

Management of Stakeholder Participation in Planning for Rural Development: A Case Study of Program of Village Self-Sufficiency Development Movement (Gerdema) in Malinau Regency North Kalimantan Province

Aan Hartono^{1*}, Prof. Dr. Sri Mintarti², Prof. Dr. Sukisno S Riadi³, Prof. Dr. Eny Rochaida⁴

¹Doctoral Student of Management Studies, Economics Faculty, Mulawarman University, Indonesia

²A Profesor for the post graduate program, of the Economic Faculty of Mulawarman University, Samarinda, Indonesia

³A Profesor for the post graduate program, of the Economic Faculty of Mulawarman University, Samarinda, Indonesia

⁴A Profesor for the post graduate program, of the Economic Faculty of Mulawarman University, Samarinda, Indonesia.

Abstract

Since January 2012, Malinau Regency Government has been implementing a development concept based on people participation, namely Program of Village Self-Sufficiency Development Movement (Gerdema). The purpose of this research is to describe the management of the participation of stakeholders such as regional government, village governments and communities in planning Gerdema. This research was a qualitative research in two villages. The result of the research shows that regional government's participation in village musrenbang (forum of development planning) is the presence of a representative of SKPD (regional working units) in order to absorb the results of village musrenbang and present a picture of the activities that SKPD is going to do in the current year. The planning done by the village government of Respen Tubu and Malinau Seberang normatively faces constraints such as time, place and proposed activities. Some of these constraints are then followed up by the village government of Respen Tubu by implementing pre-musrenbang at RT level. Such thing has caused the village communities to be very enthusiastic about participating in the planning process because of time flexibility, a representative place, and a better representation of the proposals.

Keywords: Participation, Empowerment, Gerdema.

1. Introduction

Beginning in the 1980s and continuing into the 1990s, many communities formulated local plans for economic development. As communities entered the 21st century, local strategies started to increasingly focus on self development as well as strategies that emphasize self sufficiency, local capacity and resources, and sustainability. Sustainability requires local resources and strategies, so public participation seems critical and essential (Blair: 2004). Many scholars have described today's age as the age of participation and participatory development. Stirrat (1997), while emphasizing the importance of participation, observes that such is the popularity of the concept that it is now difficult to find a rural based development project which does not claim to adopt a participatory approach involving bottom up planning, acknowledging the importance of indigenous knowledge and local people. He further sarcastically remarks that now is a day one cannot find a development effort without an element of participation.

Kurian (1997) shares similar view and opinion that participation has been added as a fresh ingredient of development. Phrases such as planning from below, involving the people, incorporating people's knowledge are part of the common emerging orthodoxy of development. Burkey (1993), another eminent scholar on development, remarks that participation is an essential part of human growth, development of self confidence, pride, initiative, creativity, responsibility and cooperation. In this approach, people learn to be in charge of their own lives and find solution to their own problems and the essence of development being built by such kind of participation will also be sustainable.

In line with the implementation of participatory development program, since January 2012, Regency Government of Malinau has been implementing a development concept based on village community empowerment namely Village Self-Sufficiency Movement Program (Gerdema). Gerdema is defined as a mass

movement of building a village in order to achieve public welfare with village communities as the main actors of development and to develop a high community participation which is in line with the implementation of the vision and mission of Malinau Regency in 2011-2016. Gerdema puts villages and village communities as the main actors of development. The whole series of governance and development are based on full trust to the people as the holder of sovereignty that should live prosperously.

The implementation of Gerdema program as a model of empowerment is in line with the concept of empowerment mentioned by Chambers (2007) since this program these characteristics: people-centered, participatory, empowering and sustainable. Communities are given opportunities to participate in the development in village since the planning, implementation and monitoring of activities.

Gerdema program implementation as a development strategy in Malinau Regency that carries the spirit of empowerment has been running for four years. The total fund allocation disbursed directly to the village government during this period is much, i.e. 616.6 billion rupiahs. The program evaluation data from Bappeda (the district's planning and development agency) in 2012 shows that the community participation in the village musrenbang or in the planning was 42.43 percent and in 2013 was 44.37 percent. Along with the participation in the planning through the village musrenbang forum whose percentage was still under 50 percent, the participation in the implementation in 2012 was 41.99 percent and in 2013 it increased to 52.86 percent. In addition, the community participation in monitoring was even lower: in 2012, it was 33.68 percent and 45.62 percent in 2013 (Bappeda of Malinau Regency, 2013).

The percentage of the community participation as shown above shows that the percentage in every stage of the program including planning, implementation and monitoring is still under 50 percent. Similarly, the understanding of the community and village officials about Gerdema program is still very different. Based on the previous data, a deeper exploration is needed in relation to the participation of regional government, village government and communities in the initial stages of Gerdema program implementation, i.e. planning so that the purpose of the Gerdema program implementation can be well achieved. The planning stage is very important because it becomes the foundation of the next stages. As stated by Terry (1960: 124) "Planning is the foundation of most successful actions of all enterprises". According to Abe (2002: 117-118), direct participation of community in the development planning process will have three important effects, namely 1) the community will be able to avoid the chance of manipulation. Direct community involvement will make certain what the community really want, 2) it gives added value to the legitimacy of the planning formulation; the more people involved, the better it is, and 3) it improves community's awareness and political skills. A study to participants of several strategic planning programs by Gilat and Blair (1997) confirms the findings that the level of community involvement affects the plan output. Furthermore, in terms of implementing the local plan of the participants, the study also reveals that there is a difference in the natures of the plan, namely the community and sustainable development have less strategy and involvement due to a lack of participation in the planning stage of the program.

