

# **ANALYSIS OF COMMUNITY PARTICIPATION ON LOCAL DEVELOPMENT PLAN WITH SOFT SYSTEM METHODOLOGY APPROACH**

(Study on the Formulation of Local Mid-Term Development Plan Year 2018-  
2022 at Local Development Planning Board of Batu City)

## **UNDERGRADUATE THESIS**

Submitted to take the Bachelor of Public Administration Degree  
at Administrative Science Faculty Brawijaya University

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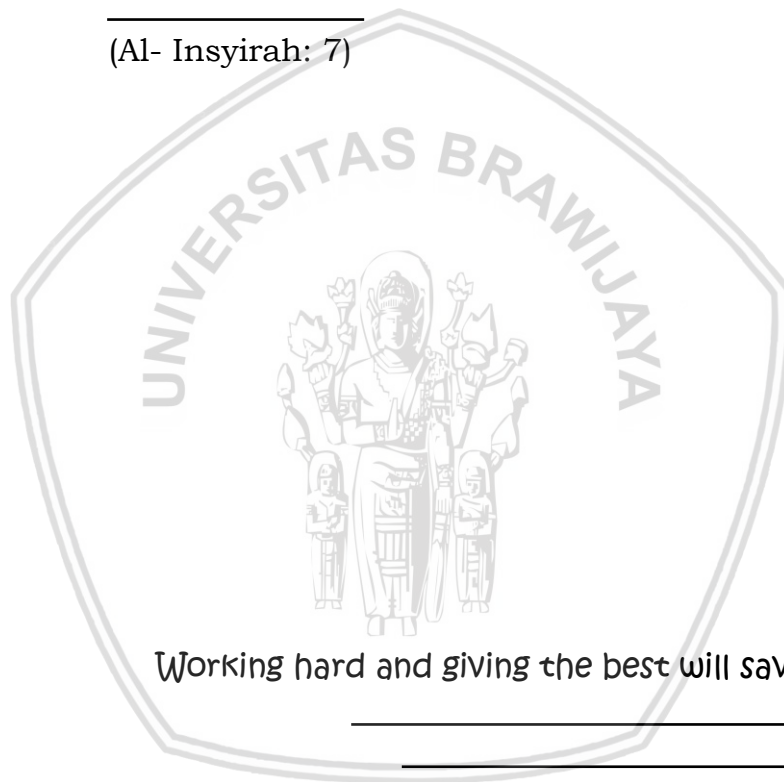
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## MOTTO

Then when you are finished (of a matter), keep working  
hard (for other matters),

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(Al- Insyirah: 7)



Working hard and giving the best will save you from regret

---

(Lia Rahmawati)



**APPROVAL LETTER**

Title : Analysis of Community Participation on Local Development  
Plan with Soft System Methodology (A Case Study on the  
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### THESIS ORIGINALITY DECLARATION

I declare in truth that to the best of my knowledge, in the text of this essay there is no scientific work ever submitted by others to obtain works or opinions that have been written or published by others, except the manuscripts cited in this text and mentioned in the source of citations and bibliography.

If in this document can be proved as a trace element, I am willing to skip this thesis and the academic degree I have obtained (S-1) is canceled, and processed according to the prevailing laws and regulations (Law 20 article 20 and 25 paragraph 2)



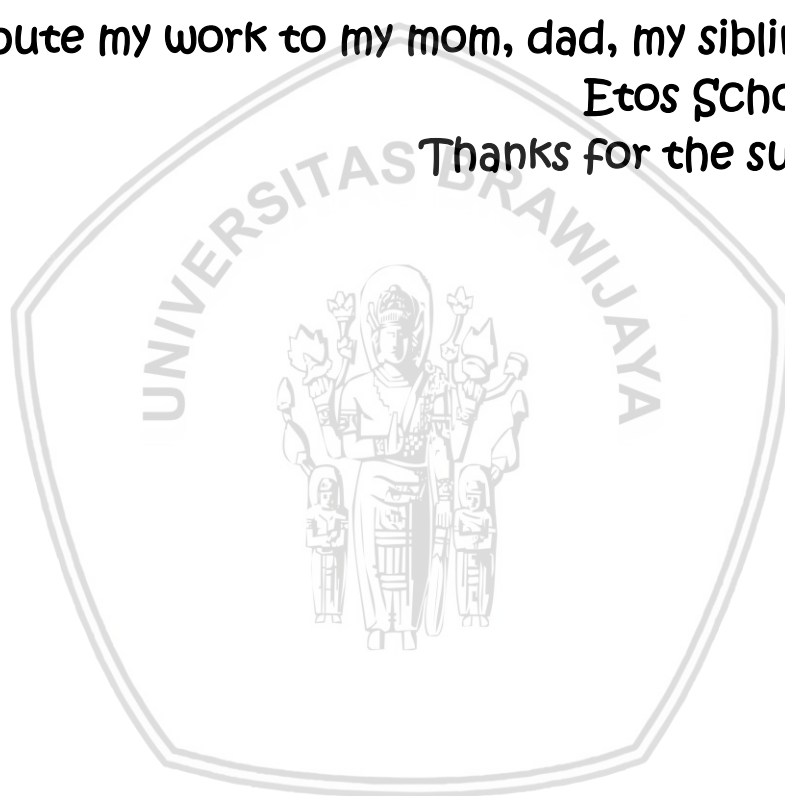
Malang, July 5<sup>th</sup>, 2018



Lia Rahmawati

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I tribute my work to my mom, dad, my siblings, and  
Etos Scholarship,  
Thanks for the support...



## RINGKASAN

Lia Rahmawati, 2018, Community Participation on Local Development Plan With Soft System Methodology Approach (A Case Study on Local Mid-Term Development Plan Year 2018-2022 in Batu City), Komisi Pembimbing: Oscar Radian Danar, S.AP., M.AP., Ph.D, 132 Hal + xiv

Undang-Undang No. 23 Tahun 2014 tentang Pemerintahan Daerah dan ditegaskan kembali dalam Peraturan Menteri Dalam Negeri No. 86 Tahun 2017, menyebutkan bahwa dalam proses penyusunan RPJMD menggunakan 4 (empat) pendekatan yaitu pendekatan politik, pendekatan teknokratik, pendekatan partisipatif, pendekatan atas-bawah dan bawah-atas. Pendekatan partisipatif dilaksanakan dengan melibatkan stakeholder pembangunan, dalam rangka memperoleh aspirasi dan menciptakan rasa kepemilikan. Pendekatan partisipatif tercipta melalui Forum Konsultasi Publik (FKP) dan Musyawarah Perencanaan Pembangunan (Musrenbang). Kota Batu adalah satu-satunya kota di Jawa Timur yang berpartisipasi dalam Pilkada serentak 2017 dan berkewajiban membuat dokumen RPJMD maksimal 6 bulan setelah walikota dan wakil walikota dilantik. Masalah yang biasa muncul dalam perencanaan partisipatif adalah partisipasi pasif dari stakeholder karena beberapa alasan. Partisipasi disini bukan hanya sekedar tingkat kehadiran melainkan juga berhubungan dengan tingkat keaktifan dari masyarakat dalam memberikan saran dan kritik.

Penelitian ini menggunakan jenis penelitian deskriptif dengan pendekatan kualitatif dengan pembatasan fokus mengacu pada hasil riset lapangan yang dikorelasikan dan dianalisa sesuai dengan teori-teori pendukung mengenai partisipasi masyarakat dan Soft System Methodology. Fokus tersebut diantaranya adalah a) Derajat partisipasi masyarakat dalam proses penyusunan Rencana Pembangunan Jangka Menengah Daerah (RPJMD) melalui 1. Forum Konsultasi Publik; 2. Musyawarah Perencanaan Pembangunan; dan 3. Stakeholder yang terlibat dalam Perencanaan; dan b) Model Perencanaan Partisipatif menggunakan pendekatan Soft System Methodology yang terdiri dari 1. Definisi akar masalah partisipasi masyarakat; 2. Analisis CATWOE (Costumer, Actors, Transformation, Worldview, Owner and Environmental Constrain); dan 3. Model perencanaan partisipatif yang ada (dunia nyata); 4. Model Konseptual (Model perencanaan partisipatif). Sumber data diperoleh melalui observasi, wawancara, focus grup discussion dan dokumentasi. Analisis data yang digunakan ialah Soft Sytem Methodology untuk menggambarkan kondisi nyata dan memperbaiki model perencanaan partisipatif yang telah ada.

Hasil penelitian ini menentukan derajat partisipasi masyarakat berada di level ketiga (informasi) dari derajat tokenism dalam A Ladder Citizen Participation oleh Arnstein. Pendekatan SSM menganalisis bahwa ada beberapa faktor lingkungan yang menghambat derajat partisipasi masyarakat gagal mendapatkan level yang lebih tinggi. Penelitian ini juga menghasilkan model perencanaan partisipatif hasil analisis SSM yang dapat dimplementasikan untuk memperbaiki model partisipasi masyarakat yang ada.

Kata Kunci: Partisipasi masyarakat, RPJMD, A Ladder Citizen Participation, SSM



## SUMMARY

Lia Rahmawati, 2018, Community Participation on Local Development Plan With Soft System Methodology Approach (A Case Study on Local Mid-Term Development Plan Year 2018-2022 in Batu City), Supervisor Commission: Oscar Radian Danar, S.AP., M.AP., Ph.D, 132 pages + xiv

Law Number 23 Year 2014 about Local Governance and reaffirmed in the Minister of Home Affairs Regulation No. 86 of 2017, stated that in preparing the RPJMD using 4 (four) approaches which are political approach, technocratic approach, participatory approach, top-down and bottom-up approach. Participatory approach is implemented with the involvement of development stakeholders, with the aim to gain aspirations, and create a sense of ownership. Participatory approaches are made through public consultation forums and deliberations of development planning. Batu City is the only one city in East Java that participated in jointly local election 2017 and obliged to make *RPJMD* document maximum six month after inauguration ceremony of Mayor and Vice Mayor. The problem that might be arise in the participatory planning is the passive participation from stakeholder because of various reason. Participation here is not only about attendance but also associated with the level of community activeness in terms of the delivery of aspirations and grievances.

This research uses descriptive research with a qualitative approach which focus restriction refers to field research results that be correlated and analyze with supporting theory about community participation and soft system methodology. The focus are: a) the degree of community participation in the process of Local Mid-term Development Plan, is determined through 1. Public Consultancy Forum; 2. Development Planning Deliberation; and 3. Stakeholders in Development Process; and b) Participatory Planning Model to improve real condition of community participation in the process of local mid-term development plan by using soft system methodology that include 1. Root definition of community participation; 2. CATWOE (Costumer, Actors, Transformation, Worldview, Owner and Environmental Constrain) analysis; 3. Existing Participatory Planning Model (Real World); 3. Conceptual Model (Participatory Planning Model). The source of data obtained through observation, interview, Focus Grup Discusssion and documentation. Data analysis used Soft System Methodology to describe the real condition and improve the existing model of participatory planning.

The result of this research determine the degree of community participation in the on the third rung (informing) of the tokenism level on A Ladder Citizen Participation by Arnstein. SSM approach analyzed there are some environmental constrain that inhibit community participation in *Batu* City to achieve high level. This research also produced a model of participatory planning analilis results SSM approach that can be implemented to improve the exiting model of participatory planning.

Keywords: Community Participation, *RPJMD*, A Ladder Citizen Participation, SSM

## PREFACE

Alhamdulillah all thanks to Allah SWT, because of it the author finally can finish the undergraduate thesis with the title is Analysis of Community Participation on Local Development Plan with Soft System Methodology Approach (A Case Study on the Formulation of Local Mid-Term development Plan Year 2018-2022 in Batu City) without any certain problem. This undergraduate thesis is the final assignment as one requirement to achieve degree Bachelor of Public Administration from Public Administration Study Program Faculty of Administrative Science Brawijaya University Malang.

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Malang, July 9<sup>th</sup> 2018

Authors



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## ABBREVIATION LIST

3E	Efficacy, Efficiency and Effectiveness
Bappelitbangda	Local Development Planning Board ( <i>Badan Perencanaan, Penelitian dan Pembangunan Daerah</i> )
Bappenas	National Development Planning Board ( <i>Badan Perencanaan Pembangunan Nasional</i> )
CATWOE	Costumer, Actor, Transformation, Worldview, Owner and Environmental Constrain
CP	Community Participation
DPRD	Local Representative Council ( <i>Dewan Perwakilan Rakyat Daerah</i> )
FKP	Public Consultancy Forum ( <i>Forum Konsultasi Publik</i> )
KLHS	Strategic Environmental Assessment ( <i>Kajian Lingkungan Hidup Strategis</i> )
KOTAKU	City without Slum ( <i>Kota Tanpa Kumuh</i> )
Musrenbang	Development Planning Deliberation ( <i>Musyawarah Perencanaan Pembangunan</i> )
NGO	Non-Government Organization
Perda	Local Regulation ( <i>Peraturan Daerah</i> )
Permendagri	Home Affairs Minister Regulation ( <i>Peraturan Menteri Dalam Negeri</i> )
RKP	Government Annual Plan ( <i>Rencana Kerja Pemerintah</i> )
RKPD	Local Government Annual Plan ( <i>Rencana Kerja Pemerintah Daerah</i> )
RPJM	Mid-Term Development Plan ( <i>Rencana Pembangunan Jangka Menengah</i> )
RPJMD	Local Mid-Term Development Plan ( <i>Rencana Pembangunan Jangka Menengah Daerah</i> )
RPJP	Long-Term Development Plan ( <i>Rencana Pembangunan Jangka Panjang</i> )
SSM	Soft System Methodology
USAID APIK	Climatology Change Adaptation Organization

## CHAPTER I

### INTRODUCTION

#### A. BACKGROUND

The state was founded with one main goal, which is to provide prosperity for the community. Included in this case are wealth, health, education, sense of security and all basic needs for the people and increase the dignity of the people as human beings. Therefore the state established an organization called the government as the holder of the state power mandate to plan, set goals, and targets of the state. In democracy state, government become citizen representative to carry out society interest. Government are expected to give society need because they have authority and obligation in order to create prosperity among society.

Indonesia as a country that embraces a unitary state system, government activity is not only at the central level, but also in the region as a consequence of decentralization. Decentralization become initial of local autonomy. The relationship between central and local government becomes very complex when it is in a local autonomy order. In this case the central government gives some of its authority to the local government so that local governments can take care of their own households. Local government have better understand the characteristics of the region compared with the central government, so that the area can grow with all the potential that is owned. Regional autonomy is scheduled not only in order to preserve the integrity of the nation within diversity and merely the transfer of

authority from central to regional government, but also to include the agenda of community participation in the governance process itself. The centralized government of the past has proved to be a very striking development gap between the central and the local. With local autonomy, there is an opportunity to narrow the development gap by attracting economic central to local and bringing public services closer to society. Increased economic passion and improved service in the region will provide opportunities for people to improve their business capabilities.

The 1945 Constitution of the State of the Republic of Indonesia and Law Number 23 of 2014 on Regional Government authorizes regional governments to regulate and manage their own Governmental Affairs according to the Autonomy and Co-Administration Principles. The provision of broad autonomy to the regions is directed to accelerate the realization of the welfare of the community through the improvement of services, empowerment and community participation. In addition, through broad autonomy, the region is expected to improve competitiveness by taking into account the principles of democracy, equity, justice, privilege and specificity and potential and regional diversity in the system of the Unitary State of the Republic of Indonesia.

One of the manifestations of the implementation of local autonomy is to make local development plans for their own area/ Local governance. To achieve the success of development plan and development programs, government must involve the community, because they are the ones who know the problems and needs in order to build its territory. There are various factors influencing the planning



process including environmental factors, number factor and competence planner, system factor used, science and technology factor and budget factor.

The national development planning system in Indonesia has been regulated by law number 25 of 2004 which contains the overall national and local development planning procedures. National Development is organized on the basis of democracy with the principles of togetherness, fairness, sustainability, environmental insight, and independence by maintaining a balance of progress and unity. Main purpose of national development planning system is to ensure linkages and consistency between planning, budgeting, implementation, and supervision.

National Development is an effort implemented by all components of the nation in order to achieve the goals of the state. The National Development Planning System is a unity of development planning procedures to produce long-term, medium-term and annual development plans implemented by the state and community organizers at the central and local levels. In national development plan, Indonesia has three types of development plan and it's arranged according to the time/ period. The first is the Long-Term Development Plan, hereinafter abbreviated as *RPJP (Rencana Pembangunan Jangka Panjang)*, is a planning document for period 20 (twenty) years. The Mid-Term Development Plan, hereinafter abbreviated as *RPJM (Rencana Pembangunan Jangka Menengah)*, is a planning document for a period of 5 (five) years. The last is The Annual National Development Plan, hereinafter referred to as the Government Work Plan (*Rencana Kerja Pemerintah/ RKP*) for central governance, is a national planning document for a period of 1 (one) year and for local governance is called The Local Annual

Development Plan, hereinafter referred to as the Local Government Work Plan (RKPD), is a local governance planning document for a period of 1 (one) year.

Development planning becomes one of the local government affairs in the decentralization system in Indonesia. Article 1 state that Local Development Planning is a process for determining future policy, through a sequence of options, involving various stakeholder elements, for the utilization and allocation of existing resources within a certain period of time in the Region. Regional Development Planning is a process of preparation of stages of activities involving various elements of stakeholders in it, for the utilization and allocation of existing resources in order to improve social welfare in a regional environment / area within a certain period. In this study the researcher examines one of the processes of preparation of medium-term local planning documents, namely Local Mid-Term Development Plan (*Rencana Pembangunan Jangka Menengah*), hereinafter abbreviated as *RPJMD*. Local Mid-Term Development Plan (*RPJMD*) is a local governance planning document for a period of 5 (five) years starting from its inauguration until the end of the term of position of the local leader.

One of the strategic local development plans is the Mid-Term Development Plan (*RPJMD*). The process of preparing the Local Mid-Term Development Plan (*RPJMD*) document consists of 5 stages: 1) Preparation of the Local Mid-Term Development Plan (*RPJMD*) Preliminary draft; 2) Preparation of Local Mid-Term Development Plan (*RPJMD*) Design; 3) Implementation of Development Plan Deliberation (*Musyawarah Perencanaan Pembangunan*) hereinafter abbreviated as *Musrenbang* of Local Mid-Term Development Plan

(*RPJMD*); 4) Preparation of the final draft of Local Mid-Term Development Plan (*RPJMD*); and 5) Determination of Local Mid-Term Development Plan (*RPJMD*) Local Regulation (*peraturan daerah*) hereinafter abbreviated as *Perda*. These five stages are a cyclical entity in a local planning system. Each step must be passed to obtain an applicative and implementative of Local Mid-Term Development Plan (*RPJMD*) document. The stages to be discussed in this research is the third stage of the process of preparing the Local Mid-Term Development Plan (*RPJMD*) document that is the Development Plan Deliberation which will include the role of community participation in the local development planning process, especially in this case is the medium-term local development planning as the 5 year agenda of local government.

The Law number 25 years 2004 about National Development Planning System (*Sistem Perencanaan Pembangunan Nasional*) hereinafter abbreviated as *SPPN*, article 2 chapter II describes the principles and objectives of National Development, its substance and objectives is to optimize public participation and ensure the achievement of efficient, effective, equitable and sustainable use of resources. Through Development Plan Deliberation (*Musrenbang*) activities, community participation will be more optimal, community participation in the forum will provide valid information about their problems, needs, and potentials in the area. In the process of preparing a plan, especially local development plan, of course, often encountered problems that can lead to failure or not effective.

The national development planning system aims to a) support coordination among development actors b) ensure the creation of good integration,

synchronization and synergy between regions, between spaces, between time, between functions, central and local government c) ensure linkages and consistency between planning, budgeting and implementation d) optimize public participation, and e) ensure the efficient and efficient, equitable and sustainable use of human resources (Article 2 paragraph (5) of Law No. 25 of 2004). Participation is important in development planning, in line with the opinion of Conyers (1994) which further elaborates three main reasons why community participation in development planning has a very important nature:

1. Society is a tool to obtain information about the condition, needs and attitudes of local communities;
2. The community will be more confident in the development program if they are involved in the preparation of the plan, as they will know more about the program and will have more sense of ownership of the program;
3. Encourage public participation because it will arise the assumption that it is a democratic right when society is involved in development.

Law Number 23 Year 2014 on Regional Government and reaffirmed in the Minister of Home Affairs Regulation No. 86 of 2017, that in preparing the RPJMD using 4 (four) approaches are political approach, technocratic approach, participatory approach and top-down and bottom-up approach. Political approach. The political approach is to translate the vision and mission of the elected Head of Region into the medium term development planning document discussed in conjunction with the *DPRD*. This approach sees that the election of Regional Head

is basically the most important part in the process of preparing the program plan. This happens because the people of the voters determine the severity based on the development programs offered by the candidates for Regional Head. In this case, the development plan is the elaboration of development agenda offered by the regional head during the campaign into the RPJMD. The second approach is the technocratic approach, this approach is implemented by using methods and scientific thinking framework to achieve the goals and targets of regional development. The third approach is the Participatory approach, this approach is implemented with the involvement of development stakeholders, with the aim to gain aspirations, and create a sense of ownership. And the last approach is the top-down and bottom-up approach is the result of the planning that is harmonized in the development deliberations carried out from the village, sub-district, regency/ municipal area, provincial area, to national level.

Participatory approaches are made through public consultation forums and deliberations of development planning so as to consider relevance, equity, transparency, accountability, representation of all segments of society, and the creation of consensus. Both public consultation forums and deliberations of development planning will invite stakeholders to address both forums as regulated by law. Participants of district/ municipality musrenbang consist of regents and vice regents/ mayors and deputy mayors, leaders and members of district/ city *DPRD*, central government elements, *BAPPEDA* officials and provincial government apparatus, district apparatus officials, sub-district heads, delegates representing participants of the Musrenbang sub-district, academics, NGOs/ CSOs, community

leaders, entrepreneurs/ entrepreneurs elements, representation of women and vulnerable groups are marginalized and other elements deemed necessary.

One of the problems that may arise in the process of local development plan community participation in the process of development planning is less so that most of the planning is still top down planning. There are two things why community that the government should implement in development planning. First, the government needs to know what the people need and listen to what they want. Second: the government needs to involve all the will and ability possessed by the community in carrying out development. In other words the government needs to put the people as the subject of development, not just as the object of development. The involvement of the community in the development policy making process is staged in accordance with the Joint Circular Letter of the Minister of Home Affairs and Minister for National Development Planning (*Badan Perencanaan Pembangunan Nasional*) hereinafter abbreviated as *Bappenas*. This condition indicates that the process of development policy formulation is elitist, in the sense that the government becomes the determinant of development policy, while the community has role in giving input to the government about what is needed by society. In other words the government should involve the community in the development planning process which in this case will be contained in the process of Development Planning Deliberation *RPJMD*.

Implementation of Local Development Plan Deliberation (*Musrenbang*) in direct contact with the community is the implementation of the *Musrenbang* at the local level. With the *Musrenbang RPJMD* is expected to increase community



participation in every development activity. Information of stakeholders, their involvement and the diffusion of a cooperative attitude, are a fundamental basis of any successful policy action. (Sisto, Lopolito, & Vliet, 2018) . The phenomenon of the Local Development Deliberation (*Musrenbang*) Implementation in the in Batu City will involve various stakeholders who are interested in the process of preparing the *RPJMD*. The involvement of Batu urban community in local development planning process will show how big their role and contribution in *RPJMD* development of Batu city year 2018-2022. The community participation is expected to give a place to the local community to share ideas, suggestions, input and agree on the results and identify the problems and potential resources available to them. This idea or public opinion is expected to be followed up by the local government.

Process of Development Plan Deliberation (*Musrenbang*) needs synergy between community and government. Synergy between local government and society is needed to create an activity that involves both in order to create a balance of authority between the local government of Batu and the people who are focused on *Musrenbang* activities. Community participation is crucial in the overall development process. Community participation in development planning should cover the whole process from the beginning to the end. Whether the community has been fully involved in the process of policy development or the role of society is merely a complement to ceremonial activities.

Community participation in the process of local development plan is one of most important stage. In the process of Local Mid-Term Development Plan (*RPJMD*) formulation, community participation will involve in two forums, which

are Public Consultancy Forum (*Forum Konsultasi Publik*) hereinafter abbreviated as *FKP* and Development Plan Deliberation (*Musrenbang*). After conduct that two forum researcher will observe what kind problem regarding community participation in the process of Local Mid-Term Development Plan (*RPJMD*) formulation in Batu City.

