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PARTICIPATORY VILLAGE DEVELOPMENT PLANNING MODEL

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ABSTRACT

The purpose of this research was to produce a participatory village development planning model which is suitable and understood by several development policy actors both at the District and Village Government levels. The study was conducted using a qualitative approach by analyzing and describing data and information obtained through observation, discussion, and in-depth interviews with Kampar District used as the study area. The results showed the participatory village development planning was less effective as observed from the Village Medium-Term Development Plan and Village Work Plans. This was observed from the data and information for the formulation and determination of development priorities which were less synchronous and not complementary. The contents of the 6-year Medium-Term Village Development Plan stipulated through the Village Regulation should have become a reference/guide in developing the village while the 1-year Village Work Plan has the ability to strengthen the development activities based on the results of the Development Consultation determined by the Village Head and the Village Deliberation Board (BPD)

INTRODUCTION

The existing legal framework of development planning requires government at all levels to use a participatory approach and this involves community social support and involvement in the process of developing a particular area and environment (Pratama, Che-Adam & Hasnah., 2019; Wilson, Tewdwr-Jones, & Comber., 2019). Local people, as rational actors in the new system, provides a

balance in participatory development (Lubis, Pratama, Pratama & Pratami., 2019; Mace & Tewdwr-Jones., 2019) and the planning usually involves a two-way approach in the form of top-down from the bottom-up through a forum technically known as the Development Deliberation or Development Planning Deliberation. This starts from the lowest government unit, village, and hierarchically move upwards to the sub-district, district/city, provincial, and, finally, the central levels in line with emphasis on the distribution of power, roles, functions, and learning (Morph et al., 2019; Pratama et al., 2020).

Participatory development planning is a model which involves the active, direct, and positive participation of the community in identifying and solving problems, finding alternative solutions, preparing a solution for an agenda, engaging in the conversion process, implementation, and evaluation of solutions (Bedford et al., 2016; Lubis et al., 2015; Pratama et al., 2019). According to Kartikawanto (2013), the application of this model in village development shows the full participation of the village in development consultation while village development deliberations is not participatory. The village government is expected to conduct deliberations on development plans by actively involving the whole community to accommodate their aspirations and also to set priorities which are to be proposed at the District Development Conference (Amar et al., 2020; Hakimah et al., 2019).

The compilation of village development plans is supported by adequate data and information to ensure proper arrangement based on the ability to solve problems while planners are analyzed according to their potentials, skills, and institutional motivation to use data effectively (Kahila-Tani et al., 2016; Utami et al., 2019). The availability of these data and information has greatly assisted in preparing good plans, therefore, villages are required to develop long-term plans for 6 years in the form of Medium-Term Development Plan and the Government Work Plan.

The mid-term plan contains the vision and mission of the village head, direction of the village development policy, planned activities including governance as well as the implementation of development and empowerment for the community (Maggasingang et al., 2020). It is usually strengthened yearly by the Village Government work plan which is synchronous and complementary to implement the programs and activities of the community using the Village Fund (DD) and the Village Fund Allocation (ADD). The government disburses funds annually to strengthen village development but there is an ineffective and inappropriate application of these funds and this further affects the projected outcomes desired by the village and citizens of rural communities (Candrasa et al., 2020).

Participatory planning for village development usually starts with committee meetings which are strengthened by village meetings (Musyawarah Desa) and this requires the availability of data and information on government administration, organizational resources, finance, profiles, government information, and community development (Danilwan et al., 2020).

Rural development in Indonesia, especially Kampar regency in Riau Province, is expected to strengthen the independent development of the village but this is still ineffective as observed from the unpreparedness of the village for both participatory planning as observed in the meetings and implementation processes. Meanwhile, the government holds annual and systematic development deliberations starting from the village and sub-district levels and ending at the Regency/City Development Conference where development priorities are established to accommodate the needs and participation of rural communities (Lubis et al., 2015).