Based on the background explained previously, the formulation of the problem is how is the management of the participation of regional governments, village governments and communities in the planning stage of the program of Village Self-Sufficiency Development Movement ?

The purpose of this research is to describe the management of the participation of stakeholders such as regional government, village governments and communities in the planning stage of the program of Village Self-Sufficiency Development Movement. Further, the results of the analysis are expected to improve the model of Village Self-Sufficiency Development Movement.

2. Literatur Review

In his book *The Principles of Management*, Terry (1960: 21) says that planning is done by managers who are at the top. It is quite different from the one done by the state which involves the community in the planning process. The development planning process in Indonesia is not only done by technocrats, but it now involves community participation. Participation as a concept is a contested subject and, very often, the term participation is modified with adjectives, resulting in terms such as community participation, citizen participation, people's participation, public participation and popular participation.

According to UNDP (1993), participation means that people are closely involved in economic, social, cultural and political processes that affect their lives. Participation is also defined as sharing of the benefit of projects, as development economists view it, and also as community contribution to decision making as social planners view it (Fenster 1993). The World Bank Participation Sourcebook (1996) defines participation as, "a rich concept that means different things to different people in different settings. The World Bank (1996) defines

participation as “a process through which stakeholders influence and share control over development initiatives, and the decisions and resources which affect them”.

Planning with a participatory approach, according to Samsura (2003: 13), is regarded as development strategies and public decision-making, which is highly dependent on public awareness of having willingness to involve themselves in development. Involving community in the planning process is regarded as one of the effective ways to hold and accommodate various interests of the community. In other words, the effort to involve community embodied in a participatory planning can bring substantial benefits where the public decisions taken will be more effective, and give a sense of satisfaction as well as a strong-enough public support to a process of development. Therefore, community involvement in the process of public policy making brings strategic values for the community itself and becomes one of the important conditions in the ongoing development.

Planning with participatory approach or commonly referred to as participatory planning, if it is associated with the opinion of Friedman (1987: 22), is actually a political process to obtain a collective agreement through negotiation or discussion activity by development actors (stakeholders). Such political process is conducted in a transparent and accessible way so the community will find ease in any development process undertaken. Furthermore Oetomo (1997: 3) mentions that community participation in the planning is in the form of:

- a. Giving inputs/suggestions in determining the direction of development;
- b. Identifying the potentials and problems of development;
- c. Giving input in the formulation of Spatial Plan;
- d. Giving information, advice and opinion in preparing the strategy and direction of development policy;
- e. Raising objection to the planning draft;
- f. Doing cooperation in research and development; and
- g. Providing expert assistance.

The integration between the government and community in the planning process is crucial in formulating, selecting and assessing various activity alternatives which have been set. In other words, a good cooperation means that a development planning is not done by one side only, and based on such thing, communities have the right and authority to participate in planning, implementing, maintaining and fostering development.

Sztompka (2007: 65) states that people have existed from the past to the future. Society is not a physical unity (entity), but a set of interrelated processes. Its presence is through the phase between what has happened and what will happen. A society now contains influence, trace, and imitation of the past as well as seeds and potential for the future. The nature of society which is always processing implicitly means that the previous phase is causally associated with the current phase and it is a requirement of the causation for the next phase. Active involvement or participation of such communities can be the involvement in the process of determining the direction, strategy and policy development undertaken by the government. This mainly takes place in the political process but also in the process of social relationships between several interest groups in society. This can be either a mobilization donation of financial sources for the development of harmonious productive activities, social supervision over the course of development or others.

Siregar (2001: 19) states that participation can be seen in various views. First, voluntary real contribution from community to community programs, community involvement in decision making process, in implementing the programs as well as in enjoying the benefits of the development program. Community involvement in evaluating the program is an active process, in which the people of a community take the initiative and declare their autonomy. Second, increasing the control of resources and organizing institutions in the existing social situations. To improve community participation, the involvement of the community in a variety of development programs, especially regarding decision-making at the community level, is very important.

A different view is proposed by Rush and Althoff (2002: 129), in which they say that hierarchy covers the whole range of political participation and is applicable to all types of political systems. It is also important to realize that participation at one level of hierarchy is not a prerequisite for the participation at a higher level, although it may be applicable for certain types of participation. At the top level of the hierarchy are those who hold a variety of positions in the political system, either those who have political positions or bureaucracy members at various levels. Cohen and Uphof in Ndraha (1990: 4) describe four forms of participation, namely:

- a. participation in decision making;
- b. participation in implementation;

- c. participation in benefits;
- d. participation in evaluation.

A brief explanation of each form is as follows. First, participation in decision-making. This participation is mainly concerned with the determination of an alternative with a community regarding the notion or idea of mutual interests. Some of the forms of participation in decision making are: giving ideas or thoughts, attending meetings, discussions and responses or rejecting any proposed programs. Second, participation in the implementation includes mobilizing financial resources, administrative activities, coordination and elaboration of programs. The participation in the implementation is a continuation of the previous plan which is related to planning, implementation or purpose. Thirdly, participation in benefits. Participation in benefits cannot be separated from the achieved implementation results, with regard to quality and quantity. In terms of quality, it can be seen from the output, while in terms of quantity, it can be seen from the percentage of the program success. Fourth, participation in evaluation. Participation in evaluation is related to the implementation of the previously planned programs. This participation aims to find out about the achievement of a planned program.

