# ANALYSIS OF COMMUNITY PARTICIPATION IN DEVELOPMENT PLANNING IN KALIJAGA VILLAGE, HARJAMUKTI SUB-DISTRICT, CIREBON CITY, WEST JAVA PROVINCE

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ABSTRACT. This study aims to determine and analyze community participation in the development planning process in Kalijaga Village, Harjamukti District, Cirebon City, West Java Province. The approach used is qualitative. As-Ddata sources are the Head of Cirebon City Bappeda, Harjamukti Sub-District Head, Kalijaga Urban Village Chief, hamlet (RW) Heads, and Community Representatives. Data collection techniques using semi-structured interviews, observation, and documentation. Furthermore, the data were analyzed using stage 3 flow, namely data reduction, data display and conclusion drawing or verification. The results of the studystudy's results explained that community participation in the development planning process in Kalijaga Village, Harjamukti Sub-District, Cirebon City, was relatively low. The low community participation in the development planning process is influenced by community limitationCommunity limitations influence the low community participation in the development planning process in understanding development planning, t. There is a pessimistic attitude of the community towards the development planning process because their proposals are not accommodated in the higher process, the limited number of officials and development cadres in charge of communicating information about development planning to the community, and the implementation time of development planning is relatively short, so it is not balanced with the material that must be discussed and decided-on.

Keywords: Planning, Development, Participation, Society.

## ANALISIS PARTISIPASI MASYARAKAT DALAM PERENCANAAN PEMBANGUNAN DI DESA KALIJAGA, KECAMATAN HARJAMUKTI, KOTA CIREBON, PROVINSI JAWA BARAT

ABSTRAK. Penelitian ini bertujuan untuk mengetahui dan menganalisis partisipasi masyarakat dalam proses perencanaan pembangunan di Desa Kalijaga Kecamatan Harjamukti Kota Cirebon Provinsi Jawa Barat. Pendekatan yang digunakan adalah kualitatif. Sebagai sumber data adalah Kepala Bappeda Kota Cirebon, Camat Harjamukti, Lurah Kalijaga, Ketua RW, dan Perwakilan Masyarakat. Teknik pengumpulan data menggunakan wawancara semi terstruktur, observasi, dan dokumentasi. Selanjutnya data dianalisis menggunakan alur 3 tahap yaitu reduksi data, penyajian data dan penarikan kesimpulan atau verifikasi. Hasil penelitian menjelaskan bahwa partisipasi masyarakat dalam proses perencanaan pembangunan di Desa Kalijaga Kecamatan Harjamukti Kota Cirebon relatif rendah. Rendahnya partisipasi masyarakat dalam proses perencanaan pembangunan dipengaruhi oleh keterbatasan masyarakat dalam memahami perencanaan pembangunan, adanya sikap pesimis masyarakat terhadap proses perencanaan pembangunan karena usulan mereka tidak

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tertampung dalam proses yang lebih tinggi, Sosialisasi perencanaan pembangunan tidak dilakukan oleh pemerintah desa kepada masyarakat luas dan waktu pelaksanaan perencanaan pembangunan relatif singkat sehingga tidak seimbang dengan materi yang harus dibahas dan diputuskan.

Kata kunci: Perencanaan, Pembangunan, Partisipasi, Masyarakat.

#### INTRODUCTION

Many studies have been conducted on development planning. Planning is selecting and linking facts and making and using assumptions about the future by describing and formulating the activities needed to achieve the desired results (Moekijat, 1980; Hasibuan, 1993; Tarigan, 2009). Meanwhile, Conyers (1992) defines <u>planning Planning</u> as an ongoing process that involves decisions, alternatives or choices regarding ways to use resources with the aim of producinginvolving decisions, alternatives or choices regarding ways to use resources to produce specific goals for the future. Something planning must be an agreement between the government and the community (Djunaedi, 2000; Rustiadi, Saefulhakim, & Panuju, 2009).

The need for an agreement between the government and the community in-on a plan has attracted researchers to conduct various studies (Hernawan, Salam, Haerul, & Suprianto, 2017; Saggaf, Salam, Kahar, & Akib, 2014; Salam & Rosdiana, 2016). For example, research conducted by Veriasa (2016) suggests that the overall stages of village development planning activities are a series of activities to build support and trust (trust building) to in the community, building broad and strong relationships with the community, preparing local cadres (local champions) and as a step towards awareness raising for the community and efforts to generate social values such as mutual cooperation and community cooperation. In line with Veriasa, Wicahyo (2010) found that (1) the application of participatory principles in the development program planning process in Desa Tembokrejo can be said to be running even though it does not fully follow the principles of, by, and for the community, (2) the program planning process development in Tembokrejo Village has carried out a participatory development program planning process, the steps of which include: a situation review or a situation review, identification of future needs, identification of resource availability, and agreement on plans. Other researchers, such as Kali (2011), found that the participation participation of Paneki Village community in the planning planning and implementation of development in Paneki in the majority of the percentage was very low because the socialization process from government officials did not run well, the level of understanding and acceptance of the community towards information was still low, and the community in the village Paneki prioritizes doing daily activities to meet the needs of families because of the economic conditions of the Paneki community-in general, in general, the category of underprivileged. Meanwhile, Aritama (2015) examined the implications of village development planning deliberations on spatial development in Kesiman urban village (kelurahan), Kelurahan-Denpasar, Bali Province, and found that the proposal in the musrengbang that had been realized had implications for changes in land use and functions, increased value and changes in land ownership, changes in domestic space and the emergence of domestic space. new New functions in each house, and utilization of road spaceroad space utilization as vehicle parking and socio-cultural activities. This research is important because so far no similar research has been conducted in the Kalijaga Village, Harjamukti Sub-District, Cirebon City.

Next, is why is community participation so important? In a reason FRegarding democratic planning planning in South Asia, Myrdal stated that: Even the elite rulers in South Asian countries who have tended to form an authoritarian regime still realize that there is little hope of effective planning planning in development without community support. Community involvement is an argument for democratic planning Planning (Myrdal, 1968). By Conyers (1992) there are three main reasons why community participation has a very important nature is very important. First, community participation is a tool to obtain information about the conditions, needs and attitudes of the local community, without which the development programs and projects will fail. For example, family planning programs that do not take into accountconsider people's attitudes towards the use of construction tools, tobacco plantations in Zambia that are planned without a basic knowledge of the political and social conditions of the local community, and so forth. Second, namely that the community will trust the project or development program more if they feel involved in the preparation and planning process, because they will know more about the ins and outs of the project and will have a sense of ownership of the project. This kind of trust is important, especially if it has a goal to be accepted by society, because as Myrdal put it: "this kind of trust requires a change in the way most people think, feel and behave" (Myrdal, 1968). Efforts to achieve self-help projects, in developing countries, show that local community assistance is very difficult to expect if they are not included. Third, which encourages public participation in many countries because of the notion thatit encourages participation in many countries because it is a democratic right if people are involved in the development of their own-society. It can be felt that they also have the right to give advicadvise in determining the type of development to be carried out in their area. This condition is in line with the concept of 'man-centered development' (a development that is centered on human interests), which is a type of development that is more directed towards the improvement of human destiny and not merely as an instrument of development itself (Conyers, 1992).

The participation strategy has long been a key development issue from the central to the village level, as if <u>the</u> development would not succeed if it did not involve community participation (Blair, 2000; Fukuyama, 2017; King, Pan, & Roberts, 2017; Mansuri & Rao, 2012). Community participation becomes an important point in the implementation of development starting from the planning process to community support for the preservation of development results.

Community participation is not only emphasized in terms of paying taxes, or implementing policies that have been set by the governmenthe governmenthe government has set has set, or consuming domestic products or providing building material assistance such as cement, sand, stone, or others. Community participation needs to be improved, because the goal of development is for the welfare of the whole society. The community knows best about their needs and problems.

There are many interesting phenomena in the development planning process carried out in Kalijaga Village, Harjamukti Sub-District, Cirebon City, especially relating to step 3 in the first stage of the development planning process in Law No. 25 of 2004, which reads: Involving the community (stakeholders) and aligning development plans produced by each level of government through development planning deliberations. It starts with the holding of holding the village / urban village kelurahan-level of musrenbang, district level of musrenbang, and district level of musrenbang. These interesting things include: the mechanism of development planning from the bottom, which is carried out starting from the musrenbang at the village level to the sub-district, does not involve the community to decidein deciding on priority activities, even though to create development planning that is timely timely development planning, on target, empowered requires the participation Participation of the community in development planning because the community knows the problems they are facing and the needs they want, so that community participation can accommodate their interests in the process of preparing a development plan. There is a tendency that the proposals submitted in the subdistrict musrenbang are formulated by the village elite, so thatfor the proposals submitted in the sub-district musrenbang to be formulated by the village elite. Hence, the actual community participation is still far from expectations. This phenomenon indicates the low level of community participation in development planning. Therefore the problem of this research is how is community participation in the development planning process in Kalijaga Village, Harjamukti Sub-District, Cirebon City, West Java Province?

### METHODS

The design of this study uses a qualitative approach. This qualitative approach is intended to obtain an in-depth picture of community participation in development planning in the Kalijaga Village, Harjamukti Sub-District, Cirebon City. The operational scope is community participation in the development planning process which includes community involvement in providing direction, performance, and development policies in the form of: suggestions-/\_input-/\_ideas, material assistance\_ or others so that the resulting development plan is a representation of the problems and needs of the community that appear focused on whether or not the interests of the community, participatory, dynamic, synergy, legality, and feasibility. As sources of data in this study are (i) Bappeda, as an

institution with an interest in regional development planning in Cirebon City, (ii) Harjamukti Sub-District Head, (iii) Head of Kalijaga Village, (iv) Head of RWhamlet (RW), and (v) Community representatives. Data collection techniques used were (i) Semi-structured interviews. This type of interview is included in the in-depth interview category, which in its implementation, is more free compared tothan structured interviews. The aim is to find problems more openly, where parties to the interview are asked for their opinions and ideas about participatory development planning. (ii) Observation. Observation or commonly known as observation is one method to see how an event, event, or certain things happen. Observation provides a detailed description of program activities, processes and participants. In this study using uses passive participatory observation, that is, researchers come at-to the place of activities of people observed, but do not get involved in these activities, (iii) Documentation, namely by looking at planning documents that already exist in Kalijaga Village, Harjamukti Sub-District, Cirebon City. Data analysis activities are divided into 3 stages, namely: data reduction, data presentation, and drawing conclusionsconcluding. Data reduction is the process of selecting raw and raw data that continues throughout the research progress through the stages of making summaries, coding, tracing themes, and compiling summaries. The author's data reduction stagedata reduction stage by the author is to examine the overall data collected from the field regarding community participation in the development planning process in the Kalijaga Village, Harjamukti Sub-District, Cirebon City, and then to sort them into certain categories. Presentation of data is done by conveying information based on data that is owned and arranged in a coherent and good manner in a narrative form, so that it is easy to understand. In this stage, the researcher made a descriptive and systematic summary so that the central theme, namely community participation in development planning in Kalijaga Village, Harjamukti Sub-District, Cirebon City, can be easily identified. Verification of research data is to draw conclusions based on data obtained from various sources. At this stage, researchers conduct a study of study the conclusions findings that have been taken with comparative data for certain theories. This test is intended to see the truth of the results of the analysianalysis results that gave birth to a reliable conclusion.

