
COMMUNITY PARTICIPATION IN PREPARING THE VILLAGE GOVERNMENT WORKING PLAN

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ABSTRACT

This study aims to determine the level of community participation in the preparation of the Village Government Work Plan (RKPDes) in Krangkong Village, Kepohbaru District, Bojonegoro Regency. This study uses a qualitative approach with data collection techniques through in-depth interviews, participatory observation, and documentation studies. This research involved the local community, village officials, and related parties in the process of preparing the RKPDes. The research focus uses eight steps of community participation according to Sherry Arnstein, namely: 1) Manipulation; 2) Therapy; 3) Provision of Information; 4) Consultation; 5) Appeasement; 6) Partnership; 7) Delegated power of attorney; and 8) Community Control. Data analysis was performed using the Miles and Huberman Data Analysis interactive model, which involved grouping and interpreting the data obtained. The results of this study indicate that community participation in the preparation of the RKPDes in Krangkong Village is still limited. Even though there are efforts from the village government to involve the community in the decision-making process, the level of participation is still low. This research recommends several steps to increase community participation in preparing the RKPDes in Krangkong Village. It is hoped that this research can provide a better understanding of increasing community participation in the preparation of the RKPDes in Krangkong Village.

Keywords: Community Participation, Preparation of RKPDes, Village Government

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INTRODUCTION

The success of a development program is not only based on the ability of the government, but is also greatly influenced by community participation in implementing development programs. Community participation can encourage the implementation of development programs that are more sustainable and have a long-term positive impact. Community participation can also play a role in monitoring and supervising the implementation of development programs. The community becomes a partner in overseeing the use of the budget, the fulfillment of targets, and the achievement of development results. In this case, community participation can contribute to increased

accountability and transparency in the implementation of national development programs. Community participation can encourage the implementation of development programs that are more sustainable and have a long-term positive impact.

At the kabupaten/kota level, community participation in the preparation of the RKPDes is carried out through a process of consultation and coordination between the kabupaten/kota, village, and community governments. Community participation at this level involves various actors, including community empowerment organizations, youth groups, women, community leaders, and other elements of the community. Through this participation, the kabupaten/kota government can obtain input and perspectives from the community to formulate a regional development plan that is more accurate and in line with the needs and expectations of the community, which is then channeled through the Government Work Plan Proposal List (DU-RKP) mechanism which includes proposals for village development priorities that are not funded by the Village Budget (APBDes) to be proposed to the Bojonegoro Regency Government through the Regional Financial Assistance scheme in the form of Special Financial Assistance to Villages (BKKD) Bojonegoro Regency.

In this context, the RKPDes is part of the implementation of the Bojonegoro Regency RKPDes. The RKPDes is prepared by the village government as an operational work plan that refers to the development priorities and directions listed in the Bojonegoro Regency RKPDes 2023. The RKPDes must be in accordance with the policies and programs set by the district government in the RKPDes. Thus, the preparation of the RKPDes at the village level must pay attention to the direction of development policies set out in the Bojonegoro Regency RKPDes 2023.

Research by Rahayu, Syafrullah, and Winarno (2019) examines the effect of community participation in the preparation of the Village Government Work Plan (RKPDes) on the quality of regional development. The results showed that community participation has a significant positive influence on the quality of regional development. Communities that are actively involved in the preparation of the RKPDes have a better understanding of local needs, so that the resulting development programs are more relevant and have a positive impact on development in their area.

Research by Suyanto and Harjanti (2016) looked at the effect of community participation in the preparation of the RKPDes on the welfare of village communities. The results showed that community participation has a significant positive influence on improving the welfare of village communities. Community involvement in the planning and implementation of development in the village can improve access to resources,

infrastructure, and public services, so that rural communities can improve their quality of life and contribute to overall national development.

With reference to Article 30 paragraph (2) of the Minister of Home Affairs Regulation No. 144/2014, the preparation of the RKPDesa must take into account the potential of the village, development priorities, community participation, and applicable development policies. This is important to ensure that the RKPDesa is an appropriate instrument in planning and implementing sustainable village development. In this context, the preparation of the RKPDesa must consider the potential and distinctiveness of the village as a basis for formulating development programs that are in accordance with the characteristics and potential of the village.

In Krangkong Village, Kepohbaru Subdistrict, Bojonegoro Regency, the RKPDes preparation meeting invited various elements of community institutions, including: Village Community Empowerment Institution (LPMD), Head of RT/RW, Linmas, Community Leaders, Religious Leaders, Women's Representation, such as: PKK Movement Team, Toddler Cadres, Posyandu & Elderly, Educational Institutions in the village, and youth organizations. The Village Consultative Meeting also invited external elements such as: Kepohbaru Sub-district staff, Village Facilitators, Babinsa and Bhabinkamtibmas of Krangkong Village.

The development and work programs of the Krangkong Village Government, Kepohbaru Subdistrict, Bojonegoro Regency refer to the Village Medium-Term Development Plan (RPJMDes) and the Village Government Work Plan (RKPDes). The RPJMDes is prepared for a six-year period, while the RKPDes is prepared once a year. In each preparation, the Krangkong Village Government always absorbs the aspirations of the community, but the participation of the Krangkong Village community in participating in deliberations is still very low. The mechanism has been regulated and contains several stages, starting from deliberations at the RT level, dusun deliberations (Musdus) to deliberations at the village level. Each proposal is then evaluated together between the Krangkong Village Government, the Village Consultative Body (BPD), and community leaders. They determine the priority of activities in accordance with the availability of the budget in the APBDes. This makes the activities carried out by the Krangkong Village Government expected to accommodate the needs of the community.