These problems have led to the need to study the participatory village development model with the focus on the aspects of planning, implementation, utilization, and evaluation which is effective for rural communities in Indonesia. According to Nucholis (2011), village planning is based on data and information on the implementation of village government, organization and governance, profile, finance, and community empowerment. This research is expected to fill in the blanks on the aspects of the data and information required to plan and set priorities for the participatory village development planning discussed in the Village Development Conference.

METHODS

The research was conducted in Kampar Regency, Riau Province which is the first regency authorized to have regional autonomy in Riau. This is necessary because the implementation of regional development planning in this village is older when compared to the other districts in Riau Province. A qualitative approach was used in this study as proposed by Musianto, (2004), and Stake, (2005) and this involves surveys and direct observation of the village planning process during the Village Development Conference in the sample area. In-depth interviews were conducted and documents collected after which relevant information and data were analyzed and decrypted from the findings (Glesne, 2016)

RESULTS

Village development planning is a process which involves the activities organized by the village government with the involvement of the Village Consultative Body and community elements in a participatory manner to utilize and allocate resources to achieve developmental goals. Participatory development has also been defined as a management system in villages and rural areas coordinated by the village head to promote togetherness, kinship, and mutual cooperation in order to ensure peace and social justice. This is line with the findings of Lin, & Simmons, (2017) that public participation has played an important role in the formulation and implementation of goals planned for the future in the regions.

The Village Development Deliberation is considered effective when the Village Medium-Term Development Plan for 6 years has been arranged systematically to describe the vision and mission of the village head, direction of the village development policy and activity concerning governance as well as the

implementation, development, and empowerment of rural communities determined by the village government (Aguswan, 2018). Moreover, Saragih et al., (2020) explained that the plan for the village government activities in the form of the village work plan for 1 year in deliberations (Musdes) is expected to examine and re-review the mid-term plan documents and also form verification and expert team for the planning and implementation.

The results showed the participatory village development planning in Kampar regency is not focused on mid-term plans due to the demands and needs of the community which are more dominant in certain sectors and are instant, thereby, causing the neglect of the document's contents. In other cases, the community perceives the implementation of annual village development meetings is only limited to formal government activities and that their aspirations and desires are not fully accommodated by the local government but rather the wishes of the district/city government. Moreover, the village work plan drafting team appointed by the village head was also observed to lack the technical knowledge required to prepare the village development plans and this led to several obstacles and shortcomings in gathering information and data to formulate appropriate policies, determine priorities, and implement activities needed for the development as stipulated in the village expenditure and income budget.

Village planning is integrated into the village midterm development and government work plans which are compiled using different goals and functions. The midterm plan was prepared to provide a 6 years direction of development for an elected village head and contains the vision and mission of the village head, direction for policies as well as the functions of governance. Meanwhile, the village work plan was formulated to strengthen the village government work plan for 1 year by implementing the clear and measurable development priorities funded by the village income budget (APBDes). Therefore, technical implementers are required to have the ability to effectively prepare village planning and ensure sustainable development activities.

According to Aguswan (2018), the midterm and village work plans need to synchronous and complementary to ensure the strategies outlined in the village government work plan for 1 year accommodates priorities in accordance with the plans for development activities in Kampar District.

This research aimed to produce a participatory village development planning model required to strengthen the participation of the community through yearly discussions in the form of village development meetings and village meetings also known as the Musdes. This is necessary because the government needs to provide data and information in the form of a profile, administration, organization and management, finance, and government information, as well as other community empowerments related to the village to support planning activities before a good and measurable plan, is implemented the village.

These data and information are needed to support the preparation of village planning and the determination of development priorities which are later discussed at the sub-district and district or city levels. Therefore, the

government and other elements involved in the preparation need the ability to compile and determine effective village plans.

A systematically compiled and measured village plans with adequate data, information, and resources are needed to prepare planning and development activities based on established priorities. This is necessary due to ensure the participatory village development planning model has the ability to facilitate the understanding of the processes required to plan and determine the development activities by the village government. The process of compiling and establishing the plans into executable activities to help the village government to develop the community is, therefore, as follows:

Village Development Planning

These are the activities organized by the village government through the involvement of the Village Consultative Body and community elements in a participatory manner to utilize and allocate resources towards achieving developmental goals for the village (Minister of Domestic Affairs Regulation No.114 of 2014). The developmental plans are prepared by the government in accordance with their authority and in reference to the district or city plans with mutual cooperation from other members of the village. The community also has the right to monitor the implementation of these plans which include:

- a. Village mid-term development plan for 6 years, and
- b. The annual village development plan which is also known as the government work plan which is a translation of the Village Medium-Term Development Plan designed for just 1 year.