3. Conceptual Framework

Referring to the management functions proposed by Terry (2000: 4) namely planning, organizing, actuating, and controlling, this study focused on community participation based on one of the aforementioned functions of management: planning. Planning process is a core area of management process. Terry (1960: 124) states that "Planning is the foundation of most successful actions of all enterprises". Planning is the foundation of the three other areas which has to be built. In planning process, the present conditions as well as the objectives to be achieved in the future need to be described. Based on the description of the present conditions and the objectives to be achieved, the actions to be undertaken are set.

The main resources in the implementation of Gerdema program are regional government, village government and community. Therefore, the focus of this research was on the participation of each of those major resources. However, the main focus of this research was on the participation of community because community should basically not only become the object of the development course but, most importantly, become the subject of the development process in their village as the target of Gerdema program.

Further, a brief description of the conceptual framework of this research is shown in figure 3.2 below.

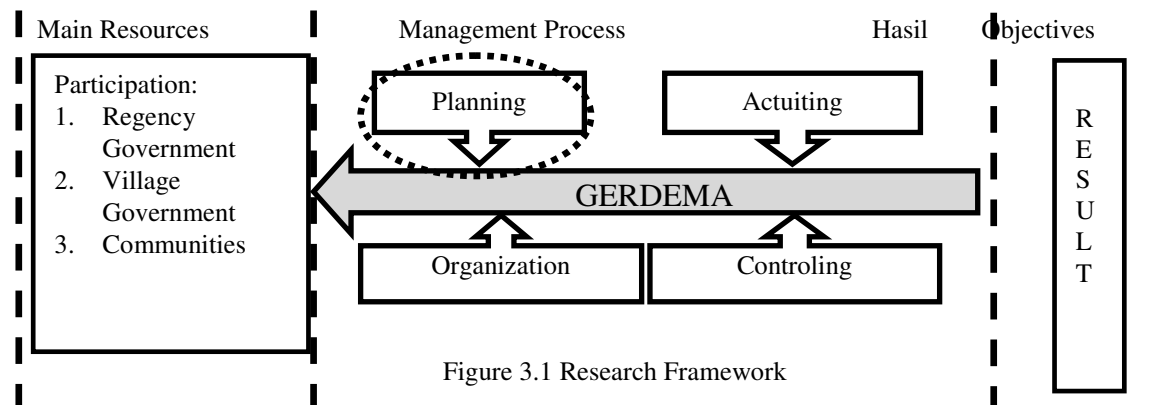


Figure 3.1 Research Framework

The participation of the main resources, namely regional government, village government and community, is the most important part in the implementation of Gerdema program regarding the fact that the objective of this program is to realize one of the missions of Malinau Regency in 2011-2016, i.e. improving the participation and empowerment of communities in regional and village development.

The regional government, as the one giving the authority, is responsible for preparing a set of regulations related to the implementation of the program, preparing the human resources of the village through training and technical assistance, preparing the personnel for gerdema, as well as allotting the budget for the implementation and monitoring of the program. The village government, as the recipient of the authority, is responsible for providing government services and implementing development programs together with the communities and private sectors. The communities and private sectors, as the ones receiving the benefits, are expected to participate in the implementation of the program in the village.

4. Research Method

4.1. Data Collection Technique

The data collection techniques used in this study were:

1. Observation was done by the researcher through direct involvement in the activities of the community where this research was conducted.
2. In-depth interviews were conducted by the researcher after getting the findings from the observation during the research.
3. Documentation was used by the researcher to better support the data found in the two previous processes.
4. Triangulation, a data collection technique combining various existing data collection techniques and data sources.

4.2. Data Analysis Techniques

This research was a qualitative research. Creswell (2014: 4) states that qualitative research is as methods to explore and understand meanings which, by individuals or groups of people, are believed to be from social or humanitarian issues. This qualitative research process involves important efforts, such as asking questions and procedures, collecting specific data from the participants, inductively analyzing data starting from specific to general themes and interpreting the meaning of data.

The qualitative research was used to look at the perceptions of the community and key informants regarding the implementation of the Program of Village Self-Sufficiency Development Movement in Malinau Regency. By using qualitative approach, the researcher was able to fully and comprehensively describe the phenomenon being researched, address the formulated issue, and thus achieve the research objectives.

4.3 Research Location

The location of this research was in two villages in North Malinau District, Malinau Regency, North Kalimantan Province, namely Respen Tubu Village and Malinau Seberang Village

4.4 Research Period

This research was planned to be conducted in six months from December 2015 until May 2016.

4.5 Research Informant

The key informants in this research were obtained by using purposive sampling technique. According to Sugiono (2012: 68) purposive sampling is a sampling technique that is used to determine the sample by using certain considerations. The key informants of this research were the head of Village Community Empowerment, head of village, head of Community Empowerment Institution (LPM), head of Village Consultative Board (BPD), community leaders and farmers.

5. Research Result

Law No. 25 of 2004 on National Development Planning System in Article 1 states that planning is a process to determine appropriate future actions, by order of preference, by taking into account the available resources. Development planning not only answers the context of the current needs, but is also able to predict beyond what happens at the current times because this time will be the past in the future. However, that does not mean that the past and the present are not needed; to plan for the future uses what happen in the past and in the present as the reference.

