

## **Society Participation in Development Planning At Genteng District, Surabaya City**

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**Abstract:** This study aims to describe and analyze community participation in Community consultations on development planning in the Surabaya Genteng District. The type of research used in this study is descriptive analytical by trying to obtain a concrete picture of community participation in the implementation of Community consultations on development planning in Genteng City, Surabaya. Data were analyzed using an interactive model with four steps, namely data collection, data reduction, data display, and conclusion drawing / verification. The results of the study show that the people of the Genteng District of Surabaya City have participated in the implementation of Community consultations on development planning in the Surabaya Genteng District. However, the Surabaya City Development Planning Agency did not provide specific criteria for community proposals which would be realized in the implementation of Community consultations on development planning in the Surabaya Genteng District. In fact, Bappeko Surabaya has canceled the realization of the construction that was approved in 2018 without further explanation to the Surabaya Peneleh Urban Community Empowerment Agency

**Keywords:** Participatory, Planning, Development

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### **I. INTRODUCTION**

Development is a multidimensional process that includes a variety of fundamental changes to social structure, attitudes of society, and national institutions, besides, continuing to pursue accelerated economic growth, handling income inequality, and alleviating poverty. In essence, development must reflect the total change of a society or the adjustment of the overall social system, without ignoring the diversity of basic needs and desires of individuals and social groups within them, to move forward towards a better, material and spiritual life condition. (Todaro, 2000).

To achieve the success of the development, there are many aspects or things that must be considered, which include community involvement in development. Assumption of experts who argue that the higher the awareness or participation of the community in the planning processes will provide more optimal output. The higher the level of community participation in development, the higher the level of success that will be achieved. Thus it can be concluded that community participation is the main indicator and determines the success of development. This shows that community participation and planned development are two terminologies that cannot be separated.

Hosnan (2007) states that community participation is one of the jargon that has emerged today as good governance. Thus the government process that is run on the basis of community participation has one characteristic as a good government. The existence of community participation is basically inseparable from the consideration that sovereignty is in the hands of the people who carry it out through joint activities to determine the goals and future of the community and to determine the people who will hold the reins of leadership for the next period

Participatory planning as a plan that involves all people in order to solve the problems faced which aims to achieve the desired conditions, which in the goals and processes involve the people and interests both directly and indirectly as a whole, (Usman, 1993). A goal is for the benefit of the people and if it is formulated without involving the community, it will be difficult to ensure that the formula will be in favor of the people

However, it cannot be denied that planning by involving the community is considered ineffective and tends to hinder the achievement of development goals. There are several considerations for not involving community participation in the development process, which is a longer time, and there is a high probability that many parties will oppose the development. According to Soetrisno (1995) the obstacles faced in implementing a

participatory development process are not yet understood the true meaning of the concept of participation by the planner and the implementation of development. The definition of participation that applies to the environment of the planning and development apparatus is the willingness of the people to support the government programs that are designed and determined by the government.

Planners and implementers use a hierarchical concept in selecting urban development in practice. In the development process, it seems that there is one thing that happens in the interaction between development implementers and the people, namely about how the development officials see the development proposals. In the mind of the implementing apparatus there is a "hierarchy of development projects", where projects that come from government and projects planned by the government are really projects that reflect "people's needs", and because it is a necessity, the government project must be implemented. Whereas what is proposed by the people is only "desires", not reflecting things that really must exist. Because it is a desire, generally projects proposed by the people will always be replaced with project proposals which are classified as "needs" projects and receive low priority.

In realizing this participation, the government has formed a forum that is used for the implementation of development planning, known as Community consultations on development planning. As a participatory bottom-up planning mechanism. Community consultations on development planning were started from the lowest government units, namely the kelurahan / village level, and then hierarchically rose to the top, namely the sub-district and district / city levels. Community consultations on development planning have become a popular term in the implementation of development planning and budgeting in cities and regions, together with the issuance of Law Number 25 of 2004 concerning the National Development Planning System (SPPN). In article 1 paragraph (21) it is stated that Community consultations on development planning are inter-personnel forums in the framework of preparing national development plans and regional development plans. Whereas for village community consultations on development planning stated in Minister of Home Affairs Regulation Number 66 of 2007 Article 1 paragraph (11), which states that Community consultations on development planning of the city is an annual deliberation forum held in a participatory manner by village stakeholders to agree on a plan activities in the village 5 (five) and 1 (one) yearly

