

# Group Dynamics and Cronyism in Village Development Planning Participation

Zulmasyhur<sup>1\*</sup>, and Bhakti Nur Avianto<sup>1</sup>

<sup>1</sup>Postdoctoral of Administration Science, Universitas Nasional, Jakarta, Indonesia

[zulmasyhur@civitas.unas.ac.id](mailto:zulmasyhur@civitas.unas.ac.id)

\*Corresponding Author

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## ABSTRACT

Musrenbangdes consist of formation activities, methods, programs and social movements with the aim of accommodating and identifying problems and needs that exist in each hamlet, Musrenbangdes conducted to filter aspirations and formulate policy directions. So there is a contribution to the role of village deliberation decision making that can increase community participation in rural infrastructure development. However, good planning is not optimal because it can be seen from the weakness of the ability of government officials, the community in implementing Musrenbangdes still has shortcomings, both seen technically and its performance is also not optimal, does not follow the procedures set by the Musrenbangdes stages so that the results obtained are not effective, efficient, not optimal and not in accordance with community needs. Factors hampering the Musrenbangdes, namely: weak capacity of village government in making development planning, cronyism of government and capacity building are weak and institutions that handle Musrenbangdes, weaknesses in identifying problems, and weak government data and information support. Influential actors in the process of preparing village development plans, among others, lack of planning workforce resources, limited time, development planning that is not integrated and the allocation of projects is ineffective and not based on priority scale.

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## 1. INTRODUCTION

This paper reports on research conducted into the group dynamics that manifested in the implementation of village development planning participation (hereinafter referred to as Musrenbangdes) as it faced significant challenges to practice of rhetoric, formality and interest of certain group. However, in the course of Musrenbang, not all things agreed upon in it can be implemented and have not made a scale of priorities that are not well targeted or even a shift in development priorities (Setiawan, 2018) that are felt not to meet the principle of urgency in the community (Kurniasih, 2005).

One of the problems faced in improving the local economy is the lack of adequate infrastructure, especially in rural areas. The condition of rural infrastructure services is generally still lacking, this can be seen from the majority of residents in underdeveloped villages have to travel a distance of 6-10 km to the marketing center (especially the district center), with poor road conditions.

Under these conditions, a strategy for handling the provision of rural infrastructure is needed to support the guaranteed improvement and sustainability of rural economic activities (Asnudin, 2004). The development of rural infrastructure, with the full involvement of local community groups in each stage (the planning stage up to the operational and maintenance stages). This form of involvement is more precisely implemented through strategic decision making in the Village Development Planning Conference (Musrenbangdes) with the perspective of local wisdom especially in the process of village infrastructure development.

Musrenbangdes is a public event that is important to bring stakeholders understanding of regional issues and problems to reach agreement on development priorities, and consensus for solving various regional development problems. The Musrenbangdes is also a vehicle for synchronizing the "top down" approach with the "bottom up" approach to community needs assessment with

technical assessments, conflict resolution of various interests of local governments and non-government stakeholders for regional development, between the needs of the development program with the ability and funding constraints, and a vehicle for synergizing various development funding sources. However, in the course of Musrenbangdes it was considered only a formality because not everything agreed upon was carried out and the determination of the scale of priorities that were not well targeted or any shift in development priorities that were felt not to meet the principle of urgency in the community.

## 2. METHODS

Ethnographic research methods are developed by exploring the elements that form the dynamics of the Musrenbangdes group in realizing village infrastructure development plans in the perspective of local wisdom. The main principle in data analysis is how to make the data or information that has been collected presented in the form of a description, and at the same time provide meaning or interpretation so that the information has scientific or theoretical significance. In this study, the data that the researchers had obtained (informants consisted of 2 Village Heads, 5 Representative figures, 3 local entrepreneurs, 3 educators, 3 DPRD representatives, 2 Governmental representatives) were then analyzed using analytical techniques. taxonomic (taxonomic analysis), which forms a more detailed and in-depth analysis in discussing a theme or subject matter.

The research design used is descriptive type of research design analysis of qualitative approaches (Arikunto, 2002). Sources of data and information were determined purposively according to the interests and needs of research analysis from informants from the Village delegation, Bogor Regency, Bappeda officials, Regional Representative Council (DPRD), participants representing sectoral groups in Bogor Regency, community leaders, Non-Government Organizations (NGOs), and other participants. The steps in data analysis are editing, data classification, tabulation and interpretation.