Regulation of the Minister of Home Affairs (Permendagri) No. 114 of 2014 on the Guidelines for Rural Development mentions that rural development planning is the process of activity series conducted by village government by involving Village Consultative Body and the community in a participatory manner in order to use and allocate village resources to achieve the objectives of rural development. Further, the Permendagri also states that the Meeting of Rural Development Planning, which is usually called as discussion between the Village Consultative Body, village governments, and community organized by the village government to set priorities,

programs, activities and needs of Rural Development funded by Village Budget, self-funding by village community, and / or Municipal or Regency Budget.

The implementation of musrenbang at the village level aimed at accommodating and setting the priority needs of community based on the planning meeting at the lower level, setting the priority of village activities which will be funded by the Village Budget Allocation from Municipal/Regency Budget or other funding sources, and setting the priority activities to be submitted for discussion at the District Musrenbang.

The implementation of musrenbang at the village level generated the following points:

1. A list of priority activities to be implemented by related village or sub-district.
2. A list of activities to be undertaken with the Village Budget Allocation, self-funding or through other funding.
3. A list of priority activities to be proposed to the district office to be funded by the Municipal/Regency Budget or and Provincial Budget.
4. A list of names of delegates who would discuss the results of village or sub-district musrenbang on district musrenbang.

In June 2015, each village had done musrenbang in order to determine the priority activities to be funded by the Village Budget or the Budget of Malinau Regency and North Kalimantan Province. The implementation of these activities was also classified whether it would be self-organized or invite a third party as a partner in the implementation of activities.

The parties involved in this musrenbang were the representative of the regency government, village government apparatus, Rural Community Development and Empowerment Participation Organization (LP3MD), LPM, BPD, and village communities who were the representatives of each RT (neighborhood), organization or institution in the village, and representatives of SKPD. The people representing each RT in musrenbang were those voicing the aspirations of the people in their RT. The proposals of each organization / institution in the village also received the support of the village government through the submission of proposals during musrenbang.

The participation of the regional government in the implementation of village musrenbang was the presence of SKPD representatives in order to absorb the results of village musrenbang and present, to the communities, a picture of the activities to be carried out by SKPD in the village on the current year. Such presentation was very important to avoid an overlap of the activities in the following year with the activities carried out by SKPD in the current year. In addition, SKPD, in this case the district's agency of village community empowerment (BPMD) and Bappeda, became a guest speaker in the implementation of village musrenbang where the representatives from BPMD and Bappeda delivered programs or regional policy direction for the following year in accordance with the stages of Regional Medium-Term Development Plan (RPJMD) so the activities proposed by the communities could be in harmony with it.

The institutional structure of gerdema can be seen in Figure 6.1 above. LP3MD, as a partner of regional government, was involved in the implementation of the pre village musrenbang. In addition, LP3MD also attended the implementation of village, district and regency musrenbang.

In contrast to other regions, in addition to the regency governments, village governments and institutions in the village, there was another party involved in the implementation of the pre village musrenbang or participatory village development planning forum in Malinau Regency, namely Rural Community Development and Empowerment Participation Organization (LP3MD). LP3MD is a non-governmental organization established by a group of people who are concerned with the implementation of gerdema program in Malinau Regency. In performing its duties, the government of Malinau Regency has cooperation with LP3MD in the form of a memorandum of understanding.

Before musrenbang, the Regency Government had sent a circular letter on the timescales of musrenbang. However before musrenbang, the village government had first carried out a pre musrenbang. Pre musrenbang is a complementary of village musrenbang. The pre musrenbang is not conducted in order to make decisions. This forum is only to explore the needs of the community, while the decision-making is done in musrenbang forum.

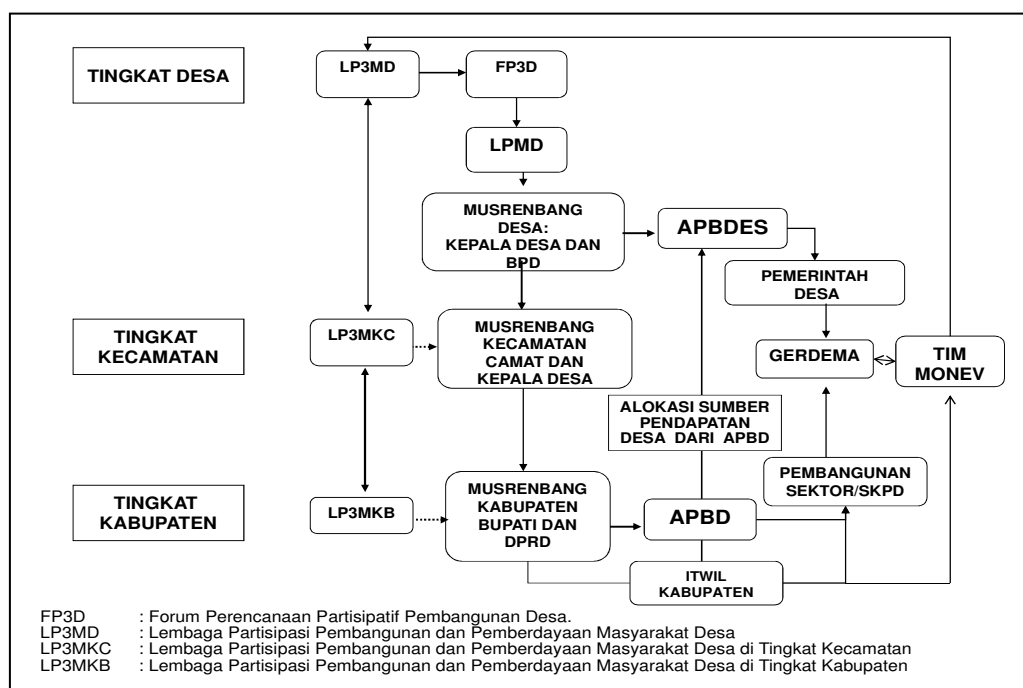


Figure 6.1 Institutional Structure of Village Self-Sufficiency Development Movement (Bappeda of Malinau Regency, 2013)