#### **RESULTS AND DISCUSSION**

#### **Community Participation in the Implementation of Village Musrenbang**

The characteristics of participatory planning, as outlined by (Wicaksono & Sugiarto, 2001), are: (i) focused on community interests, (ii) participatory (community involvement in forum meetings), (iii) dynamic, (iv) synergy, (v) legality and (vi) feasibility. So-participatory planning, participatory planning must be specific, measurable, carried out, and consider time. **a. Planning that focuses on the interests of the community** 

One feature of participatory planning Planning is that it focuses on the interests of the communitycommunity's interests. This condition means that a plan pays attention to the problems and needs experienced by the community. The Village Musrenbang is carried out by involving the RW-hamlet Chairperson as a representative of the Kalijaga Kelurahan-urban village community. The results of an interview with the Head of Kalijaga Urban Village on August 21<sup>st</sup>, 2017, that the pre-Musrenbang activities were carried out by filling in more proposal formats from hamlet RW to find out the problems and needs of the community. The proposal from hamlet RW is a proposal directly from the community consisting of: Community Leaders, Religious Leaders, Community Empowerment Agency Cadres, Youth Organizations, or Youth Leaders. Even though they did not directly participate in the pre-Musrenbang activities, it was their ideas that their ideas were filled in the proposal formats by hamletRW as representatives of the community. In this Pre Musrenbang activity, the Lurah-urban village chief ensured that hamletRW heads had submitted reports on the results of the hamletRW consultation process. In addition, if there are proposals from residents who have not been previously accommodated and are the needs of residents, the urban village chiefLurah or Musrenbang Organizing Team will add them to the draft work plan of the Kalijaga Village.

The explanation above explains that the development planning carried out by the kelurahan-urban village government takes into account the problems and needs of the community. Community proposals outlined in the formats form the basis for considering into programs or activities which programs or activities that are then-proposed to the Development Planning Consultation in the sub-district. The Musrenbang organizing team reviews issues and proposals from the community to ensure that these proposals constitute fundamental and urgent needs to be met, which are then inputted into the list of program proposals for deliberation at the sub-district level. The proposals identified cover various problems, potentials and needs of citizens both in the economic, educational, health, and social sectors, including environmental facilities and infrastructure. Determination of program or activity priorities is done through weighting problem analysis. The problem that haswith the highest weight is considered a priority in the proposed development planning. The Musrenbang implementation team carries out weighting based on the following criteria: (i) benefits, ie the greater the benefits felt by the beneficiary (community), the greater the priority, (ii) the principle of GMP (Urgent-Urgent-Spread), which means that it is said to be fatal if a problem is not resolved that it will cause loss of life or material, the greater and more victims that may be caused the more serious; Urgent, how long a problem can be delayed, the more cannot be postponed, the more urgent it is; dissemination which means that if a problem is not addressed it will cause new problems, the more new problems will be caused, the higher the level of spread, (iii) cost coverage, and (iv) linkages, which means that more problems are related to problems—/\_/needs Otherwise, the greater the opportunity to become a priority.

The development planning consultative team in the Kalijaga <u>urban</u> <u>villageKelurahan</u> carried out the priority scale at the Kalijaga <u>urban</u> <u>villageKelurahan</u> Office in Harjamukti Sub-District, Cirebon City. Weighting results<sub>a</sub> for example<sub>a</sub> for 2019 activities can be seen in Table 1 below:

No	Activity	Location of activity	
1.	Road / hotmic repairs	RW 01 <sup>st</sup> hamlet Katiasa	Formatted: Superscript
2.	Channel creation	Baru	
	Road / hotmic repairs	RW-02 <sup>nd</sup> hamlet Pesantren	Formatted: Superscript
•	Road / hotmic repair & Channel Making	RW-03 <sup>rd</sup> hamlet Kalijaga	 Formatted: Superscript
	Making <u>hamlet</u> RW Monument		( · · · · · · · · · · · · · · · · · · ·
<b>.</b>	Road / hotmic repair & Channel Making	RW 04 <sup>th</sup> hamlet Tugu	Formatted: Superscript
	Road / hotmic repair & Channel Making	Dalam	
	Channel Creation	RW 05 <sup>th</sup> hamlet	 Formatted: Superscript
	Road / hotmic repairs	Pengampaan	
0.	Channel Normalization	RW-06 <sup>th</sup> hamlet Kedung	Formatted: Superscript
1.	Manufacture of Gate / Safety	Menjangan	
2.	Posyandu Development	RW 07 <sup>th</sup> hamlet Penggung Selatan	Formatted: Superscript
3.	Making Street Lighting	RW-08 <sup>th</sup> hamlet Cileres	
4.	Making sidewalks	RW-09 <sup>th</sup> hamlet Sitopeng	Formatted: Superscript
5.	Channel normalization and drainage	$\frac{RW}{RW} = 10^{\text{th}} \frac{\text{hamlet}}{\text{hamlet}} \text{ Suket}$	Formatted: Superscript
6.	Training in Making Sendal & Accessories	Duwur	Formatted: Superscript
7.	Website Based Services	$\frac{RW}{RW}$ 11 <sup>th</sup> hamlet Bumi	Formatted: Superscript
		Kalijaga PB	 Formatted: Superscript
		$\frac{RW}{RW}$ 12 <sup>th</sup> hamlet Bumi	Formatted: Superscript
		Kalijaga PT	Tomated. Superscript
		RW-13 <sup>th</sup> hamlet Taman	Formatted: Superscript
		Kalijaga	(
		RW 14 <sup>th</sup> hamlet	Formatted: Superscript
		Permataharjamukti	
		RW 15 <sup>th</sup> hamlet	Formatted: Superscript
		Permataharjamukti	· · ·
		LPM	
		Kelurahan Kalijaga <u>urban</u>	
		village	

Table 1. Matrix of Kalijaga Village Activities in 2019

Source: Kalijaga Urban Data Document, 2020

It can be seen in Table 1 above that the activities that have been carried out are the needs of the community ranging from road improvement, channel construction, posyandu construction, training in making sandals and accessories, as well as website-based services. With road improvements, people's access to transportation is getting better, easier, and more convenient. Likewise for, water channel repairs to support a clean, healthy environment and avoid floods. Meanwhile, for the development of Posyandu, it can help the community in immunizing children under five in Kalijaga Village easily.

Furthermore, the Harjamukti Sub-district work plan table for 2019 was also presented as presented below:

Table 2. Proposed Plan for Musrenbang Activity Kel. Kalijaga Kec. Harjamukti 2019

No	Activity	Location of Activity
1.	Improvement of Park hamletRW	RW-01 <sup>st</sup> hamlet Komplek Katiasa
2.	facilities	Baru
3.	Asphalting Gang	RW-02 <sup>nd</sup> hamlet Pesantren RT 02nd
4.	Waterways	neighbourhood (RT)
5.	Asphalting Gang / Hotmic	RW-03 <sup>rd</sup> hamlet Kalijaga
6.	Monument of Identity and Park	RW-04 <sup>th</sup> hamlet Tugu Dalam
7.	Paralon Channel	RW 05 <sup>th</sup> hamlet Pengampaan
8.	Normalizing Channel Creation	$\frac{\text{RW} - 06^{\text{th}} \text{hamlet}}{\text{hamlet}} = \frac{\text{RT} - 01^{\text{st}}}{\text{RT} - 06^{\text{th}}}$
9.	Kali Batu Rests	neighbourhood
10.	Waterways	RW-07 <sup>th</sup> hamlet Penggung Selatan
11.	Waterways and Hotmic Roads	RW-08 <sup>th</sup> hamlet Cileres
12.	Repair and Normalization of	RW-09 <sup>th</sup> hamlet Sitopeng
13.	Drains	RW-10 <sup>th</sup> hamlet Suket Duwur
14.	Continued Posyandu	RW-11 <sup>th</sup> hamlet Bumi Kalijaga P
15.	Rehabilitation	Barat
	Building Security Posts	<del>RW-</del> 12 <u>th hamlet</u> Bumi Kalija P
	Repair of Parks and Waterways	Timur
	Normalization of Repair of	RW-13 <sup>th</sup> hamlet Taman Kalijaga
	Waterways & Making of Ronda	Permai
	Posts & Trash Can	RW-14 <sup>th</sup> hamlet Permata
		Harjamukti Ut
		RW-15 <sup>th</sup> hamlet Permata Harjamukti
		Selatan

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Source: Research Result Data, processed in 2020

One feature of participatory <u>planning\_planning\_is</u> is that it focuses on the <u>interests of the communitycommunity's interests</u>. As it is known that a planning is a complex process. Said to be complex because with limited resources such as very limited costs, but on the one hand, the needs and desires of the community <u>is\_are</u> very much. At this point, the government functions as a regulator and articulator of the public interest. This<u>condition</u> means that how the art of arranging <u>planning</u> <u>Planning</u> is, on the one hand, limited by a limited budget, <u>but</u>. Still, on the other hand, the program or activities are in the public interest that representatively represent the interests of the community the community's interests.

Programs or activities such as asphalting, constructing waterways, making street lighting, and others<sub>a</sub> as mentioned earlier<sub>a</sub> are examples that explain that planning in Kalijaga Village, Harjamukti Sub-District, Cirebon City is focused on the interests of the community. This <u>condition</u> shows that the <u>government at the kelurahan and keeamatan level is able tourban village and sub-district government can</u> carry out its function in articulating public interests without compromising the <u>interests of the community\_community's interests</u> specifically. If related to Blakely's

(1989) opinion on the perspective of economic development, it is in accordance with following the second perspective, which is the development that is responsive to the needs of local communities. By Kuncoro (2004) said that perspective is a new approach that is Kuncoro (2004) said that perspective is a new approach that is condition is certainly different from the first perspective, which is responsive to external needs and, according to Blakely (1989), is a widely adopted planning practice.

Even though the program or activity formulated in the development planning deliberation has focused on the interests of the community\_community's interests, the prepared plan does not fulfill the aspects of mutual trust and openness. It was said so, because the involvement of the community\_community's involvement in the holding of the Musrenbang was still lacking. Only the hamlet RW Chairperson came to fill in the development proposal forms representing his community\_ and then the proposals were discussed during the Musrenbang.

#### **b.** Participatory

Community participation in organizing development planning meetings means that each community has the same opportunity in <u>contributingto contribute</u> ideas without being hampered by <u>their</u> speaking ability, time and place, and the community is involved in deciding which activities are considered priorities to be submitted to the higher musrenbang. The concept of community participation in the implementation of development is a shift from a <u>paradigm that is top downtop down</u> <u>paradigm</u> to <u>botton-bottom</u> up. Policies that once considered society as the object of development from development experienced a shift into society as the subject or agent of development itself.

The change in development paradigm from <u>the</u> top down to <u>botton-bottom</u> up is an effort to direct all dimensions of development policy according to the <u>needs</u> of the <u>communitycommunity's needs</u>. This <u>condition</u> is in line with changes in the spirit of bureaucracy and the implementation of services to the community so that it can achieve the goals and objectives of development that are truly desired by the community.