However, Community consultations on development planning activities at various levels are still considered merely ceremonial activities, not yet fully participatory. Community consultations on development planning in Surabaya City are carried out every year, and carried out in each sub-district in the city of Surabaya. The Surabaya City Development Planning Agency scheduled each sub-district to carry out Community consultations on development planning. Based on the data the author obtained from the Genteng District of Surabaya City, a comparison of proposals was made in the Community Consultations on Development Planning in Surabaya Genteng District from 2014, 2015, 2016 and 2017. The year 2017 was the most approved year when viewed from 4 years back, there were 112 proposals from Community Association and 20 proposals from the community. The community of Genteng Subdistrict was very enthusiastic by giving their proposals in the formulation of Community consultations on development planning in Genteng City, Surabaya. This is because the community really hopes that the proposal can be accepted and worked on by the Surabaya City Service Unit Work Unit. However, based on the data that the author has described in the background, it still does not meet the requirements of participatory planning involving the community in the decision making of Community consultations on development planning Genteng Kota Surabaya District

Based on the explanation above, this study specifically tries to examine further how community participation in Community consultations on development planning at the Genteng District City of Surabaya

## **II. LITERATURE REVIEW**

### **2.1 Conceptual Definition of Development Planning.**

One function of management is planning for the activities of an organization that is carried out to achieve organizational goals in the future period. Planning according to Suandy (2001) is a process of determining organizational goals and then presenting clearly programs, procedures for implementing programs and actions needed to achieve overall organizational goals. Furthermore Conyers and Hills in Arsyad (2002) define planning as a continuous process that includes decisions or choices of various alternative uses of resources to achieve certain goals in the future. Based on the definition.

Meanwhile, according to Arsyad (2002) planning revolves around two things: first is the conscious choice of the concrete goals to be achieved in a certain period of time on the basis of the values of the community concerned. The second is choices between efficient and rational alternative ways to achieve these objectives.

Kuncoro (2004) emphasizes that development planning is a plan that aims to improve the use of various available public resources and to improve the capacity of the private sector in responsibly creating private resources in the interests of overall community development.

Kartasmita (1997), said that development planning is the main task in development administration or management. Planning is needed because development needs are greater than available resources. Through planning, development activities are formulated that can efficiently and effectively provide optimal results in utilizing available resources and developing existing potential.

The development planning process is grouped into two systems, top-down planning and bottom-up planning. The two forms of planning, referred to by Kunarjo (1993) planning are seen from information flows. According to Kunarjo, top down planning means that the planning made by the central government or its targets is set at the national level at the macro level, then translated into more micro planning or regional level planning. While the bottom up planning is defined as planning made by the local government / department or planning at the micro / project level. Based on what Kunarjo stated, it can be concluded that top down planning is macro and bottom up planning is micro.

## **2.2 Participatory Development Planning System**

The essence of development is the process of continuous change which is progress and improvement towards the direction to be achieved. The success of national development in general and development in particular is not only determined by the government and its apparatus but also by the understanding, awareness and participation of all levels of society. The development planning system requires various inputs, processes and outputs which are sub-systems that will become one interrelated system with the aim of preparing a good planning document

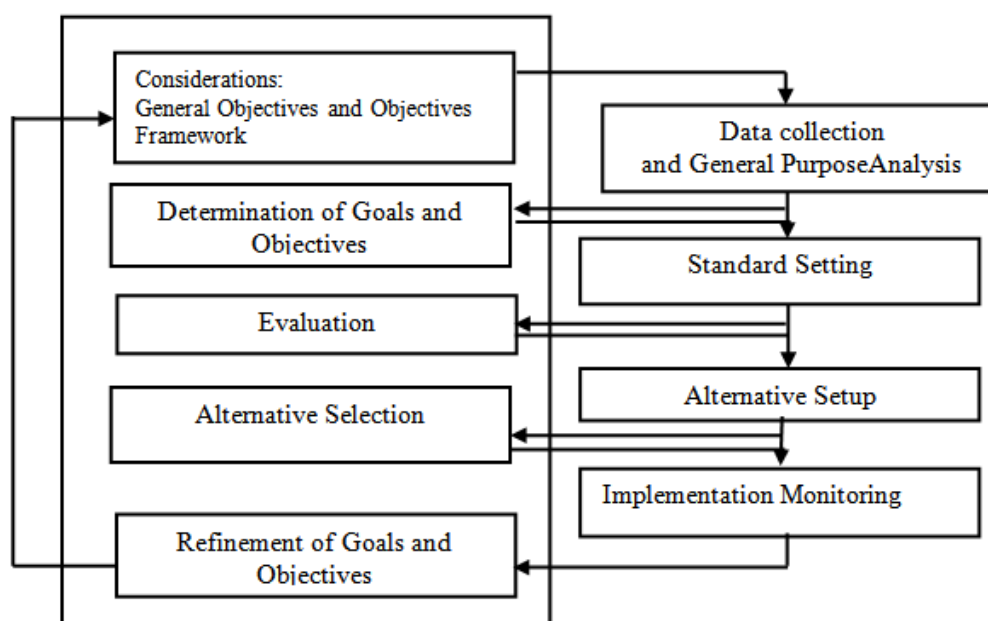
Participatory planning is planning which in its purpose involves the interests of the community, and in the process involves the community both directly and indirectly. Participatory planning means emphasizing the broad participation of all stakeholders in the planning process and decision making in development. Wijaya (2001) states that participatory planning is an effort made by the community to solve the problems faced in order to achieve the expected conditions based on their needs and capabilities independently. The characteristics of participatory planning are as follows:

1. Focused on the interests of the community
2. Participatory, every community through a meeting forum, gets the same opportunity in contributing ideas without being hampered by speech, time and place.
3. Dynamic, reflects the interests and needs of all parties, and takes place in a sustainable and proactive manner.
4. Synergy, guaranteeing the involvement of all parties, always emphasizes cooperation between administrative and geographic regions.
5. Legality, development planning is carried out by referring to all applicable regulations, upholding ethics and values of society, and not providing an opportunity for abuse of authority and power.
6. Reliability, planning must be specific, measurable, executed and consider time

Tikson (2001) explains that in the use of participatory planning, it also has clear criteria, among others:

- a) The involvement of all stakeholders,
- b) There is a strong and legitimate effort to build community institutions,
- c) The existence of a political process through efforts to negotiate or negotiate which ultimately leads to the formation of collective agreements
- d) The existence of efforts to empower the community through collective learning activities that are part of the democratization process.

Community participation is basically needed from the start in development planning (Soemarmo, 2005). Participatory planning is divided into planning as the activity of planners and community activities, as seen in Figure 1



**Fig. 1:** Planning planner activities and community activities

Source: Soemarno (2005)

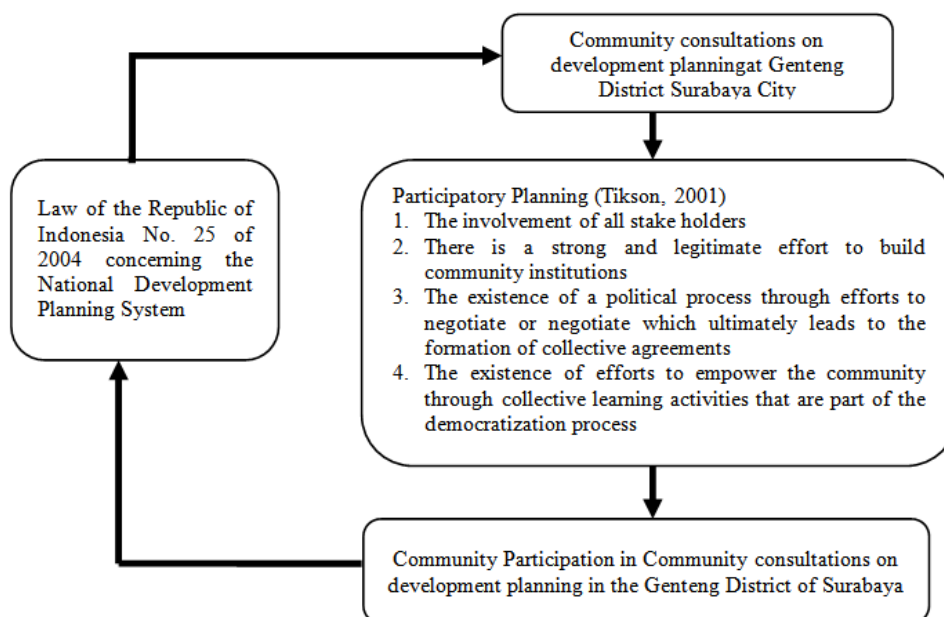
Community participation in development is defined as community participation in development activities, participating in exploiting, and enjoying the results of development. Mubyarto (1997), argues that the meaning of participation is willingness to help the success of each program in accordance with the capabilities of each person without sacrificing self-interest. The community can participate well if there are three conditions, namely: (1) the opportunity to participate in development; (2) the willingness of the community to take advantage of the opportunities available; and (3) the willingness of members to participate. According to Davis, as quoted by Sastropoetro (1988), suggesting forms of community participation can be seen as follows, namely:

- 1) Consultation, usually in the form of services.
- 2) Spontaneous contributions in the form of money and goods.
- 3) Establishing self-supporting projects and donors coming from donations of individuals / institutions that are outside a certain environment (generous, third party).
- 4) Establish projects that are self-sufficient, and funded entirely by the community (usually decided by community meetings, among others, village meetings that determine their budget).
- 5) Donations in the form of work, which are usually carried out by local experts.
- 6) Mass action.
- 7) Hold development among the village families themselves.
- 8) Building autonomous community projects

### III. RESEARCH METHODS

This research uses descriptive analytical method which means research that tries to explore how and why these social phenomena occur. Sukmadinata (2013), states that descriptive research aims to define a situation or phenomenon as it really is .. This study seeks to describe and analyze community participation in the preparation of Community consultations on development planning in the Surabaya Genteng City District.

The model used is the Participatory Planning Model according to Tikson (2001) which includes the involvement of all stake holders, strong and legitimate community development efforts, negotiation efforts in the formation of collective agreements and community empowerment.



**Fig.2: Research methods**

The subjects in this study were those directly related to the participatory development planning process in the Surabaya Genteng District consisting of the Head of Surabaya City Development Planning Agency, Head of Surabaya City Genteng District, Head of the Surabaya City Peneleh Village, Head of the Village Community and District Community Empowerment Institutions Surabaya City Tile. Data collection techniques used in this study were through observation, interviews and documentation. Data were analyzed using interactive model analysis developed by Miles and Huberman (2009) with four procedures namely data collection, data reduction, data display, conclusion or verification

#### **IV. RESULTS AND DISCUSSION**

##### **4.1 The involvement of all stakeholders in Community consultations on development planning**

Community consultations on development planning are held in stages starting from the Village, District / City level to the Provincial and Central / National levels. This study focused on the District Community consultations on development planning. In the implementation of Community consultations on development planning activities there is a process that must be carried out Guided by the instructions for implementing Community Consultations on Development Planning in Surabaya Genteng District in 2017.

Based on the results of the study, the organizers of the Community Consultations on Development Planning in the Surabaya Genteng Sub-district guaranteed the involvement of the Surabaya Genteng Township community, this was also due to the Surabaya Genteng District demanding that the people actively take part in submitting proposals in the Community Consultations on Development Planning in Genteng Kota District Surabaya through the Village Community Empowerment Institution. In addition to the community, the Surabaya City Service Unit Work Unit was also involved in the implementation of the Community consultations on development planning in the Surabaya Genteng District, because the Surabaya City Service Unit Work Unit was the party implementing the proposals from the community that would be realized..

Every community has the same opportunity to contribute their thoughts to the implementation of the Community consultations on development planning in the Genteng City Surabaya District. All of the people of the Genteng District of Surabaya City have the same rights in giving their proposals. Later the community proposals will be submitted through the Head of the Community Unit and will be sorted by the Surabaya Genteng City Community Empowerment Institute

In the implementation of the Community consultations on development planning, the Surabaya Genteng sub-district was supervised by Bappeko Surabaya, so that all of them were purely proposals from the community of Surabaya Genteng District. Here the community of Surabaya Genteng Subdistrict plays a full role in the provision of its proposals, there has never been any political or mixed interference from those who want to abuse their authority. Decision making and proposal submission have no political interference at all. All are purely proposals and input from the community, and for the sorting of proposals purely based on the priorities of the proposals that will be realized

The findings in the field indicate that the process of Community consultations on development planning in the sub-district of Genteng, Surabaya, in accordance with the theory put forward by Kuncoro (2004) emphasizes that development planning is a plan that aims to improve the use of available public resources and to improve sector capacity private sector in creating the value of private resources responsibly in the interest of overall community development.

#### **4.2 Institutional and legitimate development in Community consultations on development planning**

Development is a multidimensional process that includes fundamental changes in social structure, community behavior, improvement of institutions which along with increasing economic growth, decreasing uneven distribution of income and eradicating poverty.