Batu City is one of participant in local election 2017 to select their mayor and vice mayor, then the governor of East Java has inaugurated the couple Mayor and Vice Mayor of Batu elected period of service period 2017-2022, on behalf of Dra. Hj. Dewanti Rumpoko, M.Si as Mayor of Batu and H. Punjul Santoso, SH, M.MM as the Vice Mayor of Batu on December 27, Year 2017. So that the Local Government of Batu City is obliged to make the document of Regional Medium Term Development Plan (*RPJMD*). According to Law Number 25 Year 2004, Article 5 Paragraph (2), states that the *RPJMD* is defined as the elaboration of the vision, mission and program of the regional head which is drafted based on the Long Term Development Plan of the *RPJPD* and pay attention to the Medium Term Development Plan *RPJM*) National, contains the direction of local financial policy, regional development strategy, general policy, and the program of Regional Device (PD), crossed the regional apparatus, and territorial program accompanied by work plans within the regulatory framework and indicative funding framework. Furthermore, the *RPJMD* is a document of Regional Development Planning for the next 5 (five) years.

Batu city is one of local governance in east java province was establish in 2001 based on law number 11 years 2001 about Batu City Establishment. Today



Batu city is become one of popular tourism destination in east java. There are a lot tourism destination in Batu City that offer natural and non-natural tourism destination. Beside of tourism destination, governance in Batu City also have a good image, especially in term of development plan. Batu City is the first winner of Anugerah Pangripta Nusantara in 2017 with Best Planning organized for city category by National Development Planning Board (*Bapenas*) in 2017.

Batu City is one of participant in jointly local election 2017 to select their mayor and vice mayor. Batu city officially has new mayor and vice mayor at December 27<sup>th</sup> 2017 after inauguration ceremony. Nowadays Batu City governance, especially local development plan, research, and development board (*Badan Perencanaan Pembangunan, Penelitian dan Pengembangan Daerah*) hereinafter abbreviated as *Bappelitbangda* is busy with Local Mid-Term Development Plan (*RPJMD*) formulation. According to Home Affairs Minister Regulation number 86 year 2017 about planning, controlling and evaluation of local development, evaluation of draft local regulations on long-term local development plans and local medium-term development plans, as well as procedures for changes to long-term local development plans, medium-term development plans and local government work plans, article 47 states the formulation of Preliminary design of Local Mid-Term Development Plan (*Rencana Pembangunan Jangka Menengah Daerah/ RPJMD*) is started after the inauguration of Local Leader and Vice Local Leader. Same with the other city, Batu City also involve community to participate in the process of local development plan formulation.

One of the most vital local development indicators is how community participation in succeeding development around it. Participation here is not only related to the level of community attendance in various forms of development plan meeting that exist, but also associated with the level of community activeness in terms of the delivery of aspirations and grievances and participate in guarding activities to be undertaken in their environment to participate and escort the development process that has been mutually agreed. Development will not move forward if one of the three components of governance (government, society, private) does not play a role or function. Therefore, the development planning deliberation (*Musrenbang*) is also a citizen education forum to become an active part of governance and development.

The implementation of the Local Development Plan Deliberation (*Musrenbang*) is facilitated by the Local Development Planning Agency, the target, giving space for the people to channel their aspirations, exposing the priority of the problems and needs, starting from the village level. The problem that often arises is the level of community participation in the implementation of society. The community does not actively participate in the implementation of development plan deliberation can be caused by two things, first Lack of understanding of the *Musrenbang* on development planning, and the limitation of time. Local Development Deliberation often held only for the needs to fulfil the requirement in the process of development planning, the role of society is not built optimally in its implementation resulting in the community who come in this deliberation not participate maximally.

Based on the description, the problems community participation in the process of Local Mid-Term Development Plan (*RPJMD*) formulation document is necessary to get the right approach to improve the situation of the problem. One approach used to analyse complex problems involving multiple stakeholders is the Soft System Methodology (SSM). SSM is an approach to solving complex and unstructured problem situations based on holistic analysis and system thinking (Checkland & Scholes, 1990: 22). The focus of SSM is to create a system of activities and human relationships within an organization in order to achieve common goals. It helps to provide a clear approach to the changes that need to be made to prepare the ideal problem solution of community participation on local development plan.

## **B. PROBLEM FORMULATIONS**

Based on the description of the background, then the formulation of the problems to be researched is as follows:

1. How is the degree of community participation in the process of Local Mid Term Development Plan ( *RPJMD*) formulation in Batu City?
2. How is the Soft System Methodology Approach in analysing community participation on the process of Local Mid Term Development Plan (*RPJMD*) formulation in Batu City?

## **C. RESEARCH OBJECTIVES**

Based on the formulation of problems, the objectives of this research are:

1. To describe, analyse and interpret the degree of community participation in the process of Local Mid Term Development Plan (*RPJMD*) formulation in Batu City.
2. To describe, analyse and interpret community participation in the process of Local Mid Term Development Plan (*RPJMD*) formulation in Batu City using Soft System Methodology Approach.

#### **D. RESEARCH CONTRIBUTIONS**

Based on the objectives of research, the benefits of this research are:

1. Theoretical Contributions
  - a) This research is expected to be useful theoretically that is through the contribution of theory and analysis for the interest of future research and;
  - b) Useful for the development of science, especially the field of Community Participation in the process of Local Development Plan.
2. Practical Contribution
  - a) The result of this research is expected to be a reference and proposed materials for local development plan, research, and development board (*Badan Perencanaan Pembangunan, Penelitian dan Pengembangan Daerah/ BAPPELITBANGDA*) of Batu City to improve their process of Local Mid Term

Development Plan formulation especially in the field of Community Participation;

- b) The result of this research is expected to be reference in making of similar scientific work and in addition to library collection of Universitas Brawijaya.

## **E. SYSTEMATICAL WRITING**

In order to understand the outline of this undergraduate thesis, the author provide structure of undergraduate thesis that consist of the whole arrangement of this undergraduate thesis proposal in simple form, so it will be easier for the reader to understand it. This structure of undergraduate thesis proposal consists of five chapters, there are:

### **CHAPTER I INTRODUCTION**

In this chapter describes the background of research title that is Analysis of Community Participation of Local Development Plan. In this chapter also describes the formulation of the problem as a limitation of research, then explanation related to objectives of research, contributions or research both academically and practically, and also systematically writing of this undergraduate thesis proposal.

### **CHAPTER II LITERATURE REVIEW**

This chapter is a description some of theories as the basis used by this researcher. The theories or concepts described in this chapter can also be used as an instrument of data analysis that has been obtained by researcher in the field.

### **CHAPTER III RESEARCH METHOD**

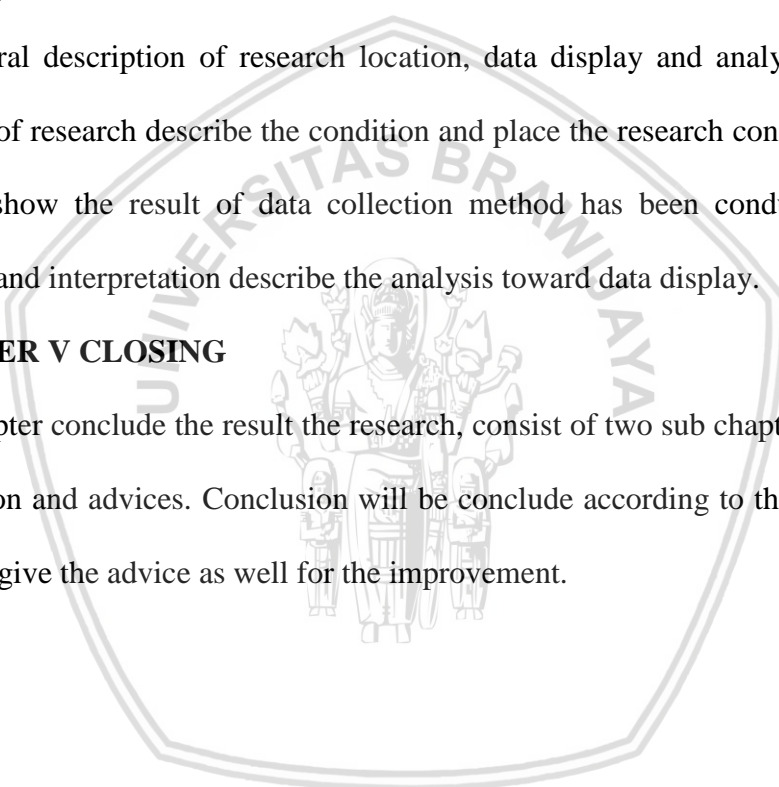
This chapter discusses what research method used by researcher in this study. This research method consists of: type of research, focus of research, location and site of research along with the reason, data sources, data collection methods, research instruments, analysis method, and validation of data.

#### **CHAPTER IV RESULT AND DESCRIPTION**

This chapter describe the Result of research that consist of three sub chapter which are general description of research location, data display and analysis. General location of research describe the condition and place the research conducted. Data display show the result of data collection method has been conducted, while analysis and interpretation describe the analysis toward data display.

#### **CHAPTER V CLOSING**

This chapter conclude the result the research, consist of two sub chapter which are conclusion and advices. Conclusion will be conclude according to the chapter IV and also give the advice as well for the improvement.



## **CHAPTER II**

### **LITERATURE REVIEW**

#### **A. PUBLIC AND DEVELOPMENT ADMINISTRATION**

##### **1. Public Administration**

Public Administration is a characteristic of a more generic concept - administration. Administration has been defined as a cooperative effort towards achieving some common goals. Therefore defined, administration can be found in several institutional settings such as a business firm, a hospital, a university, a government department, etc. Administration is commonly divided into two types, Public and Private Administration. As an aspect of government activity it has existed since the emergence of political system(s). While public administration relates to the activities carried out by government, private administration refers to the management of private business enterprises. Public administration as an aspect of governmental activity has existed as long as political system have been functioning and trying to achieve program objective act by the political decision makers (Heady, 2001).

Public Administration is decision creation, planning the work to be done, formulating objectives and goals, working with the legislature and citizen organisations to gain public support and funds for government programmes, establishing and revising organisation, directing and supervising employees, providing leadership, communicating and getting communications, determining work methods and procedures, appraising performance, exercising controls and



other functions performed through government executives and supervisors. It is the action part of the government, the means through which the purposes and goals of the government are realized (Singh , 2013).

Modern public administration is a network of vertical and horizontal linkages between organization of all types- Governmental, nongovernmental and quasi-governmental: Profit, non-profit and voluntary. Citizen participate in these publics in many ways and at many points. It is for the reason that the cores values, or spirit of public administration include a knowledge of commitment to the public in general sense, as well as a responsiveness to both individual citizen and group of citizen in the specific sense (Frederickson, 1997).

Public Administration's special status in the "developing countries" has been widely acknowledged. The post-colonial, "third world" countries have everywhere embarked upon speedy socio-economic development. These countries have naturally to rely on the government to push through speedy 'development'. This means Public Administration, has to be organized and operated to augment productivity quickly. Likewise social welfare activities have to be efficiently and effectively executed. The government-sponsored 'planned development activities have necessitated the birth of new sub discipline of "Development Administration". Based on a series of country studies. Development Administration has appeared as a very useful field that has great practical utility in the special circumstances of the developing countries. The emergence of 'Development Administration' is indicative of a felt need for a body of knowledge about how to revise the third world administration and at the same time to bring about speedy socio-economic



development with government intervention. All the developing countries in the third world depend on the government's aggressive role in nation-structure and socio-economic reconstruction. Development Administration so has appeared as a special sub-discipline to serve the cause of development (Singh , 2013).

As already stated, the expanding role of government in every country, especially in the developing nations, has encouraged several-sided inquiries into governmental operations. Since government touches on approximately every conceivable characteristic of life in a democratic society, the citizens necessity have access to information about government and about how it is actually organized and pressed into social regulation and citizens' welfare. Public Administration as an intellectual discipline has, so, been gaining in importance with the rising interventionist role of government in social life. The importance of a well-developed discipline of Public Administration lies in its five types of major contributions to organized social life which will discuss follow:

a. Epidemiological

The first kind of contribution arises out of the discipline's capability to build up a rigorous. Systematic and scientific body of knowledge about governmental structure and operations. Public Administration alone has the exclusive responsibility to revise the government in action in all its characteristics. In discharging this responsibility, it has been striving to collect reliable information and data, analyze administrative structures and operations, and build explanatory theories for enhancing knowledge about administrative practices.

b. Technical

The second kind of technical contribution of the discipline flows from its first major role as stated above. Since the days of the pioneers like Woodrow Wilson, it has been the endeavor of Public Administration specialists to apply knowledge to actual "public problem solving. With reliable theoretical equipment and on the basis of "clinical" studies of administration situation, the technical consulting capability of the experts in the discipline has increased considerably. Advising government and solving practical troubles in administration are legitimate expectations from Public Administration analysts.

c. Ombudsman

The third kind of contribution of the discipline can come out of investigative studies of critical sectors of administration. Case studies on citizens' grievances, administrative red tape, corruption, etc. may be widely circulated to familiarize the general public the press and the legislature about the actual goings-on inside the bureaucracy. Through disseminating, knowledge, and information, the experts in Public Administration can play a socially useful role akin to the ombudsman institution as recognized in several countries.

d. Educational

Public Administration as a discipline has the fourth significant responsibility to make enlightened citizenship. In a democracy, knowledge of how the government and the administration functions necessarily be universally disseminated. This is what can be described governmental-administrative literacy. Public Administration is the only social science discipline that can

perform this role of a universal educator of —government and administration for all the citizens.

e. Professional

Public Administration has also served the cause of vocationally. The discipline has been greatly useful in training civil servants and equipping students to join the professional stream of practicing administrators. Institutes and schools of Public Administration, Public Affairs, and Public Policy Analysis are engaged in the organisation of professional courses.

## **2. Development Administration**

The term development administration can be used in a broad sense, to embrace the variety of approaches and points of view that mark the study of public administration in developing countries. Some writers have sought to assign a more restricted and precise meaning to the term, but their attempts have been arbitrary and conflicting. Development is the end result of (public) administration. Development Administration is administration for development purpose. It is a version of underdeveloped or developing nations who want to improve themselves using public administration. Classical public administration was looking for improvements within the administrative framework while development administration is looking for social change and wants to be a cause for social engineering. Under developing and developing nation's resorts to well configured system of administration to achieve national goals. Development administration represents the goal oriented or plan based developmental tasks (Rathod, 2010).

Development administration was a deviation from traditional meaning of public administration. Public administration says about the institutional as well as instrumental designs of policy implementation using well established administrative machinery. Theories and methods developed within the ambit of public administration were revolved around the nature of organization and management with which public policies can be implemented from top to bottom levels of social life. On the other hand Developmental administration has dramatically changed the entire scope of administration. It says about larger goals of administration and it has an altruistic or enlightened role in the developmental programs of people. It is a people centered vision and the merit of development administration is judged from the point of fulfilment of public policy rather the procedural clearance of bureaucratic administration. Public administration adhere principles and procedures of legal or normative aspects of management. The rational of public administration eschews policy goals of a democratic government and virtually quite ignorant of its due process. Traditional public administration behaves like an impersonal being with little attention to the broad goal of administration.

Development Administration is a middle of 20th century concept. It was an attempt to make public administration more goal oriented and democratically driven one. The concept is largely encouraged to evolve developmental programs and policies suitable for developing and developed countries. It is an action oriented and strategy packed aspect of public administration. It is a path breaking approach towards administration. Normally administration, in the context of Government, is

an offshoot of professional management of public policies. But development administration is an attempt to integrate multitude functions of government in a systematic way to peruse goals of development, very often targeted and previously ascertained goals of development. No longer will administration be considered as a pattern of systematic and routine bound activity (Manojkumar B, 2013).

Development Administration is an inclusive approach towards development. Development is the ultimate goal. Without development no administration can achieve anything. It is for the people and not for the technocrats of administrative milieu. As the goals of administration became well defined development, the new approach can bridge the gap between different administrative theories. Development Administration is focused on the administrative problems of developing and developed nations. Administration should not be meaningless. It will be supplemented with corresponding changes in a given area of attention. The Change should be positive as well as progressive in the long run.

Thus the immediate contribution of development administration is its exposure of the administrative obstacles to the planning and implementation of development. The literature of the field presents a formidable catalogue of specific obstacles, which the first section of the paper will examine. The field also offers theoretical analyses, 'conceptual frameworks', designed to illuminate the causes and interrelations of these obstacles, and these will be discussed in the second section. The most prominent of these theories is that of Professor Frederick W. Riggs of Indiana University, Riggs's model is useful because it achieves its aim of illumination, but many of its implications for development administration as a

discipline, for the prospects of administrative reform, and for planning - are controversial. A third section will deal more thoroughly with the lessons, implications, and overall usefulness of development administration (Rodman, 1968).

Public administration is undoubtedly a very important discipline. However, the development-administration is a part and parcel of public administration. The development-administration is a very microscopic branch of knowledge which needs special attention. Development is widely participatory process of directed social change in a society intended to bring about both social and material advancement including greater equality, freedom and other valued qualities for the majority of the people through their gaining greater control over their environment.

The development-administration is an action-oriented and goal-oriented administration. It is an innovative administration acquiring new skills and new ideas and involving a lot of experimentation. It indicates a willingness to take risks in order to encourage change and growth. It emphasises on-group performance and intergroup collaboration rather than on individual performance. Along with this, individual roles are continuously changing under the development administration as the structures are shaped and reshaped according to goal requirements. It involves employing of trained manpower and improving the existing staff, using of sophisticated aids to decision-making and adopting empirical approach to problem solving as well as emphasising on problem finding. Development-administration functions in a rapid changing environments and also strives to contribute to change



the environment itself. Thus, it involves an interdisciplinary campaign looking for new functions and new dimensions, having flexibility, innovativeness, dynamism, participation and goal-orientation as its basic elements. Administration of development and development of administration which fall in the preview of development administration pose serious organisational problems and administrative challenges for policy makers and administrators alike. Broadly speaking, setting of development goals and objectives and evolvement of strategies are covered under the head administration of development, whereas modernisation of administrative techniques, methods and procedures and development of administration capacity or capabilities are covered under the head development of administration. These should equally be emphasised if planned development is to be assured. Development-administration is mainly concerned with that part of public administration which is geared to the tasks of development planning, projects and schemes. Development-administration, therefore, has been differentiated from routine administration. Development administration as a matter of fact "is concerned with the will to develop, the mobilisation of existing and new resources and the cultivation of appropriate skills to achieve the development goals." The development-administration although being a part of public administration, has come to occupy a very significant place in the study of political science in general and public policy in particular. The effectiveness of development administration is the heart of modern democracy and planning.

The success and failure of planning and welfare of the people are dependent on the effectiveness of development administration. In development-

administration five major themes can be identified. One is that development could not be attained by modernisation (i.e. westernisation), that is to say, by the definition of western values and technology. The second is that development could be defined and measured in terms of economic growth. The third is that quantitative change (economic change) would produce a critical mass leading to qualitative changes. The fourth theme is that the process of development historically entails the movement of societies between a traditional agrarian stage of underdevelopment and that of development after the take-off stage (industrial). The fifth main theme of development-administration is the emphasis on harmony, stable and orderly change. Development in this context is perceived not only as attainment of change but mainly as adaptation and system maintenance (Rathod, 2010).

## **B. DEVELOPMENT PLANNING**

The national development planning system in Indonesia has been regulated by law number 25 of 2004 which contains the overall national and Local development planning procedures. National Development is organized on the basis of democracy with the principles of togetherness, fairness, sustainability, environmental insight, and independence by maintaining a balance of progress and unity. Main purpose of national development planning system is to ensure linkages and consistency between planning, budgeting, implementation, and supervision.

Planning is a process for determining the right future action, through a sequence of options, taking into account the available resources. National Development is an effort implemented by all components of the nation in order to

achieve the goals of the state. The National Development Planning System is a unity of development planning procedures to produce long-term, medium-term and annual development plans implemented by the state and community organizers at the Central and Local levels. In national development plan, Indonesia has three types of development plan and it's arranged according to the time/ period. The first is The Long Term Development Plan, hereinafter abbreviated as *RPJP* (*Rencana Pembangunan Jangka Panjang*), is a planning document for period 20 (twenty) years. The Medium Term Development Plan, hereinafter abbreviated as *RPJM* (*Rencana Pembangunan Jangka Menengah*), is a planning document for a period of 5 (five) years. The last is The Annual National Development Plan, hereinafter referred to as the Government Work Plan (RKP) for central governance, is a national planning document for a period of 1 (one) year and for local governance is called The Local Annual Development Plan, hereinafter referred to as the Local Government Work Plan (RKPD), is a Local planning document for a period of 1 (one) year.

### **1. Planning Theory**

Planning can be defined as foresight in formulating and implementing programs and policies. There are a lot definition about planning according to its characteristic. At least, there are five characteristic of planning theory according to Hudson. First, Synoptic planning, or the rational comprehensive approach, is the dominant tradition, and the point of departure for most other planning approaches, which represent either modifications of synoptic rationality or reactions against it. Synoptic planning has roughly four classical elements: (1) goal-setting, (2)

identification of policy alternatives, (3) evaluation of means against ends, and (4) implementation of policy. The process is not always undertaken in this sequence, and each stage permits multiple iterations, feedback loops and elaboration of sub-processes. Synoptic planning typically looks at problems from a systems viewpoint, using conceptual or mathematical models relating ends (objectives) to means (resources and constraints) with heavy reliance on numbers and quantitative analysis (Hudson, 1979).

Incremental planning describes as partisan mutual adjustment or disjointed incrementalism criticizing the synoptic approach as under realistic. Policy are better understood and better arrived at, in term in terms of the push and tug of established institutions that are adept at getting things done through decentralized bargaining processes best suited to a free market and a democratic political economy. The case for incremental planning derives from a series of criticisms leveled at synoptic rationality: its insensitivity to existing institutional performances capabilities (Hudson, 1979).

The Trans active planning approach focuses on the intact experience of people's lives revealing policy issues to be addressed. Planning is not carried out with respect to an anonymous target community of beneficiaries, but in face-to-face contact with the people affected by decisions. Planning consists less of field surveys and data analyses, and more of interpersonal dialogue marked by a process of mutual learning Trans active planning also refers to the evolution of decentralized planning institutions that help people take increasing control over the social processes that govern their welfare. Planning is not seen as an operation separated

from other forms of social action, but rather as a process embedded in continual evolution of ideas validated through action (Hudson, 1979).

The advocacy planning movement grew up in the sixties rooted in adversary procedures modelled upon the legal profession, and usually applied to defending the interests of weak against strong-community groups, environmental causes, the poor, and the disenfranchised against the established powers of business and government. Advocacy planning has proven successful as a means of blocking insensitive plans and challenging traditional views of a unitary public interest. In theory, advocacy calls for development of plural plans rather than a unit plan. One effect of the advocacy movement has been to shift formulation of social policy from backroom negotiations out into the open. Particularly in working through the courts, it has injected a stronger dose of normative principles into planning, and greater sensitivity to unintended side effects of decisions (Hudson, 1979).

Radical planning is an ambiguous tradition, with two mainstreams of thinking that occasionally flow together. One version is associated with spontaneous activism, guided by an idealistic but pragmatic vision of self-reliance and mutual aid. Like trans active planning, it stresses the importance of personal growth, cooperative spirit, and freedom from manipulation by anonymous forces. More than other planning approaches, however, its point of departure consists of specific substantive ideas about collective actions that can achieve concrete results in the immediate future (Hudson, 1979).

## **2. Local Development Plan**

Local development planning is a vital process that allows local government—and the citizens they represent and work for—to take control of and shape their future. A Local Development Plan provides information on the community's course of action, a roadmap, if you will, for elected officials, local government staff, and the community-at-large to follow when shaping their desired future. Local development planning is proactive. It is about strategic thinking, planning, and anticipating the kinds of things local communities need to do in order to achieve their desired goals.

Effective local development planning entails that the local government understand who their customers are and how well they are meeting community needs and expectations. When done well, local development planning involves input and participation from a broad cross-section of the community and other stakeholders. This guarantees that the process is harnessing the best resources possible in planning the future, as well as providing an all-important forum for civic participation, ownership and engagement.

The strategic goals and action steps articulated in the Local Development Plan are not solely the domain of the local government. Local Governments cannot do it all, nor can it address the community's needs alone. Inherent in the LDP is the notion that the entire community has a stake in and a contribution to make to the achievement of a sustainable commune. The commitment and actions of various community members, groups, and other stakeholders are critical to the successful attainment of the community's vision, goals, and actions that comprise the Local Development Plan.