Based on the results of research community involvement in villagearch results, community involvement in-village-level musrenbang forums is low. The low community participation in the development planning process is influenced by factorFactors influence the low community participation in the development planning process: (1) Community limitations in understanding development planning, (2) There is a pessimistic attitude of the community towards the development planning process because their proposals are not accommodated in the higher process, (3) Limited number development planning to the community, (4) Time of implementation development planning is relatively short<sub>a</sub> so it is not balanced with the material that must be discussed and decided-upon. In addition, it is also caused by the dominance of the village elite that does not provide an opportunity forallow the community to participate in musrenbang activities. The drafting team formed by the <u>urban village chiefLurah</u> only gave the <u>hamletRW</u> Heads the opportunity to participate in the <u>urban villageKelurahan</u> Musrenbang. This fact shows something contradictory to effective development efforts. By Ridwan (2013: 2) mentions that effective development requires early and tangible involvement from all stakeholders in the <u>drafting ofdrafting</u> activities that will influence them. Brinkerhoff and Benjamin Crosby (2002) mention that when the people involved feel that their <u>participation-participation</u> is important, the quality, effectiveness and efficiency of development initiatives will increase. So community participating, the community has a moral justification for participating in the preparation of development programs.

Community involvement in development planning is low because it is only represented by <u>hamletRW</u> Chairs, indicating <u>there is</u> a bias from participatory <u>planningplanning</u>. All <u>elements of the communitycommunity elements</u> should be included in both the pre-Musrenbang implementation process and in the <u>village village-</u>level musrenbang implementation. The community elements in question are community leaders, religious leaders, youth leaders, educator figures, entrepreneurs, marginal groups, women's groups, and community institutions in the village so that the <u>planning-Planning</u> that is <u>actually</u>-produced is a representation of their basic needs and interests. The <u>presence of</u> community elements represented by <u>hamletRW</u> Chairmen in the holding of musrenbang shows that marginalized groups and others do not yet have sufficient access to participate in development planning in the <u>kelurahanurban village</u>. Though it is known that local people are the main key to development is expected to be able, they are expected to manage and develop local potentials optimally<del>,</del> so that local development goals are achieved (Friedmann, 1992).

### c. Dynamic

Dynamic can mean that <u>planning\_reflects all parties' interests and</u> <u>needreflects the interests and needs of all parties</u>. In addition, dynamic also provides an understanding that the planning process is ongoing and proactive. Judging from the programs or activities <u>carried out in the Kalijaga Village</u>, the planning carried <u>out in the Kalijaga Village</u>, the planning fulfills dynamic assumptions. It is said so<sub>7</sub> because all activities carried out or programmed are <u>in</u> the interests and needs of all parties.

Another dynamic indicator is that the planning process is ongoing. Programs or activities that will be implemented for the next fiscal year are a continuation of previous years. Initial performance conditions set in the 2012 fiscal year, where the

level of performance has only reached 62%-is-continued to continuously reach 100% performance in the 2018 fiscal year, for example, continue to reach 100% performance in the 2018 fiscal year, for example, for early childhood education activities programs. Likewise, for the community nutrition improvement program, which only reached 18.5% in 2012, it-also seeks continuous improvement, and it is expected that in the 2018 budget year, it will already reach 50%. Likewise, for example, road improvements that haveroad improvements that only reached 85% in 2012 will be programmed to reach 100% in 2018. These facts show that development planning is carried out sustainably and therefore has a dynamic nature. In addition, the involvement of various parties, such as the presence of elements of Bappeda, Camatsub-district chief, urban village chiefLurah and its apparatus, including the presence of hamletRW Heads, reflects that they are proactive in organizing development planning meetings in Kalijaga Village, Harjamukti Sub-District, Cirebon City.

#### d. Synergy Planning

The synergy of planning planning always emphasizes cooperation between regions and geography, as well as interactions between stakeholders. In the implementation of participatory planning planning in the development planning process in the Kalijaga <u>urban village.Kelurahan</u>, the decision-making process that was held at the kelurahan-urban village-level was formally carried out well even though there were several stages in the development planning process thatseveral stages in the development planning process thatseveral stages in the development planning process thatseveral stages in the development planning process were not carried out. When viewed from the participant side, it did not yet represent the community element in Kalijaga Village, especially in the pre-Musrenbang planning process, which only filled in the proposal formats by <u>hamletRW</u> Heads, <u>so. Hence</u>, the level of community representation was still low.

However, when viewed from the document as input in the development planning process at the kelurahan-urban village and sub-districtkeeamatan-level, several completeness facilities are available such as: a\_priority list of problems-/ /activities / urban villagekelurahan, and a\_priority list of problems under urban villagekelurahan. The results of the agreement of the participants of the proposed village musrenbang to the subdistrict musrenbang in the form of a priority list of proposals / activities which are the result of participants' agreement of the proposed village musrenbang to the sub-district musrenbang in the form of a priority list of proposals/activities resulting from cooperation between hamletRWs in Kalijaga Village, Harjamukti District, Cirebon City. The work plan document (Renja) in Harjamukti Sub-district also shows that the priority of the proposed activity is the result of cooperation between administrative and geographical areas and is the result of cooperation between stakeholders in Harjamukti Sub-district. From the recapitulation document for the 2018 Musrenbang proposal for Harjamukti Subdistrict, Cirebon City, which is a priority scale, it appears that there are five urban villages, each of which has physical and non-physical activities, namely Harjamukti Sub-District, Kecapi Sub-District, Argasunya Sub-District, Kalijaga Sub-District and Larangan Sub-District. This situation explains that there is good cooperation between <u>hamletRWs</u> at the <u>kelurahan-urban village</u> level and at the same time, shows the interaction between stakeholders at the time of the Musrenbang at the Harjamukti District level in Cirebon City. Likewise, there is a link between the results of the <u>urban villagekelurahan</u> musrenbang with the musrenbang at the subdistrict level and the musrenbang at the district level that results in the Cirebon City Regional Government Work Plan (RKPD).

### e. Legality of Planning

As explained earlier, the legality of planning planning in this research is interpreted as development planning carried out with reference toregarding all applicable regulations, and upholding the ethics and values of the community. The main reference is Law No. 25 of 2004 concerning the National Development Planning System (SPPN). Law No. 25/2004 mandates that development planning goes through four stages, namely: preparation of plans, determining plans, controlling the implementation of plans, and evaluating the implementation of plans. For the planning stage, the plan includes four steps that must be followed as a planning stage, namely (1) preparation of a technocratic, comprehensive and measurable development plan, (2) each government agency prepares a work plan based on the draft development plan that has been prepared, (3) involving the community (stakeholders) and aligning the development plans produced by each level of government through development planning deliberations, and (4) preparing the final development plan. If related to the implementation of development planning in the Kalijaga Village, the four steps have been carried out The four steps have been carried out if related to the implementation of development planning in the Kalijaga Village. It's just that on the third point, the involvement of the community is still lacking, because the community in Harjamukti Kelurahan is only represented by RW Heads hamlet Heads only represent the community in Harjamukti urban village. In addition to Law Number 25 of 2004 as a basis, it also uses the Cirebon City Regulation Number 1 of 2014 concerning the Cirebon City Development Planning System as its derivative. Article 2 of Law No. 1 of 2014 explains the principles used in the Cirebon City development planning. There are ten principles outlined, starting from the principles of transparency, responsiveness, efficiency, effectiveness, accountability, participatoryen principles are outlined, starting from the principles of transparency, responsiveness, efficiency, effectiveness, accountability, participation, measurability, independence, justice, and environmental insight. One of the 10-ten principles is of concern to concerns researchers, namely the participatory principle. It was explained that participatory is the right of the community to be involved in every process of the stages of regional planning planning and is inclusive of marginalized, vulnerable groups,

through special channels of communication to accommodate the aspirations of community groups who do not have access to policy-policy-making. Associated with the process of implementing the village musrenbang starting from the preparation stage to determining the priority proposals, it turns out that marginal community groups are not involved. It turns out that marginal community groups are not involved. It turns out that marginal community groups are not involved. The village musrenbang starting from the preparation stage to determining the village musrenbang starting from the preparation stage to determining the village musrenbang starting from the preparation stage to determining the priority proposals. The consequence is that in the recapitulation, development proposals are only programs or activities that are of public interest from the community that get priority scales, such as asphalting alleys or roads, making waterways, lighting streets, making security posts, not touching the needs of marginal communities such as increasing their capacity to find decent jobs and livelihoods.

Article 7 of Regional Regulation No. 1 of 2014 includes the approaches used in regional development planning, which are technocratic, participatory, political, topdown and bottom-up approaches. This approach has been used in the implementation of development planning meetings in the urban villagekelurahan, although. However, it is still low for participatory participation Participation because the community is only represented by the RW Chairperson hamlet Chairperson only represents the community. The political approach is very appropriate because the planning planning carried out is a translation of the Mayor's vision, mission and current program-which includes, including the objectives, strategies, policies, and regional development programs during his tenure (2013-2018). Likewise, consultation was carried out on the basis of based on legal considerations, technical drafting, synchronizing and synergizing the achievement of national development and regional development goals as stated in the general guidelines for the implementation of Musrenbang in Cirebon City. Therefore, it can be said that the holding of development planning deliberations in Kalijaga Village, Harjamukti Subdistrict, Cirebon City, has fulfilled the legality assumptions.

### f. Fisibility Visibility

Fisibility\_Visibility\_means that planning\_planning\_must be specific, measurable, workable and time-consuming. The results of the studystudy's results explained that the planned program or activities are all specific and measurable, starting from the construction of security posts, repair of parks, and\_waterways, normalization-//repair of waterways, public road lighting, and the manufacture of trash bins and others. Apart from the availability of funds, these activities are the needs of the community\_community's needs, so that the program or activities can certainly be implemented.

The feasibility of <u>planning\_planning\_can</u> also be seen from previous planning documents. Where is known that all programs or activities planned<sub>a</sub> for example for the 2014 fiscal year and 2015 can all be realized. This <u>condition</u> explains that the planning carried out has the characteristic of feasibility.

#### CONCLUSION

Based on data analysis and discussion, it can be concludedData analysis and discussion show that community participation in the development planning process in Kalijaga Village, Harjamukti District, Cirebon City<sub>a</sub> is relatively low. The low level of community participation in the development planning process is influenced by factors including; (i) Opportunities are only given to certain elements of the community, namely hamletRW Chairpersons, (ii) There is a pessimistic attitude of the community towards the development planning process because their proposals are not accommodated in the higher process, (iii) Socialization of development planning not done by the village government to the wider community.