The research findings show that the Community Consultation on development planning at the Genteng Sub-district is a realization of the Republic of Indonesia's Law Number 25 of 2004 concerning the National Development Planning System, which involves the community in development planning in the Genteng District of Surabaya. By getting involved in society, the government is able to assess and review what developments are needed by the wider community. Thus the development of the Genteng District of Surabaya City will also be comprehensive and evenly distributed across all sectors by taking into account all proposals from the community

In addition, the Community Consultation on Development Planning in the Genteng District of Surabaya City also adheres to the Minister of Home Affairs Regulation Number 86 of 2017 concerning Procedures for Planning, Control and Evaluation of Regional Development, Procedures for Evaluating Draft Regional Regulations on Regional Long-Term Development Plans and Medium-Term Development Plans Regions, and Procedures for Changing Regional Long-Term Development Plans, Regional Medium-Term Development Plans, and Local Government Work Plans, where Community consultations on development planning in the Genteng District of Surabaya City are a forum used to benefit from regional development programs and activities as a manifestation from a participatory approach to regional development planning for planning development entirely from the people, for the people and by the people

The construction that has been approved in the Community Consultations on Development Planning in Surabaya Genteng Subdistrict has upheld the ethics and social values, those who realize the proposals of the Surabaya Genteng District community have upheld social norms that apply to the Surabaya Genteng District. This is because the implementing parties are polite and open to the community, if they will work on community proposals in an area, they first review the area so that they can know the community directly. The Surabaya Genteng District community welcomes them enthusiastically, because the community hopes that the proposal can be realized properly and correctly.

All planning that uses a large budget must be carried out carefully and takes into account the processing time, as well as what happened in planning in the Community consultations on development planning in the Genteng District of Surabaya, the Genteng District detailed the proposals of the community carefully and specifically.

The findings in the field indicate that the process of Community consultations on development planning in the Genteng district City of Surabaya, in accordance with the theory of Good Governance proposed by Santosa (2009) that the basic assumptions of good governance must create synergy between the government sector, namely as an institution that provides a set of rules and policies, and a community sector that has self-help activities to develop economic productivity, effectiveness and efficiency. The Genteng sub-district apparatus guarantees all parties, without exception involving the community in the development planning process, namely the Community consultations on development planning activities in the sub-district without one party being ruled out.

#### **4.3 Negotiations on collective agreements in Community consultations on development planning**

As an important part of the participatory planning process, Community consultations on development planning need to have character. One of these characters is "strategic thinking process", meaning that the discussion process in Community consultations on development planning is structured, guided, and facilitated to follow the flow of strategic thinking to produce tangible outputs; stimulate free and focused discussion, where solutions to problems result from the process of discussion and negotiation

The research findings show that development planning reflects the interests and needs of all parties. The community of Surabaya Genteng Subdistrict is a community with very high participation in the implementation of Community Consultations on Development Planning in Surabaya Genteng Sub-District, Surabaya in 2017, this can be seen in the data which is a sub-district with the most approved proposals by Bappeko Surabaya

The development planning process has not been carried out in a sustainable and proactive manner, the development planning process in the Community consultations on development planning in the Surabaya Genteng sub-district has not been sustainable, this is because there are still proposals that have not been realized

and there are also proposals from the community that are not realized by the parties for reasons not meeting the criteria applied.

Rehabilitation of development in the Community consultations on development planning in the Genteng District of Surabaya in accordance with the Law of the Republic of Indonesia No. 25 of 2004 concerning Implementation of National Development Planning and Minister of Home Affairs Regulation No. 86 of 2017 concerning Procedures for Planning, Control and Evaluation of Regional Development, Procedures Evaluation of Draft Regional Regulations concerning Regional Long-Term Development Plans and Regional Medium-Term Development Plans, and Procedures for Amendment to Regional Long-Term Development Plans, Regional Medium-Term Development Plans, and Regional Government Work Plans stated that implementation of development in Community consultations on development planning is 1 year after the proposal was entered and approved by Bappeko Surabaya

The findings in the field indicate that the process of Community consultations on development planning in the Genteng sub-district of Surabaya City is in accordance with Tikson's (2001) theory that the use of participatory planning needs to have clear criteria such as the existence of a political process through negotiations or negotiations which ultimately lead to the formation of a collective agreement.

