regional levels. . The Participatory Development Planning Process Mechanism needs to be carried out through several activities. The Village/Kelurahan Development Planning Deliberation Forum (Musrenbangdes/kel), District Development Planning Deliberation (Musrenbangcam), Regional Apparatus Work Unit Forum (SKPD), and Regency Development Planning Deliberation (Musrenbangkab) are important annual activities. The Bappeda of North Barito Regency only acts as a facilitator and monitors the implementation of Musrenbangkel and

Musrenbangcam so that the flow and mechanism are in accordance with the guidelines.

Development planning which is ideally expected to be able to realize regional characteristics has not materialized. This development planning is not sensitive to regional variations so that the solutions offered are not able to answer regional problems. On the other hand, this mechanism weakens the creative ability of the people related to sustainable development. Such conditions can lead to apathy and inertia in society. Barriers can also come from the internal side of the community itself, including lack of initiative, disorganization and lack of adequate capacity to be involved productively in the decision-making process, where this occurs partly due to lack of information. Lack of mastery of participation methods and techniques is also a major obstacle.

Musrenbang is expected to be able to answer problems that exist in the community related to participatory planning/involving the role of the community in deliberation to get results that are in accordance with community needs. Based on the description of the potential and problems above, this study aims to analyze the optimization of Participatory Planning by BAPPEDA through the Development Planning Deliberation (Musrenbang) in North Barito Regency.

B. MATERIALS AND METHOD

Qualitative research is to collect information about the status of an existing symptom, namely a symptom state according to what it was at the time the research was conducted (Arikunto, 1998). Therefore this research uses qualitative research methods. The research location is in North Barito Regency, Central Kalimantan Province, precisely in Lahei District with Locations in Lahei 1 and Lahei 2 Villages. Administratively, Lahei District consists of 11 (eleven) villages, namely: Hurung Enep Village, Haragandang Village, Bengahon Village, Ipu Village, Juju Baru Village, Karendan Village, Muara Inu Village, Muara Pari Village, Mukut Village and Rahaden Village and 2 (two) villages, Lahei I Village and Lahei II Village. Data collection techniques used are observation, interviews, and documentation. The data obtained were then analyzed descriptively.

C. RESULTS AND DISCUSSION

1. North Barito Regency Overview

North Barito Regency is located in the equator at a position of 114° 27'00" east longitude - 115° 49'00" east longitude and 0° 58'30" north longitude - 1° 26'00" south longitude. Administratively, the district is located in the Barito Watershed (DAS), with North Administrative boundaries: Murung Raya Regency and South West Kutai Regency: South Barito Regency and East Tabalong Regency: West West Kutai Regency: Kapuas Regency.

North Barito Regency consists of 9 sub-districts, namely; Montallat District, Gunung Timang District, Gunung Purei District, East Teweh District, Central Teweh District, New Teweh District, South Teweh District, Lahei District, and West Lahei District. In addition, North Barito Regency consists of 93 villages and 10 sub-districts spread over each sub-district, with categories as self-help villages, self-help villages, and self-sufficient villages.

The district, which has its capital in Muara Teweh, has an area of 8,300 km², about 5.40 percent of the area of Central Kalimantan Province. In general, the North Barito area from south to east is lowland, while to the north is a hilly area. The climate in North Barito includes a wet climate, with air temperatures ranging from 23.7°C to 32.4°C. The average rainfall is 280 mm and the average rainy day is 19 days per month. The average humidity is 84 percent.

The total population of North Barito Regency based on North Barito Regency in Figures in 2020 is 245,400 people. With an area of 8,300 km², the population density level of North Barito Regency in 2020 is 15 people/km². The sub-district that has the highest population density level is Teweh Tengah District, which is 42 people per Km², while the one with the lowest population density is Gunung Purei District, which is 2 people per Km² (Data is still combined with the main sub-district and its expansion). Meanwhile, the number of households in North Barito Regency is 31,407 families, with Teweh Tengah Subdistrict having the highest number of households, namely; 10,840 households, and Gunung Purei District has the least number of households, which is 731 households (North Barito in Figures: BPS 2020).

2. A Brief History of Bappeda

Before we discuss the general description of the Bappeda of North Barito Regency, we will first present a brief history of the formation of Bappeda in the Unitary State of the Republic of Indonesia. The legal basis that forms the basis for the establishment of the Regional Development Planning Agency is as follows:

- 1) Presidential Decree Number 19 of 1964 concerning the Establishment of the Regional Development Coordinating Board, abbreviated as BAKOPDA.
- 2) Decree of the Minister of Home Affairs Number 51 of 1969.
- 3) Presidential Decree No. 4 of 1969.
- 4) Presidential Decree Number 15 of 1974, concerning the Establishment of the Regional Development Planning Agency (BAPPEDA).
- 5) Presidential Decree Number 27 of 1980. Concerning the Establishment of the Regional Development Planning Agency.
- 6) Decree of the Minister of Home Affairs Number 362 of 1997, concerning the Organizational Pattern of Regional and Regional Governments.