A Local Development Plan is only effective when it is rigorously used to plan and design services and projects, allocate resources, identify fiscal gaps and needs, measure the results of local government work, and communicate these results to the community. It is a process and document by which communities can hold their leadership accountable for getting things done in a manner that is responsive to their needs and priorities. It ensures a wise and effective utilization of scarce resources to ensure the community is positioned to meet its goals.

Local development plan in Indonesia regulated in Home Affairs Minister Regulation (*Peraturan Menteri Negeri/ Permendagri*) number 86 years 2017. This regulation contains procedures for the preparation of planning documents from the long term to the short term. In addition to the drafting arrangements, other matters governed are related to control, planning and procedures for changes in Local development planning. Local development planning is a process for determining future policy, through a sequence of options, involving various stakeholder elements, for the utilization and allocation of existing resources within a certain period of time in the Region.

The process of preparing the Local Mid-Term Development Plan (*RPJMD*) document consists of 5 stages: 1) Preparation of the Local Mid-Term Development Plan (*RPJMD*) Preliminary draft; 2) Preparation of Local Mid-Term Development Plan (*RPJMD*) Design; 3) Implementation of Development Plan Conference (*Musrenbang*) of Local Mid-Term Development Plan (*RPJMD*); 4) Preparation of the final draft of Local Mid-Term Development Plan (*RPJMD*); and 5) Determination of Local Mid-Term Development Plan (*RPJMD*) Local Regulation

(*perda/ peraturan daerah*). These five stages are a cyclical entity in a Local planning system. Each step must be passed to obtain an applicative and implementative Local Mid-Term Development Plan (*RPJMD*) document. The stages to be discussed in this research is the third stage of the process of preparing the Local Mid-Term Development Plan (*RPJMD*) document that is the Development Plan Conference which will include the role of community participation in the Local development planning process, especially in this case is the medium-term Local development planning as the 5 year agenda of local government.

### **3. Stakeholder in Planning**

Stakeholder involved in the process of development in order to get the role of community participation in the process of it. The core aims of participatory in development planning are to give people a say in the development decisions that may affect them and to ensure that development interventions are appropriate to the needs and preferences of the population that they are intended to benefit. The core aims of participatory development planning are to give people a say in the development decisions that may affect them and to ensure that development interventions are appropriate to the needs and preferences of the population that they are intended to benefit

The types of stakeholders participating in this approach can range from rural or urban local communities, community-based organizations and other CSOs in the for local development planning, to larger CSOs, international NGOs, the private

sector, and the academia, in the case of national or even Local development planning. The level of stakeholder participation varies greatly depending on how seriously the approach is being taken, and can range from minimal i.e. involvement only in information-gathering or consultation to more active forms such as for e.g. in identifying, prioritizing and designing the development program/activities. In the Home Minister Affairs Regulation (*Peraturan Menteri Dalam/Permendagri*), the Stakeholders are the parties who directly or indirectly get the benefits or impact of the planning and implementation of Local Development, among others, provincial and regency/ city Local People's Representative Assembly (*Dewan Perwakilan Rakyat Daerah/ DPRD*), Indonesian national army (*Tentara Nasional Indonesia/ TNI*), Police Republic Indonesia (*Polisi Republik Indonesia/ POLRI*), Attorney General, academicians, NGOs/ CSOs, provincial and district/ city/ village, business/ investor, central government, provincial, district/ city government.

### C. DECENTRALIZATION

Decentralization is the key component of good governance and development. Decentralization is process whereby the central governance disperses responsibilities for certain services to Local branch. (White, 2011) Following the demise of top-down hierarchical and centralised systems as the ideal governance model, developing countries are experiencing a paradigm shift towards decentralised systems meant to transfer central government powers to local jurisdictions. This reform has gained prominence in the last two decades, as centralised governments are perceived to be abusive, corrupt and portraying few

incentives to be accountable to citizens. By bringing the government 'closer to the people', decentralisation is anticipated to establish democratic governance that enhances allocative efficiency (by matching the provision of public goods and services with citizens' preferences), promotes productive efficiency (by fostering public accountability and reducing bureaucratic red tape) and induces public accountability by shifting political power downwards. (Mbate, 2017)

Indonesia has also become one of the countries implementing the decentralization system in the administration of its government. Decentralization is applied in the development equity effort. The legal basis for decentralization is contained in Law 23 of 2014 on Local governance. The law provides the basis for provinces/ cities/ regency in Indonesia to implement local government according to local potentials and needs.

Based on local government legislation, Local administrators are carried out by Local heads, while the House of Representatives (*DPRD*) is an element of local government administration selected based on democratic principles of election. Democracy and decentralization are two different things, but the relationship between them is complementary. Decentralization provides a fresh breeze for democracy so decentralization is considered a very important governance exercise.

After the law on local governance has undergone several changes and improvements, the central government continues to improve the decentralization system by issuing several regulations relating to local government, one of which is the Regulation of the Minister of Home Affairs No. 86 of 2017 which regulates the procedures for the preparation, control and evaluation of Local planning

documents. This union is a refinement of the previous ministerial regulation which also regulates local government planning.

Development planning becomes one of the Local government affairs in the decentralization system in Indonesia. Article 1 state that Local Development Planning is a process for determining future policy, through a sequence of options, involving various stakeholder elements, for the utilization and allocation of existing resources within a certain period of time in the Region. In this study the researcher examines one of the processes of preparation of medium-term Local planning documents, namely Local Mid-Term Development Plan (*Rencana Pembangunan Jangka Menengah/ RPJMD*). Local Mid-Term Development Plan (*Rencana Pembangunan Jangka Menengah/ RPJMD*) is a Local planning document for a period of 5 (five) years commencing from its inauguration until the end of the term of office of the Local Head.

The formulation process of Local Mid-Term Development Plan (*Rencana Pembangunan Jangka Menengah/ RPJMD*) involves many stakeholders as stakeholders, hereinafter referred to as the community. Community participation in the RPJMD development process is very important because it can gather information, suggestions and criticisms of the planning documents being made. Public participation or participation will be seen in public consultation forums and Development Plan Conference (*Musyawarah Perencanaan Pembangunan/ Musrenbang*). According to the Minister of Home Affairs Regulation No. 86 of 2017 the Public Consultation Forum was held 30 days after the inauguration of the Local head while the development plan was held no later than 75 days after the

Local head and deputy Local head were inaugurated. In both forums the author can observe the participation of the community in the process of preparation of the Local Medium Term Development Plan as the basis for the analysis of the condition of community participation in Batu City.

## **D. GOOD GOVERNANCE AND COMMUNITY PARTICIPATION**

### **1. Good Governance**

Good Governance is new theory in public administration as the form of improvement to the existing theory before. It established after New Public Management (NPM) and invented by World Bank as the producer of documentation discussing governance as a general tool in the international development process. The terms "governance" and "good governance" are being increasingly used in development literature. Bad governance is being increasingly regarded as one of the root causes of all evil within our societies. Major donors and international financial institutions are increasingly basing their aid and loans on the condition that reforms that ensure "good governance" are undertaken. (Sheng, 2010). Governance refers to the development of governing styles in which boundaries between and within public and private sectors have become blurred.

Government is one of the actors in governance. Other actors involved in governance vary depending on the level of government that is under discussion. In rural areas, for example, other actors may include influential land lords, associations of peasant farmers, cooperatives, NGOs, research institutes, religious leaders, finance institutions political parties, the military etc. The situation in urban



areas is much more complex. Figure 1 provides the interconnections between actors involved in urban governance. At the national level, in addition to the above actors, media, lobbyists, international donors, multi-national corporations, etc. may play a role in decision making or in influencing the decision-making process. Good governance has 8 major characteristics. It is participatory, consensus oriented, accountable, transparent, responsive, effective and efficient, equitable and inclusive and follows the rule of law. It assures that corruption is minimized, the views of minorities are taken into account and that the voices of the most vulnerable in society are heard in decision-making. It is also responsive to the present and future needs of society.

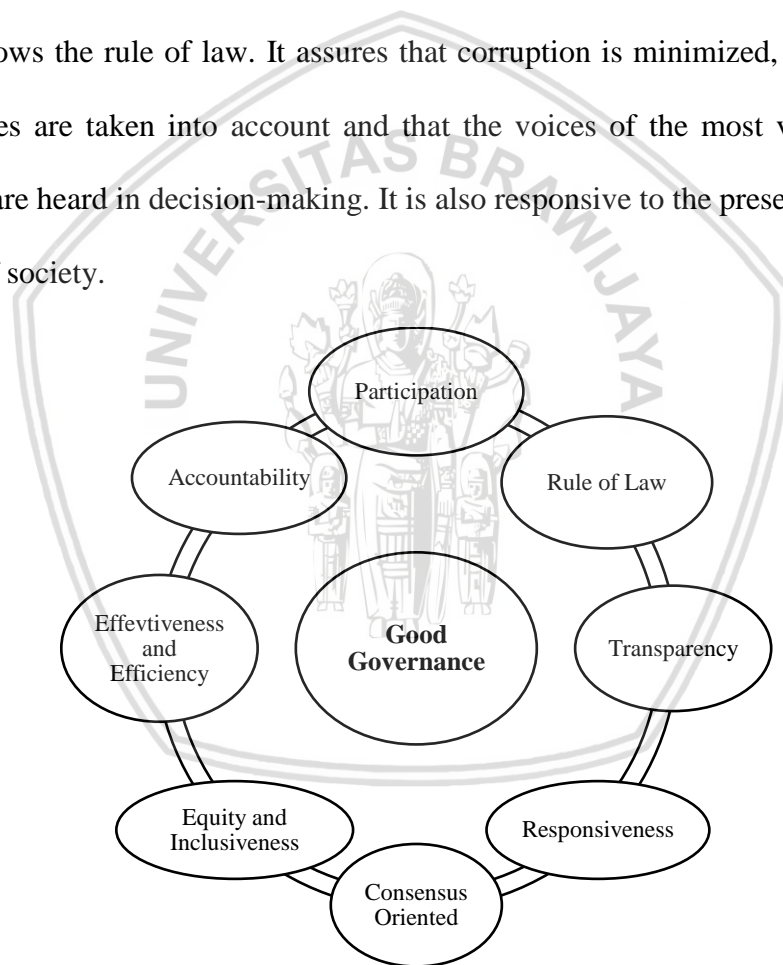


Figure 2.1 **Good Governance's Characteristics (Principles)**

Source: Sheng (2010)

1. **Participation**, Participation by both men and women is a key cornerstone of good governance. Participation could be either direct or through legitimate intermediate institutions or representatives. It is important to point out that representative democracy does not necessarily mean that the concerns of the most vulnerable in society would be taken into consideration in decision making. Participation needs to be informed and organized. This means freedom of association and expression on the one hand and an organized civil society on the other hand.
2. **Rule of Law**, Good governance requires fair legal frameworks that are enforced impartially. It also requires full protection of human rights, particularly those of minorities. Impartial enforcement of laws requires an independent judiciary and an impartial and incorruptible police force.
3. **Transparency**, transparency means that decisions taken and their enforcement are done in a manner that follows rules and regulations. It also means that information is freely available and directly accessible to those who will be affected by such decisions and their enforcement. It also means that enough information is provided and that it is provided in easily understandable forms and media.
4. **Responsiveness**, Good governance requires that institutions and processes try to serve all stakeholders within a reasonable timeframe.
5. **Consensus Oriented**, There are several actors and as many view points in a given society. Good governance requires mediation of the different interests in society to reach a broad consensus in society on what is in the best interest of

the whole community and how this can be achieved. It also requires a broad and long-term perspective on what is needed for sustainable human development and how to achieve the goals of such development. This can only result from an understanding of the historical, cultural and social contexts of a given society or community.

6. **Equity and Inclusiveness**, A society's well-being depends on ensuring that all its members feel that they have a stake in it and do not feel excluded from the mainstream of society. This requires all groups, but particularly the most vulnerable, have opportunities to improve or maintain their well-being.
7. **Effectiveness and Efficiency**, Good governance means that processes and institutions produce results that meet the needs of society while making the best use of resources at their disposal. The concept of efficiency in the context of good governance also covers the sustainable use of natural resources and the protection of the environment.
8. **Accountability**, accountability is a key requirement of good governance. Not only governmental institutions but also the private sector and civil society organizations must be accountable to the public and to their institutional stakeholders. Who is accountable to whom varies depending on whether decisions or actions taken are internal or external to an organization or institution. In general an organization or an institution is accountable to those who will be affected by its decisions or actions. Accountability cannot be enforced without transparency and the rule of law (Sheng, 2010).

From the above discussion it should be clear that good governance is an ideal which is difficult to achieve in its totality. Very few countries and societies have come close to achieving good governance in its totality. However, to ensure sustainable of good governance, actions must be taken to work towards this ideal with the aim of making it a reality. Action that can be taken is to enhance the characteristics (principles) of good governance into reality. The characteristic that will be highlighted in this research is participation, especially community participation in the process of Local Mid-Term Development Plan (*RPJMD*) formulation. Here are the survey form Public Administration Institution (*LAN*) of the most dominant characteristics of good governance.

Table 1. **Top Ten of Good Governance Characteristics**

Rank	Characteristics	Frequency
1	Consensus Oriented	290
2	Community Participation	288
3	Accountability	264
4	Transparency	258
5	Decentralization	253
6	Partnership	238
7	Effectiveness and Efficiency	230
8	Strategic Vision	228
9	Professionalism	224
10	Democracy	222

Source: LAN, 2007

Based on a survey of the implementation of good governance in Indonesia against the top 10 principles of good governance is known that the most dominant is the principle of public interest and community participation.

## 2. Community Participation

The governance system in Indonesia is based on the principles of good governance, which one of the principles that must be implemented is to involve community participation in every administration and development. Such community involvement is a manifestation of democratic governance in which the community is given a wide opportunity to participate in the development plan in accordance with the needs of the community. Not only in the planning aspect, the involvement of the community also requires support in the implementation of development and public services, to enjoy the results of development and service, as well as to monitor and evaluate the performance of government both at central and local levels. In addition to participation, other good governance principles such as transparency and accountability must be realized in governance.

Citizen participation is a key component in building Mobilization local government capacity to take control of their destinies. Citizen engagement in civic matters yields more responsive solutions and decisions concerning matters that affect the entire community. Citizens who are involved in the planning stages are more apt to get involved in implementation and monitoring, as well. As a result, trust and understanding of local government processes, community pride, and overall accountability are greatly increased, enhancing the chances of successful local planning and development.

The concept of participation has had a major impact on political rhetoric and agendas and has been promoted as the necessary element required for a more just form of democracy. The discourse of citizen participation has become a priority and its applicability has been widely proclaimed touted, even though this has usually

involved very little contact with real practices. (Serapioni & Matos, 2014) Public participation has existed in the histories, politics and practices of Indonesia planning processes. The attention for stakeholders' participation has increased markedly in recent decades. In the context of public participation, a stakeholder can be defined as any person (or group) who has an interest in a specific policy issue or could be potentially affected by it. It concerns public institutions (as municipalities, universities, and other local governments), companies, NGOs and individual citizens. Stakeholder groups are usually not homogenous entities. In fact, it is more likely that an identified 'stakeholder group' will comprise a diverse mix of individuals, who may – or may not – identify themselves with the particular 'stakeholder group' into which they have been categorised. (Sisto, Lopolito, & Vliet, 2018).

The core aims of participatory development planning are to give people a say in the development decisions that may affect them and to ensure that development interventions are appropriate to the needs and preferences of the population that they are intended to benefit. Participatory development planning can be undertaken by government agencies or other development agencies and CSOs at the national, Local, municipal or community level. Most of the methods and tools are inexpensive and simple to use and many have been designed for use with or by community members and do not require literacy. Participatory development planning is generally initiated by the government or development agency involved, there are also opportunities for CSOs to take the lead (McCracken, 2010).



The types of stakeholders participating in this approach can range from rural or urban local communities, community-based organizations and other CSOs in the for local development planning, to larger CSOs, international NGOs, the private sector, and the academia, in the case of national or even Local development planning. The level of stakeholder participation varies greatly depending on how seriously the approach is being taken, and can range from minimal i.e. involvement only in information-gathering or consultation to more active forms such as for e.g. in identifying, prioritizing and designing the development program/activities (McCracken, 2010).

There are several definitions related to participation (community), among others, according to Davis (1962) as quoted by Rathnakar (2012) said the participation is define as mental and emotional evolvment of a person in a group responsibilities in them. Based on Davis's statement of the above definition, participation can be interpreted as an individual's mental and emotional involvement in a particular group situation that encourages him to contribute to achieve group goals and share responsibility for achieving that goal. Furthermore, Davis said that the contribution of the community in achieving the development (management) objectives is carried out in each stage starting from planning the formulation of development work agenda, development implementation, to evaluation of development activities.

Based on the definitions stated above, the current governance paradigm includes one of the principles of participation that provides opportunities for the community to contribute to the planning, success, and evaluation of development

outcomes, governance, and performance evaluation of public services done by the government (region). By doing these actions, the community has been actively thinking about the fulfilment of life and livelihood for a better future.

According to Conyers (1994), community participation has a very important meaning in the implementation of the builder. There are three reasons why community participation is needed, namely: 1. The community is a source of information that provides an overview of local conditions and needs; 2. The community will be more confident in the development program if they are involved in the planning, and have the responsibility and awareness to succeed its implementation because of the ownership of the program and the activity; 3. Community involvement as a form of democratic right to participate in determining and monitoring the implementation of development. Community participation can be realized on the basis of the community's own initiative, meaning that the community participates in its own consciousness to support the government program or take the initiative to realize the conditions that he wants. In addition, community participation can also be realized when requested, meaning that participation exists when the government asks or forces people to do so. Participation of other forms is the involvement of the community in the presence of financial reciprocity or incentives, ie, the participation of the community is not on its own consciousness but the existence of the lure of a certain fee or incentive when it is done.

Participation is a form of public awareness to take part or role in development. Participation of the tangible community in various forms such as convey the

statement and response about the implementation or the results of the perceived development, contribute energy, time, give input in the form of ideas, ideas, thoughts about the model or development plan to do, or even participate contribute material or participate bear costs for the development to be accomplished according to the goals and expectations. Still according to Cohen and Uphoff (1977), community participation can be divided into 4 types namely a) participation in decision making; b) participation in implementation; c) participation in benefits; d) participation in evaluation.

Participation in decision making is the involvement of the community in providing thought input related to work program planning and decisions on development priorities. Furthermore, Participation in implementation is the involvement of the community to participate in supporting the implementation of the development of both the contribution in providing energy, raw materials and finance by providing financial contributions for the implementation of development

The next form of participation is Participation in benefits which is a form of community involvement to participate in enjoying and utilizing the results of development that has been done. Not only enjoy, but the community is also expected to participate in maintaining, maintaining and maintaining the results of development that has been done. Utilization of development results is expected to leverage the creativity of society, economic activities and social mobility, improving the welfare of society, which in the end can achieve better development again.

The last form of participation is participation in evaluation, namely the form of community participation through participation overseeing activities and assessing the performance of development and its results. This latter form of participation (participation in evaluation) is a form of public participation in assessing the performance and performance of the government itself.

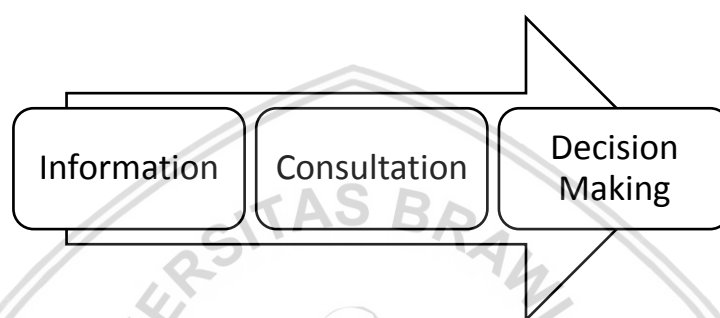


Figure 2.1 **Citizen Engagement in Managing Development**

Source: Division for Public Administration and Development Management (2013)

A Local Development Plan is a conversation with citizens. It is developed through input and guidance from the citizens; however, to be sustainable, it requires a continual conversation. The local government needs to rigorously pursue dialogue and feedback in order to ensure its work is having the right impact on their citizens. Citizen engagement in the process of Local Mid-Term Development Plan in Indonesia is showed in the Public Consultancy Forum (*FKP*). Government invite (inform) community to attend the forum to communicate (consultation process) about Local Mid-Term Development Plan preliminary design in order to get input or advice from the community. Community participation is part of characteristics of good governance which has 8 characteristics at all. Good governance theory will include in the community participation theory as supporting theory.

### 3. Community Participation Typology

A ladder of citizen participation proposed by Arnstein (1969) addresses the degree of power distribution in terms of a typology of citizen participation that includes eight rungs (manipulation, therapy, informing, consultation, placation, partnership, delegated power, and citizen control) that are further categorised into top, middle, and bottom levels of participation. The bottom rungs of the ladder, (1) manipulation and (2) therapy, represent levels of nonparticipation because the authority holds the real power to avoid allowing local community participation in decision-making about development. The middle rungs of the ladder, (3) informing, (4) consultation, and (5) placation, describe levels of tokenism that allow the local community to know and offer opinions on projects. It is not ensured that their views will be taken into consideration in the decision-making process. The top rungs of the ladder are (6) partnership, (7) delegated power, and (8) citizen control.

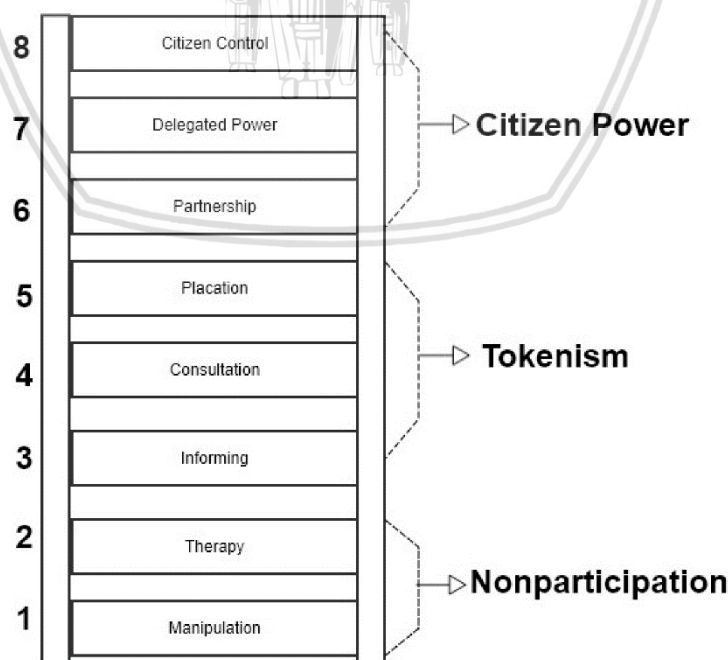


Figure 2.3 Eight Rungs on a Ladder Citizen Participation

Sources: (Bonnie, Lewis, & Dennis, 2017)

The description of the level of participation by Arnstein can be divided into eight levels, among others:

- a. Manipulation: People just used his name as a member in various activities. no participation at all
- b. Therapy: As if the people participate in activities, but in reality a lot more to change the mind-set of the people rather than get feedback from them.
- c. Informing: The existence of the provision of information in one direction of the Holders of power to the public without the possibility to provide feedback.
- d. Consultation: There is no guarantee that the idea and the awareness of the public will be considered by the government.
- e. Placation: People are starting to have some effect but some things are still determined by the authorities.
- f. Partnership: The existence of a joint agreement between the community and the authorities regarding the division of responsibilities in planning, decision control, policy making and solving various problems encountered.
- g. Delegated Power: Communities were given delegated authority to make decisions on the plan or specific program.
- h. Citizen Control: The community has the power to regulate program or institution related to their interests.

Real participation begins where negotiation between various stakeholders is included and the local community takes up part of the responsibility for decision-making. At levels 7 and 8, participants' views have been taken into consideration



in the decision-making arena, and they are empowered to make decision about development.

The principles of integrated planning and budgeting as mandated by the Mayor of Batu Regulation Number 20 of 2015 on Participatory Development Planning System are as follows:

- a) Planning is a unity between the principles of development planning and regional budgeting system;
- b) Regional development planning integrating spatial plan with regional development plan;
- c) Planning is required to realize the linkage between development planning policy and budgeting system to ensure availability of funding;
- d) Planning is a means to allocate APBD as much as possible for regional development;
- e) Planning requires consistency in the use of programs, activities and indicators and performance targets in development planning with budgeting documents; and,
- f) Planning is implemented by the local government together with stakeholders based on their respective roles and authorities.