Structured surveys are carried out by collecting the results of analyzing social data, interviews and very detailed questionnaires in order to obtain information from a large number of respondents using a sampling or population (Creswell, Plano and Guntmann, 2007). Close ended questions and its question types are critical for collecting survey responses within a limited frame of options. The questionnaire briefly introduced the purpose of the research.

## 3. RESULTS AND DISCUSSION

### 3.1 "Musrenbangdes" Decision Making Process

Rural development must be an "inner will", which is a process of self-emancipation, initiative and creative

participation of the community in development because the success of rural development is to develop the potential trust and ability of the community itself (Tjokroamidjojo, 1983). The method used in Indonesia in developing villages, is to increase self-supporting villages (traditional) into self-sufficient villages (advanced) through self-help villages (transition), to increase social economic activities and to build infrastructure needed, so that income per capita increases. Indicators in assessing the typology of the village (self-help, self-help, self-sufficiency) are: nature, people, location of the village, livelihoods, production, customs, institutions, education, self-help, mutual cooperation, infrastructure and administration.

The rural infrastructure development program is part of the activities to improve the people's welfare, the existing form of the village greatly influences the proposed rural infrastructure activities, the existing forms of villages such as the village centered on the mountains, centered on facilities, the shape of the linear village or the seaside village are very influential on the shape and types of rural infrastructure development needs so that more adequate local infrastructure is available, can be used directly and quickly by the community, besides that other benefits that can be obtained are in the form of improved skills (human investment) in the implementation of local infrastructure.

Basic human needs in general and humans in rural areas in particular can be divided into 2 (two) groups. First, it covers the need for adequate levels of households that can be declared able to meet the requirements for living. Second, which includes the needs in the form of basic infrastructure of people's lives in a broad sense, such as: drinking water, health, education, environmental sanitation, public transportation (Daldjoeni, 1998). There is no provision yet on the type of rural infrastructure on which the proposed activities are based, such infrastructure can take the form of village axis roads, village/environmental/footpaths, farm/inspection roads, suspension bridges, clean water infrastructure, traditional markets, village halls, village granaries, Paysandú, elementary school, boat mooring, jetty, fishing /fishing nets, basic sanitation facilities, transportation bases, water gates, water gates, tertiary channels, gutters, small dams or embankments. From this information, rural infrastructure can be categorized into five basic needs of rural infrastructure in rural infrastructure development, namely: village roads, clean water, electricity, housing, irrigation (JALPI).

In connection with rural infrastructure development, the government and the DPR agreed to provide a budget of 250 million rupiah per village in the 2005 fiscal year, with a composition of a maximum of 20 villages for developed districts, and a minimum of 30 villages for underdeveloped districts. The planned underdeveloped village infrastructure program includes the construction of roads, bridges, irrigation, clean water, electricity and other community needs. While the main target to be

achieved is to open rural isolation in order to smooth economic activities and increase the welfare of rural communities. By fulfilling the basic needs of rural infrastructure, it is expected that the sufficiency of the level of households can meet the requirements for decent living, socio-economic activities increase, so that the quality of education, health and economy is also expected to increase.

Infrastructure is actually a vital need to support economic activities. The economic progress of a country is usually correlated with infrastructure development in that country. Countries with good infrastructure are usually more prosperous (Dewanto, 2004). Seeing Indonesia's backwardness in infrastructure development, the government then places infrastructure development as a very urgent development at this time. However, infrastructure development is not without obstacles, the main problem is the very limited issue of government funding (Wiranto, 2004)

In relation to deliberation with the concept of development in Indonesia, Suadnya (2011) describes development in relation to specific development planning in Indonesia, namely the implementation of people center orientation, which not only emphasizes economic development (economic) but social well-being development and the quality of the physical environment. The main reason, when humans are not the center of development, then no meaningful and sustainable development will take place. Likewise, with the activities of the actors involved in Musrenbangdes, they must have started thinking about programs and activities for community empowerment that increase the intensity of skills and expertise.

Musrenbangdes is an annual meeting at the sub-district level to obtain input, confirmation, clarification, various priority activities based on the results of the Village Musrenbangdes, cross-Village program, and the District internal program as a basis for the preparation of the Kecamatan Work Plan (RPTK). The district as one of the district / city regional apparatus has a strategic position and function.