Formulation of the Village Medium-Term Development Plan

The village development planning activities are implemented in two phases by the village government and these include the preparation of the Village Medium Term Development Plan and the Compilation of Village Work Plans. The first is prepared by the village head with assistance from other elements in the community with the objective conditions of the village as well as the programs and activities of the district/city considered. Some of the activities usually included are:

1. Formation of the village midterm development planning team.
2. Aligning the direction of district/city development planning policies.
3. Assess the situation of the village.
4. Preparation of village development plans through village deliberations.
5. Preparation of the midterm plan
6. Compilation of village development plans through village consultations, and
7. Determination of village midterm development plans.

Formulation of Village Work Plans

The village government also develops a village work plan from the medium-term development plan in accordance with the indicative ceiling of funds and

activities planned by the provincial and district or city governments. It is usually compiled by the village government in July and determined by village regulations no later than the end of September of the current year to serve as the basis to determine the village expenditure (APB) budget.

The activities in the work plan usually include:

1. Preparation of village development planning through village deliberations.
2. Formation of the village work plan drafting team
3. Observation of indicative village ceilings and alignment of programs/activities entering the village.
4. Re-examination of the village mid-term development plan documents.
5. Compilation of village work plan designs.
6. Compilation of village work plans through village development planning deliberations.
7. Determination of village work plans.
8. Changes in village work plans, and
9. Submission of a list of proposed village work plans.

The processes and stages of compilation up to the determination of the plan to be funded require the village government and technical staff to understand the village planning process desired. Therefore, there is a need for the officials to increase their knowledge on how to ensure effective village planning process.

Implementation of Village Development Plans

The aim of village development is to improve the welfare of rural communities, quality of human lives, and alleviation of poverty by meeting basic needs, building rural infrastructure, developing local economic potentials, and sustainable use of natural resources and environment. Therefore, there is a need to integrate these plans into the village development planning process. Moreover, the village head coordinates activities such as the village-scale as well as sectoral and regional developments in the village with officials and other elements of the community. The local scale village development is managed through self-help, inter-village collaboration, and partnership with third parties. The village head, therefore, leads the preparation and implementation of the development process after the determination of the village budget.

The development efforts associated with the sectoral and regional programs are conducted in accordance with the provisions of the local, provincial, and regency/city governments as recorded in the Village APB as well as the provisions authorizing the village to implement these programs after they have been discussed and agreed upon in the Village Deliberation held by the BPD. The Village Head coordinates the implementation of sectoral and regional programs delegated to the Village using the apparatus and elements of the community in accordance with applicable regulations. The stages in this process include preparation, implementation, and utilization.

The steps involved in preparing are the:

1. Determination of the activities to be implemented
2. Preparation of work plans
3. Dissemination of information
4. Provision of briefs on the activities
5. Preparation of activity administration documentation
6. Procurement of labor, and
7. Procurement of materials

The village development activities by the village head and the implementers start from the preparation of documents, technical guidelines, social impacts of development, and the determination of human and natural resources needed. It is important to note that the human and natural resources in the village as well as the empowerment of community self-help through a self-managed village development mechanism are prioritized by the village head. However, the goods and services are procured by the regent or mayor's regulation based on the provisions of the legislation in case the process is not run through the village head.

The implementation stages conducted by the Village Head include the following:

1. Work meeting on the activities to be implemented.
2. Examination of infrastructures.
3. Changes in the implementation of activities.
4. Management of complaints and solving problems.
5. Compilation of reports from the activities implemented.
6. Deliberation on how to implement the activities to ensure accountability

The village development process starts with a series of preparatory and implementation activities conducted by a team expected to be accountable for the final report to be submitted to the Village Consultative Body by the Village Head. Moreover, the community also participates through the provision of inputs which are discussed with other stakeholders and the terms of the agreement included in the official report. The implementation of the activities conducted to improve the reports is coordinated by the head of the village based on the Village Consultation Agreement (Musdes).