In 2012 and 2013, the village government of Respen Tubu had carried out a pre musrenbang directly at the village level. However, public participation was still low and this could be seen from the fact that the number of attendance of pre village musrenbang was limited and the proposals submitted were also still limited and not varied. In response to such low participation of the community, the village government of Respen Tubu changed the pattern of the pre village musrenbang. In 2014, the pre musrenbang began to be implemented at the level of neighborhood (RT). The presence of the participants in the pre musrenbang at the RT level was far more than that at the village level. RT is a smaller scope compared to village. Each of RT head can easily control the people in the neighborhood to attend and give opinions/inputs. The implementation of pre musrenbang at RT level was also implemented by Malinau Seberang Village in 2015 for the implementation of programs in 2016. In the previous years, the village government of Malinau Seberang with BPD conducted a pre musrenbang at the village level. There were some significant differences between the implementation of the pre musrenbang at the village level and the one at RT level.

First, the majority of the residents' livelihood in these two villages was as farmers who worked from morning to evening. They went back home to rest in the evening. The implementation of pre village musrenbang was normatively done in the morning when many people were still farming in the fields. The pre musrenbang conducted at the RT level gave more flexibility for the implementation of musrenbang due to a smaller scope that did not require a lot of consideration. The implementation of pre musrenbang at the RT level could be done at night when farmers had returned from work.

The second is about proposal representation. No one could guarantee that all the inputs from the community submitted to RT were the suggestions from the community itself, not inputs from certain people only. The diversity of the community could be more noticeable when the pre musrenbang at the RT level was implemented. All people could participate more easily by in bringing up their inputs.

Third, the pre musrenbang at the neighborhood level was more effective because the space of the village hall could not accommodate all the participants of the pre musrenbang if each RT sent many representations. If implemented at the RT level, it was easier to coordinate the people and prepare a place for the implementation of the pre musrenbang, so even though many people attended the forum at the RT level, the committee could still handle it.

The change in the patterns of the pre musrenbang in Respen Tubu Village from its implementation at the village to be at the RT level led to the change in the existing institutional structure of gerdema as shown in

Figure 6.2 below. The implementation of the pre musrenbang in Respen Tubu Village had changed from the village level to be at the RT level.