- 7) Decree of the Minister of Home Affairs Number 185 of 1980, concerning Guidelines for the Organization and Work Procedures of the Level I Regional Development Planning Agency and the Level II Regional Development Planning Agency.

3. Position and Functions of Bappeda

Based on the Regulation of the Regent of North Barito Regency Number 26 of 2017 concerning the Main Duties and Functions of the Research and Development Agency of North Barito Regency. Bappeda has the main task of carrying out the preparation and implementation of specific regional policies in the area of regional development planning. In order to carry out this task, the Bappeda of North Barito Regency has the following functions:

- 1) Formulation of technical policies in the field of regional development planning;
- 2) Providing support for the implementation of regional government in the field of regional development planning;
- 3) Implementing supporting services in the administration of regional government in the field of regional development planning;
- 4) Preparation of program plans in the field of regional development planning;
- 5) Formulation of regional development planning policies in the long and medium term.

4. Optimizing the Achievement of BAPPEDA's Participatory Planning

a. Optimization through Deliberation Forum

The North Barito Regency Government has established a number of regional apparatus institutions in the form of secretariats and offices as well as regional technical institutions. The existence of a number of institutions, both the Secretariat and the Office as well as regional technical institutions within the scope of the North Barito Regency Government, have the authority and responsibility in responding to various aspirations and needs or interests of the community in the development of their villages and sub-districts according to their duties and service functions.

According to Rusihan, "The government's policy of holding a Development Planning Deliberation (Musrenbang) increasingly demands each of these institutions to play a wider role and participate, by attending directly to the implementation of the Musrenbang or through indirect aspiration screening at the Musrenbang" (interview with the Lahei sub-district head on 27 September 2020).

The budget allocation for the Bappedalitbang of North Barito Regency in 2019 has not been able to be absorbed optimally. This is measured by the small number of proposals submitted to Bappeda through the Musrenbang.

"The decrease in the level of proposals and also the absorption of the budget is due to the very low level of community participation, many people are dissatisfied because each of their proposals is not accepted, even though if they know the real obstacle is limited funds, the Regional Government through Bappeda should provide training to Kelurahan officials to bias in directing the community to give priority proposals" (interview with Lurah Lahei II).

Community participation in village development planning deliberations is very much needed considering that only the local community sees and understands the problems and obstacles faced by the region. If the community participates in the planning, they can plan, implement, monitor and evaluate every stage of the village development implementation process. On the other hand, the participation of the community in the Musrenbangdes is still very lacking, this can be seen from the number of attendances of Musrenbangdes participants which is decreasing significantly from year to year with the number of lists attending each year always decreasing, so that the proposed village development planning does not reflect the whole community aspirations.

The above is in line with what Yuliana said, "In the implementation of the Musrenbang, it is necessary to listen to community complaints and aspirations from the community, and the Village/Kelurahan Government must be more observant and selective in including community proposals on a priority and non-priority scale" (interview with the head of the development planning sub-division). In the socio-cultural field on September 26, 2020).

The Village/Kelurahan Musrenbang is the lowest level regional development planning deliberation which directly captures the aspirations of the people in the region without having to share it with other regions/villages within one sub-district.

According to Muhammad Ilyas Ramadhan "Ideally for optimizing the results of the village/kelurahan musrenbang, namely by giving full freedom to the community to express aspirations, complaints and solutions for regional development planning as well as guiding the community through the facilitation of the Bappeda of North Barito Regency in designing good aspirations and not exceeding the limits of as appropriate" (interview with Lurah Lahei II on 27 September 2020).

b. Optimization in terms of effectiveness and efficiency

This activity to capture community aspirations through Musrenbang is not merely the main task and function of Bappeda in terms of finding effective and efficient regional development planning. The presence of institutions, both Agency and Service, as well as

regional technical institutions within the scope of the North Barito Regency Government, is increasingly urgent, vital and strategic because these activities become the momentum for the meeting between the proposals / ideas of stakeholders, namely the community and bureaucrats to conduct discussions, exchange ideas, accommodate suggestions and then formulate and agree on programs and activities that can be scheduled through planning formulations.

According to Rusihan "Bappeda as the leading sector in regional development planning should provide training to Village/Kelurahan Apparatus so that they are able to come up with proposed development planning programs whose results can be utilized by the community" (interview with the Lahei Camat on 27 September 2020).

Based on this, it can be said that the existence of institutions, both Agency and Service, as well as regional technical institutions within the scope of the North Barito Regency Government, is one of the supporting factors for participatory planning in the formulation of cross-sectoral regional development planning.