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# ANALYSIS OF COMMUNITY PARTICIPATION IN DEVELOPMENT PLANNING IN KALIJAGA VILLAGE, HARJAMUKTI SUB-DISTRICT, CIREBON CITY, WEST JAVA PROVINCE

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ABSTRACT. This study aims to determine and analyze community participation in the development planning process in Kalijaga Village, Harjamukti District, Cirebon City, West Java Province. The approach used is qualitative. As data sources are the Head of Cirebon City Bappeda, Harjamukti Sub-District Head, Kalijaga Urban Village Chief, RW Heads, and Community Representatives. Data collection techniques using semi-structured interviews, observation, and documentation. Furthermore, the data were analyzed using stage 3 flow, namely data reduction, data display and conclusion drawing or verification. The results of the study explained that community participation in the development planning process in Kalijaga Village, Harjamukti Sub-District, Cirebon City was relatively low. The low community participation in the development planning process is influenced by community towards the development planning process because their proposals are not accommodated in the higher process, the limited number of officials and development cadres in charge of communicating information about development planning to the community, and the implementation time of development planning is relatively short so it is not balanced with the material that must be discussed and decided on.

Keywords: Planning, Development, Participation, Society.

## ANALISIS PARTISIPASI MASYARAKAT DALAM PERENCANAAN PEMBANGUNAN DI DESA KALIJAGA, KECAMATAN HARJAMUKTI, KOTA CIREBON, PROVINSI JAWA BARAT

ABSTRAK. Penelitian ini bertujuan untuk mengetahui dan menganalisis partisipasi masyarakat dalam proses perencanaan pembangunan di Desa Kalijaga Kecamatan Harjamukti Kota Cirebon Provinsi Jawa Barat. Pendekatan yang digunakan adalah kualitatif. Sebagai sumber data adalah Kepala Bappeda Kota Cirebon, Camat Harjamukti, Lurah Kalijaga, Ketua RW, dan Perwakilan Masyarakat. Teknik pengumpulan data menggunakan wawancara semi terstruktur, observasi, dan dokumentasi. Selanjutnya data dianalisis menggunakan alur 3 tahap yaitu reduksi data, penyajian data dan penarikan kesimpulan atau verifikasi. Hasil penelitian menjelaskan bahwa partisipasi masyarakat dalam proses perencanaan pembangunan di Desa Kalijaga Kecamatan Harjamukti Kota Cirebon relatif rendah. Rendahnya partisipasi masyarakat dalam proses perencanaan pembangunan dipengaruhi oleh keterbatasan masyarakat dalam memahami perencanaan pembangunan, adanya sikap pesimis masyarakat terhadap proses perencanaan pembangunan karena usulan mereka tidak tertampung dalam proses yang lebih tinggi, Sosialisasi perencanaan pembangunan tidak dilakukan

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oleh pemerintah desa kepada masyarakat luas dan waktu pelaksanaan perencanaan pembangunan relatif singkat sehingga tidak seimbang dengan materi yang harus dibahas dan diputuskan.

Kata kunci: Perencanaan, Pembangunan, Partisipasi, Masyarakat.

### INTRODUCTION

Many studies have been conducted on development planning. Planning is selecting and linking facts and making and using assumptions about the future by describing and formulating the activities needed to achieve the desired results (Moekijat, 1980; Hasibuan, 1993; Tarigan, 2009). Meanwhile, Conyers (1992) defines planning as an ongoing process that involves decisions, alternatives or choices regarding ways to use resources with the aim of producing specific goals for the future. Something planning must be an agreement between the government and the community (Djunaedi, 2000; Rustiadi, Saefulhakim, & Panuju, 2009).

The need for an agreement between the government and the community in a plan has attracted researchers to conduct various studies (Hernawan, Salam, Haerul, & Suprianto, 2017; Saggaf, Salam, Kahar, & Akib, 2014; Salam & Rosdiana, 2016). For example, research conducted by Veriasa (2016) suggests that the overall stages of village development planning activities are a series of activities to build support and trust (trust building) to the community; building broad and strong relationships with the community, preparing local cadres (local champions) and as a step towards awareness raising for the community and efforts to generate social values such as mutual cooperation and community cooperation. In line with Veriasa, Wicahyo (2010) found that (1) the application of participatory principles in the development program planning process in Desa Tembokrejo can be said to be running even though it does not fully follow the principles of, by, and for the community, (2) the program planning process development in Tembokrejo Village has carried out a participatory development program planning process, the steps of which include: a situation review or a situation review, identification of future needs, identification of resource availability, and agreement on plans. Other researchers such as Kali (2011) found that the participation of Paneki Village community in the planning and implementation of development in Paneki in the majority of the percentage was very low because the socialization process from government officials did not run well, the level of understanding and acceptance of the community towards information was still low, and the community in the village Paneki prioritizes doing daily activities to meet the needs of families because of the economic conditions of the Paneki community in general the category of underprivileged. Meanwhile, Aritama (2015) examined the implications of village development planning deliberations on spatial development in Kesiman Kelurahan Denpasar, Bali Province, and found that the proposal in the musrengbang that had been realized had implications for changes in land use and functions, increased value and changes in land ownership, changes in domestic space and the emergence of domestic space.

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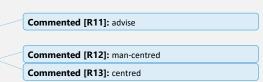
new functions in each house, and utilization of road space as vehicle parking and socio-cultural activities. This research is important because so far no similar research has been conducted in the Kalijaga Village, Harjamukti Sub-District, Cirebon City.

Next is why is community participation so important? In a reason regarding democratic planning in South Asia, Myrdal stated that: Even the elite rulers in South Asian countries who have tended to form an authoritarian regime still realize that there is little hope of effective planning in development without community support. Community involvement is an argument for democratic planning (Myrdal, 1968). By Conyers (1992) there are three main reasons why community participation has a very important nature. First, community participation is a tool to obtain information about the conditions, needs and attitudes of the local community, without which the development programs and projects will fail. For example family planning programs that do not take into account people's attitudes towards the use of construction tools, tobacco plantations in Zambia that are planned without a basic knowledge of the political and social conditions of the local community, and so forth. Second, namely that the community will trust the project or development program more if they feel involved in the preparation and planning process, because they will know more about the ins and outs of the project and will have a sense of ownership of the project. This kind of trust is important especially if it has a goal to be accepted by society, because as Myrdal put it: "this kind of trust requires a change in the way most people think, feel and behave" (Myrdal, 1968). Efforts to achieve self-help projects, in developing countries, show that local community assistance is very difficult to expect if they are not included. Third, which encourages public participation in many countries because of the notion that it is a democratic right if people are involved in the development of their own society. It can be felt that they also have the right to give advice in determining the type of development to be carried out in their area. This is in line with the concept of mancentered development' (a development that is centered on human interests), which is a type of development that is more directed towards the improvement of human destiny and not merely as an instrument of development itself (Convers, 1992).

The participation strategy has long been a key development issue from the central to the village level, as if development would not succeed if it did not involve community participation (Blair, 2000; Fukuyama, 2017; King, Pan, & Roberts, 2017; Mansuri & Rao, 2012). Community participation becomes an important point in the implementation of development starting from the planning process to community support for the preservation of development results. Community participation is not only emphasized in terms of paying taxes, or implementing policies that have been set by the government, or consuming domestic products or providing building material assistance such as cement, sand, stone, or others. Community participation needs to be improved, because the goal of development

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is for the welfare of the whole society. The community knows best about their needs and problems.

There are many interesting phenomena in the development planning process carried out in Kalijaga Village, Harjamukti Sub-District, Cirebon City, especially relating to step 3 in the first stage of the development planning process in Law No. 25 of 2004 which reads: Involving the community (stakeholders) and aligning development plans produced by each level of government through development planning deliberations. It starts with the holding of village / kelurahan level of musrenbang, district level of musrenbang, district level of musrenbang. These interesting things include: the mechanism of development planning from the bottom which is carried out starting from the musrenbang at the village level to the subdistrict does not involve the community to decide on priority activities, even though to create development planning that is timely, on target, empowered requires the participation of the community in development planning because the community knows the problems they are facing and the needs they want, so that community participation can accommodate their interests in the process of preparing a development plan. There is a tendency that the proposals submitted in the subdistrict musrenbang are formulated by the village elite, so that the actual community participation is still far from expectations. This phenomenon indicates the low level of community participation in development planning. Therefore the problem of this research is how is community participation in the development planning process in Kalijaga Village, Harjamukti Sub-District, Cirebon City, West Java Province?

### METHODS

The design of this study uses a qualitative approach. This qualitative approach is intended to obtain an in-depth picture of community participation in development planning in the Kalijaga Village, Harjamukti Sub-District, Cirebon City. The operational scope is community participation in the development planning process which includes community involvement in providing direction, performance, and development policies in the form of suggestions / input / ideas, material assistance or others so that the resulting development plan is a representation of the problems and needs of the community that appear focused on whether or not the interests of the community, participatory, dynamic, synergy, legality, and feasibility. As sources of data in this study are (i) Bappeda, as an institution with an interest in regional development planning in Cirebon City, (ii) Harjamukti Sub-District Head, (iii) Head of Kalijaga Village, (iv) Head of RW, and (v) Community representatives. Data collection techniques used were (i) Semistructured interviews. This type of interview is included in the in-depth interview category, which in its implementation is more free compared to structured interviews. The aim is to find problems more openly, where parties to the interview



are asked for their opinions and ideas about participatory development planning. (ii) Observation. Observation or commonly known as observation is one method to see how an event, event, certain things happen. Observation provides a detailed description of program activities, processes and participants. In this study using passive participatory observation, that is, researchers come at the place of activities of people observed, but do not get involved in these activities, (iii) Documentation, namely by looking at planning documents that already exist in Kalijaga Village, Harjamukti Sub-District, Cirebon City. Data analysis activities are divided into 3 stages, namely data reduction, data presentation, and drawing conclusions. Data reduction is the process of selecting raw and raw data that continues throughout the research progress through the stages of making summaries, coding, tracing themes, and compiling summaries. The data reduction stage by the author is to examine the overall data collected from the field regarding community participation in the development planning process in the Kalijaga Village, Harjamukti Sub-District, Cirebon City, then to sort them into certain categories. Presentation of data is done by conveying information based on data that is owned and arranged in a coherent and good manner in a narrative form, so that it is easy to understand. In this stage the researcher made a descriptive and systematic summary so that the central theme, namely community participation in development planning in Kalijaga Village, Harjamukti Sub-District, Cirebon City, can be easily identified. Verification of research data is to draw conclusions based on data obtained from various sources. At this stage, researchers conduct a study of the conclusions that have been taken with comparative data for certain theories. This test is intended to see the truth of the results of the analysis that gave birth to a reliable conclusion.

### **RESULTS AND DISCUSSION**

#### **Community Participation in the Implementation of Village Musrenbang**

The characteristics of participatory planning, as outlined by (Wicaksono & Sugiarto, 2001) are: (i) focused on community interests, (ii) participatory (community involvement in forum meetings), (iii) dynamic, (iv) synergy, (v) legality and (vi) feasibility. So participatory planning must be specific, measurable, carried out, and consider time.

