

## **Participative Development Planning Process In Village Law Implementation: Case Study Of Pakis Village In Trowulan District, Mojokerto Regency**

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### **Abstract**

This qualitative study aimed to determine the process of Village Law participatory development planning documents formulation. Village Law participatory development planning involved all stakeholders in the village. Village officials used invitation to communicate the Village Law. The invitations were addressed to village community representatives to attend hamlet level forum. Village officials explained the Village Law and Village Allocation Fund. However, the village head, village officials, and the community possessed a low understanding of Village Law. In addition, the community lacked understanding of village conditions. Therefore, the formulated documents in the form of village Medium-Term Development Plans did not synchronize with the Village Law participatory development planning standards.

**Keywords:** planning, development, participatory, information, understanding, village law

### **1. Introduction**

National development initially relied on economic development. However, it created a huge gap between the rich and the poor. The growth pattern, which solely relied on economic growth, did not produce targeted result in accordance with the opening of the 1945 Constitution, namely the welfare of all citizens. Goulet (1971), quoted by Todaro (2011), argued that development is not merely a matter of economics nor is it a quantitative number of measurements of income, employment, and inequality. However, it is the real condition of the poor citizens. Therefore development must be seen as a multidimensional process involving a variety of fundamental changes to reduce and alleviate poverty. Essentially, development should reflect changes in the social system and efforts to foster the aspirations of individuals and social groups within the group.

The most prominent view of development is conveyed by Sen (1999) quoted in Todaro (2011). Sen suggested that economic growth should not be seen as a goal. Development must endeavor to improve the quality of life and freedom. Sen stated that poverty cannot be measured properly by measuring income or utility. The most important aspect is not what a person owns or the feelings that arise from ownership. However, it is who or what a person could be as well as what a person does and their capability to do so.

Based on the aforementioned development concepts, development in the reform era changed from TOP DOWN PLANNING, which had been adopted by the ORBA (New Order) government, to BOTTOM UP PLANNING. This concept puts the community as the subject of development. Development in the New Order era relied on the government as outlined in the Five-Year Long Term Development (Pelita). In Reformation Era, on the other hand, the development planning referred to Law No. 25 of 2004 concerning the National

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Development Planning System (SPPN). The development plans are Long Term Development Plan (20 years RPJP), and the Medium Term Development Plan (5 years RPJM).

The bottom up development concept applied in the reform era involved all stakeholders from the village level to the regency/city level concerning the planning process at the regency/city level. The planning process starts at the village level Development Forum involving the community, community leaders, village officials, regency/city Bapeda (Regional Body for Planning and Development). Furthermore, the process is guided by a local university academic team. After deliberations at the village level, documents are then discussed at the sub-district and regency/city Musrebang (Development Planning Forum). Participatory planning system accommodates community aspirations and involves the community in the planning process.

Participatory planning is a method for achieving various goals, for instance, reducing poverty, improving services, increasing employment opportunities, and strengthening the demand for good governance (Mansuri, 2013). The idea of participatory planning involving all components of society has long existed. The ancient Greek public policy was decided through a public scheme. Islamic countries used the mosque not only as a place of prayer but also as a place of communication for worshipers. The concept of participation is capable to overcome poverty (Beresford, 2005). Community involvement in development planning encourages the appropriate solution to overcome poverty. Communities experiencing poverty have more influence on poverty. Hoban (2004) stated that community participation encourages them to identify problems (personal and collective) and impart insights into potential solutions.

Karyeija (2012) stated that participatory planning at the bottom level have comprehensive range of problem understanding to overcome poverty. Lubaale (2014) recommended that participatory planning could be implemented in poverty reduction programs at Nairobi in an effective manner. Chambers (2007) stated several key approaches to ending poverty through a participatory approach. Chambers suggested that a huge poverty reduction can be achieved if professional power participates and learn from the poor. Afterward, they could act from the experience.

In Indonesia, participatory planning initially started the reform era with the issuance of Law No. 25 of 2004 concerning SPPN. It was adjusted in Law no. 17 of 2007 concerning National RPJP 2005 to 2025. The application of participatory planning was outlined in several activities or programs. Several government participation based programs issued in the context of poverty reduction are empowerment programs. The community empowerment program has become a national program, namely the Coastal Community Economic Empowerment Program (PEMP), the Bengkulu Regional Development Project (BRDP), and the National Program for Rural Community Empowerment (PNPM Mandiri Pedesaan).

However, various government community empowerment programs failed. Community participation in program planning decreased every year. Therefore, achieving community independence is difficult. The community thought that the proposals submitted are rarely realized, hence their reluctance to participate. Nearly all government programs related to participation fail. The program failure was caused by the low level of community participation in supporting the success of the program. The government empowerment programs rarely able to fulfill the needs of poor community, hence the lack of community participation. Participation is considered as proof of community participation in program development. The low participation occurs in the community receive little benefit from a program.

This condition brought up a new law namely Law No. 6 of 2014 concerning villages. Law No. 6 of 2014 focused on community empowerment through a participatory process. The participation process mandated in Law No. 25 of 2004 had been running for more than 10 years. However, the Indonesian economy growth did not differ from Top Down planning. GDP growth increased in rapid manner but did not reduce poverty levels. Therefore, the Village Law participatory planning process is necessary for community empowerment.