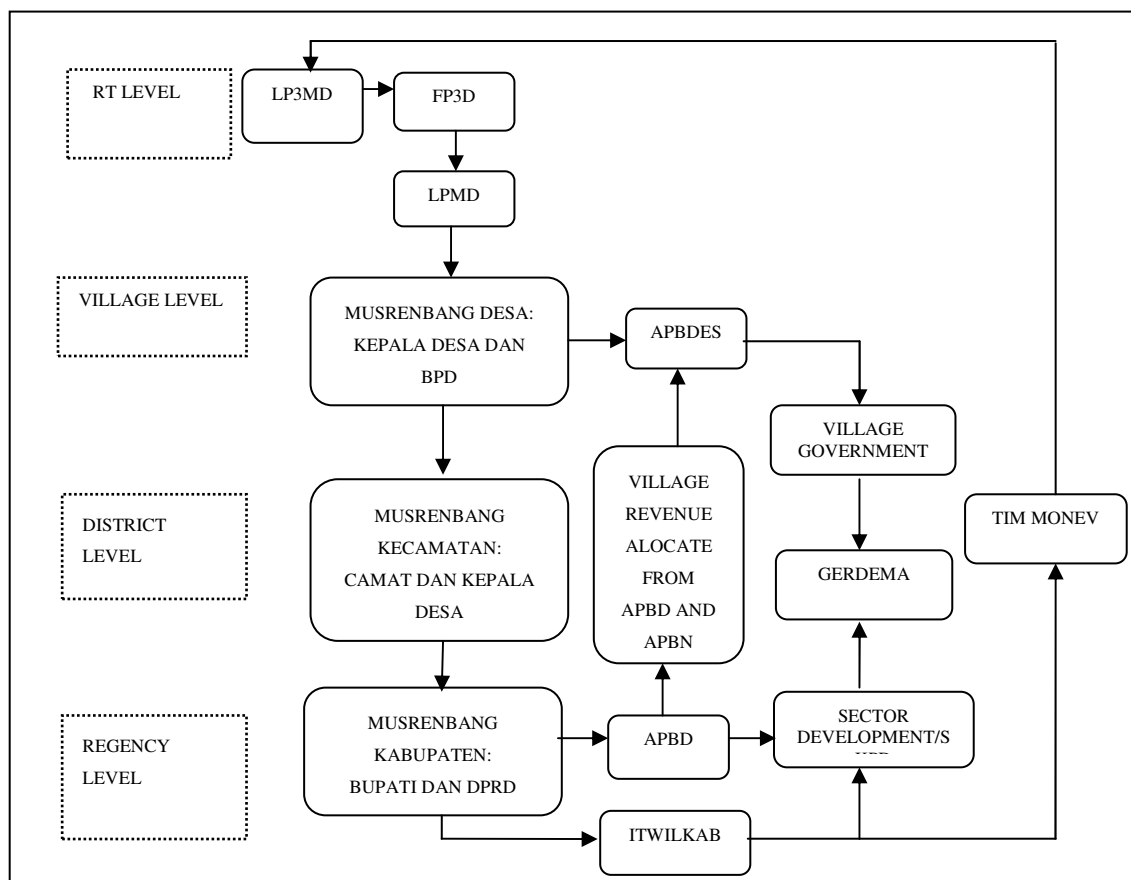


Figure 6.2 Modification of Rules of Institutional Structure of Village Self-Sufficiency Development Movement (Researcher, 2016)

The action carried out by the village government of Resepen Tubu to change the pattern of the pre musrenbang is a concrete example of strategic management. As revealed by Barney (1997: 27), strategic management is defined as "the electoral process and the implementation of the strategy, while the strategy is an organizational resource allocation patterns that can maintain its performance". There were obstacles in the implementation of the pre musrenbang at the village level due to various causes. This policy is also in accordance with the findings of Denhardt and Gray (1998) who state that participatory strategy in the planning process must be in accordance with the needs and characteristics of specific communities.

The pre musrenbang at RT level was conducted because of three background reasons already mentioned previously. The strategy undertaken by the village government was to form three teams to collect proposals at RT level. The teams consisted of the personnel from the village government, LPM, and BPD in Respen Tubu. There were seven RT in Respen Tubu Village; there were also farmer groups, farmer group union, religious organizations and other institutions. The three teams were then spread to collect proposals from those 7 RT, farmer groups, religious organizations and other organizations.

The proposal collection at RT level was based on a rule formulated as a reference in collecting the proposals at RT level. The reference contained the types of proposals that could be discussed in the meeting, as well as both general and specific requirements of submitting proposed activities. The types of proposals to be discussed were proposals from the RT funded by the Village Budget and self-organized by the RT, proposed priorities from the RT funded by the Village Budget and organized by the village government, and proposed priorities funded by Malinau Regency Budget. The general conditions are: the priority should be on the proposals submitted in the previous year which have not been realized and communal proposals bringing benefits for many people instead of personal use; the meeting is attended by at least 25 people, if less than 25 people attending, the implementation should be postponed until it reaches quorum, and if there is no quorum, the RT is considered to

have no meeting and considered to have no proposals; the proposals should neither bring harm to the environment nor violate any legal regulations. The specific conditions are: the amount does not exceed one hundred million rupiahs for the proposals funded from the Village Budget and self-organized by RT; the amount does not exceed two hundred million rupiahs for the proposed priorities funded by the Village Budget and organized by the village government; and the proposed priorities funded by Malinau Regency Budget since it requires much funding.

The requirements made by the Village Government of Respen Tubu were an attempt to achieve a higher quality of rural development. The existence of these requirements was once revealed in the study of Wang and Loo (1998). Wang and Loo compare the level of public participation between the two federal programs, namely Empowerment Zone and Company Community Program (ZPPKP) and Program of Block Grand Community Development (PBGD). ZPPKP program has relatively specific instructions in the requirements of participation, including community residence, citizen groups, private and non-profit sectors, and entity of regional government in the application process, also low-income residents in the planning process to help empower them. The requirements of PBGD program generally provide less instruction in the framework of how to obtain community participation in the formula of regional government. The researcher found no difference in the level of participation between the two programs and determined that the lack of guidance on the mechanism of creative or innovative participation raised questions about the quality of public participation in the planning and implementation of public programs, especially in low-income communities and rural areas.

Citizens were very enthusiastic when the village government initiated the implementation of pre musrenbang at RT level. This was evident from the attendance list of the implementation of the pre musrenbang in Respen Tubu Village. The pre musrenbang at each RT was attended by more than 25 adults. This shows an effective effort that encouraged high community participation. Effective and authentic participation in program planning and implementation, according to King, Feltey and Susel (1998), requires not only correct tools to facilitate the process but also a review of the fundamental role and relationship between administrators and citizens. In line with such opinion, the village government of Respen Tubu understood very well that the relationship between the village government and its citizens was essential in order to build understanding in the implementation of the development.

The implementation of pre musrenbang at RT level had a spirit to make the community as the subject of development. The community was educated to think, argue and discuss their own environment. The benefits were also well targeted based on what the community needed because every proposal came from the community itself.

The principles of anti-discrimination, gender equality, equal rights in expressing opinions had already been realized during the implementation of the pre musrenbang at RT until village level. Based on the researcher's observations when participating in the musrenbang in both villages, there was no domination of one party against the other party. Discrimination due to differences in religion, ethnicity, economic status during the implementation of the pre musrenbang and musrenbang did not occur either.

The attendance list of the pre musrenbang at RT level also indicates equality between women and men in decision-making during the forum. Although working as housewives, women in the two villages did not feel ashamed to express their opinions. Women were given an equal opportunity to present their proposals.

Apart from female residents, representatives of women's organizations were also present in the village musrenbang. In Respen Tubu village, there were two women's organizations participating in the village musrenbang, namely PKK and Posyandu. Meanwhile in Malinau Seberang village, there were PKK and *shalawat* organization. *Shawat* is a women's religious organization in Malinau Seberang village.