#### a. Planning that focuses on the interests of the community

One feature of participatory planning is that it focuses on the interests of the community. This means that a plan pays attention to the problems and needs experienced by the community. The Village Musrenbang is carried out by involving the RW Chairperson as a representative of the Kalijaga Kelurahan community. The results of an interview with the Head of Kalijaga Urban Village on August 21, 2017 that the pre-Musrenbang activities were carried out by filling in more proposal formats from RW to find out the problems and needs of the community. The proposal from RW is a proposal directly from the community consisting of:

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Community Leaders, Religious Leaders, Community Empowerment Agency Cadres, Youth Organization, or Youth Leaders. Even though they did not directly participate in the pre-Musrenbang activities, it was their ideas that were filled in the proposal formats by RW as representatives of the community. In this Pre Musrenbang activity, the Lurah ensured that RW heads had submitted reports on the results of the RW consultation process. In addition, if there are proposals from residents who have not been previously accommodated and are the needs of residents, the Lurah or Musrenbang Organizing Team will add them to the draft work plan of the Kalijaga Village.

The explanation above explains that the development planning carried out by the kelurahan government takes into account the problems and needs of the community. Community proposals outlined in the formats form the basis for considering into programs or activities which are then proposed to the Development Planning Consultation in the sub-district. The Musrenbang organizing team reviews issues and proposals from the community to ensure that these proposals constitute fundamental and urgent needs to be met, which are then inputted into the list of program proposals for deliberation at the sub-district level. The proposals identified cover various problems, potentials and needs of citizens-both-in the economic, educational, health, social sectors, including environmental facilities and infrastructure. Determination of program or activity priorities is done through weighting problem analysis. The problem that has the highest weight is considered a priority in the proposed development planning. The Musrenbang implementation team carries out weighting based on the following criteria: (i) benefits, ie the greater the benefits felt by the beneficiary (community), the greater the priority, (ii) the principle of GMP (Urgent-Urgent-Spread), which means that it is said to be fatal if a problem is not resolved that it will cause loss of life or material, the greater and more victims that may be caused the more serious; Urgent, how long a problem can be delayed, the more cannot be postponed, the more urgent it is; dissemination which means that if a problem is not addressed it will cause new problems, the more new problems will be caused, the higher the level of spread, (iii) cost coverage, and (iv) linkages, which means that more problems are related to problems / needs Otherwise, the greater the opportunity to become a priority.

The development planning consultative team in the Kalijaga Kelurahan carried out the priority scale at the Kalijaga Kelurahan Office in Harjamukti Sub-District, Cirebon City. Weighting results for example for 2019 activities can be seen in Table 1 below:

Table 1. Matrix of	of Kalijaga	Villaga Ac	tivities in 2010
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No	Activity	Location of activity	Commented [R31]: truncated table, the
1.	Road / hotmic repairs	RW 01 Katiasa Baru	reappears
2.	Channel creation	RW 02 Pesantren	
3.	Road / hotmic repairs	RW 03 Kalijaga	
4.	Road / hotmic repair & Channel Making		
5.	Making RW Monument	RW 04 Tugu Dalam	

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6.	Road / hotmic repair & Channel Making	RW 05 Pengampaan
7.	Road / hotmic repair & Channel Making	RW 06 Kedung Menjangan
8.	Channel Creation	<b>RW</b> 07 Penggung Selatan
9.	Road / hotmic repairs	RW 08 Cileres
10.	Channel Normalization	RW 09 Sitopeng
11.	Manufacture of Gate / Safety	RW 10 Suket Duwur
12.	Posyandu Development	RW 11 Bumi Kalijaga PB
13.	Making Street Lighting	RW 12 Bumi Kalijaga PT
14.	Making sidewalks	RW 13 Taman Kalijaga RW 14 Permataharjamukti
15.	Channel normalization and drainage	RW 15 Permataharjamukti
16.	Training in Making Sendal & Accessories	LPM
17.	Website Based Services	Kelurahan Kalijaga

Source: Kalijaga Urban Data Document, 2020

It can be seen in Table 1 above that the activities that have been carried out are the needs of the community ranging from road improvement, channel construction, **posyandu** construction, training in making sandals and accessories as well as website-based services. With road improvements, people's access to transportation is getting better, easier, and more convenient. Likewise **for** water channel repairs **to** support a clean, healthy environment and avoid floods. Meanwhile, for the development of **Posyandu**, it can help the community in immunizing children under five in Kalijaga Village easily.

Furthermore, the Harjamukti Sub-district work plan table for 2019 was also presented as presented below:

Table 2. Proposed Plan for Musrenbang Activity Kel. Kalijaga Kec. Harjamukti 2019

No	Activity	Location of Activity
1.	Improvement of Park RW facilities	RW 01 Komplek Katiasa Baru
2.	Asphalting Gang	RW 02 Pesantren RT 02
3.	Waterways	RW 03 Kalijaga
4.	Asphalting Gang / Hotmic	RW 04 Tugu Dalam
5.	Monument of Identity and Park	RW 05 Pengampaan
6.	Paralon Channel	RW 06 RT 01 – 06
7.	Normalizing Channel Creation	RW 07 Penggung Selatan
8.	Kali Batu Rests	RW 08 Cileres
9.	Waterways	RW 09 Sitopeng
10.	Waterways and Hotmic Roads	RW 10 Suket Duwur
11.	Repair and Normalization of	RW 11 Bumi Kalijaga P Barat
12.	Drains	RW 12 Bumi Kalija P Timur
13.	Continued Posyandu	RW 13 Taman Kalijaga Permai
14.	Rehabilitation	RW 14 Permata Harjamukti Ut
15.	Building Security Posts	RW 15 Permata Harjamukti Selatan
	Repair of Parks and Waterways	
	Normalization of Repair of	
	Waterways & Making of Ronda	
	Posts & Trash Can	

Source: Research Result Data, processed in 2020

One feature of participatory planning is that it focuses on the interests of the community. As it is known that a planning is a complex process. Said to be complex because with limited resources such as very limited costs, but on the one hand the needs and desires of the community is very much. At this point the government functions as a regulator and articulator of the public interest. This means that how the art of arranging planning is on the one hand limited by a limited budget, but on the other hand the program or activities are in the public interest that representatively represent the interests of the community.

Programs or activities such as asphalting, constructing waterways, making street lighting, and others as mentioned earlier are examples that explain that planning in Kalijaga Village, Harjamukti Sub-District, Cirebon City is focused on the interests of the community. This shows that the government at the kelurahan and kecamatan level is able to carry out its function in articulating public interests without compromising the interests of the community specifically. If related to Blakely's (1989) opinion on the perspective of economic development, it is in accordance with the second perspective, which is development that is responsive to the needs of local communities. By Kuncoro (2004) said that perspective is a new approach that is on the rise. This is certainly different from the first perspective which is responsive to external needs and according to Blakely (1989) is a widely adopted planning practice.

Even though the program or activity formulated in the development planning deliberation has focused on the interests of the community, the prepared plan does not fulfill the aspects of mutual trust and openness. It was said so, because the involvement of the community in the holding of the Musrenbang was still lacking. Only the RW Chairperson came to fill in the development proposal forms representing his community and then the proposals were discussed during the Musrenbang.

#### **b.** Participatory

Community participation in organizing development planning meetings means that each community has the same opportunity in contributing ideas without being hampered by speaking ability, time and place, and the community is involved in deciding which activities are considered priorities to be submitted to the higher musrenbang. The concept of community participation in the implementation of development is a shift from a paradigm that is top down to botton up. Policies that once considered society as the object of development from development experienced a shift into society as the subject or agent of development itself.

The change in development paradigm from top down to botton up is an effort to direct all dimensions of development policy according to the needs of the community. This is in line with changes in the spirit of bureaucracy and the

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implementation of services to the community so that it can achieve the goals and objectives of development that are truly desired by the community.

Based on the results of research community involvement in village level musrenbang forums is low. The low community participation in the development planning process is influenced by factors: (1) Community limitations in understanding development planning, (2) There is a pessimistic attitude of the community towards the development planning process because their proposals are not accommodated in the higher process, (3) Limited number development apparatus and cadres in charge of communicating information about development planning to the community, (4) Time of implementation development planning is relatively short so it is not balanced with the material that must be discussed and decided upon. In addition, it is also caused by the dominance of the village elite that does not provide an opportunity for the community to participate in musrenbang activities. The drafting team formed by the Lurah only gave the RW Heads the opportunity to participate in the Kelurahan Musrenbang. This fact shows something contradictory to effective development efforts. By Ridwan (2013:-2) mentions that effective development requires early and tangible involvement from all stakeholders in the drafting of activities that will influence them. Brinkerhoff and Benjamin Crosby (2002) mention that when the people involved feel that their participation is important, the quality, effectiveness and efficiency of development initiatives will increase. So community participation in holding development planning meetings plays an important role. By participating, the community has a moral justification for participating in the preparation of development programs.

Community involvement in development planning is low because it is only represented by RW Chairs, indicating there is a bias from participatory planning. All elements of the community should be included in both the pre-Musrenbang implementation process and in the village level musrenbang implementation. The community elements in question are community leaders, religious leaders, youth leaders, educator figures, entrepreneurs, marginal groups, women's groups, and community institutions in the village so that the planning that is actually produced is a represented by RW Chairmen in the holding of musrenbang shows that marginalized groups and others do not yet have sufficient access to participate in development planning in the kelurahan. Though it is known that local people are the main key to development is expected to be able to manage and develop local potentials optimally, so that local development goals are achieved (Friedmann, 1992).

c. Dynamic

Dynamic can mean that planning reflects the interests and needs of all parties. In addition, dynamic also provides an understanding that the planning process is ongoing and proactive. Judging from the programs or activities carried out in the Kalijaga Village, the planning carried out fulfills dynamic assumptions. It is said so, because all activities carried out or programmed are the interests and needs of all parties.

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Another dynamic indicator is that the planning process is ongoing. Programs or activities that will be implemented for the next fiscal year are a continuation of previous years. Initial performance conditions set in the 2012 fiscal year where the level of performance has only reached 62%-is-continued to continuously reach 100% performance in the 2018 fiscal year, for example for early childhood education activities programs. Likewise for the community nutrition improvement program, which only reached 18.5% in 2012, it also seeks continuous improvement and it is expected that in the 2018 budget year it will already reach 50%. Likewise, for example, road improvements that have only reached 85% in 2012 will be programmed to reach 100% in 2018. These facts show that development planning is carried out sustainably and therefore has a dynamic nature. In addition, the involvement of various parties such as the presence of RW Heads reflects that they are proactive in organizing development planning meetings in Kalijaga Village, Harjamukti Sub-District, Cirebon City.

### d. Synergy Planning

The synergy of planning always emphasizes cooperation between regions and geography, as well as interactions between stakeholders. In the implementation of participatory planning in the development planning process in the Kalijaga Kelurahan, the decision-making process that was held at the kelurahan level was formally carried out well even though there were several stages in the development planning process that were not carried out. When viewed from the participant side, it did not yet represent the community element in Kalijaga Village, especially in the pre-Musrenbang planning process which only filled in the proposal formats by RW Heads, so the level of community representation was still low.