Within the North Barito Regency Government, based on Article 8 of the Regent's Regulation (PerBup) No. 38 of 2016, 10 Kelurahan, 93 Villages and 9 Sub Districts has been formed. The existence of a number of sub-districts and villages/sub-districts has become a place to live for a number of residents of North Barito Regency as well as a place to build a common life through administrative arrangements and government services at the village/village and sub-district levels.

Therefore, the existence of the Village and District Governments is a reflection of community participation in them and it is very important to play their participatory role in the formulation of regional development planning.

According to Ilyas Ramadan, "we recognize that we have limited human resources in Lahei II Village in assisting the community in capturing community aspirations to obtain the results of development planning proposals, so that what is in people's minds is always guided by physical development" (interview with Lurah). Lahei II on 27 September 2020).

The Bappeda of North Barito Regency should be able to optimize the results of the musrenbang effectively and efficiently by intensive and more aggressive means in facilitating or assisting the Village/Kelurahan and Sub-district Governments in determining the outline/scale of priorities for regional development by looking at the facts on the ground so that optimization the achievement of the results of the musrenbang can be implemented.

c. Process Optimization

In general, there are two strategic programs related to participatory planning through the 2018 and 2019 Musrenbang in North Barito Regency, along with the number of activities that have been formulated by stakeholders (communities in various Villages/Kelurahan and Subdistricts, related bureaucracy/SKPD and legislators in the Barito Regency DPRD). North.

Broadly speaking, the programs that have been decided and implemented are activity plans that serve as a vehicle or direction for stakeholders (communities in various villages/sub-districts and sub-districts, related bureaucracies/SKPD and legislators in the North Barito Regency DPRD) to develop participatory planning that more integrated, accurate and accountable, representative, systematic, organized - coordinated and more comprehensive and holistic.

In line with Muhammad Sijali's view, "When I was the Head of the Village Community Empowerment Section, I considered this annual musrenbang activity to be just a formality, while the proposals that were prioritized by the community that had been decided to be the priority proposals for sub-district development planning would still run aground in the Regency Musrenbang, because there are so many interests there" (interview with Head of PMD Lahei District on 28 September 2020).

Without the formulation of programs and activities, participatory planning may experience misorientation, not focus on problem solving, widening, disproportionate, gaps, and overlapping. Therefore, with the formulation of programs and activities, the implementation of Musrenbang can focus more on the goals and targets to be achieved together, and further enhance democratic learning.

This is in line with Dwi Prasetyo's opinion "the community must play an active role in Musrenbang activities at the Village/Kelurahan and Sub-district levels so that the results of regional development planning proposals are not just taken" (interview with Implementing Staff in the Sub-bid of socio-cultural development planning on 26 September 2020).

5. Supporting and Inhibiting Factors

a. Supporting factors

Supporting factors in optimizing BAPPEDA planning include Musrenbang which can be carried out on time, local government providing Musrenbang facilities, and high community attendance. An annual activity that has become a routine to capture people's aspirations through Deliberations to obtain consensus results is Musrenbang. Musrenbang is always carried out on time before the Regional Apparatus Organization Unit prepares a plan. The Musrenbang activities are carried out every September until the beginning of

December to determine the planning for the upcoming fiscal year.

The implementation of musrenbang activities is always scheduled and carried out by the Village/Kelurahan Government, then the musrenbang at the sub-district and district levels. Here the local government is present in terms of facilitating musrenbang activities so that they can be carried out according to the schedule that has been set. The government, in this case, through the village assistance team assists the village apparatus in determining the development programs to be implemented. The Musrenbang activity is an annual routine agenda from the Government which is always awaited by community members and community leaders. The community usually conveys their aspirations/ needs/complaints through this musrenbang activity. Every aspiration that the community has deserves consideration to be realized.

b. Obstacle factor

The inhibiting factors in optimizing BAPPEDA planning include limited Human Resources in Bappeda in medium-term empowerment, and long-term development, so that the assumption arises that changes in leadership, changes are also in planning implementation. Budget limitations for Bappeda in facilitating budget allocation for villages/kelurahan for development planning. Whereas the budget for the facilitation of Musrenbang activities in the 2019 period was IDR 320,000,000, - even this allocation focused on village assistance funds of IDR 255,750,000, -. The adequacy of the budget for the musrenbang is IDR 27,500,000 for each village, or in other words the village fund budget for village musrenbang activities is not allocated.

CONCLUSION

Based on the results and discussion of the research, it was concluded that the Bappeda of North Barito Regency in the participatory development planning process through the musrenbang in North Barito Regency in 2019 was not optimal. This happens because of the community's ability to understand the meaning of regional development planning. The absence of training assistance from Bappeda to formulate regional development planning from the bottom up or participatory from the community only some of the leaders who come to the musrenbang and do not represent the aspirations of the community at large.

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