Wasistiono (2009) explained that the District is one of the government entities that provides direct or indirect services to the community. As a sub-system of government in the Unitary State of the Republic of Indonesia (NKRI), the Kecamatan plays a functional role in the service and administration of government, development and society. For the purpose of providing its own services, the Sub-District in each budget year proposes a list of priority activities that will be carried out by the Sub-District itself and becomes the Sub-District Work Plan (Renja) to be financed through the District Budget which is sourced from the District/City Budget. In addition, the Subdistrict makes a list of Priority activities that will be proposed to the regency, city compiled according to the Regional Work Unit (SKPD) and/or a combination of SKPD to be financed through the SKPD budget sourced from the Regency/City

APBD.

Technical implementation of the Musrenbangdes, every year starting from January to March. Within these three months, the Musrenbangdes from the village to city level must be completed. Results from the Musrenbangdes at the village level are integrated and synergized in March at the SKPD Forum or SKPD Joint. At the end of March, a city-level Musrenbangdes is conducted, with the results brought to the Provincial and Central levels.

In practice in the field as found in research, government administration, programs, development activities and public services by the government or district /city government apparatus, apparently it is still based on the paradigm of the legality approach. When formulating, formulating and stipulating policies, they are always based on a procedure and output approach, in the process relying on or protecting the legislation or based on a legality and political approach. One example: The 2011-2016 Regional Medium-Term Development Plan is a Musrenbangdes reference, including the Musrenbangdes containing the direction of regional financial policies, regional development strategies, general policies, and regional work unit work programs, cross regional work unit work units, and regional programs accompanied by work plan within the regulatory framework and indicative funding framework

Understanding of the Musrenbangdes is finally interpreted differently, depending on the lens of the beholder. In the eyes of the Musrenbangdes residents it is an annual agenda that becomes a routine activity of the Sub-District and Village Offices, and is only an ordinary gathering event for actors who are usually invited to participate in developing program proposals and activities. Programs/activities can occur that are not in accordance with the results of the Musrenbangdes that have been carried out. Often the various programs and activities produced in the Musrenbangdes are eliminated from the upper /supra system.

The impact of such incidents that continue to occur as such makes citizens take alternatives only to be present and silent, not a problem if the funds have gone down and become an activity, the form of the activity is different from what is needed. Another thing that was complained of by actors who came from community representatives was the lack of information and confirmation of the results of the Musrenbangdes, which programs were agreed upon and which ones had to be funded independently by the community.

### 3.2 A New Era of Cronyism in Indonesia, the Challenges of a New Government

In his book "Plutocrats", Christya Freeland said that currently emerging market countries are experiencing their first "Gilded Age" and the United States the second time thanks to globalization that has lasted for the past 20 years. 1% of the richest people get bigger percentage of their wealth to GDP. In 2000 the average percentage of

their wealth to GDP was 2% but now it is 4%. This makes the community of super-rich elites in these countries even richer. The Gilded Age was experienced by the United States in the late 19th century when John D. Rockefeller industrialized the country and became so rich that it was able to bribe politicians and build grand mansions. But then between 1900-1945 the United States began to regulate big business and create a social safety net. The second Gilded Age in the United States that is happening now is happening in the IT sector, namely with the increasing richness of the Silicon Valley billionaire.

The impact of the increasing wealthiness of these elites is the occurrence of rent-seeking behavior in which the elites gain privileges in their business activities due to the connections they have with political officials that most other economic actors do not have. With their strong position economically, they too gained high bargaining power in political life. This bargaining power is obtained from bribery and mastery of important political institutions. For example, in Indonesia political parties are led by wealthy elites who also control large media businesses. As another proof, corruption cases related to private sector and political relations are surfacing. An example that recently occurred was the appointment of the Chairman of the BPK to be a suspect due to the granting of privileges to a bank in terms of tax payments.

In the economy this results in cronyism (collaboration of business people and politicians in rent-seeking activities). The result is the emergence of potential monopolies and oligopolies in the economic sectors. In addition, this has the potential to cause bias in public policy making. Public policy making in the legislature is under the shadow of sponsors from big business circles. This will lead to the gathering of economic opportunities on a handful of parties who can arbitrarily set the prices of goods and services so that it is only affordable for the upper middle class for example. Social inequality that must be tackled through regulation and regulation execution becomes unworkable because cronyism continues to overshadow policy making that should be aimed at the public interest.

In the 2014 "Crony-Capitalism Index" report, The Economist said that Indonesia is one of the countries that has a high level of cronyism, ranking 10 out of 23 countries surveyed. This ranking is higher than China (rank 19), whose government is more closed. In Indonesia in particular this happens in sectors such as mining and real estate.

