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Submission date: 30-Mar-2023 10:47AM (UTC+0700)

Submission ID: 2050632511

File name: 34148-171842-1-PB.pdf (281.5K)

Word count: 6147

Character count: 36787

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 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 perencanaan pembangunan di Desa Kalijaga Kecamatan Harjamukti Kota Cirebon Provinsi Jawa Barat. Pendekatan yang digunakan adalah kualitatif. Sebagai sumber 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 (Mawani, 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, Wichayo (2010) found that (1) the application of participatory principles in the development program planning process in Temborejo 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 or 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 Conyers (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; Hermawan dan Tagalung, 2021). 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 government 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. Community participation in development is the actualization of the willingness and ability of community members to sacrifice and contribute to the implementation of the implemented programs/projects (Alyas, 2015).

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. Starts with holding the village / urban village level 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) Semi-structured 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 21st, 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. ³⁴

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 ²⁷ weighting results, for example, for 2019 activities can be seen in Table 1 below:

Table 1. Matrix of Kalijaga Village Activities in 2019

No	Activity	Location of activity
1.	Road / hotmic repairs	1 st hamlet Katiasa Baru
2.	Channel creation	2 nd hamlet Pesantren
3.	Road / hotmic repairs	3 rd hamlet Kalijaga
4.	Road / hotmic repair &	4 th hamlet Tugu Dalam
5.	Channel Making	5 th hamlet Pengampaan
6.	Making hamlet Monument	6 th hamlet Kedung Menjangan
7.	Road / hotmic repair &	7 th hamlet Penggung Selatan
8.	Channel Making	8 th hamlet Cileres
9.	Road / hotmic repair &	9 th hamlet Sitopeng
10.	Channel Making	10 th hamlet Suket Duwur
11.	Channel Creation	11 th hamlet Bumi Kalijaga PB
12.	Road / hotmic repairs	12 th hamlet Bumi Kalijaga PT
13.	Channel Normalization	13 th hamlet Taman Kalijaga
14.	Manufacture of Gate /	14 th hamlet Pemataharjamukti
15.	Safety	15 th hamlet Permataharjamukti
16.	Posyandu Development	LPM
17.	Website Based Services	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 on tabel 2.

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

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

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

Source: Research Result Data, processed in 2020

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 asphaltting, constructing waterways, making street lighting, and others, as mentioned earlier, are examples that explain that planning in Kalijaga Village, Harjamukti 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 because the community 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, 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 development¹⁶ equires early and tangible involvement from all stakeholders in drafting activities that will influence th¹⁶. 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 geograp²¹ as well as interactions between stakeholders. ²⁶ 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.

Howev²² 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 sub-district 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 ethical 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 asphaltting 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, top-down 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 goals as stated in the general guidelines for the implementation of 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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