#### **4.4 Community Empowerment in Community consultations on development planning**

Empowerment is one strategy or a development paradigm that is implemented in community development activities. The main approach in the concept of empowerment is that society is not the object of various development projects but is the subject of its own development efforts. Community empowerment can be realized through active community participation facilitated by the presence of empowering actors. The main target of community empowerment is those who are weak and do not have the power, strength or ability to access productive resources or people who are marginalized in development. The ultimate goal of the process of community empowerment is to empower community members to improve family living standards and optimize their resources

The results of the study show that in the implementation of the Community Consultations on Development Planning programs, the tile city of Surabaya was the realization of the community proposals. The proposal can be a problem, or in the form of needs from the community. Community empowerment is carried out through training, workshops, or the provision of seeds which will be distributed to the people of the Surabaya Genteng District and it is hoped that the people of the Genteng District of Surabaya will be able to manage the administration of seeds from the government. However, not all development planning in the form of training can run according to the wishes of the community.

The community development program has not been implemented perfectly, this is due to the lack of communication from the Surabaya Manpower Department to the Surabaya Peneleh Urban Community Empowerment Institute. This made the people who took part in the training confused about what to do when they arrived at the Surabaya Manpower Office. Therefore for all realization of development in the form of training for the community, the Sub-District Community Empowerment Institutions of each kelurahan accompanied the community.

The findings in the field indicate that the process of Community consultations on development planning in Genteng sub-district is still not perfect, according to the theory put forward by Tjokroamidjojo (2005), community participation is influenced by the following factors: 1) Leadership, 2) Communication and 3) Education. Of the three factors, the lack of communication between the lack of communication from the Surabaya Manpower Office to the Surabaya City Research Community Empowerment Institute

The procedure for submitting proposals to the Community consultations on development planning in the Genteng District of Surabaya City has fulfilled all aspects of aspirations from the community, because the Surabaya Genteng District Community is able to provide its aspirations to the Community consultations on development planning in the Surabaya Genteng District. However, for the sorting of proposals by Bappeko Surabaya, the criteria for certain criteria were not tied to the proposals that were approved and which would be realized

Plans that will be realized in the Community Consultations on Development Planning in Surabaya Genteng Sub-district are proposals from people who understand the lack of development in their surrounding areas, thus implementing the Community Consultations on Development Planning in the Genteng District of Surabaya City is able to realize the development that will be complete of the facilities and infrastructure that were previously available

## **V. CONCLUSIONS AND RECOMMENDATIONS**

Based on the research findings, it can be concluded that Community consultations on development planning in the Genteng District of Surabaya City fulfill the principle of participatory planning as shown by the involvement of all stakeholders, including community representatives, Surabaya City Service Unit Work Unit,

Village Community Empowerment Institution in Surabaya City, District Secretary Genteng District, Section Head of Genteng District, and all Village Heads in Genteng District, Surabaya City have been involved in implementing Community consultations on development planning.

In the aspect of efforts to build community institutions that are strong and legitimate, they refer to existing regulations, namely the Law of the Republic of Indonesia Number 25 of 2004 and Minister of Home Affairs Regulation Number 86 of 2017, and implementers of Community Consultations on development planning in Genteng, Surabaya high social values that apply in the District of Surabaya Genteng, thus the implementation of the Community consultations on development planning in the Genteng District of Surabaya City has sought the development of institutions for the community. For the level of specifications, the Surabaya City Development Planning Agency is less specific in submitting proposed data to the Community consultations on development planning in the Genteng City Surabaya District, this has resulted in a swelling of the budget ceiling in 2018, from the available ceiling of 4 billion Rupiah, to 7.5 Billion Rupiah.

The aspect of the political process through negotiation or negotiation efforts which ultimately led to the formation of a collective agreement, the Surabaya City Development Planning Agency has not been transparent in sorting out proposals and canceling the realization of proposals from the community in Surabaya City Genteng District in 2018. Cancellation of proposals is still felt unilaterally without notice to the Village Community Empowerment Institute in each village. The community proposal for the Community Consultations on Development Planning in the Genteng District of Surabaya City in 2017 is still 50% realized.

Business aspects of community empowerment through collective learning activities which are part of the democratization process, in the realization of development Community consultations on development planning in the Genteng District of Surabaya City are still not in accordance with the proposals from the community. For example in the implementation of job training carried out by the Surabaya City Manpower Office, the community is required to re-register from the beginning. The Surabaya City Development Planning Agency has not been open to conveying the criteria for proposals that will be realized later. However, in Community Consultations on Development Planning in the Genteng District of Surabaya City, the proposals from the community were sorted out by the Community Empowerment Institution as much as possible to become a complete construction of existing

Based on these conclusions, the advice that can be given to the Surabaya City Development Planning Agency is to be more transparent to the community about the criteria for the proposed development. It is more open to the Community Empowerment Institution about the swelling of funds that occurred and about the cancellation of the approved proposal realization. More active to realize proposals from the community.

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