Trowulan Subdistrict, Mojokerto Regency, East Java Province consists of 16 villages, with a population of 63,478 people or 19,050 heads of households (KK). A total of 3,285 households (17) are categorized as Poor Households (RTM). The main livelihoods of the people in the Trowulan sub-district are agriculture. Trowulan District has several potential natural resources such as red brick crafts. The Trowulan sub-district agriculture products are rice, corn, and sugar cane. The other products are stone sculptures, cast statues, brass beads, and fiberglass. Trowulan sub-district is famous for historical tourism as it was known as the center of the Majapahit kingdom government. In the Majapahit kingdom era, the Trowulan community was very prosperous. It was the center of one of the major kingdoms in Indonesia. However, currently, 17% of households in the Trowulan sub-district are classified as RTM. One of the governments' efforts to reduce poverty was PNPM Mandiri Perdesaan program.

Indonesia has been independent for more than 69 years. However, the poverty issue remains a serious problem. Several economic development concepts have been applied in Indonesia such as economic growth theory which emphasizes growth, participatory planning theory (Law No. 25/2004), and community-based development. However, it generated a non-optimal result. The poor citizen population has not decreased significantly. Participatory planning has been carried out, however, it had not benefited the poor citizen community. Development is widely enjoyed by a small number of rich people. The current village development planning system adopts Law No. 6 on Villages. Law No. 6 aims to improve the welfare of the village community. The strategy used to improve community welfare is to empower the community through a participatory strategy. Failure to participate is seen in many negative processes (Mansuri, 2013). Stewart and Wang (2003) stated that the low participation rate reduced the benefit of the community. The lack of information available to the community reduced the number of submitted proposals (Suroso, 2014). Several studies examined the low participation rate of the poor community. Based on the background of the study, the main problem formulation proposed is described as follows:

How is the process of participatory development planning to propose programs or activities at Trowulan sub-district Mojokerto regency in implementing Village Law?

The research objective is described as follows: To evaluate the process of participatory development planning to propose programs or activities at the Trowulan sub-district Mojokerto Regency in implementing Village Law.

## 2. Review of Related Literature

Participatory planning places the community as the main actor in the planning process. In addition, local entrepreneurs play an important role in participatory planning as they possess knowledge, local wisdom, and expertise. The facilitator merely assists in the planning process. The facilitator listens and learns from the community instead of informing the problems and needs. It would ensure the community can explore and overcome their problem.

Several poverty alleviation programs through a participatory approach experienced difficulty. Khadka (2010) took a participatory approach to wildlife management in social development. Participatory approaches, in the context of social development, assessed participatory approaches differently in each region. Similar approaches was received differently by the local community. Khadka conducted a questionnaire survey on 188 households in Nepal to obtain a better understanding of the participatory planning implementation in non-tourists and tourist villages. The research result indicated significant differences between the two groups in terms of community programs participation, barriers to participation, and perceived benefits from participation. Due to different spatial, demographic, and community attitudes, the two villages have differing needs, values, and motivational factors. These factors could not be generalized and treated equally.

Bajracharya (2006) conducted research on protected forest management involving the participation of local communities in the Annapurna conservation area (ACA), Nepal, through semi-structured interviews and questionnaire surveys on residents, located both inside and outside protected forest areas. Bajracharya investigated the socio-economic influence of community-based conservation in the Annapurna conservation area. The research result exhibited that local communities have received several benefits from conservation. The benefits were increased access to forest resources and improved basic infrastructures such as drinking water, roads and bridges, sanitation, and social services. However, relatively few (14.9%) of the community in the ACA region receive a direct income from tourism. The community paid losses for the vegetation damages caused by wild animals (84%). In general, the research results exhibited that the community-based approach has provided socio-economic benefits for the communities surrounding protected forest areas.

Sati (2008) found that women play an important role through collective entrepreneurship in the mountainous regions of the Indian Central Himalayan Region (ICHR) to achieve social economic justice and ecological sustainability. Yamuna valley, Uttarakhand, west region of the ICHR, exhibited a role model for sustainable rural communities. Diversification of agriculture in mountainous areas established by the Rawain Federation of Women's Cooperatives (RWCF). It has played an important role in ensuring women participation in policy decision making, community-based interventions, and institutional support. The women have been able to visualize and realize the opportunities offered by globalization.

Wang (2006) researched community attitudes and thoughts about conservation policies and wildlife conflicts in Jigme Singye Wangchuck National Park, Bhutan by involving local communities in conservation planning and decision-making processes. The survey was conducted on 274 households to determine the perceptions of farmers on the influence of national park policies and their attitudes towards conservation policies established in the forest and nature conservation act 1995, namely the integrated conservation development program (ICDP)

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and wildlife conservation. The research result exhibited that local farmers (52.2%) do not favor the Conservation Law due to the loss of resource use rights. The research result was related to the age and literacy of the respondents. However, the research result suggested that the conservation program must involve local communities in protecting nature to resolve conflicts with local farmers. The research exhibited that the local communities empowerment is crucial to program implementation.