The representation of women in each group during musrenbang was also maintained. The technical way to maintain the representation of women is by delegating women in every sector, so they not only work in one sector. When they are only in one sector, their representation is partial and incomplete. However, since they were in various sectors, the results of musrenbang were considered to already meet the representation of women passively.

Representation of the age also became a concern in the pre village musrenbang and village musrenbang. The opinion of young generation should also be accommodated in the development process. Musrenbang is unhealthy if only dominated by the elders. The young generations in the village musrenbang were represented by youth organization who submitted proposals that addressed the needs of the youth in Seberang Malinau and Respen Tubu villages.

The village government of Respen Tubu took innovative step for the implementation of pre musrenbang. The implementation of pre musrenbang at RT level was first performed by Respen Tubu village in 2014 to prepare for a work plan of the village government in 2015. Prior to the pre musrenbang at RT level, the village government already collected proposals from the heads of family from 2011 to 2013.

Another innovation undertaken by Respen Tubu Village which could explicitly be seen is allocating funds to its RT to make use of one hundred million budget to directly meet the needs of the citizens. RT was entrusted to manage such fund on account to the village. This way, seven hundred million rupiahs of the Village Budget of Respen Tubu were allocated as self-managed funds at RT level.

One hundred million which was spent was beneficial to RT. In detail, the framework of the meeting mentions that the self-managed activities conducted by RT should involve many people in RT its self. In addition, when the activities needed certain material, it had to be local material instead of material from factories. Therefore, the circulation of the one hundred million fund was still around the related RT.

The policy regarding the pre musrenbang at RT level and allocation of 100 million rupiah fund per RT conducted by the village government of Respen Tubu was regulated neither in the Regulation of Minister of Home Affairs nor the Regent Regulation of Malinau. Such innovation arose from the desire of the village government in order to prepare for a planning which has high quality and a development implementation which fostered a sense of justice to the people to get equal results.

Such thing was also carried out in Malinau Seberang Village. The collection of proposals at RT level was done formally by attaching the minutes and attendance list of the people to be submitted to the sub-district office. Each RT submitted proposals for activities to be implemented in RT through a meeting mechanism. This way, they could minimize the chance of submitting the proposals only from the elites of RT in the village musrenbang. The collection of proposals at RT level formally started in Malinau Seberang Village in 2015, while the implementation of the results of the proposal collection was carried out in 2016.

The efforts to improve the direct benefits of development for the residents in RT followed what was carried out by Respen Tubu Village. Each RT was given funds amounting to one hundred million rupiah in order to carry out activities in accordance with the needs of RT. Meanwhile, larger events would be funded from the village budget and the budget of Malinau Regency.

Unlike the one in Respen Tubu Village, the implementation of the proposal collection at RT level in Malinau Seberang Village still did not have a reference. Malinau Seberang Village did not determine the quorum for decision-making at RT level. The attendance list of the proposal collection at RT level in Malinau Seberang Village shows that the number of people attending the forum was less than 20 people. In addition, there was no written condition stating that the one hundred million fund given to each RT had to be used in self-managed activities.

6. Conclusions

From the analysis and discussion as described above, a number of conclusions can be drawn as follows:

1. The participation of the regional government in the implementation of the village musrenbang is in the form of the presence of representatives of SKPD in order to absorb the results of the village musrenbang and present, to the communities, a picture of the activities that SKPD is going to do in the current year. Such presentation is very important to avoid an overlap of the communities' activities in the following year with the activities carried out by SKPD in the current year. In addition, SKPD, in this case BPMD and Bappeda, become a guest speaker in the implementation of the village musrenbang where the representatives from BPMD and Bappeda deliver programs or regional policy direction for the following year in accordance with the stages of Regional Medium-Term Development Plan (RPJMD) so the activities proposed by the communities could be in harmony with it.
2. The planning done by the village government of Respen Tubu and Malinau Seberang at the beginning of Gerdema program is normative, i.e. conducting pre musrenbang at the village level. However, the pre village musrenbang does not run as expected due to limited participants because of several obstacles. First, the majority of the residents' livelihood in these two villages is as farmers who worked from morning to evening. They go back home to rest in the evening. The implementation of pre village musrenbang is normatively done in the morning when many people are still farming in the fields so they cannot attend the pre village musrenbang. Second, it is related to the representation of proposals. No one can guarantee that the proposals collected from the public and submitted to RT are really the proposals from the community its self and not

- proposals from certain people. Third, the pre musrenbang at the village level is not really effective because the space of the village hall cannot accommodate all the pre musrenbang participants.
3. Some of these constraints are then followed up by Respen Tubu village government by implementing pre musrenbang at RT level. The implementation of the pre musrenbang at RT level provides many advantages such as, first, time flexibility for the implementation of musrenbang. Second, the diversity of public opinions is more obvious during the implementation of the pre musrenbang at RT level. All citizens can participate easily by delivering their proposals. Third, the pre musrenbang at RT level is more effective because the space of the village hall cannot accommodate all participants of the pre musrenbang if each RT delegates many representations. Such action of the village government of Respen Tubu is a breakthrough in the planning system of Gerdema where, normatively, the pre musrenbang is done at the village level. Such thing is done by the village government of Respen Tubu in order to get activity plans as needed. This action is then followed by Malinau Seberang Village which, in 2015, started conducting pre musrenbang at RT level in order to formulate the Village Government Work Plan 2016.
 4. The village communities are very enthusiastic about participating in the planning process. This occurs because the existing constraints can already be solved, namely time flexibility, a closer and more representative place at RT and better representation of proposals due to greater community involvement.