Arrangement of relations between rulers and businessmen in the future becomes the homework of the new Indonesian government. A precise strategy is needed to improve governance at the central and regional levels and enforce the rule of law. So that the central and regional governments work solely in the public interest rather than a handful of business people. In addition, sound policies need to be made that are able to regulate big business so that monopoly can be avoided.

Implementation of fiscal policy in this case taxes to control gaps that are now increasingly gaping is also needed. The policy of subsidizing political parties and the rules regarding donations of political parties are also important because with the poor system of party funding as it is now, the influence of wealthy elites on parties is so great that this reduces the quality of democracy. At present the candidates for legislative members and regional officials are carried by political parties based on 'dowry', not competence or based on how far the candidate can become a proxy for business interests.

Hopefully the two candidates for president and vice president if elected, will be able to present these reforms in the future in a real way. Of course, these reforms can only be implemented by making and executing policies correctly. As Tony Blair said, that the candidates cannot continue to present campaign rhetoric, once political power has been won, campaign rhetoric must be transformed into policy.

### 3.3 Development Priority Scale and Participation of Musrenbangdes Actors

Determination of the proposed priority scale of development in the Cibinong City Bogor Village Development Planning Consultation (2012 Musrenbangdes) (in the case examined in this paper) involving actors from various components such as Muspika elements, Subdistrict Government Elements, Village Representative Elements and Community Elements, tends to be influenced and carried out to achieve the vision, mission of the elected Mayor, in addition to fulfilling the tradition of annual deliberation forums that have become structured obligations at the District level according to the implementation instructions that have been prepared by the Regional Government of the South Tangerang Mayor as a derivative of the rules drawn up by the Ministry of Interior Country.

The results of the analysis of the interactions of the actors involved in the process, activities and dynamics of the Musrenbangdes regarding the agreement of priority scale proposals from each community component show different degrees in terms of the sharpness of the priority proposals for community needs. The proposal was sharper and dominated by representatives of government officials rather than representatives of the elements of the community and local entrepreneurs, and infrastructure improvement activities became the main proposals rather than community empowerment activities.

The facts show that the results are more dominant that proposals have been established with regard to infrastructure rather than community empowerment activities. The average infrastructure activity plan receives a large allocation of funds. In addition, problems in the Musrenbangdes according to the observations of researchers are: 1) planning documents prepared by the actors have not emphasized planning based on the basic

needs of the local community; 2) planning documents compiled tend to still be in the form of proposals only; 3) the existence of sectoral ego/hegemony of central authority in the regions and hegemony of authority of related agencies/SKPD in the form of difficulties to coordinate planning; (4) cross-sectoral planning issues are often handled partially; (5) data and information from community actors/Pillars of Villagers and Villages are incomplete and comprehensive; (6) planned programs and activities have not been prepared based on budget availability at the City Government; and (7) it is difficult to ensure consistency between the programs or activities of the City Work Unit (SKPD/K) and the Districts as well as the real needs of the community with a definite budget allocation for each work unit. In connection with these problems, encourage researchers to know the implementation of the Musrenbangdes from the aspect of understanding development planning deliberations, preparing the priority scale of development planning proposals, and the activities of Musrenbangdes actors.

Consideration of making decisions determines the choice of proposed programs and activities chosen based on priority scale. The priority scale of a development project can be assessed in terms of its urgency, aspects of benefits, aspects of maintenance, the range of people who benefit from the development project, and the ability of existing resources. The scale of development priorities is the process of selecting from various programs and activities proposed by actors involved in development planning in a list of proposals to achieve high work effectiveness in accordance with the objectives of regional development planning.

Priority Scale List (DSP) is an instrument used to assess, evaluate and guide so that proposed programs and activities/functions originating from the results of the Community Consultation, Village Musrenbangdes become the focus or dive more effectively to address various development issues and problems Sub-district. At the micro scale planning is the initial step prepared to start activities. But in the context of governance, development and state finance, planning is a very complex agenda. It becomes complex because of the many interests in society in the midst of scarcity of resources. Planners, and especially policy makers, will face difficulties in planning because there are too many people involved while the amount of resources (funds) is very small.

Scarcity is what makes planning so needed, especially to determine the right priority choice of the many interests and choices. Planning at the District level does not escape from these various interests. Development planning at the sub-district level in order to succeed must be studied and looked at and based on various related planning documents that have existed in the previous year, both vertical and horizontal components within the sub-district scope. The vertical component comes from the system and sectoral supra. Community participation in the development planning process there are still many weaknesses, especially through the Musrenbangdes.