Utilization of the Results for the Village Development

The village development plans formulated are utilized through certain stages which are:

- a. Collection of the reports on the developmental activities needed to be preserved and managed for use.

- b. The form and increase in the capacity of conservation and utilization groups due to village development activities.
- c. Allocation of the costs for preservation as well as the utilization of the results according to regulations.

The Village Head forms a group to preserve and utilize the results and this is considered important due to the effort and awareness required by the community to protect the reports. However, the costs incurred in the preservation and utilization are not budgeted by the district/city government but usually included in the limited budget of the village government. This limitation presents obstacles to the public awareness needed to maintain and apply the results and also to safeguard basic rights and services at the rural level.

Evaluation of Village Development

The results are evaluated through monitoring and supervision and these are the major subjects during village deliberations on the implementation of the village development plans. The monitoring process is usually conducted by the community at the planning and implementation stage. At the planning phase, the intention is to assess the preparation of the Village Medium-Term Development Plan and Village Work Plan with the focus on the following:

- a) Procurement of goods and/or services.
- b) Procurement of materials.
- c) Procurement of labor.
- d) Management of finances.
- e) Material delivery
- f) Payment of wages, and
- g) The quality of the results

The monitoring process at both the planning and implementation phases are conducted by the regents or mayors based on their responsibilities which involve:

- a. Monitor and supervise village development planning and implementation schedules.
- b. Receive, study, and provide feedback on the report on the realization of the Village APB.
- c. Evaluate the development and progress of village development activities.
- d. Provide technical guidance to the Village Government.

In the case of delays in planning and implementing village development due to the inability and negligence of the village government, the Regent or Mayor is required to:

- a) Issued a warning letter to the Village Head

- b) Foster and assist the Village Government in terms of speeding up village development planning to ensure the Village Budget is set for December 31 of the current year, and also to
- c) Foster and assist the village government in accelerating the implementation of village development to ensure the absorption of the village budget in accordance with laws and regulations.

The planning, implementation, utilization, and evaluation of village development outcomes are part of the participatory management framework involving certain community elements. This means the village head and these elements are jointly involved in the planning process by collectively determining the basis for the implementation of the desired activities. Therefore, the participatory models in the district/city government provide new knowledge and thinking in strengthening the planning system based on community awareness and participation in regional and village development in Indonesia.

DISCUSSION

Participatory village development planning is a process which involves the inclusion of the Village Consultative Body and community elements by the Village Government in the utilization and allocation of village resources to achieve developmental goals (Isnaini et al., 2020). The focus of this system is to promote togetherness, kinship, and indecency towards achieving peace and social justice and it can also be strengthened by empowering the village communities. Additionally, Marbun et al., (2020) mentioned that this is necessary to ensure the independence and welfare of the people by increasing knowledge, attitudes, skills, behavior, awareness, and utilization of resources through policies, programs, and assistance provided in accordance with the problems and priorities of the community (Atrizka et al., 2020; Danilwan et al., 2020)

The village planning process consists of a medium-term development plan designed for 6 years and a Village Government Work Plan retrieved from the mid-term plan for 1 year. These plans can be strengthened through village development planning and village meetings and supported with adequate data and information to solve the problems encountered or experienced by the community based on its potentials (Silitonga et al., 2020)

The data and information such as village profile have the ability to describe the general condition of a village, activities to be implemented by the government, organization, and management of activities related to apparatus readiness, financial management related to income and expenditures of village development as well as government information and community empowerment (Nu'man et al., 2020)

The village government organized by the village head and assisted by officials needs to possess the knowledge, skills, and expertise in planning village development after which the plans are to be implemented effectively based on the village's priorities using human and natural resources. Therefore, the

utilization of participatory village development planning by the Village Government and Village Consultative Body, as the decision-making institutions at the village level, needs to be effectively conducted to achieve the goals and development outcomes desired by the community.

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