Girsang (2011) conducted a study on community participation in road infrastructure improvement from the PNPM Mandiri Perdesaan program in Megamendung village, Bogor. Community involvement in the PNPM Mandiri Perdesaan program is highly desirable. The community involvement in every planning process would increase program participation. In turn, it would ensure the community empowerment program success. However, the program exhibited a lack of results. There was a low rate of community participation. Merely a few people involved in the decision making stage for various reasons. The attending community member rarely contributes ideas and criticism of the road improvement activities. The low rate of community participation in the evaluation phase was due to a lack of interest. The community members considered the apparatus (RT or Neighborhood Association) and community leaders were sufficient for the evaluation phase.

Hoffman (1997) examined federal agricultural program participation in a population of small-scale farmers. The research results exhibited that small-scale farmers in the federal agriculture program exhibited low participation rate. Characteristics of small-scale farmers that contribute to the low participation rate in federal farming programs are age, access to information, average family income, formal education, total land area, race, and gender. These characteristics influence participation rate in federal farming programs. Small-scale white and Hispanic farmers are more likely to participate than black small scale farmers. Men are more likely to participate than women. Older small-scale farmers participate less than middle-aged small-scale farmers. The low participation rate was determined in part by the lack of federal agricultural policies developed for the benefit of small scale or poor farmers.

Several developing countries have applied participatory planning as suggested by the World Bank. Participatory planning exhibits that community involvement in the planning process will provide the desired form of a program. Kantemeridou (2013) used a structured questionnaire to assess the views of the residents on issues relating to economic growth in the area and their impact on the environment. The research result exhibited residents expected the local development to focus on tourism and livestock farming. They consider that the government is responsible for the in environmental deterioration. Therefore, the role of local population participation is crucial for development planning. The community was expected to be active in participatory activities.

Karyeija (2012) described the Uganda development process in combating poverty. Uganda employed established Poverty Eradication Action Plan (PEAP). PEAP employed the Uganda Poverty Reduction Strategy (SPK) in guiding policy formulation and program implementation. In 2007, the PEAP review reached its peak in the National Development Plan (NDP), 11/11-2014/15. The poverty alleviation strategy involved the participation of civil society (including organization workers and employers) in the process of formulating development planning. The members of society, workers, employers, and government were involved. This strategy exhibited that development planning process participation generated tangible results.

Mansuri (2013) mentioned that nearly 500 research on participatory studies explained several issues regarding participatory programs. One of them is the participatory program objectives. The participatory program aims to increase the involvement of the poor and marginalized at the community level decision-making bodies. It would ensure the citizens participates in decision making that affects their lives. Mansuri (2013) mentioned that several studies on participation in countries possessing high levels of inequality tend to fail. A large number of participatory projects have failed in building strong cohesive communities. In general, participatory projects ceased operation when the funding was stopped.

Suroso (2014) states that community participation Banjaran village Musrenbang (Development Planning Forum) is relatively low. It was exhibited through the low community capability in providing data, the lack of proposals from the citizens part, and passive participants responses to proposals. The factors influencing participation were education, communication, age, occupations, and leadership. These factors influenced the community active participation in Banjaran village development planning forum.

Tesfaye (2012) studied the households' attitudes and intentions participating in forest management. The intention was included in the participation variable as it is a factor influencing motivation to participate. As a result, positive intentions generated a positive influence to participation. In turn, it influenced the success of a program. The success of a program depends on community participation. Therefore, it is necessary to encourage participation. Communities are encouraged to be more proactive in each stage of planning as participatory planning is largely dependent on community participation.

### **3. Research Method**

This research used a qualitative approach. The use of this approach aimed to understand community participation or involvement in overcoming existing issues. This approach identified community behavior in Village Law program development, activities, and law implementation supervision in the Trowulan sub-district. The research was conducted in Pakis village, Trowulan sub-district, Mojokerto Regency.

Moelong (2014: 132) defined informants as individuals who are used to provide information regarding the situation and conditions of the research background. Therefore, the informant should possess sufficient experience on the research background. The required data was community participatory behavior on plan development or activities. The determination of informants was grouped into three groups, namely: 1). Informants groups who possess influence in the community namely Kyai (religious leader), customary leader, and elders. 2). Informants group dealing with formal leadership systems such as the head of sub-district, sub-district staff, village heads, and village staff. 3). The informant group consisted of community members, both Village Community Organization members and ordinary citizens. The ordinary citizens informants or samples were selected through a purposive sampling method based on certain objectives. The sample criterion is described as follows: individuals who have never participated, participated partially, and actively participated. Samples obtained from sub-district elements were 2 secretary of the sub-district and village supervisors. Samples obtained from village apparatus elements were village head, village secretary, and 2 heads of financial affairs and head of government affairs, 1 head of farmer group, 1 head of RT (Neighborhood Association), 1 former head of RT, 1 Karang Taruna (Youth Organization) member, and 3 community members. The total respondents were 13 respondents.

#### **Data Collection**

The researchers participated in community activities implementing the Village Law within a certain period. It was conducted to observe and record community activities and events in solving an existing problem. In addition, interview techniques were used to obtain an in-depth explanation of the meanings contained behind visible activities, events, or symptoms. Moreover, the researchers also employed an in-depth interview technique. This technique was used to capture data related to socioeconomic phenomena in complex practices, or to determine out the opinion of informants in addition to underlying reasons or motives. The in-depth interview was complemented with several key questions serving as flexible guidelines. The questions were based on the informants' previous answers.