However, when viewed from the document as input in the development planning process at the kelurahan and kecamatan level, several completeness facilities are available such as: priority list of problems / activities / kelurahan, and priority list of problems under kelurahan. The results of the agreement of the participants of the proposed village musrenbang to the subdistrict musrenbang in the form of a priority list of proposals / activities which are the result of cooperation between RWs in Kalijaga Village, Harjamukti District, Cirebon City. The work plan document (Renja) in Harjamukti Subdistrict also shows that the priority of the proposed activity is the result of cooperation between administrative and geographical areas and is the result of interaction between stakeholders in Commented [R39]: likewise, (Comma)

Harjamukti Subdistrict. From the recapitulation document for the 2018 Musrenbang proposal for Harjamukti Sub-district, Cirebon City, which is a priority scale, it appears that there are five urban villages, each of which has physical and non-physical activities, namely Harjamukti Sub-District, Kecapi Sub-District, Argasunya Sub-District, Kalijaga Sub-District and Larangan Sub-District. This situation explains that there is good cooperation between RWs at the kelurahan level and at the same time shows the interaction between stakeholders at the time of the Musrenbang at the Harjamukti District level in Cirebon City. Likewise, there is a link between the results of the kelurahan musrenbang with the musrenbang at the sub-district level and the musrenbang at the district level that results in the Cirebon City Regional Government Work Plan (RKPD).

#### e. Legality of Planning

As explained earlier, the legality of planning in this research is interpreted as development planning carried out with reference to all applicable regulations, and upholding the ethics and values of the community. The main reference is Law No. 25 of 2004 concerning the National Development Planning System (SPPN). Law No. 25/2004 mandates that development planning goes through four stages, namely preparation of plans, determining plans, controlling the implementation of plans, and evaluating the implementation of plans. For the planning stage the plan includes four steps that must be followed as a planning stage, namely (1) preparation of a technocratic, comprehensive and measurable development plan, (2) each government agency prepares a work plan based on the draft development plan that has been prepared, (3) involving the community (stakeholders) and aligning the development plans produced by each level of government through development planning deliberations, and (4) preparing the final development plan. If related to the implementation of development planning in the Kalijaga Village, the four steps have been carried out. It's just that on the third point the involvement of the community is still lacking, because the community in Harjamukti Kelurahan is only represented by RW Heads. In addition to Law Number 25 of 2004 as a basis, it also uses the Cirebon City Regulation Number 1 of 2014 concerning the Cirebon City Development Planning System as its derivative. Article 2 of Law No. 1 of 2014 explains the principles used in the Cirebon City development planning. There are ten principles outlined, starting from the principles of transparency, responsiveness, efficiency, effectiveness, accountability, participatory, measurability, independence, justice, and environmental insight. One of the 10 principles is of concern to researchers, namely the participatory principle. It was explained that participatory is the right of the community to be involved in every process of the stages of regional planning and is inclusive of marginalized vulnerable groups, through special channels of communication to accommodate the aspirations of community groups who do not have access to policy making. Associated with the process of implementing the village musrenbang starting from the preparation stage

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to determining the priority proposals, it turns out that marginal community groups are not involved. The consequence is that in recapitulation development proposals are only programs or activities that are of public interest from the community that get priority scale such as asphalting alley or road, making waterways, lighting street, making security posts, not touching the needs of marginal communities such as increasing their capacity to find decent jobs and livelihoods.

Article 7 of Regional Regulation No. 1 of 2014 includes the approaches used in regional development planning, which are technocratic, participatory, political, topdown and bottom-up approaches. This approach has been used in the implementation of development planning meetings in the kelurahan, although it is still low for participatory participation because the community is only represented by the RW Chairperson. The political approach is very appropriate because the planning carried out is a translation of the Mayor's vision, mission and current program which includes the objectives, strategies, policies, and regional development programs during his tenure (2013-2018). Likewise, consultation was carried out on the basis of legal considerations, technical drafting, synchronizing and synergizing the achievement of national development and regional development goals as stated in the general guidelines for the implementation of Musrenbang in Cirebon City. Therefore, it can be said that the holding of development planning deliberations in Kalijaga Village, Harjamukti Subdistrict, Cirebon City has fulfilled the legality assumptions.

### f. Fisibility

Fisibility means that planning must be specific, measurable, workable and time-consuming. The results of the study explained that the planned program or activities are all specific and measurable starting from the construction of security posts, repair of parks, waterways, normalization / repair of waterways, public road lighting, and the manufacture of trash bins and others. Apart from the availability of funds, these activities are the needs of the community so that-the program or activities can certainly be implemented.

The feasibility of planning can also be seen from previous planning documents. Where is known that all programs or activities planned for example for the 2014 fiscal year and 2015 can all be realized. This explains that the planning carried out has the characteristic of feasibility.

### CONCLUSION

Based on data analysis and discussion, it can be concluded that community participation in the development planning process in Kalijaga Village, Harjamukti District, Cirebon City is relatively low. The low level of community participation in the development planning process is influenced by factors including; (i) Opportunities are only given to certain elements of the community, namely RW

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Chairpersons, (ii) There is a pessimistic attitude of the community towards the development planning process because their proposals are not accommodated in the higher process, (iii) Socialization of development planning not done by the village government to the wider community.

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# ANALYSIS OF COMMUNITY PARTICIPATION IN DEVELOPMENT PLANNING IN KALIJAGA VILLAGE, HARJAMUKTI SUB-DISTRICT, CIREBON CITY

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**ABSTRACT.** This study aims to determine and analyze community participation in the development planning process in Kalijaga Village, Harjamukti District, Cirebon City, West Java Province. The approach used is qualitative. Data sources are the Head of Cirebon City Regional Development Planning Agency, Harjamukti Sub-District Head, Kalijaga Urban Village Chief, Hamlet Heads, and Community Representatives. Data collection techniques using semi-structured interviews, observation, and documentation. Furthermore, the data were analyzed using stage 3 flow, namely data reduction, data display and conclusion drawing or verification. The study's\_results explained that community participation in the development planning process in Kalijaga Village, Harjamukti Sub-District, Cirebon City, was relatively low. Community limitations influence the low community participation in the development planning process in understanding development planning. There is a pessimistic attitude of the community towards the development planning process because their proposals are not accommodated in the higher process, the limited number of officials and development cadres in charge of communicating information about development planning to the community, and the implementation time of development planning is relatively short, so it is not balanced with the material that must be discussed and decided.

Keywords: planning, development, participation, society

# ANALISIS PARTISIPASI MASYARAKAT DALAM PERENCANAAN PEMBANGUNAN DI DESA KALIJAGA, KECAMATAN HARJAMUKTI, KOTA CIREBON

**ABSTRAK**. Penelitian ini bertujuan untuk mengetahui dan menganalisis partisipasi masyarakat dalam proses perencanaan pembangunan di Desa Kalijaga Kecamatan Harjamukti Kota Cirebon Provinsi Jawa Barat. Pendekatan yang digunakan adalah kualitatif. Sebagai sumber data adalah Kepala Bappeda Kota Cirebon, Camat Harjamukti, Lurah Kalijaga, Ketua RW, dan Perwakilan Masyarakat. Teknik pengumpulan data menggunakan wawancara semi terstruktur, observasi, dan dokumentasi. Selanjutnya data dianalisis menggunakan alur 3 tahap yaitu reduksi data, penyajian data dan penarikan kesimpulan

atau verifikasi. Hasil penelitian menjelaskan bahwa partisipasi masyarakat dalam proses perencanaan pembangunan di Desa Kalijaga Kecamatan Harjamukti Kota Cirebon relatif rendah. Rendahnya partisipasi masyarakat dalam proses perencanaan pembangunan dipengaruhi oleh keterbatasan masyarakat dalam memahami perencanaan pembangunan, adanya sikap pesimis masyarakat terhadap proses perencanaan pembangunan karena usulan mereka tidak tertampung dalam proses yang lebih tinggi, Sosialisasi perencanaan pembangunan tidak dilakukan oleh pemerintah desa kepada masyarakat luas dan waktu pelaksanaan perencanaan pembangunan relatif singkat sehingga tidak seimbang dengan materi yang harus dibahas dan diputuskan.

Kata kunci: perencanaan, pembangunan, partisipasi, masyarakat.

# **INTRODUCTION**

Many studies have been conducted on development planning. Planning is selecting and linking facts and making and using assumptions about the future by describing and formulating the activities needed to achieve the desired results (Moekijat, 1980; Hasibuan, 1993; Tarigan, 2009). Meanwhile, Conyers (1992) defines Planning as an ongoing process involving decisions, alternatives or choices regarding ways to use resources to produce specific goals for the future. Something planning must be an agreement between the government and the community (Djunaedi, 2000; Rustiadi, Saefulhakim, & Panuju, 2009).

The need for an agreement between the government and the community on a plan has attracted researchers to conduct various studies (Hernawan, Salam, Haerul, & Suprianto, 2017; Saggaf, Salam, Kahar, & Akib, 2014; Salam & Rosdiana, 2016). For example, research conducted by Veriasa (2016) suggests that the overall stages of village development planning activities are a series of activities to build support and trust (trust building) in the community, building broad and strong relationships with the community, preparing local cadres (local champions) and as a step towards awareness raising for the community and efforts to generate social values such as cooperation and community cooperation. In line with Veriasa, Wicahyo (2010) found that (1) the application of participatory principles in the development program planning process in Tembokrejo village can be said to be running even though it does not fully follow the principles of, by, and for the community, (2) the program planning process development in Tembokrejo Village has carried out a participatory development program planning process, the steps of which include: a situation review or a situation review, identification of future needs, identification of resource availability, and agreement on plans. Other researchers, such as Kali (2011), found that the participation of the Paneki Village community in the planning and implementation of development in Paneki in the majority of the percentage was very low because the socialization process from government officials did not run well, the level of understanding and acceptance of the community towards information was still low, and the community in the village Paneki prioritizes doing daily activities to meet the needs of families because of the economic conditions of the Paneki community, in general, the category of underprivileged. Meanwhile, Aritama (2015) examined the implications of village development planning deliberations on spatial development in Kesiman urban, Denpasar, Bali Province, and found that the proposal in the development planning meeting that had been realized had implications for changes in land use and functions, increased value and changes in land ownership, changes in domestic space and the emergence of domestic space. New functions in each house, and road space utilization as vehicle parking and socio-cultural activities. This research is important because no similar research has been conducted in the Kalijaga Village, Harjamukti Sub-District, Cirebon City.

Next, is why is community participation so important? Regarding democratic planning in South Asia, Myrdal stated that: Even the elite rulers in South Asian countries who have tended to form an authoritarian regime still realize that there is little hope of effective planning in development without community support. Community involvement is an argument for democratic Planning (Myrdal, 1968). By Convers (1992) there are three main reasons why community participation is very important. First, community participation is a tool to obtain information about the conditions, needs and attitudes of the local community, without which the development programs and projects will fail. For example, family planning programs that do not consider people's attitudes towards the use of construction tools, tobacco plantations in Zambia that are planned without basic knowledge of the political and social conditions of the local community, and so forth. Second, the community will trust the project or development program more if they feel involved in the preparation and planning process, because they will know more about the ins and outs of the project and will have a sense of ownership of the project. This kind of trust is important, especially if it has a goal to be accepted by society, because as Myrdal put it: "this kind of trust requires a change in the way most people think, feel and behave" (Myrdal, 1968). Efforts to achieve self-help projects, in developing countries, show that local community assistance is very difficult to expect if they are not included. Third, encourages participation in many countries because it is a democratic right if people are involved in the development of their society. It can be felt that they also have the right to advise in determining the type of development to be carried out in their area. This condition is in line with the concept of 'man-centred development' (a development centred on human interests), which is a type of development that is more directed towards the improvement of human destiny and not merely as an instrument of development itself (Conyers, 1992).