7. Recommendations

Suggestions for Malinau Regency Government:

1. The regional government is suggested to realize RT-based programs from the planning, organization, implementation and monitoring. RT-based programs conducted by Respen Tubu Village are still at the stage of planning and implementation.
2. The regional government is suggested to formulate regulations on the main tasks of village institutions in detail so that such institutions can better understand their main duties and functions. The existing Law and Government Regulation have not yet regulated in detail the main duties and functions of the village institutions.

Suggestions for the village government and village institutions:

1. Well understanding their main duties and functions so that the implementation of development can run well.
2. Improving their human resource capacity through training either carried out by the regency government or other parties in order to improve the performance of the officials and village institutions.
3. Continuously conducting socialization to the village communities to participate actively in Gerdema program planning.

Suggestions for the community:

1. Participating more actively in the planning of Gerdema program in order to obtain greater benefits.

References

- Abe, Alexander. 2002. *Perencanaan Daerah Partisipatif*, Solo: Pondok.
- Bappeda Kabupaten Malinau, 2013. *Pedoman Gerakan Desa Membangun*, Edisi Ketiga Tahun 2013. Malinau : Bappeda.
- Barney, J. A., 1997. *Gaining and Sustaining Competitive Advantage*. Mass: Addison-Wesley Publishing Company, Inc.
- Blair, Robert. 2004. Public Participation and Community Development: The Role of Strategic Planning. *Journal of Public Administration Quarterly*. Spring 2004:28.Proquest.
- Burkey, S. (1993). *People First, A Guide to Self Reliant Participatory Rural Development*, London, Zed Books.
- Chambers, Stefanie, 2007. *Minority Empowerment and Empowerment Justice*. Dalam *Urban Affairs Review* 2007; 43; 28. Diakses melalui <http://uar.sagepub.com/cgi/content/abstract>. Diakses tanggal 9 Mei 2014.
- Creswell, W John. 2014. *Research Design: Pendekatan Kualitatif, Kuantitatif dan Mixed*. Terjemahan, Edisi Ketiga. Pustaka Pelajar: Yogyakarta.
- Denhardt, Robert and Joseph Gray. 1998. Targeting Community Development in Orange Country, Florida. *National Civic Review* 87 (3): 227-236.
- Fenster, T (1993). 'Settlement Planning and Participation under Principles of Pluralism', *Progress in Planning*,

vol. 39, 179-242

- Friedman, Jhon. 1987. *Planning in the Public domain, from knowledge to action*. New Jersey: Princetown University Press.
- King, Cheryl Simerell, Kathryn M. Feltey, and Bridget O'Neill Susel. 1998. The Question of Participation: Toward Authentic Public Participation in Public Administration. *Public Administration Review* 58 (4): 317-326.
- Kurian, John (1997). 'On Development and Public Action: A Reflection on the Kerala Experience' in Sunil, Bastian and Nicola, Bastian, (ed) (1997): *Assessing Participation: A Debate from South Asia*, New Delhi, Konark.
- Ndraha, Taliziduhu (1990). *Pembangunan Masyarakat*. PT. Rineka Cipta. Jakarta.
- Oetomo, A. 1997. Konsepsi dan Implikasi Penerapan Peran Serta Masyarakat dalam Penataan Ruang di Indonesia. *Jurnal Perencanaan Wilayah dan Kota Vol.8 No.2*.
- Rush, Michael dan Althoff, Phillip (2002). *Pengantar Sosiologi Politik*. Jakarta: PT. Raja Grafindo Persada.
- Samsura, Adriansyah. 2003. *Participatory Planning, Good Governance, and Civil Society*. Article of Participatory Planning.
- Siregar, I. (2001), *Penanggulangan Kemiskinan Melalui Pemberdayaan Masyarakat Nelayan*. Tesis: Universitas Indonesia. Depok.
- Stirrat, R.L. (1997). 'The New Orthodoxy and Truths: Participation, Empowerment and other Buzz Words' in Sunil, Bastian and Nicola, Bastian, (eds) (1997): *Assessing Participation: A Debate from South Asia*, New Delhi, Konark.
- Sugiono, 2012. *Metode Penelitian Kualitatif dan RD*. Bandung: Alfabeta.
- Sztompka, Piotr (2007). *Sosiologi Perubahan Sosial*. Jakarta: Prenada
- Terry, George R. 1960. *Principles of Management Third Edition*. Illionis: Richard D Irwin.
-, 2000. *Prinsip-Prinsip Manajemen*. (edisi bahasa Indonesia) Bandung : PT. Bumi Aksara.
- Tjokroamidjojo, Bintoro. 1995. *Perencanaan Pembangunan*. Jakarta: Toko Gunung Agung.
- UNDP (1997). *Empowering People: A Guide to Participation*, www.fao.org/Participation/.../UNDP_Guide_to_Participation.hmt (accessed on 25.5.2016).
- Wang, Fahui, and Joseph A. Van Loo. 1998. Citizen Participation in The North Delta Missisipi Community Development Block Grants, Empowerment Zones and Enterprise Communities. *Planning Practice and Research* 13 (4): 443-452.
- World Bank. 1996. *The World Bank Participation Sourcebook*, Washington, World Bank.