#### **E. SOFT SYSTEM METHODOLOGY**

Soft system methodology (SSM) was devised by Checkland (1981) and elaborated by Checkland and Scholes in 1990 to provide a tool for investigating an unstructured problem situation. SSM is not a system design tool, but a tool for

system requirements investigation or research. Unlike systems analysis tools, such as entity-relationship modelling or data-flow diagrams, which allow the designer to model how the system should operate, SSM questions what operations the system should perform and, more importantly, why. Thus SSM provides a "soft" investigation (into what the system should do) which can be used to precede the "hard" investigation (into how the system should do it). SSM produces a set of feasible and culturally-acceptable actions which can be taken to improve the problem situation. (Gasson, 1994)

There are seven stages model of shown in the figure 2.3. The seven stages are summarized briefly below.

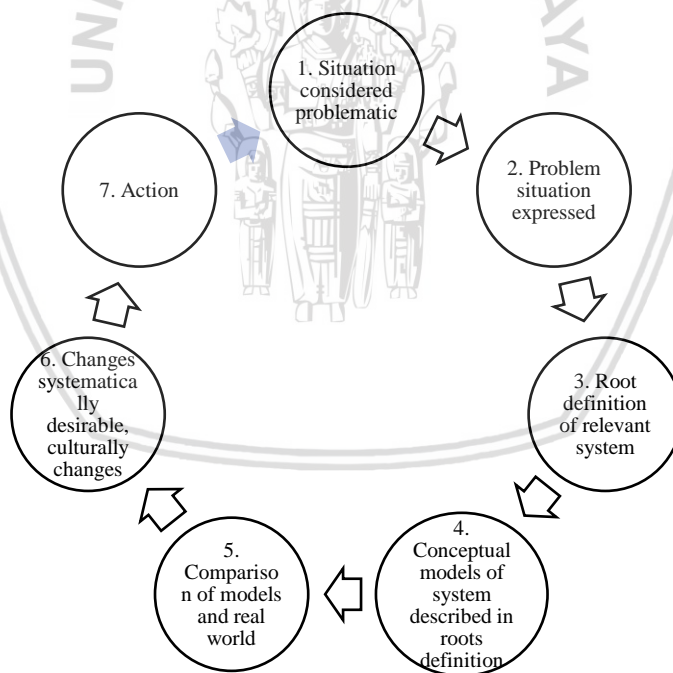


Figure 2.4. **The Seven Stages Soft System Methodology**

Source: checkland and Scholes (1990)

Stage one is finding out the problem situation. This can be done by the use of interview, observation and workshop where organizational actors describe their

work and the problem which they encounter. It is important to see this stage as the prelude to expressing the problem situation. The next stage is expressing the problem situation. This stage consists of a communication and validation of the result of problem situations before in the stage 1. Diagrams usually use in this stage to describe the condition also check the data in the previous stage. After expressing the problem situation, the next stage is deriving root definitions of relevant system. The purpose of this stage is to give name the system. The Root Definition is a statement of purpose that captures the essence of the particular situation of the relevant system. At the heart of the Root Definition is the transformation that is performed by the relevant system. This is captured by the main verb in the Root Definition. The Root Definition is important since it is this that is used to logically deduce what the company will have to do in order to meet the definition. This is captured as a Conceptual Model. To help ensure that a draft Root Definition is acceptable Checkland and Smyth (1976) developed the mnemonic CATWOE where:

1. [C] The Customer: The individual (s) who receive the output from the transformation
2. [A] The Actors: Those individuals who would DO the activities of the transformation if the system were made real
3. [T] The Transformation: The purposeful activity expressed as a transformation of input to output
4. [W] Weltanschauung: It's a German word that literally means "world view". It is the belief that makes sense of the root definition

5. [O] Owner: the wider system decision maker who is concerned with the performance of the system
6. [E] Environmental Constraints: the key constraints outside the system boundary that are significant to the system (Burge, 2016)

Stage four is deriving conceptual model. Deriving conceptual model is a method of analyzing the activities which need to take place in order to clearly define what the actors need to do in order to achieve the transformation. Deriving conceptual model involves two steps which are listing all activities required to achieve the root definition of the system and graphically relating the activities together, with monitor and feedback. After deriving conceptual model, move to the next stage which is comparison of conceptual models and real world. The purpose of this activity to provide a solid set prioritized recommendation for what changes need to made to existing activity system. The conceptual models derived can be compared with the real world in number of ways: 1) the activities can be considered individually, with each activity compared to the real life for its effectiveness and its links to other activities or 2) activity diagram (like a conceptual models, but for real world) can be drawn and compared to the conceptual model. Whichever method is used, the intention is to derive a list of process change: changes to work processes and activities which are necessary in order in order to move toward the system modelled in the conceptual models.

The sixth stage is analyzing feasible and desirable change. The purpose of this stage is to gain some input from the organizational stakeholders, those people who will affected by changes of existing system and those people who will be

involved in implementing changes. It is cannot be achieved by only talk to the costumer but also the actors of transformation which in this case is the local government in Batu City. The last stage is taking action. This stages involve “politic” intervention. The actions predicated by the previous stages of analysis must be implemented to achieve the changes into the better condition.

The model has been made afterward approach with “monitoring and control” by thinking about failure and argued that there are three potential answer which were expressed as three E’s Effective, Efficacy and Efficient. Effective is the system doing the right thing - contributing to the higher-level goals. Efficacy is the system providing the desired result, while Efficient is the system using the minimum of resources. The introduction of the three E’s led to the realization that two levels of control are necessary. The first monitoring and controlling the operational activities would address Efficiency and Efficacy. The second level is monitoring and controlling the monitored and controlled operational activities argues that the effectiveness of a system of interest can only be assessed by taking in to account the wider system, or systems, to which it is part.

### CHAPTER III

#### RESEARCH METHOD

##### A. Research Approach

The purpose of this study is to describe the participation of the community in the process of local mid-term development plan formulation in Batu City, so researcher used descriptive research type to reach the goals of this research. In general descriptive research is research that aims to describe and summarize the various conditions, situations and variables that arise in the location of research. In line with that in this study, the researcher will describe and summarize the various condition of situation that emerged in the process of development planning deliberation as one of the process of preparation of medium term development plan in Batu City.

The approach method to be used in the research is qualitative approach. Researchers play an important role in qualitative research, because researchers must be involved with research conducted. Qualitative research uses various data collection procedures in order to confirm the insights being developed and ensure the confidence of the data collected. The use of qualitative methods is to describe, analyze, and interpret the phenomena contained in the study. This research will illustrate how public participation in the local development planning process in Batu city.



## B. Research Focuses

Limitation of the problem is necessary in conducting a study. The limitations of the problem in this study are tailored to the problem formulation described in the first chapter. Based on the formulation of the problem, then the focus of research to be used in this study include:

1. The degree of community participation in the process of Local Mid-term Development Plan in Batu City Year 2018- 2022. The degree of community participation achieved through:

- a. Public Consultation Forum

The public consultation forum is a forum organized by the Local Development Planning Board, followed by the Local Representatives Council and stakeholders to discuss the initial draft of the RPJMD. The forum is organized to collect the aspirations or expectations of the community towards the objectives, targets and development programs of the Region. Based on the Home Affairs Minister Regulation, the public consultation forum is held no later than 30 (thirty) days after the initial draft of the *RPJMD* is prepared, and coordinated by the regional development planning board. Public consultation forums regencies/ city involve District and Municipal and stakeholder tools aimed at obtaining inputs for the completion of the plenary draft of the *RPJMD*. Public consultancy forum conducted on February 5th 2018 or 39 days after inauguration ceremony which is discussed the plenary draft of *RPJMD* located at Pancasila building, integrated office complex Among Tani City Hall. The

forum is attended by 275 participants that come from various organization in Batu City and around it. The forum start from 8 until 12 am.

b. Development Planing Deliberation

Development planning deliberation hereinafter abbreviated as *Musrenbang* is a forum among stakeholders in order to arrange the local development plan. Development planning meetings aimed at sharpening, alignment, clarification and agreement on the objectives, targets, strategies, policy directions and regional development programs that have been formulated in the initial draft of *RPJMD* implemented and coordinated by the regional development planning agency. According to the regulations of the minister of interior, the implementation of *musrenbang* shall be held no later than 75 days after the inauguration of the mayor and the elected deputy mayor. Implementation of *musrenbang* can invite officials from the ministry or central level as a resource. The results of *Musrenbang RPJMD* are formulated in the minutes of the agreement and signed by elements representing the stakeholders attending *Musrenbang RPJMD*. Deliberation of Development Planning in Batu City is held on May 16th 2018 or 145 days after inauguration ceremony in Grand Orchid Hotel. *Musrenbang* of *RPJMD* in Batu City was late 70 days of the provisions of the regulation of the Home Affair Minister. The forum is attended by 240 participant which come from various organization in Batu City.

c. Stakeholder in Development Planning Process

Community participation in the development planning process is necessary because they are not the object of development but should be involved as the subject of development. In the regional planning process in the Batu City the community has been formally invited by the regional development planning board to be able to attend public consultation forums and development planning deliberations. Those present are representatives of various groups and community organizations and private companies operating in Batu City. Batu City community has actually been involved in both forums above, but the forum apparently did not give big room for the community to participate. The two forums above lead to the delivery of information about planning documents without any feedback from the public.

2. Participatory Planning Model to improve real condition of community participation in the process of local mid-term development plan by using soft system methodology

a. Root definition about participatory planning

Root definition is the ideal condition or purposed result that captures the essence of particular situation of the relevant system. This is captured by main result of CATWOE analysis. The root definition is important since it is used to logically deduce what organization will have to do in order to meet the definition an it will captured by conceptual model of Soft System Methodology.

b. CATWOE analysis

CATWOE analysis is the abbreviation of Costumer, Actors, Transformation, Worldview, Owner and Environmental Constrains. The analysis is based on the component of CATWOE in order to meet with the problem and determine the next step to improve the real condition. CATWOE analysis will accommodate the problem of existing and which party that can be involved to solve the existing problem.

c. Existing Participatory Planning Model (Real World)

The existing model of participatory planning made in order to know the real participatory planning in Batu City. Existing model of participatory planning in Batu City can be seen in the forum of development planning which are Public Consultancy Forum and Development Planning Deliberation. The role of community during the forum become an assessment to know the existing model of participatory planning. In the next stage, it will compare with the new model of Participatory Planning to meet the irrelevant existing model to improve in the new model.

d. Conceptual model (participatory planning model) based on root definition and CATWOE analysis

Conceptual model was deriving in order to analysing the activities which need to take place in order to clearly define what the actors to do in order to achieve the transformation. Deriving conceptual model involved two steps which are listing all activities required to achieve the root definition. Conceptual model of participatory planning in Batu City made in order to improve the

existing model of participatory planning that tend to neglect the role of community.

### C. Research Location and Site

The location of the study is where the researcher describes a real problem of the object under study. The location of this research was conducted in Batu City. Selection of Batu City as a research location due to the following matters:

1. Batu City is one of the cities following the election of local heads simultaneously in 2017 so that in early 2018 Kota Batu scheduled to prepare a new Local Mid-Term Development Plan in line with the change of head of region that has been inaugurated on December 27<sup>th</sup> 2017. Batu City is the only city that can be assessed in East Java because they obligated to make *RPJMD* document with the implementation of four approaches in the process of its formulation.
2. Batu City is the first winner of Anugerah Pangripta Nusantara 2017 City Category with Best Planning organized by national development planning Board (*Badan Perencanaan Pembangunan Nasional/ Bapenas*) in 2017. Because of that the researcher want to know how about the implementation of participatory approach in the process of development planning in the city which won the award for best planning.

While the site of this research conducted at the Planning, Research and Development of Batu City as a local apparatus organization that is responsible for

all local planning in Batu city which is located at *Jalan Panglima Sudirman* number 98, Kota Batu, East Java Province.

#### **D. Data Sources**

According to the research approach, researcher will classified the data sources in to two, there are primary data and secondary data. Primary data will be collected through phenomena observation and informant interview, while secondary data will be collected by documentation toward document that related to this research. Here are the data source of this research:

##### **1. Phenomena**

Researchers will use the phenomenon as the primary data source in analysing community participation in the local development planning process. Phenomena will be in one of a series of medium-term development planning process, namely in the process of Public Consultation Forum and Development Planning Deliberation (Musrenbang). This phenomenon will eventually be used by researchers to classify the level of community participation that exist in the city of stone according to the theory of a ladder citizen participation.

##### **2. Informant**

The interview for informants in this research will conducted after the Development Plan Conference is completed. Informants will be randomly selected to represent the urban stone community involved in the local development planning



process. Informants in the research will be selected with 10 informants that included community members representing various community organizations and official from Local Development Planning of Batu City that involved in the process of local development plan which are in the process of Public Consultancy Forum and Development Planning Deliberation (*Musrenbang*). The informant list of this resource as shown in the table below.

Table 2. Informant List

No	Name	Organization	Position
1	Salma Safitri Rahayaan	Healthy City Organization ( <i>Forum Kota Sehat</i> )	Leader
		Woman Rural Voices ( <i>Suara Perempuan Desa</i> )	Leader
		Children Protection Organization ( <i>Lembaga Perlindungan Anak</i> )	Head Law Division
2	Lina Irawati	USAID APIK	Field Coordinator
3	Heri Purwanto	City Without Slum Program ( <i>Kota Tanpa Kumuh</i> )	Coordinator
4	Deyisnil F	Community Participation Development (P3MD)	Coordinator
5	Rianto	Village Community Empowerment	Coordinator
6	Emi	Children Forum	Coordinator
7	Moh. Chori, S.Sos, M.M	Local Development Planning Board of Batu City	Head of Board
8	Sopa Ika Paci	Local Development Planning Board of Batu City	Head of Analysis, Control and Reporting of Development Planning Division
9	Amran	Local Development Planning Board of Batu City	Head of Human Development Planning, Socio-Cultural, and Governance Division
10	Sariono	Local Development Planning Board of Batu City	Head of Sub Division III of socio-Culture

Source: Made by authors, 2018

### 3. Document

Document will be used as secondary data in this research to complete and confirm the validity of the data obtained from the phenomena and informants, including:

1. Attendance list of Public Consultancy Forum (*FKP*) and Development Plan Conference (*Musrenbang*)
2. Profile, Task and Function of Development Board (*Bapelitbangda/ Badan Perencanaan, Penelitian dan Pembangunan Daerah*) of Batu City Governance
3. Pictures of the implementation of the Public Consultation Forum and of Development Plan Conference.
4. Laws relating to the Development planning both national and local levels.
5. Minister of Home Affairs Regulation (*Peraturan Menteri Dalam Negeri/ Permendagri*) no. 86 of 2017 on the planning procedures, control and evaluation of local development.
6. Local Mid-Term Development Plan of Batu City Year 2018-2022 (*RPJMD*)
7. Local Annual Planning of Batu City Year 2018 (*RKPD*)

### E. Data Collection Methods

Data collections methods will be used by researcher in this research are:

#### 1. Observation.

Observation will be conducted in the process of public consultation forum and development plan conference (*Musrenbang*) to analyse the real condition of

community participation in the process of local mid-term Development Plan (*RPJMD*). Researcher will observe the phenomena that happen in the discussion forum and classify it into type of participation according real condition. Observation will conducted in twice during research.

## **2. Interview**

The data collection method will use semi-structured interview. A semi-structured interview use in order to reduce times during interview, because the researcher has been plan the question before conduct the interview and also during research, researcher will develop the question and interview guidelines base on the information that given by informant. In this research, researcher provide 10 question for every participant. Researcher will interview the participant after development plan discussion forum with the interview details as follows:

Frequency : once in every participant

Duration : every person in 30 minutes

Tools : interview guideline, recorder, pen and books

## **3. Focus Group Discussion**

Focus Group Discussion conducted in order to accommodate the approaches of *RPJMD* formulation. FGD is conducted when it necessary and the implementation is according to the Local Development Planning Board o Batu City as The leading sector of planning acticvity in Batu City. The condition

that make it necessary such as when the program of RPJMD need synchronize with the program of Local Organization (*Perangkat Daerah/ PD*), so the *Bappelitbangda* will invite the all *PD* Leader to discuss the program. Forum discussion also held with expertise from Brawijaya University as the supervisor of *RPJMD* formulation. They conducted consultation to the expert because the *RPJMD* document also has to accommodate the technocratic approach and it can be done by the academician from university or other institution that mastering the document. The consultation and the discussion above is done by Focus Group Discussion that already conducted a lot time during the *RPJMD* formulation. The researcher also involved in the FGD during conduct this research. The Forum Group Discussion that already held will show in the table below.

Table 3. Forum Group Discussion Agenda

No	Date	Agenda	Participant
1	January 3 <sup>rd</sup> 2018	Timeline of <i>RPJMD</i> after Inauguration Ceremony of Mayor and Vice Mayor according <i>Permendagri</i> 86 2017	<i>Bappelitbangda</i> and Brawijaya University
2	January 12 <sup>th</sup> 2018	Socialize of Plenary Design of <i>RPJMD</i> Document to Local Governance Organization	Bappelitbangda, Local Governance Organization and Barwijaya University (Expertise/ Supevisor Team)
3	January 19 <sup>th</sup> 2018	Chapter IV and V of <i>RPJMD</i>	<i>Bappelitbangda</i> and Brawijaya University
4	January 28 <sup>th</sup> 2018	Mission division to each Local governance organization	<i>Bappelitbangda</i> and Brawijaya University
5	February 1 <sup>st</sup> 2018	Desk with the local organization regarding the vision and mission	<i>Bappelitbangda</i> , Local Governance Organization and Barwijaya University

			(Expertise/ Supevisor Team)
6	March 7 <sup>th</sup> 2018	Mission, Main Performance Indicator for purpose and objectives in RPJMD and also the PD that responsible with achievement of every mission, purpose and objectives.	<i>Bappelitbangda</i> and Brawijaya University
6	March 15 <sup>th</sup> 2018	Cascading of each mission with Local Governance Organization program	<i>Bappelitbangda</i> and Brawijaya University
7	March 27 <sup>th</sup> 2018	Desk with <i>PD</i> regarding program of <i>RPJMD</i> that will carried out in <i>PD</i> Strategic Plan	<i>Bappelitbangda</i> , Local Governance Organization and Barwijaya University (Expertise/ Supevisor Team)
8	May 14 <sup>th</sup> 2018	The preparation of Development Planning Deliberation	<i>Bappelitbangda</i> and Brawijaya University
9	May 21 <sup>st</sup> -25 <sup>th</sup> 2018	Integration of <i>RPJMD</i> and Strategic planning of Local Organization ( <i>PD</i> )	<i>Bappelitbangda</i> , Local Governance Organization and Barwijaya University (Expertise
10	June 6 <sup>th</sup> -8 <sup>th</sup> 2018	Discussion with the Local Representative Council regarding <i>RPJMD</i> document and Local Regulation Design	Local Representative Council ( <i>DPRD</i> ), <i>Bappelitbangda</i> and Brawijaya University

Souce: Made by author, 2018

#### 4. Documentation

Documentation is data collection method that using document and pictures as data sources. This research also will use documentation to collect data from research location and site. Documentation that will be used by researcher are document, pictures, archive, official report that relate with the research focus. Interview documentation and pictures in this research will display in appendixes in the end of this report of research.

## F. Research Instruments

The research instrument is a set of tools used by researchers to retrieve data, manage, present, analyse and describe data/ information. Instruments used in this research include:

### 1. Researcher

Characteristic of qualitative research is inseparable from the observation and the participation of the researcher itself. Qualitative research is often subjective. Researchers need to know themselves to avoid ethnocentrism related to moral culture, ethics, social customs, and beliefs. Researchers try to get rid of the subjectivity of researchers with a lot to learn the theories and regulations relating to development planning and community participation in the process of development planning especially in the region.

### 2. Interview Guideline

Interview guide is useful for researchers to limit and direct researchers in finding the data needed for research activities, in the form of indicators or points derived from research focus. The interview guidelines in this study are presented in the appendix.

### 3. Research Schedule

Research schedule will help the researcher to do the research in the right time.

Research schedule is consist of all of activities will be conducted by researcher



during research process. It will direct the researcher to conduct the list-to-do during the research in the proper time.

#### 4. Supported Devices

In this study researchers using supporting tools in the form of pocket books, stationery, mobile phones, cameras, and laptops

### G. Data Analysis

Data analysis that will be used in this research are two, which are ladder Citizen Participation and Soft System Methodology Approach. First Data analysis is ladder citizen participation to measure the level of community participation in batu city according to real condition during Development Plan Conference (*Musyawarah Perencanaan Pembangunan/ Musrenbang*). This typology of citizen participation will classify in what degree community participation in batu city.

A Ladder citizen participation will classify and measure the degree or type of community participation in Batu City. After determined the degree of community participation in Batu city, researcher will use soft system methodology to explain the issue to make participation planning models of community participation in Batu city. Here are the steps of soft system methodology approach.

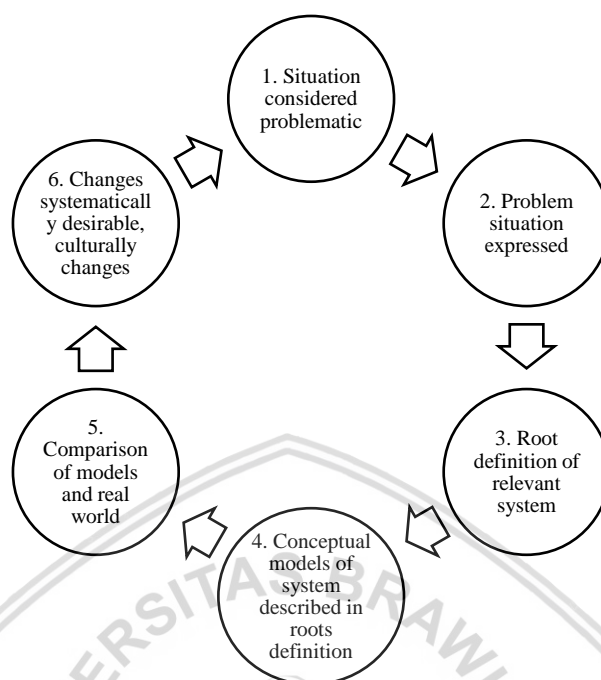


Figure 3.2 **Soft System Methodology Process**

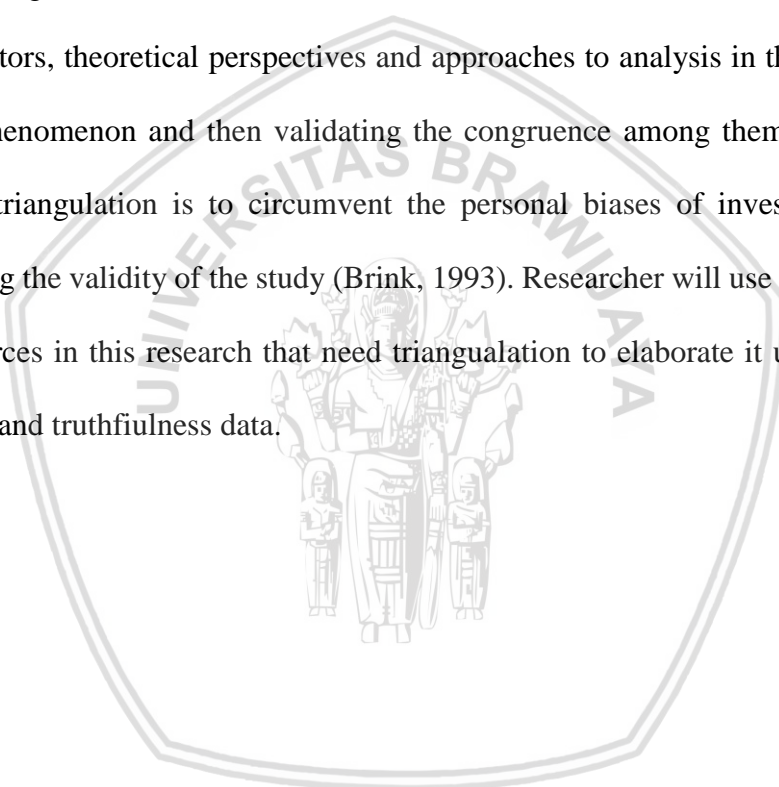
Source: Checkland & Scholes (1990)

In Soft System Methodology, the system thinking framework begins by making the root of the problem and then building a conceptual model based on the definition of the problem. The definition of the root of the problem is not continuing from the structuring of the problems which resulted in a relevant point of view at the Development Planning Conference (*Musyawarah Perencanaan Pembangunan / Musrenbang*) in Batu City. The root of the problem will be expressed with CATWOE which is an acronym of Costumer, actor (transformer), Transformation, Worldview, Owner (the party who can stop the activity change), Environmental Constrains (Environmental Barriers). (Checkland & Scholes, 1990)

## H. Data Validity

Validity in research is concerned with the accuracy and truthfulness of scientific findings. (Brink, 1993) Data validation will be used in this research is triangulation. Triangulation is defined to be a validity procedure where researchers search for convergence among multiple and different sources of information to form themes or categories in a study. (Golafshani, 2003)

Triangulation refers to the use of two or more data sources, methods, investigators, theoretical perspectives and approaches to analysis in the study of a single phenomenon and then validating the congruence among them. The major goal of triangulation is to circumvent the personal biases of investigators and increasing the validity of the study (Brink, 1993). Researcher will use three kind of data sources in this research that need triangulation to elaborate it until become accurate and truthfulness data.