#### **4. Findings**

According to the Village Law, the development planning process started from the village apparatus socialization to all components of the community regarding the development planning process. Each community group (farmers, traders, and other groups) conducted a study of the existing issues at hamlet level, generating suggestions and proposals. The community proposals was developed through the village Musrebang. The approved program was formulated into an official village document, the Village Medium Term Development Plan (RPJMD). The participatory development planning process in Trowula sub-district is exhibited in the following Figure 1:

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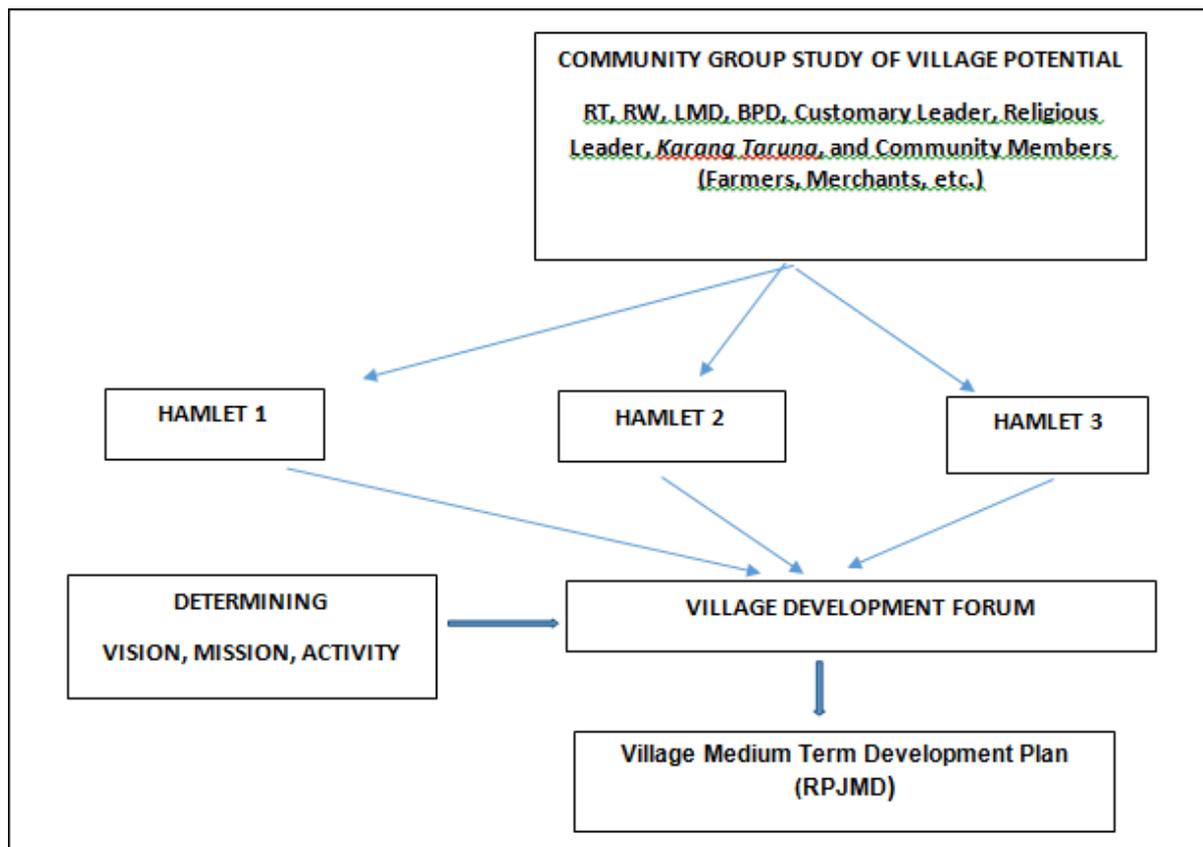


Figure 1. Participatory Development Planning Process in Trowulan Sub-district

The villages in the Trowulan sub-district have implemented participatory planning in accordance with Figure 1. The village government has implemented a participatory development planning in accordance with the Village Law. Participatory development planning is a pattern of a participatory development planning approach that involves community participation. The community act as the object and subject of development. Therefore, the development planning used a bottom up approach. The community needs to understand the planning model concept, therefore the socialization of participatory planning is necessary.

The Process of Formulating the Pakis Village Long-Term Development Plan Document

The villages in the Trowulan sub-district had conducted participatory development planning. Pakis village carried out participatory development planning in accordance with Village Law. The village head socialized the Village Law to village apparatus. Afterward, the village head and apparatus socialized the Village Law to the community and parties concerned with the village development. For instance, customary leader, religious leader, Village Consultative Body (BPD), Village Consultative Institution (LPM), Karang Taruna (Youth Organization), Community Association (RW), and Neighborhood Association (RT). Each hamlet held a forum attended by village officials, customary leader, community leaders, BPD, LPM, RW, RT, and Karang Taruna.

During the discussion, the village head or village apparatus explained the Village Law. For instance, the Village Fund Allocation (ADD), village problems, etc. The village head or village officials directed the participatory village development planning, which involved the community during program formulation. It would ensure the village program were established from bottom level. The meeting generated recommendations for determining issues at the hamlet level. The issues were grouped into four fields, namely government administration, development implementation, community development, and community empowerment. The proposals from each hamlet were discussed at the village level. The potentials and problems in all hamlets and fields were summarized in the Village Medium Term Development Plan (RPJMD).