The reason is that the proposed community programs or projects through the Musrenbangdes do not have certainty that they will become a regional development planning document after passing the legislative process between the Regional Government and the Regional People's Representative Council (DPRD). Reality shows there have been public lies and violations of democratic ethics in the Musrenbangdes forum as a forum for public participation in determining public policy.

Infrastructure development planning produced through the Musrenbangdes has not been fully realized in its implementation, and has not received a good response from the government. This is evidenced from the third indicator of effectiveness, namely the realization of objectives, infrastructure development planning through the Musrenbangdes which based on the conditions and potential of the region cannot be realized, because the implementation of the program/project poured into the village is the government's authority, so the programs/projects derived tend to use bureaucratic approach in the world of government. So there is a difference in the mindset between the wishes of the people and the government bureaucracy.

The process of community participation through the existing Musrenbang currently places the community's position only as a complementary object, this is because the formulation at the RT, RW and until the Musrenbangdes process has not yet made clear the priority scale of the development activities to be carried out, so that the determinant of the development plan is a device village or people who have an interest in it. It is expected that by changing (modifying) infrastructure development planning in rural areas it can be interpreted that the Rural Infrastructure Development Planning (PIIP) is a process of preparing activity plans that involve various elements in it, in order to utilize and allocate existing resources in order to improve community welfare in the countryside.

Referring to the analysis of the needs and desires and opinions of various district development experts, who explained that: development in a district under the concept of decentralization will succeed if it pays attention to or is in the systems and subsystems of Local Government, Local Communities and Families as well as Local Businesses (Entrepreneurs). Each has the same elements, namely Human Resources (HR), How to Work, and Values in activities. The author tries to examine the process of subdistrict Musrenbangdes divided into two events, namely ceremonial events and the determination of priorities of district Musrenbangdes activities. The ceremonial program began with an introduction by the sub-district head, then the remarks of DPRD members and ended with a brief introduction and remarks by the Government read out by Bappeda Representatives. In this ceremonial event there are a number of things that become the author's notes sourced from the comments and remarks of the event, namely:

- a) There is no common understanding about the term "needs and wants". It was commented that most Musrenbangdes per village which was continued to the sub-district level Musrenbangdes mostly contained only a wish list. The greeters' comments should be a list of needs, not a wish list. Yet according to the author or if analyzed properly the wish list must be accompanied by a list of needs, and vice versa the list of needs must be accompanied by a wish list, both of which cannot stand alone. Exemplified, and this has happened, there is a female health worker (village midwife) who needs a two-wheeled vehicle, which is given is a two-wheeled vehicle (large motorbike), it turns out that this midwife cannot operate it means the midwife needs but he does not want a large heavy motorbike, but what a small, lightweight motorbike wants. I myself cannot provide input and comments in this way because my capacity is only as a representative of the Health SKPD to follow up on every activity that has been carried out at Musrenbangdes at the village level.
- b) Aside from the lack of 'Needs and Desires', there is something more interesting that is placing the community as an "object but not a subject", on the other hand it is also said to be "subject not object". It is clear that there is no understanding of policy stakeholders (Structural Officials) and implementers to place community stakeholders as subjects or objects, whereas in reality in the era of community decentralization, it must be explicitly stated as the subject of development, even though the concept of community development is stated as impact recipients, but that does not mean they are objects, because people also have resources, have ways of working and have values that develop among them communities, just as government has resources, organizations and values in governing. Because the elements are the same, so there is no reason to place them (the community) as objects, So, here, basically it only requires collaboration, integration and mutual care between government officials and the community.
- c) Determining the Priority of District Musrenbang Activities; After the ceremonial event then take a break and proceed with the Priority Determination of the District Musrenbang Activity. Participants were divided into three groups. The first group is the Socio-cultural group, the second group is the Infrastructure group and the third group is the economic group. I was in the second group, Social Culture. In this group the determination of priorities is based on five categories, namely:
- 1) Village Priorities or in the form of a question "Are all the activities that have been developed at the village level are there priorities?"
  - 2) Entered into the SKPD program or in the form of the question "Are activities that have become the priority of villages / villages included in the SKPD program?"
  - 3) Benefits or in the form of a question "Are the village priorities and those in the SKPD program very useful?"
  - 4) Urgent or in the form of a question "Is this useful activity urgent to be carried out?"
  - 5) And the last is the HR Enhancement category, the question is "Are the activities as answered in point categories (1, 2,3, and 4) above directed to the improvement of Human Resources (HR)?"
- These five categories or five questions by the facilitator were asked to each village, the score for each category was between 1-5 (1 lowest value and 5 highest value). It was agreed that each village came out with 3 (three) priorities, so if there were five 8 villages in one sub-district, the number of activities in one sub-district was  $3 \times 8 = 24$  sub-district activities. These 24 sub-district activities will later be taken to the District Musrenbangdes, with activities that have not yet been prioritized attached. Recorded in the subdistrict documents, of the many activities carried out at the district Musrenbangdes level, only a small portion can be realized.
- This is my note in determining the priorities of these Musrenbangdes activities. Other notes are:
- 1) The process or mechanism for determining priorities is not carried out maximally because priority setting is more emphasized on the results of the 3 priorities from the results that have been developed in each village meaning that only output takes precedence over the process (mechanism). However, if more emphasis is placed on the mechanism, it may be possible for some activities to be solved (completed) by the community, villages and sub-districts. For example, family toilet procurement activities in 200 households, this activity no longer needs to be a priority for the coming year 2010 but can already be solved together with the community.
  - 2) There is also a slight gap (separator) between the community and government officials in the development process or rather the interaction between the community and government officials has not yet been maximized for mutual integration and mutual care in a component of the district development system. The government apparatus in carrying out Musrenbangdes as if only following up the Circular of the State Minister for National Development Planning /Head of the National Development Planning Agency and the Minister of Home Affairs regarding Technical Guidelines for Conducting Development Planning Deliberations. This means that if this circular letter does not exist, it is possible that the implementation of development planning deliberations that started from the village will not be carried out. The reason is because each SKPD has its own development planning system, which results are clearly used as material for district budget planning. Here actually the role of Bappeda as a cross-sectoral coordinator is more rational to see Musrenbangdes as a forum to accommodate the needs and desires of the community