## CHAPTER IV

### RESULT AND DISCUSSION

#### A. General Description of Research

##### 1. General Description of Batu City

Batu City was established based on the Law of the Republic of Indonesia Number 11 Year 2001 on the Establishment of Batu City. Batu City is one of the areas that is administratively located in the East Java Province. The total area of the area is 19,908,72 hectares or 199,09 km<sup>2</sup>. Approximately 0.42 percent of the total area of East Java Province. Batu City area is divided into 3 (three) sub-districts namely Batu District with 4 villages and 4 urban villages covering 45,46 km<sup>2</sup>, Junrejo Sub-district with 6 villages and 1 urban village of 25.65 km<sup>2</sup> and Bumiaji District with 9 villages covering 127.98 km<sup>2</sup>. The boundary area of Batu City borders with several other areas, namely:

Table 4. **Area Boudaries of Batu City**

Northern boundary	:	Pacet Sub-district of Mojokerto Regency
Southern boundary	:	Dau and Wagir sub-districts of Malang Regency
Eastern boundary	:	Karangploso and Dau sub-districts of Malang Regency
Western boundary	:	Pujon sub-district of Malang Regency

Source: Annual Planning (*RKPD*) of Batu City 2018

Batu city has a strategic position for the development of regional potential. Batu city is located in East Java Province, located about 101 km east of Surabaya City, and about 15 km west of Malang City, and located in Malang-Kediri or

Malang-Jombang. The administrative area of Batu City is surrounded by Malang City, Malang Regency, Mojokerto Regency, and Pasuruan Regency. Batu city has a very important role to move the wheels of the economy, especially in the scale of Malang Raya area, and generally in the East Java Province, as the center of East Java tourism (Local Development Planning Board, 2018).

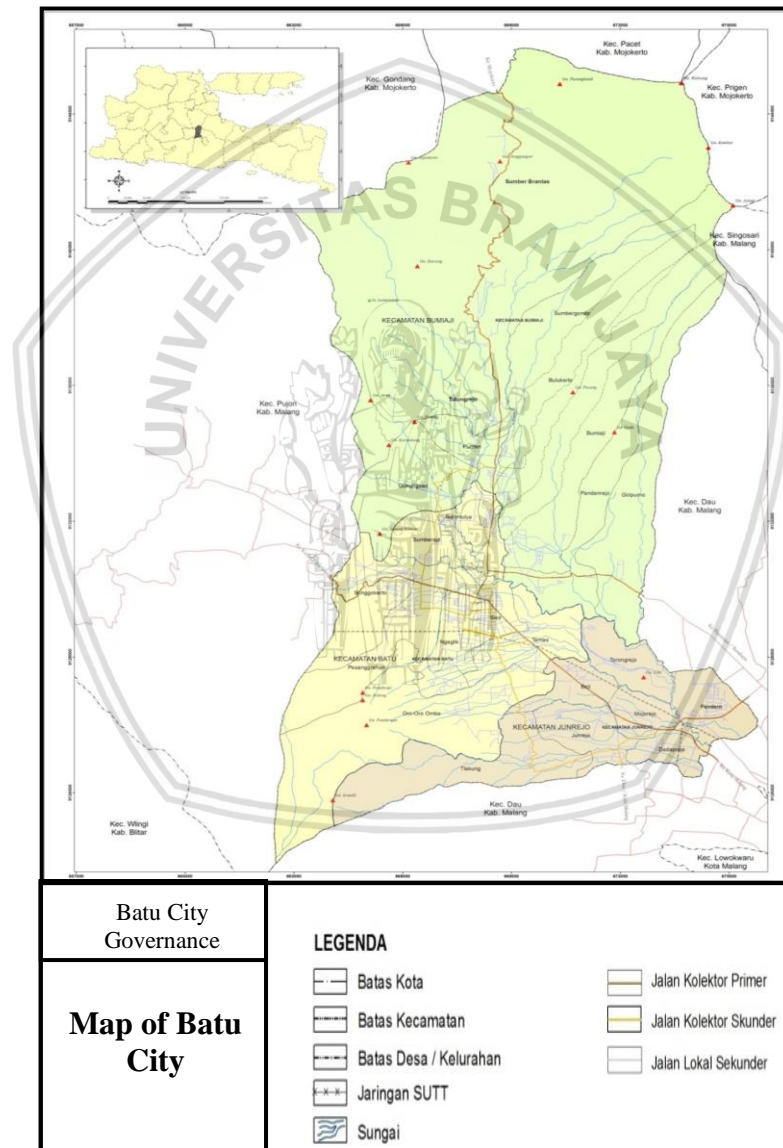


Figure 4.1. Map of Batu City

Source: Annual Planning (*RKPD*) of Batu City 2018

Batu City has many achievements of the progress of development that has been implemented so far. Especially in the last five years (2012-2017) where the Human Development Index (IPM) Batu City increased significantly reaching 73.57 points, this figure is above the HDI value of East Java and National, supported by regional economic growth and per capita income is at an average rate of 6.95 percent, GRDP rate is also increasing, This is supported by the value of investment continues to increase in 2016 alone reached almost Rp. 1.885 trillion or an increase of 13.8% over the previous year. Similarly, the per capita GDRP per year reaches 5.3 million per month in 2016.

This achievement is certainly supported by a good governance system led by a qualified regional head. Regional head is an important element in a local government because they bring the vision and mission that will serve as guidance for the Batucity government in carrying out development. Batu City has just made a change of head of region on December 27, 2018 which inaugurated the couple of Mayor and Vice Mayor of Batu elected term of service period 2017-2022, on behalf of Dra. Hj. Dewanti Rumpoko, M. Si as Mayor of Batu City and H. Punjul Santoso, SH, .MM as the Vice Mayor of Batu City.

Local Government of Batu City is obliged to make the document of Local Mid-Term Development Plan (*RPJMD*). According to Law Number 25 Year 2004, Article 5 Paragraph (2), states that the *RPJMD* is defined as the elaboration of the vision, mission and program of the regional head which is drafted based on the Long Term Development Plan of the RPJPD and pay attention to the Medium Term Development Plan RPJM) National, contains the direction of local financial policy,



regional development strategy, general policy, and the program of Regional Device (PD), crossed the regional apparatus, and territorial program accompanied by work plans within the regulatory framework and indicative funding framework. Furthermore, the RPJMD is a document of Regional Development Planning for the next 5 (five) years.

The RPJMD document is the embodiment of the political promises set forth in the Vision of the Elected Regional Heads of Mission, because the Vision of the Mission is based on intensive networking of the aspirations of the community as the main target of development, as a manifestation of the desires and expectations of the community, the development of the development becomes more directed in accordance with what is expected by society. Then the results of performance evaluation of previous periods, strategic issues as well as potential Batu City potency that must be accommodated in RPJMD Batu Town. The whole thing is analyzed under the provisions of the Minister of Home Affairs Regulation No. 86 of 2017 on the implementation of Government Regulation Number 8 of 2008 on Stages, Procedures for Formulating, Controlling and Evaluating the Implementation of Regional Development Plans. In the Government Regulation it is mandated that regional development planning is a process of arranging the stages of activities involving various elements of its internal stakeholders, in order to utilize and allocate existing resources in order to improve social welfare within a regional / regional environment within a certain period of time.

According to the Home Affairs Minister Regulation Number 86 Year 2017 the document of local mid-term development plan should be formulated within 6

months after the inauguration ceremony. That is mean now Batu City Governance still in the process of RPJMD formulation. RPJMD contained vision and mission of Mayor and vice mayor that translated into purposes and strategy then manifested in the form of a program that supports the vision and mission. The vision of regional development in the RPJMD is the vision of the regional head and deputy head of the elected area submitted to the Election of Regional Head (PILKADA) as a commitment or a promise to the community. Vision must also address the issues of regional development and / or strategic issues that must be addressed in the medium term and in line with the long-term development direction of the region. Various strategic issues in Batu City such as the development of excellent potential to improve local competitiveness and strengthening local character into strategic issues that encourage the creation of the vision of the regional head. So the vision of Batu City for the period of RPJMD 2018-2022 is Empowered village, Successful City, the realization of Batu City as Center of International Agro Tourism that has Character, Competitive and Welfare.

Mission is a general formula of efforts to be implemented to realize the vision. The mission formulation in the developed RPJMD document has taken into account the strategic environmental factors, both external and internal that affect the strengths, weaknesses, opportunities, and challenges that exist in regional development. The mission of Batu City 2018-2022 is structured to clarify what will be done in order to achieve the realization of the vision of the period 2018-2022. As an effort to realize the regional development vision of Batu City, it is determined the development mission of Batu City 2018-2022 as follows:

- a. Improving Social Stability, Politics, and Community Life is get along, Harmony, Democratic, Religious and Culture Based on Preservation of Values and Local Culture Wisdom;
- b. Increasing Complete Human Resource Development Through Accessibility and Quality of Education, Health, Social Services, and Women's Empowerment;
- c. Realizing the Competitive, Self-sustaining and Environmentally-Based Regional Economic Competitiveness Based on Potential;
- d. Improving the Development of Infrastructure and Regional Connectivity Quality for Equitable and Sustainable Development;
- e. Improving Good Governance, Clean, and Accountable Service-Oriented Professional Services.

Law Number 23 Year 2014 on Regional Government and reaffirmed in the Minister of Home Affairs Regulation No. 86 of 2017, that in preparing the RPJMD using 4 (four) approaches are political approach, technocratic approach, participative approach and top-down approach and approach bottom up. These development planning approaches have been carried out systematically and consistently.

## 2. General Description of Local Development Planning Board

In line with the decentralization policy in the administration of government, there is some authority in the field of planning submitted to the region and managed in the national development planning system. Regions have authority in determining development plans which include annual / short-term plans (RKPD), mid-term plans (RPJMD) and long-term plans (RPJPD). However, all such policies must refer to the rules or laws of planning and standardization established by the central government.

Local Development Planning Board is the element of implementing government affairs in the field of Planning and government affairs in the field of Research and Development. The Regional Development Planning, Research and Development Agency is headed by the Head of the Agency which is located under and responsible to the Mayor through the Regional Secretary. The Regional Development Planning, Research and Development Agency has the duty of assisting the Mayor to carry out government affairs which are the regional authorities in the field of Planning and in the field of Research and Development. Development Planning Agency, Research and Regional Development in carrying out the task of performing functions:

- a. formulation of technical policies and strategic plans in the field of Regional Development Planning, Research and Development;
- b. the establishment of work plans and budgets in the field of Regional Development Planning, Research and Development;

- c. organizing policies in the field of Regional Development Planning, Research and Development;
- d. organizing the improvement of the quality of human resources apparatus of the Regional Development Planning Board, Research and Development;
- e. administration administration in the field of Development Planning, Research and Regional Development;
- f. implementation of evaluation and reporting in the field of Regional Development Planning, Research and Development; and
- g. the implementation of other functions provided by the Mayor associated with the duties and functions.

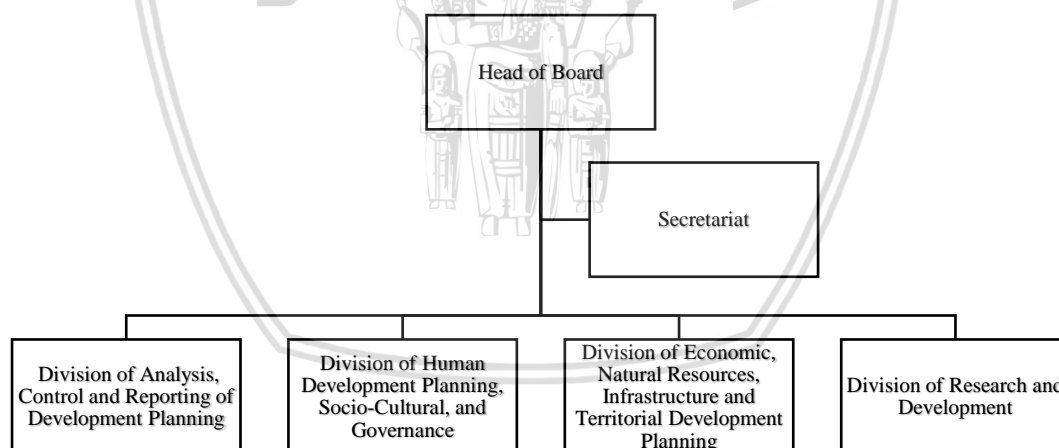


Figure 4.2. **Organizational Structure**

Source: Mayor Regulation Number 89 Year 2016

The organizational structure of the Local Development Planning Board consists of:

- a. Head of Board

- b. Secretariat, oversee:
  - 1) Sub Division of Program and Reporting;
  - 2) Sub Division of Finance; and
  - 3) Sub Division of General and Personnel.
- c. Division of Analysis, Control and Reporting of Development Planning, oversees:
  - 1) Sub Division of Planning and Analysis of Development Funding;
  - 2) Sub Division of Control and Evaluation of Development Planning; and
  - 3) Sub Division of Data and Reporting of Development Planning.
- d. Division of Human Development Planning, Socio-Culture, and Government, oversees:
  - 1) Sub Division of Human Development Planning, Socio-Cultural, and Government I;
  - 2) Sub Division of Human Development Planning, Socio-Cultural and Government II; and
  - 3) Sub Division of Human Development Planning, Socio-Cultural and Government III.
- e. The Development Planning Sector of the Economy, Natural Resources, Infrastructure and Territory, oversees:
  - 1) Sub Division of Economic, Natural Resources, Infrastructure and Zonal I Development Planning;
  - 2) Sub Division of Economic, Natural Resources, Infrastructure and Regional Development Planning II; and



3) Sub Division of Economic, Natural Resources, Infrastructure and Territorial Development III.

f. Field of Research and Development, oversees:

- 1) Sub Division of Technology Information and Utilization Review;
- 2) Sub Division of Natural Resources and Development Studies; and
- 3) Sub Division of Governmental and Community Studies.

g. UPT Agency; and

h. Functional Position Group.

The Secretariat has the task of planning, implementing, coordinating and synchronizing, as well as controlling the activities of general administration, personnel, equipment, programming, and finance. In performing the duties referred to, the Secretariat shall function:

- a. management and general administration services;
- b. management of personnel administration;
- c. development of competence and capacity of personnel;
- d. administration of equipment administration;
- e. management of domestic affairs;
- f. service, public relations, and publications;
- g. implementation of coordination of programming, budgeting and legislation;
- h. implementation of coordination of field tasks;
- i. management of archives of the Agency;

- j. implementation of monitoring and evaluation of organization and administration;
- k. management of financial administration; and
- l. the implementation of other functions provided by the Head of the Agency in accordance with the duties and functions.

The first division is Division of Analysis, Control and Reporting of Development Planning has the task of formulating and executing technical policy in the field of analysis, control and reporting. In carrying out the tasks referred to, Field Analysis, Control, and Reporting, perform the following functions:

- a. preparation of work programs and activities Field;
- b. formulation of regional macro-economic development planning and budgeting policy;
- c. coordinating and synchronizing data and information on regional macroeconomic frameworks;
- d. data management and information of development planning;
- e. control and evaluation of development planning;
- f. coordinating the implementation of RKPD Development Planning, RPJPD, RPJMD, and KUA PPAS;
- g. preparation of RKPD Development Plan document, RPJMD, RPJPD, PPA KUA, and Mayor / Deputy Mayor Accountability Report; and
- h. the implementation of other functions provided by the Head of the Agency in accordance with its function duties.

The second division is Division of Human Development Planning, Socio-Cultural and Governance has the task of formulating and implementing the technical policy of Human Development Planning, Socio-Cultural, and Government. In carrying out the duties as intended, the Field of Human Development Planning, Socio-Cultural, and Governance perform the following functions:

- a. preparation of work programs and field activities;
- b. technical control of the implementation of the analysis and general policy of development planning;
- c. development strategy, policy direction, and development of regulatory framework, institutional and funding of development planning;
- d. preparation of *Musrenbang* materials and follow-up *RPJPD*, *RPJMD*, and *RKPD*;
- e. formulation of indications of program plans and strategic activities targeted to achieve the development plan;
- f. guidance and technical facilitation of development planning;
- g. coordinating and synchronizing development programs and activities;
- h. review and alignment of proposed program plans and development activities;
- i. supervision and evaluation of achievement level of development program planning; and
- j. the implementation of other functions provided by the Head of the Agency in accordance with the duties of its functions.

The third division is Division of Development Planning Sector of the Economy, Natural Resources, Infrastructure and Territories has the task of formulating and implementing policies in the Planning Sector of Economic, Natural Resources, Infrastructure and Territorial Development. In carrying out the tasks referred to, the Planning Sector for Economic, Natural Resources, Infrastructure and Territorial Development, has the following functions:

- a. preparation of work programs and field activities;
- b. technical control of the implementation of the analysis and general policy of development planning;
- c. preparation of development strategy, policy direction and development of regulatory framework, institutional, and funding of development planning;
- d. preparation of *Musrenbang* materials and follow-up RPJPD, RPJMD, and RKPD;
- b. formulation of indications of program plans and strategic activities targeted to achieve the development plan;
- c. guidance and technical facilitation of development planning;
- d. coordinating and synchronizing development programs and activities;
- e. review and alignment of proposed program plans and development activities;
- f. supervision and evaluation of achievement level of development program planning; and
- g. the implementation of other functions provided by the Head of the

Agency in accordance with the duties of its functions.

The last division is Division of Research and Development has the task of formulating, reviewing, and implementing technical policy in the field of research and development. In carrying out the task as intended, the Field of Research and Development performs the following functions:

- a. preparation of work programs and field activities;
- b. preparation and implementation of a national policy review that impacts the region;
- c. preparation and implementation of regional studies and analysis on strategic issues as materials for the preparation of regional development planning;
- d. coordination and research and development cooperation with relevant institutions or agencies;
- e. research, assessment, and development of natural resource and development planning;
- f. research, assessment and development of economic, community, governance, infrastructure and regional development planning;
- b. research, assessment, and information development and utilization of technology;
- c. control and evaluation of research results, assessment, and regional development planning; and
- d. Other functions of the functions given by the Head of the Agency in accordance with the duties of its functions.

Technical Implementation Unit (*UPT*) is an operational technical and / or technical support technical implementation element. The UPT is headed by a Chief who is under and responsible to the Head of the Agency.

Functional Group consists of a group of positions containing functions and tasks related to functional services based on certain skills and skills. Each group is led by a senior functional force appointed by the Mayor. Type of ladder and number of functional positions assigned by the Mayor based on needs and workload with guidance on the provisions of legislation.

## **B. Data Display**

At this stage, researchers try to explain and explain the results of research that has been done with reference to data collected during observation, interview and collection of related documents. Data exposure in this study researchers adjusted to the focus that researchers describe in research methods. Referring to the focus of research drawn from the theory of A Ladder Citizen Participation and Soft System Methodology, then in this presentation will be much discussion about the real condition in the field with theoretical and normative guidelines related to participatory planning.

According to the Home Affair Minister Regulation number 86 year 2017, there are two forums that involve society in the process of development plan. The forum held to get advice or input from the society regarding the document of development plan. Here is the time schedule of Local Mid-Term Formulation according to Home Affairs Minister Regulation Number 86 Year 2017. The author



also made an interview with a few of stakeholder that involves in the forum regarding their response to the forum. The authors conducted the interview to make sure that stakeholder involvement in the development plan is not pseudo participation and also carried out the thought about how community participation should be implemented.

### **1. Degree of Community Participation on Local Mid-Term Development Plan in Batu City**

Degree of community participation can be seen by conduct observation and interview in the process of Local Mid-Term Development Plan. The observation conducted in the two forum which are Public Consultancy Forum and Development Planning Deliberation. Interview also has been conducted to know the response of community to the both of forum. Here are the Data that have been obtained from research location that related to degree of Community Participation in the process of Local Mid-Term Development Plan Formulation.

#### **a. Public Consultancy Forum**

The public consultation forum is a forum organized by the Local Development Planning Board, followed by the Local Representatives Council and stakeholders to discuss the initial draft of the RPJMD. The forum is organized to collect the aspirations or expectations of the community towards the objectives, targets and development programs of the Region. Based on the domestic minister's spin off, the public consultation forum is held no later than 30 (thirty) days after the initial draft of the RPJMD is prepared, and coordinated by the regional development planning board. Public consultation forums regencies/ city involve District and

Municipal and stakeholder tools aimed at obtaining inputs for the completion of the plenary draft of the RPJMD. The results of the regency/ city public consultation are then formulated in a minutes of agreement signed by each element representing the stakeholders. The initial draft of the RPJMD was completed based on the terms of the agreement.

Participants of the public consultation forum are prioritized for community groups that have a competence base relevant to development issues and regional strategic issues. Public consultation forums can be implemented gradually or simultaneously taking into account the level of urgency, efficiency and effectiveness of the implementation. The implementation of a public consultation forum is guided by legislation as in the case of the timing of the execution described in the Minister of Home Affairs Regulation.

Public consultancy forum conducted on February 5th 2018 or 39 days after inauguration ceremony which is discussed the plenary draft of *RPJMD* located at Pancasila building, integrated office complex Among Tani City Hall. The forum is attended by 275 participants that come from various organization in Batu City and around it. The forum start from 8 am until 12 am which includes the following event:

- 1) Report of consultation and disclosure of key development policies

The agenda of this section is presentation regarding development and strategic issues, vision and missions of *RPJMD* by the Head of Development Planning Board, Mr. Mohammad Chori, S.Sos., M.Si. The presentation started from the explanation of RPJMD documents it-self to in order to give brief explanation

the society that was unfamiliar with the term. Afterward, the explanation is continue to the basic law of formulation of Local Mid-Term Development Plan such as PP no. 8/2008 on Stages, Procedures for Formulating, Controlling and Evaluating the Implementation of Regional Development Plans and Home Affairs Minister Regulation Number 86 Year 2017 about planning, controlling and evaluation of local development, evaluation of draft local regulations on long-term local development plans and local medium-term development plans, as well as procedures for changes to long-term local development plans, medium-term development plans and local government work plans.

The official also explained the linkages between the other development plan document such as National Mid-Term Plan, Province Mid-Term Plan to Local/City Development Plan. RPJMD document should in line with those Panning document in order to synchronize the development in the national and local area. There are three types of development plan in local area based on the explanation from the official those are Local Government Work Planning, Mid-Term Development Plan (RPJMD) and Long-Term Development Plan (RPJD).

The next explanation is regarding to development and strategic issues that exist in Batu City and also will become challenges to realize the development plan in the next five years. According to the presentation Batu City have at least five strategic issues that will be fixed in the next five years. The strategic issues of Batu City are:

- 1) Socio-political conditions, inter-religious harmony, cultural preservation and local wisdom;

- 2) Increasing the quality of competitiveness of Regional Human Resources (Education, Health, Social), Population quantity control and expansion of employment;
- 3) Increasing the competitiveness of the local economy based on the characteristics of the regional superior potential and village independence;
- 4) Increased Availability of green-oriented infrastructure; and
- 5) Sustainable and adaptive environmental management of climate change and disaster resilience.

The strategic issues translated to the vision and mission of mayor that combine with political promise in the campaign era. In the public consultation forum that was 1 vision and 5 missions of RPJMD document that will implemented in the next five years. Missions was collaboration between technocratic and Political approach what is say with political promise (Nawa Bhakti) which means nine loyalty of Batu City Mayor and Vice Mayor. This section also explain the key development policy which cover enhancement such village self-sufficient, economic growth, Human Development Index, income per capita and also decrease the poverty rate and unemployment in specific number.

## 2) Presentation of Thematic Forum Group Discussion results

This section is carried out from expertise from Faculty of Administrative Science, Brawijaya University, regarding the explanation of every mission which is translated purposes and objective. The explanation was directly leads to specific mission as an example. The explanation is describe how to measure the successful

of every mission and below, the indicator will measure the successful of every mission, purposes and objective with a formula that has been implemented.

3) Submission of the thoughts of the Local Representatives Council

Local Representative Council also give their thought regarding Plenary Draft of RPJMD document that already presented. The thoughts of Local Representative Council is not delivered in the forum because a limited of time and also the leader of Local Representative Council said that the presentation before already complicated so he want to delivered as simple as possible.