The stages of the planning process, as mandated by the Village Law, have been carried out. The participatory planning involved the community component. Therefore, in reality, the participatory planning has been run. Pakis Wetan hamlet, Pakis Kulon hamlet, and Bancang hamlet conducted meetings with all elements of society as described in the appendix. Each hamlet carried out all stages of the development planning process. The head of the hamlet invited the community to discuss village plans. The community invited were (according to the

financial committee) parties concerned with village issues, namely RW, RT, customary leader, religious leader, BPD, LMD, Karang Taruna, and PKK (Family Welfare Movement). The invited parties represented all elements of society.

At the hamlet level meeting, the village government socialized the Village Law, including the Village Fund Allocation. Afterwards, the village officials explained the village development planning system, namely participatory development planning. The participatory planning system was a community-oriented plan. Proposals were collected from the community during hamlet community meetings. The village government socialized Law to the three hamlets in Pakis village, namely Pakis Wetan, Pakis Kulon, and Bancang. Each hamlet proposed several ideas and brought it to the village development meeting. The village potential and problems were then documented in the Village Medium-term Development Plan (RJPMDesa).

### **Socialization Process**

According to the Village Law, the village head and village apparatus possess a crucial role. They have an obligation to provide information regarding the Village Law. It would ensure the community understands the Village Law and participates in developing the village program. The Village Law article 26 paragraph 1 states that the village head is tasked with organizing the Village Government, carrying out village development, fostering the village community, and empowering the village community. The village head most important task is community empowerment. The village head may issue a mandate to the village apparatus to carry out the appointed task (article 26 paragraph 3 point e)

In addition to the duties mandated in the Village Law, the village head possess obligations. One of the obligations is to empower the community and social institutions in the village (article 26 paragraph 4 point n). The Village Head is to socialize the Village Law to the community. It would ensure the community understanding of Village activities. This obligation is stated in the Village Law article 26 paragraph 4 point p. This implies that the village government is obliged to provide information about village activities including the preparation of village activities.

The village head is assisted by village officials in carrying out assigned duties. The village officials are assigned to assist the village head.

The field observation result indicated that the village head has conducted information dissemination on the Village Law. The village head invited parties concerned with village issues, namely: Community Empowerment Institution (LPM), Village Consultative Body (BPD), the customary leader, religious leader, PKK, and Karang Taruna to participate in village level meetings. Mrs. Farida, the village assistant at the sub-district level, stated that :

The socialization regarding the Village Law (UUD) is conducted by inviting people concerned about the village, namely: LPM, BPD, customary leader, religious leader, PKK, and Karang Taruna (Katar).

The village head socialization informs participants regarding Village Law and the allocation of village funds. This socialization is usually carried out by the village head or village apparatus at the hamlet level forum.

Mrs. Tutik, Head of Finance in Pakis village, stated the following method of Village Law socialization :

Village Law socialization in Pakis village involved all elements of society namely LPM, BPD, RT / RW, community leaders, religious leaders, Karang Taruna, and PKK. The information dissemination from the village (village head) was limited to information on the village fund and its allocation.

Pakis Village Secretary stated that the method of socializing the constitution in Pakis Village is conducting a community meeting with parties concerned about the village:

I am newly assigned, therefore I don't understand the Village Law participatory planning. I don't know how to explore ideas. However, information regarding the Village Law has been disseminated to the community through the hamlet level forum. The parties concerned with the village were invited. For instance, LPM, BPD, RT / RW, religious leaders, customary leader, PKK, and Karang Taruna.

### **These parties are communities concerned about village development.**

It is impossible to invite all citizens due to a lack of available space. A large number of participants would render the forum chaotic.

The head of Pakis Village socialized at the hamlet level by providing information on the Village Law and Village Fund Allocation. The village head, in the hamlet-level forum, directed the development planning based on the Village Law. The socialization was conducted in three hamlets namely Pakis Kulon, Pakis Wetan, and

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Bancang. The main focus of the Village Law socialization was the Village Fund Allocation. Therefore, the following discussion revolved around village funds.

The community (the parties taking part in the hamlet discussion) did not understand the Village Law. As far as they were concerned, Village Law generally involved allocation of village funds. The community suggested strengthening facilities and infrastructure. For instance, repairs, renovations, construction, assistance, and training (as exhibited in the Pakis Village RPJM document). Mrs. Farida, the Village Facilitator from Trowulan sub-district, stated:

“Based on several village forums that I have participated in, the village head socialization was held at a hamlet level discussion. The village head socialization of the Village Law focuses on "Village Fund Allocation".

The village head informed the community what the funds are for and what the community needs. The community stated their needs, especially the tangible ones. For instance, dealing with floods and damaged roads.

At the hamlet forum, aside from Village Fund Allocation, the village government socialized the participatory planning system. The village government expressed the need for community aspirations in designing village development.

The village head and village apparatus did not understand the Village Law in correct manner. In turn, the community lacked true understanding of the Village Law. The village head and village apparatus consider Village Law to revolve around the allocation of village funds. Therefore, the village head conveyed what is needed by the community. However, the village apparatus and community did not understand participatory development planning. The Head of Pakis Village stated that:

Every member of the village apparatus and community do not understand the Village Law. Therefore, the initial Village Law development is dominated by physical or tangible infrastructure programs instead of a community empowerment program.