- that are not accommodated in the SKPD Development planning to be recommended as a priority.
- 3) Participants who attended the development planning meeting did not describe the components in the development system that existed at the district level. These components are the Government, Community and Family and business groups (Entrepreneurs), which only present government officials (SKPD, District and Village, one or two people from the community and family groups, and even then that appears are teachers who live and work in the village, which does not appear to be present is the business world group (entrepreneurs). Even though the latter group is the driving agent development region.
  - 4) Musrenbangdes and Health Development Planning; As I explained above, the most important role in this Musrenbangdes is Bappeda as a cross-sectoral coordinator in accommodating priority community activities to be accommodated by SKPD or vice versa activities that have not yet been accommodated by SKPD can be obtained from Bappeda to SKPD to be accommodated. Why should it be like that, because basically every SKPD already has its own development planning. District Health Office SKPD for example, Health development planning starts from the Puskesmas level planning (PTP), which is backed up by the Health Service Planning Team whose tasks are to analyze based on health needs, analysis based on targets (target population of the program) and end in Planning , Integrated Health Budgeting (P2KT) as material for preparing APBD. But in recent years, the health development planning process has not run optimally because the placement of officers (new officers) as the person in charge of health development planning no longer understands correctly to apply methods / techniques and actualize mechanisms in health development planning in a comprehensive, effective, efficient and rational. Don't be surprised if lately there are many irrational incidents such as the procurement of two-wheeled vehicles to increase the scope of services outside the building, but instead the service outside the building actually has decreased, the existence of outbreaks of diarrhea that killed 22 people in one month, and procurement medical devices which are said to be based on need but officials and also the community are unable and not yet in time to use "they need but this is not what they want". Strangely they move up the ranks of functional groups every 2-3 years he said, the performance was very satisfying.

The lessons learned from the Musrenbangdes in determining the priority of activities are not only needs that must be considered but also desires. Because if only needs are emphasized, sometimes and often the realization is not according to desire, and vice versa existing desires must be adjusted to the needs. In the context of decentralized development, society must not be made an object but as a subject, and this must be expressly stated, society as a subject.

In the process of developing an area at the sub-district, village, even district level, government officials may not consider more than members of the community, because if so some of the activities proposed by the community at the village level, will only be a proposal that has never been realized. The government apparatus and community members are the same in the regional development system, so every problem has a solution.