4) The Signing of Report Agenda

This section was signing of report agenda by the representative of stakeholder, expertise or academician, mayor accompanied by vice mayor and also the leader of Local Representative Council.

5) Speech and Mayor's Directive

The last section in this forum was the welcome speech from mayor of Batu City, Dra. Hj. Dewanti Rumpoko, M. Si. The welcome speech was deliver the spirit to enhance the governance in Batu City especially related to Performance Accountability System (SAKIP) that place Batu City in the low rank, it is opposite with the annual planning that got an award as Best Planning Among cities in Indonesia.

**b. Development Planning Deliberation**

Development planning deliberation hereinafter abbreviated as *Musrenbang* is a forum among stakeholders in order to arrange the local

development plan. Development planning meetings aimed at sharpening, alignment, clarification and agreement on the objectives, targets, strategies, policy directions and regional development programs that have been formulated in the initial draft of RPJMD implemented and coordinated by the regional development planning agency. According to the regulations of the minister of interior, the implementation of *Musrenbang* shall be held no later than 75 days after the inauguration of the mayor and the elected deputy mayor. Implementation of *Musrenbang* can invite officials from the ministry or central level as a resource. The results of *Musrenbang* RPJMD are formulated in the minutes of the agreement and signed by elements representing the stakeholders attending *Musrenbang* RPJMD.

Participants of district/ municipality *Musrenbang* consist of regents and vice regents/ mayors and deputy mayors, leaders and members of district / city DPRD, central government elements, BAPPEDA officials and provincial government apparatus, district apparatus officials, sub-district heads, delegates representing participants of the *Musrenbang* from sub-district, academics, NGOs / CSOs, community leaders, entrepreneurs / entrepreneurs elements, representation of women and vulnerable groups are marginalized and other elements deemed necessary. In the regulation *Musrenbang* should facilitated by expertise experienced with competence and ability to guide the discussion and decision-making process in the discussion group *Musrenbang* RPJMD provincial and district/ city. The arrangement of *Musrenbang* events has been arranged in the Minister of Home Affairs Regulation consisting of:



- c. Opening;
- d. Plenary I meeting, material presentation from resource persons (Central and Regional);
- e. Discussion of material in group meetings based on regional government missions/ targets/ affairs/ affairs may involve ministry/ institution officials as counterparts for provinces and ministry / institutional and provincial officials for districts / municipalities;
- f. Plenary Meeting II, the presentation of the results of group meetings by each group chairperson, and responses, refinements, and clarifications of all RPJMD *Musrenbang* participants to be agreed upon into the RPJMD *Musrenbang* decision;
- g. Formulation of the draft agenda report of *Musrenbang* RPJMD by a drafting team led by the Head of BAPPEDA based on the summary of the results of plenary meeting II *Musrenbang* RPJMD; and
- h. Closing of *Musrenbang*.

The draft of the agreement on the results of the RPJMD *Musrenbang* which contains the formulation of the results of the RPJMD *Musrenbang* agreement, among others, consists of the following appendices:

- 1) Attendance list of RPJMD *Musrenbang* participants;
- 2) Agreement on the mission, objectives and targets of regional development;
- 3) Agreement on the strategy and direction of regional development policy and regional apparatus; and

- 4) Agreement on the program of regional apparatus accompanied by funding needs.

Deliberation of Development Planning in Batu City is held on May 16<sup>th</sup> 2018 or 145 days after inauguration ceremony in Grand Orchid Hotel. *Musrenbang* of RPJMD in Batu City was late 70 days of the provisions of the regulation of the Home Affair Minister. The forum is attended by 240 participant which come from various organization in Batu City. The list of attendance will be show in Appendix 2. The arrangement of *Musrenbang* that held by development planning board quite different with the arrangement of *Permendagri* above which consist of those sections below:

1. Opening

The opening of this deliberation is started with sing Indonesian national anthem and mars song of Batu City.

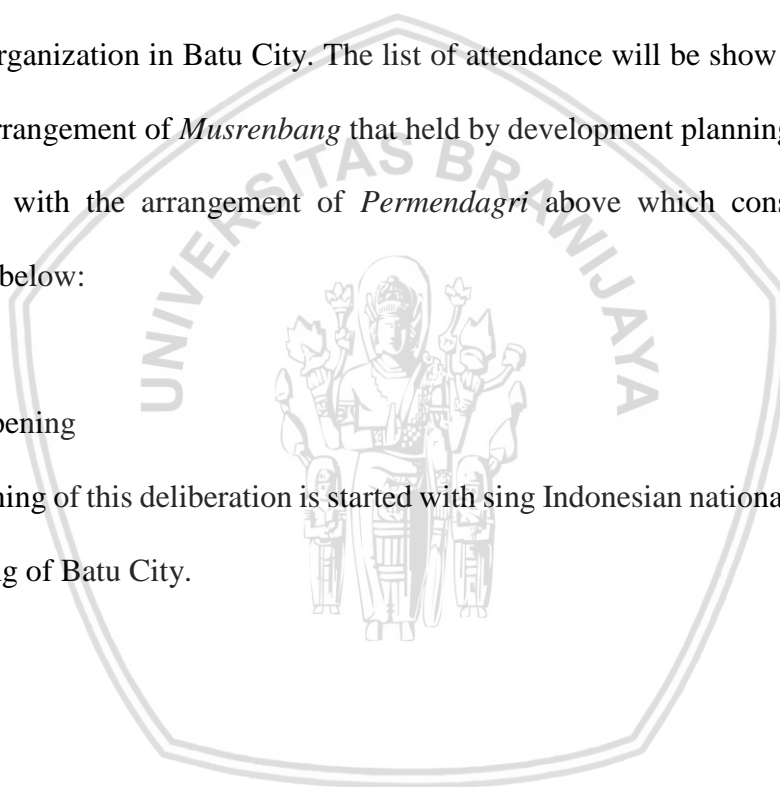




Figure 4.3 **Opening Ceremony**

Source: *Bappelitbangda Batu City*, 2018



Figure 4.4 **Development Planning Deliberation (Musrenbang) Opening Symbol**

Source: *Bappelitbangda* Batu City, 2018

The opening also officially opened by various officials in Batu City such as Mayor, Head of Local Representative Council, etc. with that moment the agenda officially started.

## 2. Welcome speech from various official

This section contained welcome speech from various official in Batu City such as Resort Police Chief (*Kapolres*), Head of Public Attorney (*Kepala Kejaksaan Negeri*), and the mayor of Batu City. The welcome speech from resort police chief is regarded to the safety issues that happened in various cities in Indonesia. While the welcome speech from head of public attorney is regarded the policy in law sector to support the development.

The welcome speech and at once presentation of thoughts from local representative council which was delivered by Mr. Cahyo Edy Purnomo. There are five points of thought which was delivered in the forum. The point have carried out in the RPJMD document as political will from the local representative.

- a. Welfare;
- b. Facilities and infrastructure of environment;
- c. The regulation about development permit;
- d. Government and administration sector; an
- e. Public service (*Musrenbang* Presentation, 2018).





Figure 4.5. **Head of Local Representative Council in his speech**

Source: Bapelitbangda Batu City, 2018



Figure 4.6. **Mayor of Batu City in her Speech**

Source: *Bappelitbangda* Batu City, 2018

The last welcome speech is delivered by mayor of Batu City, Dra. Hj. Dewanti Rumpoko M.Si. The mayor gave the speech to thanks to various parties who attend the forum and also give welcome to official form provincial governance. The mayor also gave her thought regarding what should carried out in the planning document below:

- a. Safety;
- b. Bureaucratic Reform;
- c. Village development;
- d. Education and Health Sector;
- e. Tourism Village;
- f. Environment;
- g. Infrastructure;
- h. Social and labor;
- i. Agricultural; and
- j. Change of planning paradigm (from money follow function to money follow program) (*Musrenbang* Presentation, 2018)

### 3. Presentation from development planning board

The presentation by head of development planning board, Mr. Moh. Chori S.Sos., M.Si regarded general (existing) condition in Batu City and also the contain of RPJMD document. The first thing is he presented about the agenda of RPJMD formulation which are consist of five stages. Regarding the condition, he presented strategic and demographic position of Batu City such as total population, total family and population growth rate.

He also presented the performance of government in the last five years regarding the enhancement in the various sector in Batu City. The sector that mention about Human Development index that continuously increase and the rate is higher than provincial government and also national level. The macroeconomic in the area also has an improvement every years that show the performance of



government also running well in the last five years. Locally-generated revenue also has a good growth as well as the accountability report of finance is also the equitable without exception (WTP) from Audit Board of the Republic of Indonesia.

The next explanation regarded the document of RPJMD about vision, missions, purposes, purpose indicator, objective and objective indicator. Batu City has a vision and 5 missions in the next five years. The vision from the presentation is Empowered village, Successful City, the realization of Batu City as Center of International Agro Tourism that has Character, Competitive and Welfare. While the missions are:

- a) Improving Social Stability, Politics, and Community Life is get along, Harmony, Democratic, Religious and Culture Based on Preservation of Values and Local Culture Wisdom;
- b) Increasing Complete Human Resource Development Through Accessibility and Quality of Education, Health, Social Services, and Women's Empowerment;
- c) Realizing the Competitive, Self-sustaining and Environmentally-Based Regional Economic Competitiveness Based on Potential;
- d) Improving the Development of Infrastructure and Regional Connectivity Quality for Equitable and Sustainable Development;
- e) Improving Good Governance, Clean, and Accountable Service-Oriented Professional Services.

After explained about vision and mission, he explain about purposes of every mission which have 5 indicator to measure the successful for every purpose.

He also explained about the objective of every purposes which have 21 indicator to measure the successful. In the next five years the development of Batu City will measure by 26 key indicators. Batu City also has various program featured that will support the development of city.



Figure 4.7. Head of Development Board of Batu City in the RPJMD Presentation

Source: *Bappelitbangda* Batu City, 2018

#### 4. Presentation of strategic environmental assessment (*KLHS*)

The presentation about Strategic Environmental Assessment was delivered by expertise team of Brawijaya University as the requirement of formulating RPJMD document. The next Strategic Environmental Assessment abbreviated with SEA is a series of analyzes systematic, thorough, and participatory ensuring that the principle of sustainable development has become the basis and integrated in development a territory and/ or policy, plan and/ or program. Strategic

environmental Assessment ensures that sustainable development has become the basis of development with due regard potential development impacts through drafting recommendations for improvement in the form of anticipation, mitigation, adaptation and/ or program and activity compensation. Strategic environmental Assessment is was formulated from 17 issues in Sustainable development Goals (SDGs). Sustainable development is development that meets the needs of the present without compromising the ability of future generations to meet their own needs. This assessment is needed in the process of RPJMD formulation as mention in *Permendagri* paragraph 4, article 161-162. The process of KLHS formulation is based the issue in the SDGs that adapted to the real condition in Batu City. According to presentation, Batu City has 12 themes, 145 problems/ issues, 50 sustainable issues and 13 strategic issues. 12 themes as mentioned before such as

- a. Social and Political Stability
- b. Poverty
- c. Development of human resources
- d. Agriculture
- e. Food security
- f. Entrepreneurship and Small Business
- g. Sustainable Tourism
- h. Urban and Residential Areas
- i. Water Resources Management
- j. Green Investment
- k. Waste Management and the Environment
- l. Disaster Management (*KLHS* Presentation, 2018)



Figure 4.8. Expertise from Brawijaya University in the *KLHS* Presentation

Source: *Bappelitbangda* Batu City, 2018

##### 5. Presentation from provincial official

Presentation presented by the head of economic sector of provincial bappeda related to the main points of policy development policy of east java province for Batu city by Ir. Arief Tri Hardjoko, MT. The first thing presented is about the general condition of the global economy, Indonesia and the province then followed by the delivery of consultancy planning of the city of Batu and east Java. He conveyed that the mission and vision of the city of Batu in the next five years are in harmony with the vision and mission of East Java provincial government. The first directives for economic policy in Batu city are economic growth and structure as well as analysis to be separated from the income middle trap. Economic



development must also be IT-based as a response from the 4th phase of industry revolution to help the province achieve smart province.



**Figure 4.9. The Provincial Official in the main points of policy development policy of east java province for Batu city Presentation**

Source: *Bappelitbangda* Batu City, 2018

After all presentation in the Development Planning Deliberation, the event was continue with the term of agreement regarding the Local-Mid-Term Development Plan. The agenda report regarding the agreement is signed by various participant that involve in the forum such as Mayor, Expertise, Private Sector, and governance element.



Figure 4.8. The Sign of Agenda Report of Development Planning Deliberation

Source: *Bappelitbangda Batu City*, 2018

#### i. Community Participation in Development Plan

Community participation in the development planning process is necessary because they are not the object of development but should be involved as the subject of development. In the regional planning process in the Batu City, the community has been formally invited by the regional development planning board to be able to attend public consultation forums and development planning deliberations. Those present are representatives of various groups and community organizations and private companies operating in Batu City. Batu City community has actually been involved in both forums above, but the forum apparently did not give big room for the community to participate. The two forums above lead to the delivery of information about planning documents without any feedback from the



public. The community is not even given space for just a question and answer with the official presentation. The results of the interviews show that the level of community participation in Batu City shows some trends, such as: the community wants to participate actively but not given the space and the community already feels participating.

This interview was conducted to several stakeholders who were invited to public consultation forums and development planning deliberations. The invited community is the chairperson of various civil society organizations including the chairman of a healthy city forum, a city without slums, village women's voices, child protection agencies, USAID APIK, children's forums, child protection institutions, village community participation development, and rural community development.

Among the people interviewed half of the resource persons showed a tendency to participate and there was no space, such as USAID APIK coordinator, Ibu Lina. USAID APIK is an international development agency of the United States that has a representative office in Indonesia to assist Indonesia in managing disaster and climate risks. APIK works to assist the Indonesian government in integrating climate change adaptation and disaster risk reduction from local to national levels. Using landscaping approaches, APIK also works directly with communities and the private sector to proactively manage climate-related disaster risks, and strengthens the capacity of stakeholders to understand and communicate climate information. Many activities lead to capacity building and community knowledge of preparedness to address climate change and climate change through training

provided to the community. The general objective of Climate Change Adaptation and Reliability (APIK) is to improve Indonesia's ability to manage disaster and climate risks. More specific objectives of the APIK program are:

- a. Integrating climate change adaptation (API) and disaster risk reduction (DRR) into local and national frameworks;
- b. Improve the capacity of local communities and business sectors to address climate change and climate-related disasters; and
- c. Encourage the use of information by various stakeholders to manage disaster and climate risks.

In this regard, there will be a lot of things that APIK can do to explore the problems of development and strategic issues of the city of Batuin the environmental field because they go down directly to the community to find out the root of the problem. However, in the mid-term municipal rock planning process, they do not contribute much when they have prepared the funds needed in the process of drafting this planning document, as stated:

"... We are present in 7 districts / cities in eastern Java, the goal is to educate the public about climate and disaster risks, but if asked about our role or contribution in the process of preparing RPJMD, I say I do not contribute much. We are present in public consultation forums but only as listeners listen to the exposure of *Bappelitbangda*. We have actually set aside special funds if necessary for our involvement in the RPJMD drafting process "

This is certainly the response that the government expects when talking about community participation in the development planning process. He also said that actually want to participate actively in the process of preparing RPJMD but because of limited access, not much can be done. USAID APIK has offices in

*Bappelitbanda*, Batu City, so that he can see that those involved in the drafting process are only a few people.

"I see that not many staff are involved in the process of preparing RPJMD"

The same thing also conveyed the chairman of the healthy city forum and the village women's voice and child protection agency. Healthy districts / municipalities are a clean, comfortable, safe and healthy districts / municipalities for the inhabitants achieved through the implementation of several integrated arrangements and activities agreed upon by communities and local governments. The implementation of Healthy Regency / Municipality is conducted through various activities by empowering the community facilitated by the Regency / City Government. To make it happen through "FORUM" or by functioning existing community institutions. The forum is called "FORUM DISTRICT / HEALTH CITY" or other similar designations to the sub-district and village levels. He conveyed that the forum held by the government is only a formality forum to abort obligations without any obvious essence. Consultation forums should make room for the community to submit their responses or suggestions to the documents submitted.

"We received the document on the day of implementation with a very small font size, how could I respond, then the event ended without any question / answer / interaction session. If indeed the people want to be invited should carry out the event with a clear function and purpose. There was no participation that I felt in the forum. Indeed suggestions and feedback can be given via email but I am not sure if anyone is interested .."

He also conveyed that there are so many problems that the government must actually solve that does not know already accommodated or not in this document.

"... if asked the problem of Batu city, we solve so many cases that by government not paid the slightest or attention. Governments often ask for help to prepare data or reports, sometimes I refuse because they feel their ease with the help that has been given. At least when there is good feedback or response to our help, we may be happy to help prepare the data. What I do not know now is whether the problems that are now really need peneyelesaiana already accommodated or not in the document "

Interviews were also conducted with Mr. Heri Purwanto, Coordinator of City without Slum Program. He expressed his involvement in the public consultation forum and the Development Planning Council had been going on for a long time and did not feel unfamiliar with the forums.

"I have been very involved in public consultation forums and *Musrenbang*, so I feel very involved in development planning in the Batucity."

He conveyed that the coordinated organization has given much contribution to the improvement of people's knowledge in the Batucity to build Batu Town into a town without the slums.

"Kotaku program has been running for so long, so that I and the community work together even not paid. I often ask people to help with things, but there is no payment and people accept them. Usually we help this Batumunicipal government by providing data or menyampaikan existing problems in the community. But then we can not guarantee whether the proposal is accepted or not. "

The same thing was also conveyed by Mr. Rianto and Mr. Deyisnil who was interviewed at the same time he revealed that he has often worked with the Batu City Government related to the empowerment of the village community.

"We have been very involved in public consultation forums and *Musrenbang*, it seems that every one is never missed either from village, sub-district or city level. Our role as the empowerment of the village community must have been frequent. If any of our suggestions are usually submitted directly to *Bappelitbangda* or related regional device organization"

From interviews conducted with several stakeholders it can be seen that their involvement is limited only in the development planning forums. Some stakeholders are aware that being present is not enough to contribute to regional development, they will be actively involved because there are so many proposals and curiosities about the 5 year regional plans. However, some are still unaware that present that is not enough to be counted as active participation. They need more than present, contributing to the process of preparing the Medium Term Development Plan.

## **2. Participatory Planning Model using Soft System Methodology**

Participatory planning is the implementation of one from four approaches is the process of Local Mid-Term Development Plan (*RPJMD*). The implementation of this approaches is very important in order to accommodate the aspiration and critics from the society toward the document. The model used by the government to carry out this approaches can be seen in the development planning forum which already conducted which are Public Consultancy Forum and Development Planning Deliberation. In the both of forum the participatory planning model used is quite similar where the society not involved actively in the forum. The model used in the first forum, Public Consultancy Forum shown that the society is invited to attend the forum but not significantly involved. Here is the model of participatory planning that used in the process of Public Consultancy Forum of *RPJMD* formulation in Batu City.

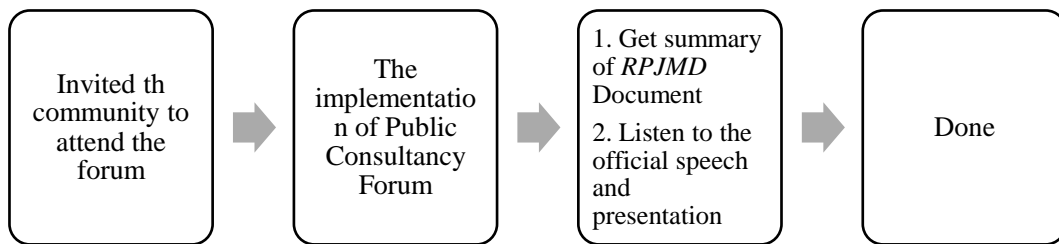


Figure 4.11 **Participatory Planning Model in Public Consultancy Forum**

Source: Made by author. 2018

The participatory planning model above is obtained from the observation in the public consultancy forum. The model shown there are passive participation from the community in the forum because of various reason. The reason will describe below in the analysis and interpretation section. The second forum, Development Planning Deliberation also show how the participation is implemented in the process of *RPJMD* formulation. The model is also similar according to what happened in the Public Consultancy Forum. Here are the model of Participatory Planning in the process of *Musrenbang*.

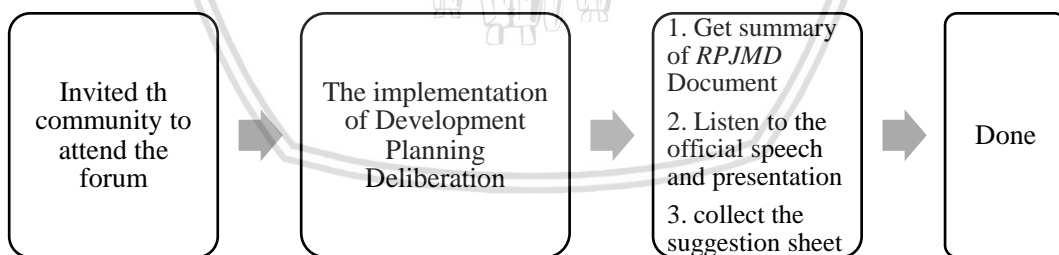


Figure 4.12 **Participatory Planning in Development Planning Deliberation**

Source: Made by author, 2018

The participatory planning model in the development planning deliberation is little bit improve the previous forum which the forum is provide the suggestion sheet for the forum participants. *Musrenbang* is carried out in one way communication till the community cannot give any feedback to presentation. Thera



are too much presentation in the *Musrenbang* from the official make the forum not running properly.

### **3. Data Analysis and Interpretation**

#### **1. Degree of community participation on Local Mid-Term Development Plan in Batu City**

Community participation is important stage in process of development plan. A ladder of citizen participation proposed by Arnstein (1969) addresses the degree of power distribution in terms of a typology of citizen participation that includes eight rungs (manipulation, therapy, informing, consultation, placation, partnership, delegated power, and citizen control) that are further categorised into top, middle, and bottom levels of participation (Figure 1). The bottom rungs of the ladder, (1) manipulation and (2) therapy, represent levels of nonparticipation because the authority holds the real power to avoid allowing local community participation in decision-making about development. The middle rungs of the ladder, (3) informing, (4) consultation, and (5) placation, describe levels of tokenism that allow the local community to know and offer opinions on projects. It is not ensured that their views will be taken into consideration in the decision-making process. The top rungs of the ladder are (6) partnership, (7) delegated power, and (8) citizen control. Real participation begins where negotiation between various stakeholders is included and the local community takes up part of the responsibility for decision-making. At levels 7 and 8, participants' views have been

taken into consideration in the decision-making arena, and they are empowered to make a decision about development.

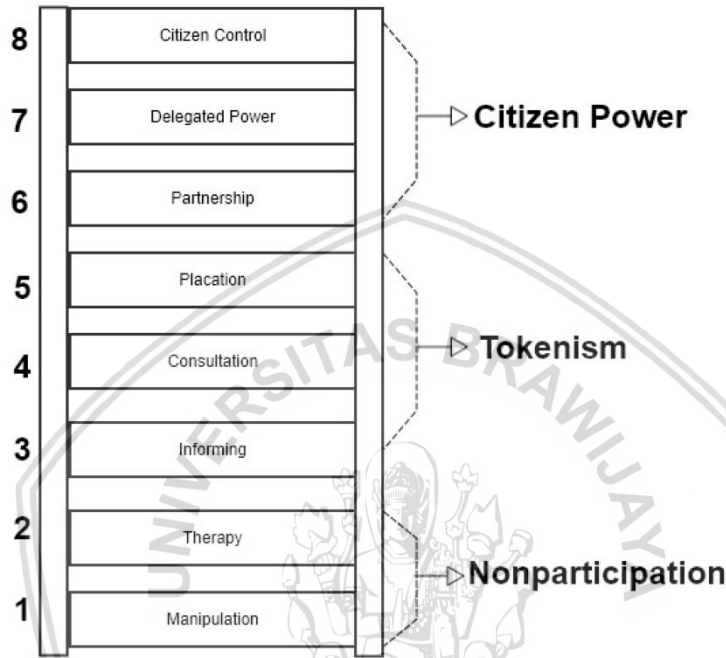


Figure 4.13. A Ladder Citizen Participation Level/ Degree

Source: (Bonnie, Lewis, & Dennis, 2017)

To understand the actual level of community participation, direct observation and semi structured interview has been conducted. Observation conducted to the public consultancy forum and development planning deliberation. The both forum did not show much of participation from community because there are too many presentation from the official regrading welcome speech and the planning document. There are 251 participants in the public consultancy forum and also 251 participants in development planning deliberation but they did not participate properly in the forum.