The community members who did not participate in the forum stated that they do not know the Village Law. In general, the hamlet community members who were not invited to the forum stated that they do not know the Village Law. For instance, a 37 year old woman, a 53 years old man, and a 34 years old man stated that:

Kulo mboten ngertos nopo niku UUD. (I do not know the Village Law).

There were community members who have heard the Village Law, however, they lacked understanding. A 46 years old man stated that:

I have heard about the Village Law, but I do not understand it.

I have never participated in the forum, because only invited individual may attend.

On the other hand, there were community members invited and attended the hamlet level forum. A 50 years old man, the head of RT, stated the following:

I have heard about the Village Law as I was invited to the hamlet level forum. The village head socialized the Village Law regarding village fund allocation and participatory planning. However, I do not understand that.

The Village Head socialized the Village Law. However, the community members lacked understanding. It rendered the community participated in passive manner as they listened to the village head directions. A 58 years old man, the Head of RT, stated the following regarding the community passive participation:

This manner of the forum is often conducted by the village apparatus, especially regarding village assistance. The village head generally has proposed his program. Therefore, I usually agreed on it. The Law is generally similar to the other programs, so I refrained from questioning it.

Other informants provided a similar statement. A 65 years old Head of Farmer Association, stated that:

I participated hamlet level forum, however, I do not understand the Village Law. Therefore, I generally agreed on the programs proposed in the forum. The village head and apparatus have developed their program. They took note of community input, especially physical infrastructure.

A 1971 born man, Head of RW and school guard, stated that:

I participated in the forum due to the invitation. I do not understand the forum material despite the village head explanation.

The lack of information regarding the Village Law caused the community to convey tangible community problem. For instance, flood and damaged roads.

In the hamlet level forum, in addition to village fund allocation, the village government socialized the participatory development planning. The village government stated the importance of community aspiration and participation in village development planning. The village head and apparatus had socialized the participatory development planning to the best of their abilities. A 23 years old representative of Karang Taruna stated that:

I was invited to the forum and attended it. After the opening speech, the village head and apparatus communicated the objective of the forum. I listened to the village head and apparatus directions. However, I do not understand the objective. I understood that there are Village Law program and village fund assistance. The village apparatus questioned what the funds would be used for and what the community needs. Afterward, the community provided some suggestions. The village apparatus took notes.

Most of the community members, whether they participated in the forum or not, generally do not understand the Village Law. They merely receive information from the village head and apparatus. On the other hand, the village head and apparatus have little understanding of the Village Law. Therefore, the forum generally proposed physical infrastructure development program instead of community empowerment programs.

The hamlet community members proposed physical infrastructure program due to limited understanding of the Village Law (attached in RPJM Des). The suggestions were brought to the village level Musrebang. The Musrebang formulated official village planning document called the Village Medium Term Development Plan (RPJM Des).

Based on Article 3 of the Village Law concerning village governance based on solidarity, kinship, deliberation, independence, participation, and empowerment, the Pakis Village has conducted planning process. The hamlet level forum and socialization process "Have" referred to the Village Law. The village government conveyed information regarding the Village Law through the hamlet level forum involving community representatives. However, the socialization was not well understood by the community representatives due to limited knowledge of the village apparatus. Therefore the community suggestion "Have Not" reflected the existing problem. For instance, poverty, empowerment, welfare, etc. The RPJMD proposed physical infrastructure and facility development programs. The poverty, welfare, and empowerment remained as issues requiring a collective solution.

### **Deliberation Process**

The village government possessed a dominant role in the hamlet level forum, as the village apparatus understood the purpose of the forum. The village head, assisted by the apparatus, conveyed the purpose of the hamlet forum. The village government socialized the Village Law, Village Fund Allocation, and the need for participatory planning at the hamlet level. The community was asked to discuss matters deemed necessary to be proposed as an activity. The community was encouraged to be active in the forum.

Mrs. Farida, the village assistant, stated the following regarding the village government method in encouraging suggestions from the hamlet community member by utilizing invitations:

The community representative was invited to participate in the hamlet forum. They were encouraged to suggest and develop the program. However, it is a far cry from the mandated Village Law participatory development planning. It differs from the previous National Program for Poverty Reduction (PNPM). PNPM utilized "yaasiinan" (prayer session) in encouraging community participation. This method could encourage the bottom community level to explore ideas. However, Village Law does not encourage it.

According to a 58 years old man, forum participant and the Head of RT, stated that :

I, as the head of the RT, do not understand the Village Law. I generally agreed on the village head program. The village head and apparatus has received directions from the higher-ups (regency/sub-district). In reality, there are various problems in the village. For instance, I ran out of RT blank forms. Therefore, the community had to go directly to the village office for legal purposes.

It has become a longstanding habit that the community merely act as listeners during forums. Several community members responded and gave suggestions or ideas about their living conditions. However, nearly all responses were tangible matter instead of community empowerment.