He explained in detail that the capacity of the community in following the development planning process was still weak. This weakness is caused by the community participation model which only emphasizes the political and administrative models, in addition to the legal instruments, it has not provided the framework and mechanism for how public participation takes place. Therefore, it is necessary to develop a model of community participation in the development planning process and or implement alternative participation models such as the community empowerment model and each legal instrument must contain the process and mechanism of community participation in the regulated activities.

The participation of actors in development planning should be a guarantee and a means of empowering Kecamatan residents. In reality, the position of citizen actors in Musrenbangdes tends to occupy a weaker position compared to the state and the private business community, for this reason citizens have to be given the opportunity to express their proposals and have the opportunity to play an active role in the decision-making process. The long-term benefit of the active participation of citizen actors is the increase in political skills of citizens, because they are accustomed to negotiating, making compromises, and agreeing on various matters of public interest (including the interests and needs) of their citizens.

Finally, I can conclude that the Village Development Planning Conference is basically a planning with Bottom Up Planning, a plan that comes from the community to meet their needs and desires. Because of its Bottom Up nature, of course the community is the subject (not the object) of development. Meanwhile, government development planning from SKPD-SKPD is a planning that is Top Down Planning to serve the community through policies made based on laws, government regulations and other regulations to address social problems that are always repetitive with the aim of improving social services. Development in a district will succeed if it pays attention to or is in the systems and subsystems of Local Government, Local Communities and Families as well as Local Businesses (Entrepreneurs). Each has the same elements, namely Human Resources (HR), How to Work, and Values in activities.

### 3.4 Medium-term impact caused by the actors decision making Musrenbangdes

Development is a process of developing community capacity in the long run so it requires proper and accurate

planning. This planning means that it should be able to cover when, where and how development must be carried out in order to be able to stimulate sustainable economic and social growth. With catalyst, the development plan maker must be able to predict the impact caused by the development that will be carried out both in the short and long term. Musrenbangdes is a public event that is important to bring the stakeholders (stakeholders) to understand regional issues and problems reach agreements on development priorities, and consensus for solving various regional development problems.

Musrenbangdes is also a vehicle to synchronize the "top down" approach with the "bottom up" approach to community needs assessment with an assessment that contains technical assessments, conflict resolution of various interests of local governments and non-government stakeholders for regional development, between the needs of the development program and the ability and funding constraints, and a vehicle to synergize various development funding sources. However, in the course of Musrenbangdes considered only as normality because not everything agreed upon in it was carried out and the determination of the scale of priorities that were not well targeted or any shift in development priorities that were felt not to meet the principle of urgency in the community. Based on the explanation above, the writer feels interested to reveal the phenomenon about the Musrenbangdes.

This is the main problem of community participation encountered in the policy process of determining development planning in Indonesia. If seen further, the causes of weak community aspirations can be classified into two groups, namely: External, what is meant is conditions outside the government bureaucratic system, namely the general public. Internal, what is meant is the conditions in the government bureaucracy system. The main cause of weaknesses from the external side or the community including, NGOs, community groups and other civil society to participate more in the development planning process is their capacity and capabilities that are not sufficient to participate in the development planning process.

On various occasions the Musrenbangdes can conclude that their proposals are too micro and more on physical development, for example, they are still proposing the improvement of village sewers, the walls of the village hall rehab tombs and so forth. In addition, within the community itself there are cultural barriers that make climate and the environment less conducive to participation. On many occasions we often meet from the many people who were invited to a forum that dared to express the opinion of only a handful of people, most of the others just quietly did not even think of wanting the forum to end immediately.

We observe from year to year their capacity is not developing much, then what causes no or less empowered (developed) participation in musrenbang. In this case

there are two parties most responsible for the case, namely the government and political parties.

- 1) The Government, because so far it has been seen that to participate in the preparation of development planning is sufficient to convey only the problems and proposals. However, the government does not realize that our civil society does not have enough information about the vision, mission and objectives to be achieved. This causes the proposals submitted by the community to be incompatible with government programs.
- 2) Political parties, organizations that are part of the nation's political structure have five functions, namely political education, bringing together interests, aggregation of interests, political communication and leadership selection. The fact that this happens is that people are often disappointed by political parties because these functions do not function as they should. Political parties fight more for their interests than the interests of the wider community. Political parties should through their representatives in the DPD provide good political education to the community at least by giving good examples, listening to public complaints and guarding people's aspirations. However, on many occasions we met with respectable members of the council who often did not attend village and subdistrict musrenbang events, or they were present but lacked interest in the forum. This causes the public to be pessimistic about the function of board members as argregators and articulators of the interests of the community. They consider that the presence of people's representatives does not have much benefit for the forum.