A semi structured interview also has been conducted to get information about stakeholder response to the forum and also the document of development planning. The informants suggested that local community's view should be considered so that their view could be refereed and reflected in the development plan formulation. The informants did not agree that the forum give much chance for them to participate well. Some of the have limited knowledge about the development plan process that running in the city. Although most agreed that the society should participate actively in the development plan process, they expressed that they did not have any right or power to contribute to the planning process but attend the forum. Although they all invited to the forum, the government did not aware that community participation in the process of development planning is important for the sustainable development of their community. The government tend to more respected to the expert opinion and form the higher level official that came to the forum or involved in the formulation process.

The effectiveness of public consultancy forum and development planning deliberation is not really significant in Batu City. The both of forum are only give information to the society through the presentation. The title of the event is not represent properly what actually happened in the forum. *Permendagri* Number 86 Year 2017 actually already regulated how the forum should be running in order to give chance to the society to involved to the forum as well to the development plan process, but the government, in this case local development planning board chosen not to use the regulation and make the forum become presentation mode for half a day.

According to the results of direct observation and semi structured interview, the researcher place that the participation level in Batu City during Local Mid-Term Development Plan on the third rung (informing) of the tokenism level on A Ladder Citizen Participation by Arnstein. A high level of citizen participation was not achieved in case of Development Plan process in Batu City. Under this condition, people have a little opportunity to influence in the development planning forum that made for 'community'. The most frequent tools used for such one way communication such as informing thorough presentation without any feedback. Meeting can also turned into vehicle of one way communication by using all time with presentation by the government and expertise. Managing public forums could become a standard procedure for the government following the regulation that has been made by central government and also reflecting the means of forum could increase the level of participation in the future. The government should give community more space to involve in their city development. A good government can be shown with high/ active participation of community in the governance.

## **2. Participatory Planning Model using Soft System Methodology Approach**

In the soft system management, the system thinking framework begins by defining the root of the problem and then proceeding to build a conceptual model based on the root definition of the problem which is a follow-up to the structuring of the problem that yields the relevant point of view. Relevant point of view at the stages of development planning consultation is a participatory development

planning system through active and tangible involvement in the development planning process.

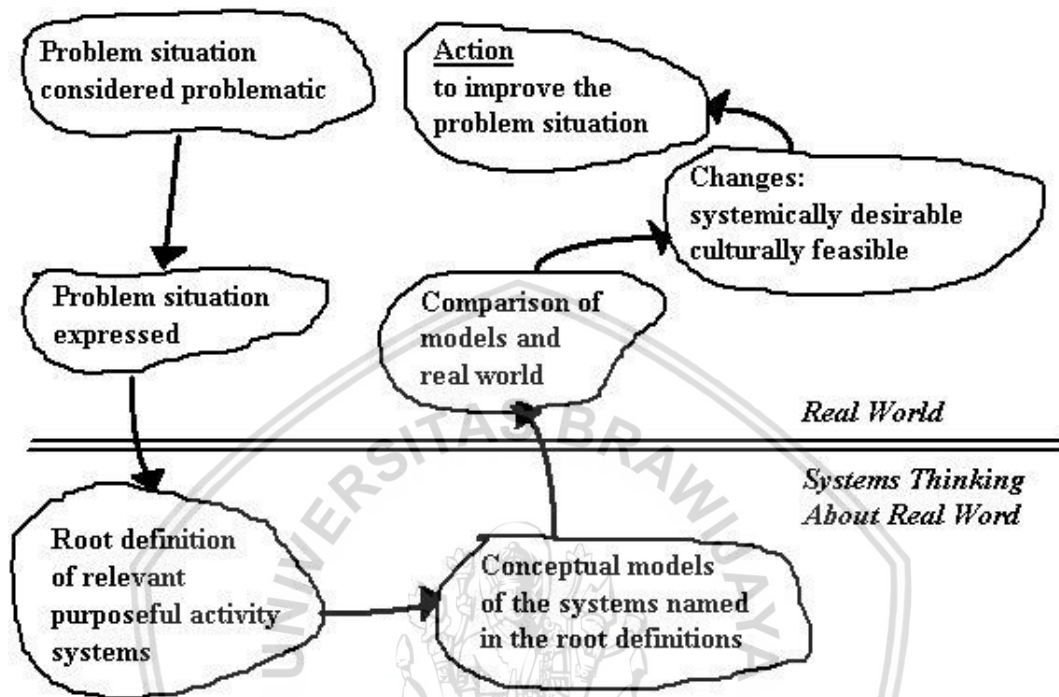


Figure 4.14 Soft System Methodology Stages in analyzing Community Participation in Batu City

Source: (Gasson, 1994)

#### 1) Problem Situation considered problematic

Problem situation during the research took from the development planning forum which are Pubic Consultancy Forum and Development Planning Deliberation which already held by the Local Development Planning Board of Batu City. According to the Arnstein framework above that Batu City on the low degree of community participation is caused of many problems. The implementation of development planning not in the right time also become a problem that should be considered by the government. The forums is not conducted following the regulation made the forum run with one way

communication. This condition surely will make passive participation from the community of Batu City that participated in the forum.

## 2) Problem Situation Expressed

Conditions of community participation according to the results of research indicate the existence of passive participation in the process of development planning which resulted in the degree of community participation in Batu City to be low. The degree of participation can be illustrated at the level of information where the process that involves the community only conveys one-way information without any opportunity for people directly involved to provide advice or criticism in the forum. Planning forums that are implemented are also not in accordance with the *Permendagri* that has set the procedures for the implementation of these forums. In addition to the arrangement of events that are not in accordance with the rules, forum forums are held also exceed the time limit that has been determined or too late. Late delays and inconsistencies in the forums resulted in the forum not being run properly. The main problem is that the community is not actively involved in the development planning forum either in public consultation forums or development planning deliberations due to not following the established rules.

## 3) Root Definition of Relevant Purposeful activity system

The next step after finding out the problems that occurred in the actual conditions in the field, defining the root of the problem is the next stage in analyzing the problems of participative development in Batu City. Root definition will be expressed with CATWOE analysis. Based on the issues



disclosed, the root definition related to community participation in the regional development process in Batu City is to provide space or opportunity to the public/ stakeholders openly and systematically to be actively involved in the process of regional development, especially in forums that involve the community directly. The following is the result of CATWOE analysis on the issue of community participation in the development process. Root definition will be expressed with CATWOE which is an acronym of Costumer, actor (Transforming party), Transformation (input change to output), Worldview (Owner), Owner (Party that can stop activity change) and Environmental Constrain (inhibitors). CATWOE analysis to see community participation in regional development planning in Batu City can be seen in the following table.

**Table 5**  
**CATWOE Analysis of Community Participation on local Development Plan**

No	CATWOE Component	Result Definition
1	Costumer	Stakeholders (Community, NGO and Private)
2	Actors	Local Development Plan Board, Local Leader, Local Representative Council
3	Transformation	Provision the space for stakeholders to participate significantly in the development planning process
4	Worldview	Provide the space for stakeholders is important to improve the degree of community participation on local development plan
5	Owner	Local Leader, House of Local Representative
6	Environmental Constrain	<ul style="list-style-type: none"> <li>○ Limited time of Public Consultancy Forum and Development Plan Deliberation</li> <li>○ No space for stakeholders to give feedback or suggestion in the forum</li> </ul>

		<ul style="list-style-type: none"> <li>○ Too many presentation from officials, resulting in deliberations not working properly</li> <li>○ Deliberations are not carried out according to the regulations</li> <li>○ Political will from Mayor and Local Representative Council</li> <li>○ The willingness of community to more participated in the process of <i>RPJMD</i> formulation</li> </ul>
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Source: Made by author, 2018

According to the CATWOE analysis as mention above, transformation is the one which have to catch a lot of attention because it can make change from a previous condition to the better one. Transformation will fix the problem situation that expressed so the problem did not repeated in the future. The transformation of this problem is to provide the space for stakeholders is important to improve the degree of community participation on local development plan. After the transformation, the next step is determine whose will become actor, costumer, owner and also environmental concern to the problem expressed. The costumer of this research is stakeholder of Batu City (community, NGO and private), the actors are Local Development Plan Board (*Bapelitbagda*), Local Leader, and Local Representative Council, while the owner is Mayor and Local Representative Council (*DPRD*). There are few environmental constrain in the process of community participation in Batu City make the forum and deliberation not working properly. Limited time of forum and no space for give feedback because of too many presentation from the official are few of them. The participation also not working optimal because there are political will that must carry out in the document that make the

feedback from community not important. Environmental constrain also came from the community of Batu City which did not have willingness to participate more in the RPJMD formulation. Few of them feel satisfied only with attend the forum but there also some of them who really want to participate but the opportunity is not there. The complex problem of community participation must be understood by all parties that involve in the process of local development planning. Because the problems were not only come from government, there should a cooperation to ix the problem and improve the condition. It is would be better if the environmental constrains will fix in the next agenda of development planning and other forum which involved the community to participate.

#### 4) Conceptual Model of the System

Fourth Stage is deriving conceptual model. Deriving conceptual model is a method of analyzing the activities which need to take place in order to clearly define what the actors need to do in order to achieve the transformation. Conceptual model is the ideal condition of participatory planning should be implemented in order to give opportunity to the community to participate well. The conceptual made according to the problem expressed that already mentioned before. In order to fix the problem community participation in Batu City, here is the conceptual model according to SSM approach.

Source: Made by authors, 2018

The conceptual model of participatory planning intended to improve the community participation in Batu City and increasing the participation degree of community. If we only take the note of suggestion from the forum, the suggestion might be not proper to the document need. That might be happen because of information lack of community. Participatory model above will help the community to understand the document and what will do in the next five years and also help the government as well to make the community well-

informed. Thematic group discussion will make the document better because the information from community that convey in the discussion will improve the data that might be wrong in the document, especially in the chapter that become theme of discussion. The reason of choosing the theme is because the four theme above is the most vital part in the document so the community can be involved to make it better.

Development and strategic issues are placed in the chapter 4, is the most important part of *RPJMD* document because it is become main basic of vision and mission formulation. The all three theme after that is chosen because it will become a topic of discussion in *Musrenbang* that actually have a limited time, so it has to be clear before the forum conducted. If the thematic discussion is implemented, the development planning will become more systematic and sustainable because the involvement of community.

#### 5) Comparison of Model and Real World

Fifth stage of SSM approach is comparison of conceptual models and real world. The purpose of this activity to provide a solid set prioritized recommendation for what changes need to made to existing activity system. The exiting model of participatory planning in Batu City still used the old style of participation where the community is invite for only to attend the forum and did not give their contribution to the forum and development planning as well. The comparison made with make activity diagram as follow.

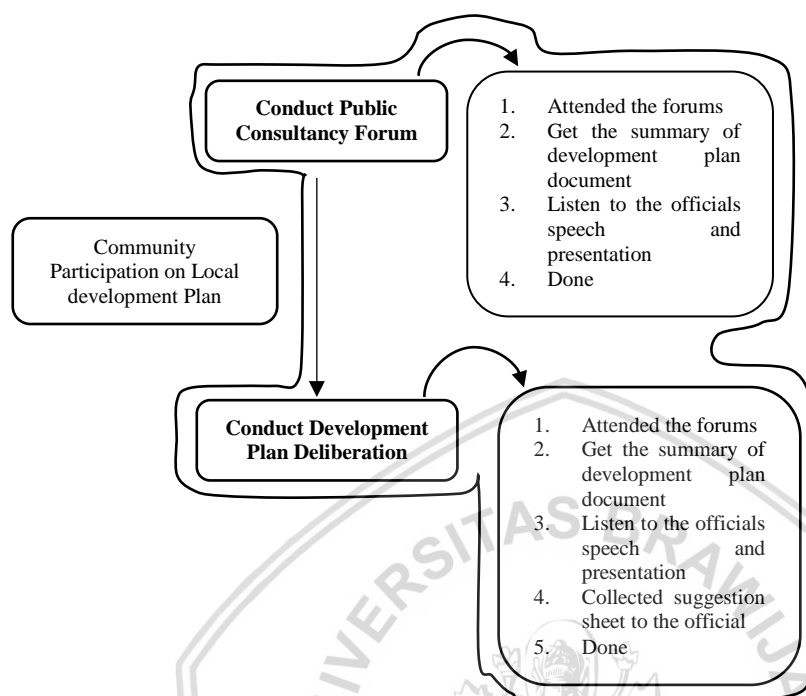


Figure 4.15. Existing Participatory Planning (Real World)

Source: Made by author, 2018

The existing model of participatory planning in Batu City involved community on local development planning in two forums, Public Consultancy Forum (*FKP*) and Development Planning Deliberation (*Musrenbang*). The government invited the selected stakeholder/ community to attend the both of forum. The first forum, Public Consultancy Forum (*FKP*) held on February 5<sup>th</sup>, 2018 was attended by 275 participants and held not in the right schedule as mentioned before. The forum only show the presentation from official and expertise without any space to give feedback. What society done shown by the figure above. Meanwhile the Development Planning Deliberation (*Musrenbang*) held in May 16<sup>th</sup>, 2018 which was attended by 240 participant in Orchid Hotel in Batu City. The forum did not carry out according to the



regulation in *Peremendagri* as mention before. Before the forum held the staff of Local Development Planning Board distribute the resume of *RPJMD* document and suggestion sheet. The forum only contained of presentation from the official as Public Consultancy Forum (*FKP*). The community left the place after listen to all presentation and collected the suggestion sheet but until the document of *RPJMD* legalized the suggestion sheet did not accommodate by government. The government more attention to the advice that convey by the official such as Mayor, Leader of Local representative council and Province official. *Permendagri* already regulate how the forum should be implemented, but the government of Batu City did not carry out according to the law. Participatory approach is the one of approach that mentioned in the *Permendagri* and it should implemented properly. In order to improve the model of community participation participatory planning model is made. The expectation surely is the participatory planning model will implement in the future and increase the degree of community participation in Batu City.

#### 6) Changes: Systematically Desirable and Culturally Feasible

The next stage of SSM approach or sixth stage is analyzing feasible and desirable change. The purpose of this stage is to gain some input from the organizational stakeholders, those people who will affected by changes of existing system and those people who will be involved in implementing changes. It is cannot be achieved by only communicate to the costumer but also the actors of transformation which in this case is the local government in Batu City.

Table 6.

**3E toward Conceptual Model of Participatory Planning**

No	Element	Description
1	E- Efficacy	Participatory Planning approach in the process of Local Development Plan formulation
2	E-Efficiency	Using Human Resource (community and stakeholder) optimally and conducting the forum in the right time
3	E-Effectiveness	The real involvement/ participation of community (Participatory approach) and the increasing of community participation degree in process of Local Development Plan formulation

Source: Made by authors, 2018

Conceptual model need controlling and monitoring function that should be done continuously. The manual/ guidance to control and monitor is performance assessment that should fulfilled 3E's requirement as show in the table. Efficacy is related to the goal of the conceptual model that is accommodate Participatory Planning approach in the process of Local Development Plan formulation, Efficiency related to the using of Human resource and time, the process should conducted by using Human Resource (community and stakeholder) optimally and conducting the forum in the right time according to the *Permendagri* that regulated it and E- Effectiveness related to the real involvement/ participation of community (Participatory approach) and the increasing of community participation degree in process of Local Development Plan formulation. The last stage of SSM approach could not be implemented in this research because limited of time.

## CHAPTER V

### CLOSING

#### A. CONCLUSIONS

According to the result of research that already presented before, so the researcher can make conclusion. Community participation needed in the process of development planning. According to Law Number 23 Year 2014 about Local Governance and reaffirmed in the Minister of Home Affairs Regulation Number 86 Year 2017, that in preparing the RPJMD using 4 (four) approaches which are political approach, technocratic approach, participatory approach and top-down and bottom-up approach. Participatory approach is implemented with the involvement of development stakeholders, with the aim to gain aspirations, and create a sense of ownership. Participatory approaches are made through public consultation forums and deliberations of development planning. Local Development Planning Board (*Bapelitbangda*) already conducted the forum of development planning which are Public Consultancy Forum (*FKP*) and Development Planning Deliberation (*Musrenbang*) by inviting stakeholders to attend the both forum.

The conclusion can be taken from this research is related to the degree of community participation in Batu City as follow:

1. The effectiveness of public consultancy forum and development planning deliberation is not really significant in Batu City. The both of forum are only give information to the society through the presentation. The title of the event is not represent properly what

actually happened in the forum. According to the results of direct observation and semi structured interview, the researcher place that the participation level in Batu City during Local Mid-Term Development Plan on the third rung (informing) of the tokenism level on A Ladder Citizen Participation by Arnstein. A high level of citizen participation was not achieved in case of Development Planning process in Batu City.

2. There are few environmental constrain in the process of community participation in Batu City make the forum and deliberation not working properly. Limited time of forum and no space for give feedback because of too many presentation from the official are few of them. The participation also not working optimal because there are political will that must carry out in the document that make the feedback from community not prioritized anymore. Participatory model are made in in series of agenda to improve existing participatory planning model. The new participatory planning made for being guidance to government especially how the participation should be implemented in the process of Local Mid-Term development Plan (*RPJMD*) in the future. With the implementation of new model community will understand the document in more detailed and can give the input or critic to the document and also help the government as well to make the community well-informed. Thematic group discussion will make the document better because the information from community that

conveyed in the discussion will improve the data that might be wrong in the document, especially in the chapter that become theme of discussion. The new model could not working properly without the cooperation and commitment between government and community in the process of implementation.

In Case of four approaches that should be implemented in the process of development planning, Batu City already implemented all approaches in the case of RPJMD Document. The most outstanding approaches is technocratic, Politic, Top-Down and Bottom-Up. Technocratic approaches is implemented well because in the process of *RPJMD* formulation, Batu City is under Brawijaya University supervision to control the document so it become good implementation from ideal theory perspective. Political approach also implemented well because the all chapter that composed by political promises from campaign era is included in the document and also the main program from selected mayor. The last is top-down and bottom up approach is already implemented by focus group discussion that held by *Bappelitbangda* and Local governance Organization. The only problem that should be considered by us is participatory approach, so in the future the process of Development planning can implement all approaches properly.

## **B. Recommendations**

According to the analysis from the result of observation, interview and documentation, advice from the researcher could be display as the input in order to

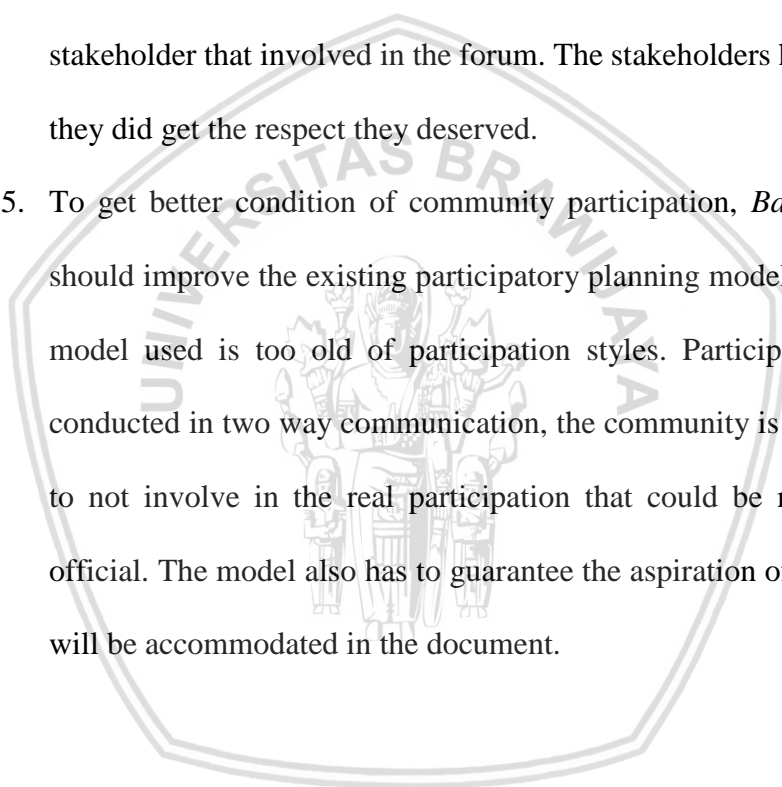
improve degree and exiting model of community participation in Batu City to Local Development Planning Board (*Bappelitbangda*) as follows:

1. In order to conducted the forum of development planning, Public Consultancy Forum (*FKP*) and Development Planning Board (*Musrenbang*), the both forum should conduct follow the regulation from the law that regulated it, in this case is Home Affair Minister Regulation Number 86 Year 2017. The forums should held in the right time (on time) and follow the structure of agenda in the regulation. It can be added with the other agenda but the main agenda could not be missed.
2. The real condition of forum should represent the title of the forum, for example if the agenda is Public Consultancy Forum (*FKP*) so the agenda should give a space to the public to give feedback in order to implement the word of “Consultancy”. Same case with Development Planning Deliberation (*Musrenbang*), there should give a space for doing deliberation among the participant and the official. The forum could not work as one way communication from the official because it's not represent the title of forum.
3. Local Development Planning Board (*Bappelitbangda*) should be more attention to the stakeholder that involve in the forum. There are a lot of advice from the community that might be useful for the document, but it could not accommodate in the document because



*Bappelitbangda* seem underestimate to the advice from society. The advice that become concern is always from the top official.

4. It is need to give feedback to the advice from the society, they only give advice in the sheet and it's cannot be detected the existence. At least the can know that their advice is catch the attention from the official. The official should build a good relationship with the stakeholder that involved in the forum. The stakeholders help a lot but they did get the respect they deserved.
5. To get better condition of community participation, *Bappelitbangda* should improve the existing participatory planning model because the model used is too old of participation styles. Participation should conducted in two way communication, the community is too precious to not involve in the real participation that could be made by the official. The model also has to guarantee the aspiration of community will be accommodated in the document.