The hamlet level forum, in reality, is a means to explore ideas that raise hamlet level problems. After acknowledging the problem, the community members were encouraged to solve it. Therefore, community members would develop hamlet level programs. In turn, it would be developed into the village level program. Unfortunately, the opposite occurred in the Pakis Village hamlet level forum. Mrs. Tutik stated that:

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Hamlet level planning has been carried out by involving all elements of the community. The village apparatus invited LPM, BPD, community leaders, religious leaders, Karang Taruna, and PKK. This was a formal invitation to a formal forum. Perhaps due to the nature of the formal invitation, the community "did not dare" to express their opinions let alone have a different view from the village head. Therefore there were no bottom-up idea explorations. The community always agrees with the village head program. It has been in this condition for long. In addition to a formal hamlet level forum, the community was invited to communicate informally outside the official (undocumented) meeting. This was done specifically due to the community service agenda. In a formal setting, the hamlet-level forum are usually dominated by educated individuals. For instance village officials, RW, and RT. In addition, the community lacked enthusiasm in attending meetings. Therefore, the resulting programs and suggestions do not reflect the existing problem in the community.

Javanese culture requires an individual to submit to their superiors. Very rarely subordinates respond to or question the opinion of superiors. Therefore, the community generally remained passive. The majority of participants did not understand the existing issues in the forum and hamlet environment. Referring to the aforementioned opinions, Pakis village hamlet level forums experienced a similar problem. The community members and village officials did not understand Village Law. Therefore, the forum had no directions to go. The village officials and community members have not read the Village Law thoroughly, therefore they lacked an understanding of the subject. In addition, community members do not recognize the existing basic problem. A 37 years old woman who did not attend the meeting expressed:

Kulo mboten ngertos nopo niku Undang Undang Desa. Kulo mboten natos diundang rapat. Kulo niku sinten kok diundang sing diundang niku nggih tiang tiang sing celak kepala desa. Kados sedoyo perangkat desa niku teksih sederek kepala desa. (I do not understand the Village Law. I have never been invited to the forum. I have no importance to the matter. The individuals invited to the forum are people close to the village head.)

This condition reflected that the socialization carried out by the village head was not understood by the community. In addition, the socialization was not aimed at targeted community and program. Poverty, welfare, community independence, and community empowerment have not been optimally explored. In turn, the ideas were not incorporated in the village level forum. Ideally, the existing problem in the community should be addressed in the forum. However, the Pakis village hamlet proposals generally requested the improvement of physical facilities.

Based on the Village Law article 4 points b to i regarding the purpose of village regulation, the hamlet community proposals did not meet the expected goals. Pakis Kulon, Pakis Wetan, and Bancang hamlets generally submitted proposals for physical infrastructure development. The Pakis Village RPJMD was dominated by physical infrastructure proposals. The forum aimed to encourage initiatives, movements, and participation of rural communities in an endeavor to develop village potential and improve community welfare. However, the forum failed at encouraging initiatives. Therefore, it would be difficult to realize an independent community.

In addition, idea exploration was conducted through informal methods (not documented through the absent list), namely through "conversation" about the existing problem in the hamlet. However, this method generated non-optimal result as the community possessed a negative view of the village program. The community thought that the village often receives assistance. Nevertheless, only a few parties benefit from it. It rendered the community passive participation on village program forums. Mrs. Farisa stated:

The community tends to be apathetic during the village forum. The government assistance program generally involves fund allocation. The community lacks enthusiasm and participation in program development without fund allocations. Therefore, the community rarely attend the forum except for the invited parties.

The village forum was expected to produce strategic matters in the implementation of village governance. However, the implementation was not optimized. The Village Law article 54 paragraph 1 states that the village forum is a deliberative forum followed by the Village Consultative Body (BPD), the Village Government, and the Village Community Element to deliberate on strategic matters regarding Village Government administration. However, village planning (article 54 paragraph 2) has not been implemented in an optimal manner.

The village apparatus socialization did not reflect the Village Law. The socialization was merely to fulfill administration requirements. Therefore, the result of the village forum has not reflected the real condition of the community.

### Community Participation

Pakis Village employed participation by invitation method. The government invited the community to participate in bottom-up planning. The invitation method effectively encouraged community participation. The

participation rate was high, as the invited parties attended the forum (the invitation model was not representative). Despite the high participation rate, the community participation was instrumental in nature. They attended for the sake of fulfilling the program requirement. The idea exploration method through forum invitation is highly incompatible to participatory development planning. The hamlet forum process exhibited a lack of community participation. The community thought that the village government had established a program. In reality, Dispora (Youth and Sport Institution) had reserved several programs to the village government. Mrs. Farida stated that:

Several villages claimed that Regency level Dispora deposited funds to repair tourism infrastructure and facilities. Therefore, ideas or suggestions tend to be "reserved".

The hamlet forum participants rarely speak or question the village government. The invited community representative tends to be passive. The community has no experience speaking in a formal setting, therefore they do not find the courage to convey their aspiration or objections. The community possess little to no understanding of the forum material, therefore they generally remained silent.

In addition, the forum is generally dominated by educated individuals or the village apparatus. Due to the active nature of the village apparatus, the resulting program tends to be tangible matter.

The village community kinship had diminished. In the past, the community would gladly participate in building a house. There is currently a lack of aforementioned participation. Therefore, the community tends to hire workers. It is very difficult for the village government to encourage community participation in participatory development planning. Mrs. Farida stated that:

The community tends to be apathetic during the village forum. The government assistance program generally involve fund allocation. The community lacks enthusiasm and participation in program development without fund allocations. Therefore, the community rarely attend the forum except for the invited parties.