The current development paradigm places the community as the main actor in development. This means that the government is no longer a provider and implementer, but rather acts as a facilitator and catalyst of the dynamics of development, so that from planning to implementation, the community has the right to be involved and provide input and take decisions in order to fulfill their basic rights, one of which is through the Musrenbangdes process which is a process an important public event to bring stakeholders together.

Understanding the issues and problems of regional development reached agreement on development priorities and a consensus for solving various regional development problems. Rules, technical guidelines, and procedures for Musrenbangdes have been designed in such a way as to create a participatory community towards development. However, in reality various problems arose so that the Musrenbangdes was then only considered as a ceremonial activity, a formality and only as mere rhetoric. Thus, seeing several important things that need to be considered from the village development planning. First, village development planning must be able to cover priority programs for welfare improvement in the document. With such a large flow of funds, it is certain that the Village will become an attractive target for many interest groups, both from the internal Village itself and

from outside, who can "ride" on village development planning so that the main goal which becomes the ideals of the Village Law itself not achieved. These groups will mutually claim that the Village development program proposal that they submitted is the best and most appropriate to implement.

The next important thing is how to synchronize village development plans with development plans at a higher level, namely regional and national level development plans. Article 79 paragraph (1) confirms that the Village development plan is prepared with its authority on the Regency/City development planning. The vital role of districts/cities in accommodating and disbursing village funds after a program proposal from the village will pose its own challenges. The varying capacity of districts / cities in assisting villages can result in the use of DAD (Regional Allocation Funds) in villages that are not in accordance with the goals and priorities of district / city development.

The face of village planning that is able to leverage village welfare improvement is mandated to the village head along with his apparatus. The problem is that there are still many villages that have not been trained in preparing village development planning documents. To overcome this problem, PATTIRO sees the government's commitment in village empowerment in the form of government policy regarding planning in relation to the transfer of funds needed. Alternative policies that can be taken by the government include; first, using planning as an aspect that limits the access of the village community to the transfer of funds. This means that villages that are not able to compile documents will not be transferred the allocation of funds to which they are entitled. This policy will effectively force the village to make a plan but it is necessary to watch out for the emergence of "brokers" in the preparation of planning documents that might be played by educated people living in the village or government officials in the supra village.

The second policy alternative is to assign staff to handle assistance. This alternative on paper shows the government's complete commitment in empowering villages. However, if the system of transparency and integrity is not strengthened, then there is still a gap in the person taking advantage of this activity. Formally incentives can be obtained informally because of the closeness to the device being guided. This will also open the gap for suffering harm.

The third policy alternative is that the government provides consultants nationally or optimizes programs that are nationally in villages such as the PNPM Mandiri Rural program. This alternative has been implemented for several years, but it must be ensured that its existence is not just to run a law administration regime, so as to be able to leverage ideas and smart practices of the community in identifying the potentials and problems of villages to be processed into strategic development plans.

Village planning must also be able to strengthen the social capital that has been the village's power. Of course

we all do not expect the inclusion of this money transfer to move and reproduce problems in the city happening in the village where everything is always converted with money. The impact of this misunderstanding can be sustainable which ultimately decreases the resilience of rural communities in living their lives. Because they no longer help and help each other and work together in the bond of village social capital.

#### 4. CONCLUSION

The Development Planning Conference (Musrenbangdes) consists of forming processes, methods, programs and social movements with the aim of accommodating and identifying problems and needs that exist in each hamlet. Musrenbangdes are conducted to filter aspirations and formulate policy directions, and have not done good planning because it can be seen from the weakness of the ability of government officials, the community in implementing the Musrenbangdes still has shortcomings, both viewed technically and its performance is also not optimal, has not followed the procedures set by the District or Musrenbangdes stages so that the results obtained is not effective, efficient, not optimal and not in accordance with community needs.

The factors hampering the Development Planning Consultation (Musrenbangdes) are divided into two factors, firstly the weak capacity of village government in making development planning, government cronyism and capacity building are weak and the institutions that handle Musrenbangdes, weaknesses in identifying problems, and weak support of government data and information, the second is the influential factor in the process of preparing village development plans, among others, lack of planning resources, limited time, development planning that is not integrated and the allocation of projects is ineffective and not based on priority scale.

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