The participation strategy has long been a key development issue from the central to the village level, as if the development would not succeed if it did not involve community participation (Blair, 2000; Fukuyama, 2017; King, Pan, & Roberts, 2017; Mansuri & Rao, 2012). Community participation becomes an important point in the implementation of development, starting from the planning process to community support for the preservation of development results. Community participation is not only emphasized in terms of paying taxes, implementing policies that the governmenthe government has set has set, or consuming domestic products or providing building material assistance such as cement, sand, stone, others. Community participation needs to be improved, because the goal of development is the welfare of the whole society. The community knows best about their needs and problems.

There are many interesting phenomena in the development planning process carried out in Kalijaga Village, Harjamukti Sub-District, Cirebon City, especially relating to step 3 in the first stage of the development planning process in Law No. 25 of 2004, which reads: Involving the community (stakeholders) and aligning development plans produced by each level of government through development planning deliberations. It starts with holding the village / urban village level of development planning meetings, district level of development planning meetings, and district level of development planning meetings. These interesting things include the mechanism of development planning from the bottom, which is carried out starting from the development planning meeting at the village level to the sub-district, does not involve the community in deciding on priority activities, even though to create timely development planning, on target, empowered requires the Participation of the community in development planning because the community knows the problems they are facing and the needs they want, so that community participation can accommodate their interests in the process of preparing a development plan. There is a tendency for the proposals submitted in the sub-district development planning meeting to be formulated by the village elite. Hence, the actual community participation is still far from expectations. This phenomenon indicates the low level of community participation in development planning. Therefore the problem of this research is how is community participation in the development planning process in Kalijaga Village, Harjamukti Sub-District, Cirebon City, West Java Province?

# **METHODS**

The design of this study uses a qualitative approach. This qualitative approach is intended to obtain an in-depth picture of community participation in development planning in the Kalijaga Village, Harjamukti Sub-District, Cirebon City. The operational scope is community participation in the development planning process which includes community involvement in providing direction, performance, and development policies in the form of suggestions/input/ideas, material assistance, or others so that the resulting development plan is a representation of the problems and needs of the community that appear focused on whether or not the interests of the community, participatory, dynamic, synergy, legality, and feasibility. As sources of data in this study are (i) Regional Development Planning Agency (Bappeda), as an institution with interest in regional development planning in Cirebon City, (ii) Harjamukti Sub-District Head, (iii) Head of Kalijaga Village, (iv) Head of hamlet, and (v) Community representatives. Data collection techniques used were (i) Semistructured interviews. This type of interview is included in the in-depth interview category, which in its implementation, is more free than structured interviews. The aim is to find problems more openly, where parties to the interview are asked for their opinions and ideas about participatory development planning. (ii) Observation. Observation or commonly known as observation is one method to see how an event, event, on certain things happen. Observation provides a detailed description of program activities, processes and participants. This study uses passive participatory observation, researchers come to the place of activities of people observed but do not get involved in these activities, (iii) Documentation, namely by looking at planning documents that already exist in Kalijaga Village, Harjamukti Sub-District, Cirebon City. Data analysis activities are divided into 3 stages data reduction, data presentation, and concluding. Data reduction is the process of selecting raw and raw data that continues throughout the research progress through the stages of making summaries, coding, tracing themes, and compiling summaries. Author's data reduction stage is to examine the overall data collected from the field regarding community participation in the development planning process in the Kalijaga Village, Harjamukti Sub-District, Cirebon City, and then to sort them into certain categories. Presentation of data is done by conveying information based on data owned and arranged in a coherent and good manner in a narrative form so that it is easy to understand. In this stage, the researcher made a descriptive and systematic summary so that the central theme, community participation in development planning in Kalijaga Village, Harjamukti Sub-District, Cirebon City, can be easily identified. Verification of research data is to draw conclusions based on data obtained from various sources. At this stage, researchers study the findings that have been taken with comparative data for certain theories. This test is intended to see the truth of the analysis results that gave birth to a reliable conclusion.

# **RESULTS AND DISCUSSION**

# **Community Participation in the Implementation of Village Musrenbang**

The characteristics of participatory planning, as outlined by (Wicaksono & Sugiarto, 2001), are: (i) focused on community interests, (ii) participatory (community involvement in forum meetings), (iii) dynamic, (iv) synergy, (v) legality and (vi) feasibility. So, participatory planning must be specific, measurable, carried out, and consider time.

# a. Planning that focuses on the interests of the community

One feature of participatory Planning is that it focuses on the community's interests. This condition means that a plan pays attention to the problems and needs experienced by the community. The Village development planning meeting (Musrenbang) is carried out by involving the hamlet Chairperson as a representative of the Kalijaga urban village community. The results of an interview with the Head of Kalijaga Urban Village on August 21<sup>st</sup>, 2017, that the pre-development planning meeting (Musrenbang) activities were carried out by filling in more proposal formats from hamlet to find out the problems and needs of the community. The proposal from hamlet is directly from the community consisting of Community Leaders, Religious Leaders, Community Empowerment Agency Cadres, Youth Organizations, or Youth Leaders. Even though they did not directly participate in the pre-development planning meeting (Musrenbang) activities, their ideas were filled in the proposal formats by hamlet as representatives of the community. In this Pre development planning meeting (Musrenbang) activity, the urban village chief ensured that hamlet heads had submitted reports on the results of the hamlet consultation process. In addition, if there are proposals from residents who have not been previously accommodated and are the needs of residents, the urban village chief or development planning meeting (Musrenbang) Organizing Team will add them to the draft work plan of the Kalijaga Village.

The explanation above explains that the development planning carried out by the urban village government takes into account the problems and needs of the community. Community proposals outlined in the formats form the basis for considering programs or activities that are proposed to the Development Planning Consultation in the sub-district. The development planning meeting (Musrenbang) organizing team reviews issues and proposals from the community to ensure that these proposals constitute fundamental and urgent needs to be met, which are then inputted into the list of program proposals for deliberation at the sub-district level. The proposals identified cover various problems, potentials and needs of citizens in the economic, educational, health, and social sectors, including environmental facilities and infrastructure. Determination of program or activity priorities is done through weighting problem analysis. The problem with the highest weight is considered a priority in the proposed development planning. The development planning meeting (Musrenbang) implementation team carries out weighting based on the following criteria: (i) benefits, ie the greater the benefits felt by the beneficiary (community), the greater the priority, (ii) the principle of GMP (Urgent-Urgent-Spread), which means that it is said to be fatal if a problem is not resolved that it will cause loss of life or material, the greater and more victims that may be caused the more serious; Urgent, how long a problem can be delayed, the more cannot be postponed, the more urgent it is; dissemination which means that if a problem is not addressed it will cause new problems, the more new problems will be caused, the higher the level of spread, (iii) cost coverage, and (iv) linkages, which means that more problems are related to problems/needs Otherwise, the greater the opportunity to become a priority.

The development planning consultative team in the Kalijaga urban village carried out the priority scale at the Kalijaga urban village Office in Harjamukti Sub-District, Cirebon City. Weighting results, for example, for 2019 activities can be seen in Table 1 below:

No	Activity	Location of activity
1.	Road / hotmic repairs	1 <sup>st</sup> hamlet Katiasa Baru
2.	Channel creation	2 <sup>nd</sup> hamlet Pesantren
3.	Road / hotmic repairs	3 <sup>rd</sup> hamlet Kalijaga
4.	Road / hotmic repair & Channel Making	4 <sup>th</sup> hamlet Tugu Dalam
5.	Making hamlet Monument	5 <sup>th</sup> hamlet Pengampaan
6.	Road / hotmic repair & Channel Making	6 <sup>th</sup> hamlet Kedung Menjangan
7.	Road / hotmic repair & Channel Making	7 <sup>th</sup> hamlet Penggung Selatan
8.	Channel Creation	8 <sup>th</sup> hamlet Cileres
9.	Road / hotmic repairs	9 <sup>th</sup> hamlet Sitopeng
10.	Channel Normalization	10 <sup>th</sup> hamlet Suket Duwur
11.	Manufacture of Gate / Safety	11 <sup>th</sup> hamlet Bumi Kalijaga PB
12.	Posyandu Development	12 <sup>th</sup> hamlet Bumi Kalijaga PT
13.	Making Street Lighting	13 <sup>th</sup> hamlet Taman Kalijaga
14.	Making sidewalks	14 <sup>th</sup> hamlet Permataharjamukti

Table 1. Matrix of Kalijaga Village Activities in 2019

15.	Channel normalization and drainage	15 <sup>th</sup> hamlet Permataharjamukti
16.	Training in Making Sendal & Accessories	LPM
17.		Kalijaga Urban Village

Source: Kalijaga Urban Data Document, 2020

It can be seen in Table 1 above that the activities that have been carried out are the needs of the community ranging from road improvement, channel construction, Integrated Service Post (Posyandu) construction, training in making sandals and accessories, as well as website-based services. With road improvements, people's access to transportation is getting better, easier, and more convenient. Likewise, water channel repairs support a clean, healthy environment and avoid floods. Meanwhile, for the development of Integrated Service Post (Posyandu), it can help the community in immunizing children under five in Kalijaga Village easily.

Furthermore, the Harjamukti Sub-district work plan table for 2019 was also presented as presented below:

No	Activity	Location of Activity
1.	Improvement of Park hamlet facilities	1 <sup>st</sup> hamlet Komplek Katiasa Baru
2.	Asphalting Gang	2 <sup>nd</sup> hamlet Pesantren 2 <sup>nd</sup> _neighbourhood
3.	Waterways	3 <sup>rd</sup> hamlet Kalijaga
4.	Asphalting Gang / Hotmic	4 <sup>th</sup> hamlet Tugu Dalam
5.	Monument of Identity and Park	5 <sup>th</sup> hamlet Pengampaan
6.	Paralon Channel	$6^{\text{th}}$ hamlet $1^{\text{st}} - 6^{\text{th}}$ neighbourhood
7.	Normalizing Channel Creation	7 <sup>th</sup> hamlet Penggung Selatan
8.	Kali Batu Rests	8 <sup>th</sup> hamlet Cileres
9.	Waterways	9 <sup>th</sup> hamlet Sitopeng
10.	Waterways and Hotmic Roads	10 <sup>th</sup> hamlet Suket Duwur
11.	Repair and Normalization of Drains	11 <sup>th</sup> hamlet Bumi Kalijaga P Barat
12.	Continued Posyandu Rehabilitation	12 <sup>th</sup> hamlet Bumi Kalija P Timur
13.	Building Security Posts	13 <sup>th</sup> hamlet Taman Kalijaga Permai
14.	Repair of Parks and Waterways	14 <sup>th</sup> hamlet Permata Harjamukti Ut
15.	Normalization of Repair of Waterways	15 <sup>th</sup> hamlet Permata Harjamukti Selatan
	& Making of Ronda Posts & Trash	
	Can	

Table 2. Proposed Plan for Musrenbang Activity Kel. Kalijaga Kec. Harjamukti 2019

Source: Research Result Data, processed in 2020

One feature of participatory planning is that it focuses on the community's interests. As it is known that planning is a complex process. Said to be complex because with limited resources such as very limited costs, but on the one hand, the needs and desires of the community are very much. At this point, the government functions as a regulator and articulator of the public interest. This condition means that how the art of arranging Planning is, on the one hand, limited by a limited

budget. Still, on the other hand, the program or activities are in the public interest that represent the community's interests.