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### Appendix 1 Interview Guidelines

Interviewee/ Age :  
 Organization :  
 Date :  
 Time :  
 Place :

Time allocated	Interviewer Question or Objective	Interviewee Response
1 to 2 minutes	Objective: Open the interview: <ul style="list-style-type: none"> <li>• Self introduction</li> <li>• Thanks to interviewee for valuable time</li> <li>• Stated the purpose of interview- to obtain the data about community participation in the process of local development plan formulation</li> </ul>	
1 minute	<b>Question 1</b> How many time you involved in local development plan formulation? <b>Follow up</b>	
3 minutes	<b>Question 2</b> What do you feel after involved in Local Development Plan formulation? <b>Follow up</b>	
3 minutes	<b>Question 3</b> What are suitable means of involving in the process of local development plan? <b>Follow up</b>	
3 minutes	<b>Question 4</b> What should be an appropriate role of community in local development plan? <b>Follow up</b>	



<b>Time allocated</b>	<b>Interviewer Question or Objective</b>	<b>Interviewee Response</b>
3 minutes	<b>Question 5</b> What is the problem did you find during development planning process? <b>Follow up</b>	
3 minutes	<b>Question 6</b> As the community of batu city, how do you feel about local development plan that already presented in the conference? <b>Follow up</b>	
3 minutes	<b>Question 7</b> What the main thing that should be fix by local governance in Batu city 5 years later? <b>Follow up</b>	
3 minutes	<b>Question 8</b> What are you expect from development plan in Batu City 5 year later? <b>Follow up</b>	
2 minutes	<b>Question 9</b> Do you feel personally involved in the process of local development planning? <b>Follow up</b>	
2 minutes	<b>Question 10</b> How you categorize the process of Development Plan? <b>Follow up</b>	
1 minute	<b>Objective</b>	
29 minutes	<b>Time allocated for question and answer</b>	

## Appendix 2. Attendance List

### Public Consultancy Forum

Place : Pancasila Building of Batu City Governance

Date : February 5<sup>th</sup>, 2018

No	Name	Organization
1	Rm Paulus Triyuwono	Catholic Church of Batu City
2	Pendeta Micha L tobing	BKSG Of Batu City
3	Budi	DPKB
4	Heru S.A	LMDH
5	M. Shodiq	Kadin
6	Pendeta Dwi Santoso	PGIS of Batu City
7	Fenti	DWP
8	Sutris	FKPPI
9	HM. Suroso	Dekopinda
10	Salma Safitri	Health City Forum
11	Lina Irawati	USAID APIK
12	Sugiono	Nasdem (Political Party)
13	Sumiantoro	Nasdem (Political Party)
14	Eko Fian M	Diskominfo/ Smart City
15	Indrianto Agus S.B.	DPD KNPI of Batu City
16	Arif N.	DPD KNPI of Batu City
17	Arif W.	LPA of Batu City
18	B. Wibi	PKK of Batu City
19	Fachrudin Irfan	Children Forum
20	Alfida Alviolita M.	Children Forum
21	Ali Rohim Zamzai	MUI of Batu City
22	Dwi Harinini	Aksansi
23	Hery Susanto	USAID APIK
24	Sugeng H.	PHRI
25	Batin Mulyono	PT. Selecta
26	Ali Aji	Gapoktan
27	Pribadi	Demokrat (Political Party)
28	F. Riski Agrida	Demokrat (Political Party)
29	Deyisnil F.	P3MD
30	H.A. Budiono	PC NU of Batu City
31	Sutrisno	Gerindra (Political Party)
32	Arif E.	PT. BWR
33	Fuad Dwi Yono	LPA
34	Bagyo Prasasa	PT. BWR

35	Titik S.	PHRI
36	Tsali Rifai	PD. Muhammadiyah
37	Riyanto	APKB
38	Mashudi	APKB
39	Agus	Demokrat (Political Party)
40	Siswanto	Koramil 01 of Batu City
41	Mafifuz	KONI of Batu City
42	Amirul Hadi	Radar Batu
43	Ari	PAN (Political Party)
44	Dodi	PAN (Political Party)
45	Faudin	PAN (Political Party)
46	Dr. Imam Hanafi	Muhammadiyah
47	Maharani Emiliya Yunita	UMM
48	Wilda Maulidina	UMM
49	Ladika Aprilia Y	UMM
50	Darmawati	UMM
51	Lutfia Hermida Sari	UMM
52	Selma Nurdini Oktavia	UMM
53	Syarifatul I.W.	UMM
54	Wuri Rohmawati	UMM
55	Jeffry Probocahyono	UMM
56	Qomaruzzaman Ajamjami	Airlangga University
57	Kusyadri	Koramil
58	Fikar	Protocol
59	Kristina	Protocol
60	Henyke	BKPSDM
61	Nazir	General Division
62	Tyas	Protocol
63	Nanang Dari	Protocol
64	Elok	Protocol
65	Dwi Anang P.	Protocol
66	Resti	Development Planning Board
67	Vathoni C.F.	Development Planning Board
68	Pamidi N.	Development Planning Board
69	Didik Sulistyo	Media of Tidar Sakti
70	Ary Fitriyani	ATV
71	Pungky Awsiska	Gajayana Tv
72	Prof. Dr. Indah P, MP	Tenaga Ahli
73	Sugeng Minto B. S.H., MM	Tenaga Ahli
74	Ary Handoko	Kejari Batu
75	Pudjihantoro	Polres Batu

76	Ngasi DP	Tenaga Ahli
77	Siswanto	Kominfo
78	Katarina	Local Representative Council
79	Dewi Kartika	Local Representative Council
80	Nur Aulia Listanti	Local Representative Council
81	Reni Agustina	Local Representative Council
82	Shanti Vitria Dewi	Local Representative Council
83	Nurochman	Local Representative Council
84	H. Hari Danah	Local Representative Council
85	Didik M.	Local Representative Council
86	H. Hisri Danu	Local Representative Council
87	Budiarto	Local Representative Council
88	Sampurno	Local Representative Council
89	Asmadi	Local Representative Council
90	Heli Suyanto	Local Representative Council
91	Sudiolto	Local Representative Council
92	Cahyo Edy P.	Local Representative Council
93	Suliadi	Local Representative Council
94	Hj. Endang SR.	Local Representative Council
95	H. Didik Sudiyanto	Local Representative Council
96	Deddy Irfan A.	Local Representative Council
97	Fahmi	Local Representative Council
98	Suparman	BPD
99	Untung	Giripurno
100	Sasongko	Songgokerto
101	Rosihan	BPD
102	Hari W.	BPD Junrejo
103	Suhermawan	BPD Bulukeryo
104	Nuriman	BPD Gunungsari
105	Iwan Prasetyo	LPMK Dadaprejo
106	H.A. Marzuki	BPD Beji
107	Dwi F	LPMK Sisir
108	Subandri	BPD Sidomulyo
109	Sukanto	Sidomulyo
110	Andri Suseno	Gunungsari
111	Suwarno	Mojolangu
112	Yandi G.P.	Ngaglik
113	Suligno	Village Leader
114	Sudahnah	BPD Mojorejo
115	Ari wibowo	BPD Giripurno
116	Zulfikar	BPD Torongrejo

117	Utut	BPD Junrejo
118	Andi Faizal H.	Village Leader of Junrejo
119	Purnoto	Village Leader of Punten
120	Juadi	Village Leader of Sumber Brantas
121	Suwantoro	Village Leader of Bulukerto
122	Sutrisno	Sumbergondo
123	Budi cahyono	Pasanggrahan
124	M. Andri	BPD Pasanggrahan
125	HMZ Arifin	LPMK Sisir
126	Imam Wahyudi	Village Leader of Pasanggrahan
127	Hariono	Bumiaji
128	Mawari Heri T.	Punten
129	Abdul Manan	Pnadanrejo
130	Dr. Agung Suprojo	Tribuana Tungga Dewi University
131	Gunaji	Perum Jasa Travel
132	M. Anas	Bakorwil Malang
133	Harsono	UMM
134	Heroe	Development Planning Board of Malang City
135	Meity K.	BPDASHL BTS Sampean
136	Farah Adriani	BNN of Batu City
137	Tutut Mudayati	BNN of Batu City
138	Pina Ekalipta	BPDASHL BTS Sidoarjo
139	Mustaini	Kemenag
140	Afnita	BBPP Batu
141	Lutfia H.M.	BBPP Batu
142	Tulis Sulistiowati	UMM
143	Hadi Wiyatno	UMM
144	Wiwik W.	BPN Batu
145	Bagus S.	Statistical Center Board
146	S. Fatmawati	PPM
147	Eko WH.	UPT Tahuhar surya
148	Jaka	BI Malang
149	Gustian	BI Malang
150	Sri Widyaningsih	BI Malang
151	Edy	PDAM
152	Ivan Hermawan	Bank Jatim Batu
153	Mangasa Hutapea	Development Planning Board of Batu
154	Totok	Development Planning Board of Batu
155	Jariano	Development Planning Board of Batu
156	Batu	Development Planning Board of Batu

157	Wiwit	Development Planning Board of Batu
158	Nadrian	Development Planning Board of Batu
159	Rizky	Development Planning Board of Batu
160	Dandy N.K.	Development Planning Board of Batu
161	Budi S.	Development Planning Board of Batu
162	Heri Purwanto	Brawijaya University
163	Oscar Radyan Danar, Ph.D	Brawijaya University
164	Bustamin	Brawijaya University
165	Nur Ambia Arma	Brawijaya University
166	Lia Rahmawati	Brawijaya University
167	Ahmad Miftakhul Khoiri	Brawijaya University
168	Sri Rahati	DP3AP2KB
169	Wiwik Sukesi	BKPSDM
170	Nunuk	BKPSDM
171	Andian P.	BLP
172	Wahyuning D	Local Financial Board
173	M.N. Adhim	Junrejo Sub-district
174	Rudi	Dishub
175	Bambang hari	Temas
176	Enroe	DP3AP2KB
177	Muaz	Kesra
178	Parman	Junrejo Sub-district
179	Rayan	General division
180	Arsan A.L	Dispendukcapil
181	Julismiat	General division
182	Eko Suhartono	Disperpusip
183	Isni As Saday	Environmental Board
184	Wahyu	Law division
185	Santi Restuningsasi	Public Relation Division
186	Endah	Public Relation Division
187	Dadan	Diskoperidag
188	Kasmari	Diskoperidag
189	Abu Sofyan	General Administration Assistant
190	Kanugrahan	Dinkes
191	Sri widyastuti	Kesbangpol
192	Suliyannah	Kesbangpol
193	Suliyannah	PLT. Kabag Pem
194	Hari Susetyo	Diskoperidag
195	Eddy Murtono	Inspektorat
196	Kinantha L	Protocol
197	Diana H.	Disdik



198	Bayu	Disdik
199	Arief	Batusub-district
200	Emilyati	Kominfo
201	Ahmad Dahlan	PUPR
202	MD. Furqon	Organization Division
203	Sahrul Mustofa	DLH
204	Erwan Rujai	Expertise Staff
205	Ahmad Rudhi	Expertise Staff
206	Abdul Salam	Dadaprejo
207	Puput	DKP
208	Huda Hanura	DKP
209	Niken M.N	Agricultural Board
210	Iwan G	DPKPP
211	Reni W.	DPKPP
212	Wiwik Nuryati	Food Safety
213	Maulidioki	Dispendukcapil
214	Lukikiw	DPMPTSP
215	Nugisra	Kominfo
216	Daud A.	DPMPTSP
217	S. Herawati	Dishub
218	M. Tavip	DPK
219	Supriyanto	Dinkes
220	Iswanto	PemOtoda
221	Robiq	Satpol PP
222	Bambang Satrio	Satpol PP
223	Sanyoto	Protocol
224	Alex WK	Ekbang
225	Tauhid BL.	Law Division
226	Jaka S.	Tlekung
227	Zadin	BK
228	Abu Sofyan	AS 1
229	M. Shodiq	Bumiaji Sub-district
230	RR. Maria Inge SS.	Law Division
231	Imam Suryono	Expertise staff of Agricultural Board
232	Wahyu A.M.P.H	Dinkes
233	Dyah L.	Kesra
234	Agung Sedayu	BPBD
235	Samun	PGRI
236	Bambang K.	Dinsos
237	Teguh W	Dinsos
238	Andhang BH	Ekbang

239	Andhang BH	BLP
240	Sentot Ari Wibowo	Perpusip
241	Alwi	Plt Setda
242	Wiwin dwi Astuti	Disperpusip
243	Anis Septura	Batu Sub-district
244	Yanti Go	Batu Sub-district
245	Siswanto	Ass. II Setda
246	Ending Triapsari	Dinkes
247	Santika	BPBN
248	Sasmito	BPBN
249	Arif DP	Local Development Planning Board
250	Rachmawati	Local Development Planning Board
251	Erlian P	Local Development Planning Board
252	Belli Yuriana	Local Development Planning Board
253	Retno Dwi	Local Development Planning Board
256	Dianita	Local Development Planning Board
257	Yusuf	Local Development Planning Board
258	Restita A	Local Development Planning Board
259	Oktavia	Local Development Planning Board
260	Ida Firiani	Local Development Planning Board
261	Yusi	Local Development Planning Board
262	Ahmad rusdi	Local Development Planning Board
263	Zulfa	Local Development Planning Board
264	Maran	Local Development Planning Board
267	Rizaldi	Local Development Planning Board
268	Fikri F.	Local Development Planning Board
269	Lolkita	Local Development Planning Board
270	Amran	Local Development Planning Board
271	Ilia	Local Development Planning Board
272	Budi Purnomo	Local Development Planning Board
273	Heru	Local Development Planning Board
274	Andita	Local Development Planning Board
275	Astin	Local Development Planning Board

### Attendance List of Development Planning Deliberation

Place : Orchid Hotel of Batu City

Date : May 16<sup>th</sup>, 2018

No	Name	Organization
1	Heru Susetyo	Walubi of Batu City
2	Hariato	Parisada Hindu Dharma of Batu City
3	Bambang Suroso	KADIN
4	M. Ali Aji	GAPOKTAN
5	Sugeng Hariyanto	PHRI of Batu City
6	Didik	OTDW of Batu City
7	Titik S.	OTDW of Batu City
8	Reny	OTDW of Batu City
9	Heru S.	LMDH
10	Abdul Rokim	FKUB
11	Dr. Imam Hanafi	PD Muhammadiyah
12	Wibi Aris Rianti	PKK of Batu City
13	P. Budi	Education Council of Batu City
14	Nurhayati	Rural Woman Voice
15	Eni Mustivotou M. S.ST., M.M	HIV/ AIDS Commission
16	Iwan Subagyo	Paramitra
17	Rini Edy Murtono	Dharma Wanita of Batu City
18	Didik Semintarjo	Golkar (Political Party)
19	Alvida Alfiolita M.	Children Forum
20	Salma Safitri	Health City Forum
21	Lina Irawati	USAID APIK
22	Zainal Mustofa	Village Supervision
23	Heri Purwanto, S.T	KOTAKU
24	Abdul Manaf	Dekopindo
25	Ir. Riyanto	APKB
26	Dwi Harining S.	KSMSSSI Association
27	Agus BDP	KNPI
28	Solikin	Pemuda Panca Negara
29	Purtomo	FKPPI
30	Roy Mastur	RRI
31	Adi Wahyono	Suara Indonesia
32	Diah Asri	KOTAKU
33	Akhmad Amirudin	Brawijaya University
34	Bustamin	Brawijaya University
35	Ahmad Miftakhul Khoiri	Brawijaya University

36	Matthoriq	Brawijaya University
37	Lia Rahmawati	Brawijaya University
38	Indrianti Agus	PPM of Batu City
39	Idiah	PPM of Batu City
40	Made	Protocol
41	Nindin	Protocol
42	Deni E.	Protocol
43	Astin	Protocol
44	Tyas	Protocol
45	Lia	Protocol
46	Eko Santoso	PBB (Political Party)
47	Ary	Diskominfo
48	Eko	Diskominfo
49	Yoni SHP	Disparta
50	Abdul Rohim	FKUB
51	Ainin Septi	PAN (Political Party)
52	Munsir fanani	Development Planning Board of Batu
53	Devi W.	Development Planning Board of Batu
54	Erlian Primastuti	Development Planning Board of Batu
55	Dwi Narmi	Development Planning Board of Batu
56	Sariono	Development Planning Board of Batu
57	Ida Fitriani	Development Planning Board of Batu
58	Retno Sintha Dewi	Development Planning Board of Batu
59	Restu	Development Planning Board of Batu
60	Heri wibowo	Development Planning Board of Batu
61	Oktavia	Development Planning Board of Batu
62	Retno Dwi S.	Development Planning Board of Batu
63	Dandy N.K	Development Planning Board of Batu
64	Tomy Indrawan	Development Planning Board of Batu
65	Budi S.	Development Planning Board of Batu
66	Rizky	Development Planning Board of Batu
67	Rizaldi	Development Planning Board of Batu
68	Anjar	Development Planning Board of Batu
69	A Rusydi	Development Planning Board of Batu
70	Ilia	Development Planning Board of Batu
71	Drh. Chairunnisa	Mojokerto Regency
72	Catur Adi S.P	Kodim
73	Putu Surya	Polsek of Batu City
74	Diyanto	Council Staff
75	Marlin	Council Staff
76	Dedi F.	Council Staff

77	Nur	Protocol
78	Susandri	BPD Sidomulyo
79	Muhammad Jumadi	Koramil of Batu City
80	F. Rochman M.	
81	Kusdianto	
82	Bambang iriawan	
83	Ismail	
84	Riski	Polsek of Batu City
85	Hartini	Protocol
86	Endah	Protocol
87	Arif	PT BWR
88	Ismail Hasan	Pemuda Pancasila
89	Aris D. Kuncoro	Jawa Pos Radar Batu
90	Deyisnil F.	P3MD of Batu City
91	Yoky Tulus Sebastian	Brawijaya University
92	M. Shodiq Dio	KADIN
93	Ajie Hanif	Brawijaya University
94	Hasanul MH	Disparta
95	Ferry	Times Indonesia
96	Ary	Atv
97	Yanti	BAtsu
98	Deny	Dinsos
99	Hady Purwanto	PKB (Political Party)
100	M. Andri	BPD Pasanggrahan
101	Habib	BPD Pasanggrahan
102	Elok	Protocol
103	Elly	Protocol
104	Imam Turmudi	Kemenag of Batu City
105	Padi Subono	Perum Perhutani
106	Dedi Hadiana	Tahura R. Suryo
107	Bagus Sunggono	BPS of Batu City
108	Daliman, S.Sos	RSPA Bima Sakti
109	Jaka Setyawan	BI Malang
110	Eddy S.	PDAM
111	Eliyadi	BPN
112	Farah Nadriani	BNN of Batu City
113	Ikhwan N.	BNN of Batu City
114	Dyah Estu	Muhammadiyah University
115	Dyah Sawitri	Gajayana University
116	Umi Muawanah	Gajayana University
117	Suhariyanto	UPT Road Care of Malang

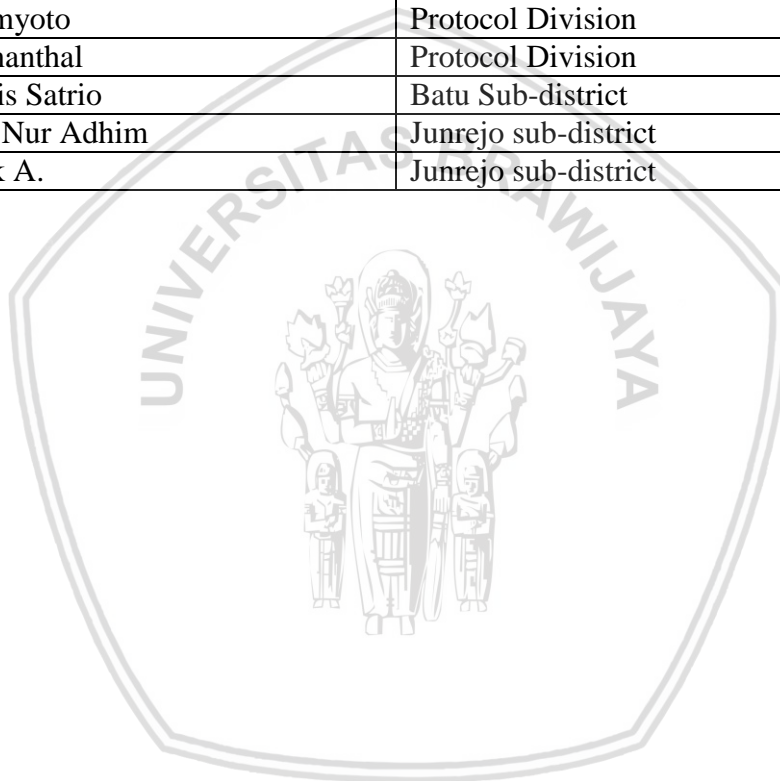
118	Yogo Prio	UPT Road Care of Malang
119	Aminudin Al Rohiri	BMKG Karangploso
120	Supatmin	KPP of Batu City
121	Ferry O.A	KPP of Batu City
122	Wiweko	Village Leader of Oro Oro Ombo
123	Manan	BPD of Oro Oro Ombo
124	Budi cahyono	Village Leader of Pasanggrahan
125	Roahar	BPD of Pasanggrahan
126	Sunarto	Village Leader of Sidomulyo
127	Sumarno	BPD of Sumberejo
128	Resuki	Village Leader of Sisir
129	Sasongko	Village Leader of Songgokerto
130	Rudi	LPMK of Songgokerto
131	Bambang Hani	Village Leader of Temas
132	H. A. Marzuki	BPD of Beji
133	Abdul Salam	Village Leader of Dadaprejo
134	Iwan Prasetyo	LPMK of Dadaprejo
135	Andi Faizal H.	Village Leader of of Junrejo
136	Iwan Wahyudi	BPD of Junrejo
137	Agus Wasono	Village Leader of Gunungsari
138	Purnoto	BPD of Punten
139	Juadi	Village Leader of Sumberbrantas
140	Suparman	BPD of Sumberbrantas
141	Muhlis H.	Village Leader of Mojorejo
142	Sasmito	BPD of Mojorejo
143	Edwin y.	Village Leader of Pendem
144	Ruddy K.	BPD of Pendem
145	Samian	Village Leader of Tlekung
146	Parman	BPD of Tlekung
147	Moch Vakni	Village Leader of Torongrejo
148	Doni Firmansyah	BPD of Torongrejo
149	Edy S.	Village Leader of Bumiaji
150	Untung	Village Leader of Giripurno
151	Suntoro	BPD of Giripurno
152	AKBP Budi Hermanto	Police Chief of Batu City
153	Chairul effendey	Kodim 0818 Commandant
154	Nur Chusniah	Kejaksaaan Chief of Batu City
155	Arief Tri H	Development Planning Boar of East Java Province
156	Sugeng Ryanto	Development Planning Boar of East Java Province



157	Arief Zubaidy	Development Planning Boar of East Java Province
158	Cahyo Edy P.	Local Representative Council
159	H. Hari Danah	Local Representative Council
160	Nurochman	Local Representative Council
161	Dewi Kartika	Local Representative Council
162	Asmadi	Local Representative Council
163	Reni Agustini, S.H	Local Representative Council
164	Drs. Sugeng Hariono	Local Representative Council
165	Sudiono	Local Representative Council
166	Hasmono	Local Representative Council
167	Saihul Anam	Local Representative Council
168	Suliadi	Local Representative Council
169	Hj. Endang SR.	Local Representative Council
170	Deddy Irfan A.	Local Representative Council
171	Abu Sofyan	Administration Assistant
172	Dr. Endang Triningsih	Development Administration and Community Wealth Assistant
173	Chairul Garihatatik	General Administration Assistant
174	Ahmad Rudhi	Expertise
175	Juron R.	Inpektorat
176	Galuh DW	Inspektorat
177	Fajar Yudha	DPRD Secretariat
178	Erna VS	DPRD Secretariat
179	Jihan Nurhayati	Education Board
180	Bayu	Education Board
181	Sri Rahati	DP3AP2KB
182	Enroe	DP3AP2KB
183	Iwan S.	Tourism Board
184	Dian Tri H.	Tourism Board
185	Siswanto	Communication and Information Board
186	Vidorova	Communication and Information Board
187	Lukik	DPMPTSP
188	Daud	DPMPTSP
189	Ririk Masturi	Disperpusip
190	Dhalin	Disperpusip
191	Kartika	Dinkes
192	Monika	Dinkes
193	Ahmad Dahlan	PUPR

194	Cholilu	PUPR
195	Drs. Ec. Arif	Dinas Perumahan, Kawasan Pemukiman, dan Pertanahan
196	Reni W.	Dinas Perumahan, Kawasan Pemukiman, dan Pertanahan
197	Saiful Mustofa	Environmental Life Board
198	Pancaningtyas	Environmental Life Board
199	Mauludiono	Dinas Kependudukan dan Catatan Sipil
200	Lang Santoso	Dinas Kependudukan dan Catatan Sipil
201	Susetya H.	Dinas Perhubungan
202	Rudi	Dinas Perhubungan
203	Kasmari	Dinas Koperasi, Usaha mikro dan Perdagangan
204	Dadan S.	Dinas Koperasi, Usaha mikro dan Perdagangan
205	Hendry	Agricultural Board
206	Kukun	Agricultural Board
207	B. Kuncoro	Social Board
208	Arif Dwi S.	Social Board
209	Wiwik Nurhayati	Food Security Board
210	Puput	Food Security Board
211	Abdul	Dinas Penggulangan Kebakaran
212	A. Ita Atalanta	Dinas Penggulangan Kebakaran
213	Bambang Satrio	Satuan polisi Paong Praja
214	Titik	Human Resource Development Board
215	Zadin	Local Financial Board
216	Wahyuning D.	Local Financial Board
217	Sajmito	Badan Penggulangan Bencana Daerah
218	Agung Sedayu	Badan Penggulangan Bencana Daerah
219	Suliyannah	Kantor Kesatuan Bangsa dan Politik
220	Sri Wuryanitika	Kantor Kesatuan Bangsa dan Politik
221	Iswanto	Governance Administration and Local Authority
222	Iin Irawati	Governance Administration and Local Authority
223	Rr. Maria Inge	Law Division
224	Tantri B.U	Law Division
225	MD. Furqon	Organization Division
226	Yonanta	Organization Division

227	Dyah	Citizen Prosperity and Social Adm.
228	Muadz	Citizen Prosperity and Social Adm.
229	Alex Wahyu K	Economical and Developmental Adm.
230	Dwi Nova	Economical and Developmental Adm.
231	Syah Zainul	Bagian Layanan Pengadaan
232	Endityas	Bagian Layanan Pengadaan
233	Juliyanti	General Affairs Division
234	Yeni	General Affairs Division
235	Sahnti	Public Relation division
236	Samyoto	Protocol Division
237	Kinanthal	Protocol Division
238	Anis Satrio	Batu Sub-district
239	M. Nur Adhim	Junrejo sub-district
240	Atk A.	Junrejo sub-district



### APPENDIX 3 RESEARCH PICTURE (Public Consultancy Forum)

Local Secretary of Batu City Governance in His Speech



Head of Bappelitbangda in his Presentation





## Expertise from Brawijaya University in His Presentation



## Mayor of Batu City in Her Speech



Head Local Representatives Council in his Speech