Mrs. Farida stated that the hamlet community was rarely active conveying their opinion or questioning village government suggestion. The invited community component attended the forum. However, the majority of the participants remained passive. The community has little experience speaking in a formal setting, therefore they were reluctant in conveying aspirations and objections. The community lacked understanding of the forum material, therefore they preferred to remain silent. In addition, the village apparatus lacked an understanding of participatory planning. The village secretary stated that:

I am newly assigned to the post, therefore I do not understand the Village Law participatory planning. I do not know the appropriate manner to explore ideas.

Mrs. Tutik stated that the community had a high participation rate in attending the program planning forum. The community attended hamlet level and village level forum:

There is a high rate of the community participation rate. The invited parties always attend hamlet level and village level forums.

The village government facilitated the participatory development planning process. However, the minimum amount of suggestions resulted in a non-optimal participatory planning process. Mrs. Tutik stated:

The idea exploration had been conducted at the hamlet level. However, the community remained passive.

Only several community representatives spoke during the forum. The other community members would like the forum to be done quickly.

Despite the high participation rate, the community tended to be passive during the forum. The passiveness was caused by several factors. The first factor was the Javanese culture. It required an individual to honor and agree with the leader. The community tended to agree with the village apparatus suggestions. They did not dare to question or object the village apparatus. The second factor was education level. The education level influenced the community passiveness as they did not understand the forum material. The third factor was the apathetic behavior. The community tended to be apathetic towards the village apparatus forum as only a few parties may benefit from the village assistance.

The hamlet level forum discussion result did not reflect the existing problem. The proposals did not reflect the existing problem in the hamlet. Therefore, the program did not reflect the real hamlet condition.

The hamlet level forum proposals was brought to the village level Musreimbang. The village-level Musreimbang did not differ from the hamlet level forum. The attending community where LPM, BPD, RT/RW, customary leader, religious leader, Karang Taruna, and PKK. The community representative had discussed the

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proposed idea in the hamlet level. Therefore, during the village level Musrembang, they merely followed up and agreed on the proposed plan.

The aforementioned development planning has reflected participatory planning. The hamlet level idea and suggestion were brought to the village level Musrembang. The participatory planning had involved the community to explore ideas. Therefore, the Pakis Village participatory development planning had conducted participatory development planning. However, the participatory planning had not generated expected result.

### 5. Discussion

In general, the implementation process of Pakis Village Law had run in accordance with the Village Law. However, the implementation suffered the following shortcomings:

1. **Socialization Activities:** this activity was carried out through invitations to village institutions. For instance, RT / RW, LMD, BPD, Karang Taruna and PKK. Information regarding the Village Law was disseminated at the hamlet level forum. The village head and village officials conveyed the information regarding the Village Law. In turn, LMD, BPD, RT / RW, Karang Taruna, and PKK informed the general public. However, the village head and apparatus limited understanding resulted in minimum community understanding.

2. **Deliberation Activity:** This activity was carried out in several stages. It was conducted through the hamlet level to the village level Musrembang. However, the deliberation forum quality was relatively low. The community and village officials participated in the forums did not understand the forum material. The lack of Village Law understanding influenced the RPJMDes plan. Nearly every RPJMDes plan listed physical or tangible activity.

3. **Participation Activities:** There is a high rate of community participation in attending the forum as exhibited through community representative attendance rate. The is high community attendance rate during the RPJMDes formulation. The invited community representative attended the forum, but they were not adequately informed of the Village Law. The village apparatus and community possess a low understanding of the Village Law. The village officials information was limited to Village Allocation Fund.

The RPJMDes document formulation process was conducted. However, the quality of the document was low. The low-quality RPJMDes document was caused by several factors. For instance, the village government and apparatus limited capability in conveying the Village Law to LMD, BPD, RT/RW, Karang Taruna, and PKK. Therefore, the general public remained uninformed regarding the Village Law.

The information and idea exploration was conducted in a formal setting, generating minimum community input. The community was reluctant to convey their suggestions. Based on the aforementioned research result, in an empirical manner, the community had participated in the forum. However, it did not generate community empowerment programs. According to Village Law Article 24 Point 4, the village head is obligated to empower community and community institutions.

The village head and apparatus require a deeper understanding of Village Law, ensuring the community empowerment. The community empowerment process requires a series of activities in strengthening and optimizing the community suffering from poverty. The empowerment allows the community access to opportunity, resources, and services. In turn, it would increase the community welfare.

The information dissemination process ought to be conducted to improve community access to resources and services. The information involved the village resources, strength, weakness, potency, and outside threat. Providing adequate information increases the community understanding of existing internal and external resources.

After providing adequate information, the village head and apparatus would be able to encourage the community to actively participate. The essence of empowerment is the active participation of the community. Community participation would determine the success of the community empowerment program. The participation process provides the community confidence and opportunity to understand the existing problem in the village. In doing so, the community would be able to develop a program reflecting the village condition. Therefore, the community would be able to overcome their problems.

### 6. Conclusion

The process of participatory development planning in implementing the Pakis Village Law had not been conducted in optimal manner.

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