Programs or activities such as asphalting, constructing waterways, making street lighting, and others, as mentioned earlier, are examples that explain that planning in Kalijaga Village, Harjamukti Sub-District, Cirebon City is focused on the interests of the community. This condition shows that the urban village and sub-district government can carry out its function in articulating public interests without compromising the community's interests specifically. If related to Blakely's (1989) opinion on economic development, it is by following the second perspective, which is the development that is responsive to the needs of local communities. Kuncoro (2004) said that a perspective is a new approach on the rise. This condition is certainly different from the first perspective, which is responsive to external needs and, according to Blakely (1989), is a widely adopted planning practice.

Even though the program or activity formulated in the development planning deliberation has focused on the community interests, the prepared plan does not fulfil the aspects of mutual trust and openness. It was said so<sub>5</sub> because the coomunity interests in the holding of the development planning meeting (Musrenbang) was still lacking. Only the hamlet Chairperson came to fill in the development proposal forms representing his community<sub>1</sub> and then the proposals were discussed during the development planning meeting (Musrenbang).

#### **b.** Participatory

Community participation in organizing development planning meetings means that each community has the same opportunity to contribute ideas without being hampered by their speaking ability, time and place, and the community is involved in deciding which activities are considered priorities to be submitted to the higher development planning meeting (Musrenbang). The concept of community participation in the implementation of development is a shift from a top down paradigm to bottom up. Policies that once considered society as the object of development from development experienced a shift into society as the subject or agent of development itself.

The change in development paradigm from the top down to bottom up is an effort to direct all dimensions of development policy according to the community's needs. This condition is in line with changes in the spirit of bureaucracy and the implementation of services to the community so that it can achieve the goals and objectives of development that are truly desired by the community.

Based on the research results, community involvement in-village-level development planning meeting (Musrenbang) forums is low. Factors influence the low community participation in the development planning process: (1) Community limitations in understanding development planning, (2) There is a pessimistic attitude of the community towards the development planning process because their proposals are not accommodated in the higher process, (3) Limited number development apparatus and cadres in charge of communicating information about development planning to the community, (4) Time of implementation development planning is relatively short, so it is not balanced with the material that must be discussed and decided. In addition, it is also caused by the dominance of the village elite that does not allow the community to participate in development planning meeting (Musrenbang) activities. The drafting team formed by the urban village chief only gave the hamlet Heads the opportunity to participate in the urban village development planning meeting (Musrenbang). This fact shows something contradictory to effective development efforts. Ridwan (2013) mentions that effective development requires early and tangible involvement from all stakeholders in drafting activities that will influence them. Brinkerhoff and Crosby (2002) mention that when the people involved feel that their participation is important, the quality, effectiveness and efficiency of development initiatives will increase. So community participation in holding development planning meetings plays an important role. By participating, the community has a moral justification for participating in the preparation of development programs.

Community involvement in development planning is low because it is only represented by hamlet Chairs, indicating a bias from participatory planning. All community elements should be included in both the pre-development planning meeting (Musrenbang) implementation process and in the village-level development planning meeting (Musrenbang) implementation. The community elements in question are community leaders, religious leaders, youth leaders, educator figures, entrepreneurs, marginal groups, women's groups, and community institutions in the village so that the Planning that is produced is a representation of their basic needs and interests. The community elements represented by hamlet Chairmen in the holding of development planning meeting (Musrenbang) shows that marginalized groups and others do not yet have sufficient access to participate in development planning in the urban village. Though it is known that local people are the main key to development, they are expected to manage and develop local potentials optimally so that local development goals are achieved (Friedmann, 1992).

## c. Dynamic

Dynamic can mean that reflects all parties' interests and needs. In addition, dynamic also provides an understanding that the planning process is ongoing and proactive. Judging from the programs or activities in the Kalijaga Village, the planning fulfils dynamic assumptions. It is said so, because all activities carried out or programmed are in the interests and needs of all parties.

Another dynamic indicator is that the planning process is ongoing. Programs or activities implemented for the next fiscal year are a continuation of previous years. Initial performance conditions set in the 2012 fiscal year, where the level of performance has only reached 62% continue to reach 100% performance in the 2018 fiscal year, for example, for early childhood education activities programs. Likewise, for the community nutrition improvement program, which only reached 18.5% in 2012, also seeks continuous improvement, and it is expected that in the 2018 budget year, it will already reach 50%. Likewise, road improvements that only reached 85% in 2012 will be programmed to reach 100% in 2018. These facts show that development planning is carried out sustainably and therefore has a dynamic nature. In addition, the involvement of various parties, such as the presence of elements of Regional Development Planning Agency (Bappeda), sub-district chief, urban village chief and its apparatus, including the presence of hamlet Heads, reflects that they are proactive in organizing development planning meetings in Kalijaga Village, Harjamukti Sub-District, Cirebon City.

## d. Synergy Planning

The synergy of planning always emphasizes cooperation between regions and geography, as well as interactions between stakeholders. In the implementation of participatory planning in the development planning process in the Kalijaga urban village, the decision-making process held at the urban village-level was formally carried out well even though several stages in the development planning process were not carried out. When viewed from the participant side, it did not yet represent the community element in Kalijaga Village, especially in the pre-development planning meeting (Musrenbang) planning process, which only filled in the proposal formats by hamlet Heads. Hence, the level of community representation was still low.

However, when viewed from the document as input in the development planning process at the urban village and sub-district-level, several completeness facilities are available such as a priority list of problems/activities/urban village, and a priority list of problems under urban villagen. The results of the participants' agreement of the proposed village development planning meeting (Musrenbang) to

the sub-district development planning meeting (Musrenbang) in the form of a priority list of proposals/activities resulting from cooperation between hamlets in Kalijaga Village, Harjamukti District, Cirebon City. The work plan document (Renja) in Harjamukti Sub-district also shows that the priority of the proposed activity is the result of cooperation between administrative and geographical areas and interaction between stakeholders in Harjamukti Sub-district. From the recapitulation document for the 2018 development planning meeting (Musrenbang) proposal for Harjamukti Sub-district, Cirebon City, which is a priority scale, it appears that there are five urban villages, each of which has physical and non-physical activities, namely Harjamukti Sub-District, Kecapi Sub-District, Argasunya Sub-District, Kalijaga Sub-District and Larangan Sub-District. This situation explains that there is good cooperation between hamlets at the urban village level and, at the same time, shows the interaction between stakeholders at the time of the development planning meeting (Musrenbang) at the Harjamukti District level in Cirebon City. Likewise, there is a link between the results of the urban village development planning meeting (Musrenbang) with the development planning meeting (Musrenbang) at the subdistrict level and the development planning meeting (Musrenbang) at the district level that results in the Cirebon City Regional Government Work Plan (RKPD).

## e. Legality of Planning

As explained earlier, the legality of planning in this research is interpreted as development planning carried out regarding all applicable regulations, and upholding the ethics and values of the community. The main reference is Law No. 25 of 2004 concerning the National Development Planning System (SPPN). Law No. 25/2004 mandates that development planning goes through four stages: preparation of plans, determining plans, controlling the implementation of plans, and evaluating the implementation of plans. For the planning stage, the plan includes four steps that must be followed as a planning stage, namely (1) preparation of a technocratic, comprehensive and measurable development plan, (2) each government agency prepares a work plan based on the draft development plan that has been prepared, (3) involving the community (stakeholders) and aligning the development plans produced by each level of government through development planning deliberations, and (4) preparing the final development plan. The four steps have been carried out if related to the implementation of development planning in the Kalijaga Village. It's just that on the third point, the involvement of the community is still lacking, because hamlet Heads only represent the community in Harjamukti urban village. In addition to Law Number 25 of 2004 as a basis, it also uses the Cirebon City Regulation Number 1 of 2014 concerning the Cirebon City Development Planning System as its derivative. Article 2 of Law No. 1 of 2014 explains the principles used in the Cirebon City development planning. Ten principles are outlined, starting from the principles of transparency. responsiveness. efficiency. effectiveness. accountability. participation, measurability, independence, justice, and environmental insight. One of the ten principles concerns researchers, namely the participatory principle. It was explained that participatory is the right of the community to be involved in every process of the stages of regional planning and is inclusive of marginalized, vulnerable groups, through special channels of communication to accommodate the aspirations of community groups who do not have access to policy-making. It turns out that marginal community groups are not involved when implementing the village development planning meeting (Musrenbang) starting from the preparation stage to determining the priority proposals. The consequence is that in the recapitulation, development proposals are only programs or activities that are of public interest from the community that get priority scales, such as asphalting alleys or roads, making waterways, lighting streets, making security posts, not touching the needs of marginal communities such as increasing their capacity to find decent jobs and livelihoods.

Article 7 of Regional Regulation No. 1 of 2014 includes the approaches used in regional development planning, which are technocratic, participatory, political, topdown and bottom-up approaches. This approach has been used in the implementation of development planning meetings in the urban village. However, it is still low for participatory Participation because the hamlet Chairperson only represents the community. The political approach is very appropriate because the planning carried out is a translation of the Mayor's vision, mission and current program, including the objectives, strategies, policies, and regional development programs during his tenure (2013-2018). Likewise, consultation was carried out based on legal considerations, technical drafting, synchronizing and synergizing the achievement of national and regional development planning meeting (Musrenbang) in Cirebon City. Therefore, it can be said that the holding of development planning deliberations in Kalijaga Village, Harjamukti Subdistrict, Cirebon City, has fulfilled the legality assumptions.

# f. Visibility

Visibility means that planning must be specific, measurable, workable and time-consuming. The study's results explained that the planned program or activities are all specific and measurable, starting from the construction of security posts, repair of parks, and waterways, normalization/repair of waterways, public road lighting, and

the manufacture of trash bins and others. Apart from the availability of funds, these activities are the community's needs, so the program or activities can certainly be implemented.

The feasibility of planning can also be seen from previous planning documents. Where is known that all programs or activities planned, for example for the 2014 fiscal year and 2015 can all be realized. This condition explains that the planning carried out has the characteristic of feasibility.

## CONCLUSION

Data analysis and discussion show that community participation in the development planning process in Kalijaga Village, Harjamukti District, Cirebon City, is relatively low. The low level of community participation in the development planning process is influenced by factors including; (i) Opportunities are only given to certain elements of the community, namely hamlet Chairpersons, (ii) There is a pessimistic attitude of the community towards the development planning process because their proposals are not accommodated in the higher process, (iii) Socialization of development planning not done by the village government to the wider community.

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