There are several factors that influence the level of community participation, such as a lack of understanding of the importance of participation, lack of awareness of participation rights, lack of access to information, and ignorance of the process and mechanism for preparing the RKPDes. Factors such as level of education, level of community

organization, social and economic disparities, and local culture and traditions can influence the level of community participation.

In order to understand and assess these challenges, research on community participation in the preparation of the RKPDes in Krangkong Village, Kepohbaru Subdistrict, Bojonegoro Regency is relevant and important. This research can provide a better understanding of the level of community participation, identify existing obstacles, and formulate appropriate strategies to increase the level of community participation in the RKPDes preparation process. Thus, it is hoped that the level of community participation in the preparation of the RKPDesa can be well known and the results can be used as a reference for increasing community participation to be more in line with expectations, so the author wishes to further examine the level of community participation in the preparation of the 2023 Village Government Work Plan (RKPDes) in Krangkong Village, Kepohbaru District, Bojonegoro Regency.

METHOD

This research uses a descriptive research method with a qualitative approach. In descriptive qualitative research, researchers tend to use data collection techniques such as interviews, observation, and documentation to obtain detailed and contextual information. The data obtained is then thematically analyzed to identify patterns and main themes that emerge from the data. Qualitative descriptive research aims to examine and provide a description and explanation of the objective conditions regarding Community Participation in the Preparation of the 2023 Village Government Work Plan (RKPDes) in Krangkong Village, Kepohbaru District, Bojonegoro Regency.

Research subjects or informants in this study were determined through purposive sampling techniques. The subjects of descriptive qualitative research on community participation in the preparation of the RKPDesa can include various parties related to the village development process and community participation, such as the village community and the village government.

FINDINGS AND DISCUSSION

Krankong Village is administratively included in the Kepohbaru Subdistrict of Bojonegoro Regency. The distance from the center of Krankong Village to the capital of Kepohbaru Subdistrict is 7 kilometers, the distance to the capital of Bojonegoro Regency is 42 kilometers, with the capital of East Java Province is 70 kilometers, while with the State Capital is 755 kilometers. Located at Jalan. PUK Gunung Sari - Kepohbaru, Kepohbaru

District Bojonegoro Regency - East Java, Krangkong Village is located in a low-lying area, which is in the countryside.

Village development must involve all elements in the village, including the Village Government, BPD, village institutions, religious and community leaders, and all stakeholders in the village. The results of all of this are contained in the RPJMDes prepared by the drafting team which is the basic framework in the development process for a period of 6 (six) years which contains the direction of village financial policies, village development strategies and village work programs. The purpose of the RPJMDes is to realize village development planning in accordance with the needs of the community and local conditions, create a sense of ownership and responsibility of the community for development in the village, maintain and develop development results in the village, and develop and encourage community participation in village development.

FINDINGS

In realizing the development that has been planned in the RPJMDes, priority activities are broken down in the RKPDes which contains the village economic framework, development priorities, work plans and funding, both implemented directly by the village government and achieved by encouraging community participation by referring to the local government work plan. The purpose of making the RKPDesa which is a program of activities within a period of 1 (one) year is intended so that what has been planned can succeed as expected with the mechanism of preparing an annual List of Proposed Village Development Activity Plans (DU RKPDes) which are new, rehabilitation, and continued development activities to be reported to the Regent through the Camat as the basic material for the Regency Regional RKP and preparing the annual DU RKPDes to be budgeted in the APBDes, APBDKab, APBD Prov, APBN, third parties and community self-help.

To determine the level of community participation in the preparation of the 2023 Village Government Work Plan (RKPDes) in Krangkong Village, Kepohbaru Subdistrict, Bojonegoro Regency, this research uses the concept of eight ladders of community participation (A Ladder of Citizen Participation) according to the theory of Sherry Arnstein (1969). In her concept, Arnstein explains that "community participation is based on the power of the community to determine an end result, each ladder is distinguished based on the extent of the community's power in determining plans and/or programs".

The author will explain and describe the results of the research using Arnstein's Theory, where Arnstein identifies eight levels of community participation, each of which shows a different level of power and influence for the community, namely: 1) Manipulation;

2) Therapy; 3) Provision of Information; 4) Consultation; 5) Appeasement; 6) Partnership; 7) Delegated power; and 8) Community Control.

Table 1. Levels of Participation according to Arnstein

Source: Sherry R Arnstein, A Ladder of Citizen Participation. *Journal of the American Institute of Planners*

8	Citizen Control	Degrees of Citizen Power
7	Delegated Power	
6	Partnership	
5	Placation	Degrees of Tokenism
4	Consultation	
3	Informing	
2	Therapy	Non Participation
1	Manipulation	

35.1969, pp 216-224 in Bruce Mitchell, *Resources and Environmental Management*, First Edition. Addison Wesley Longman Limited, 1997.

The following is a detailed explanation of each level of participation according to Arnstein's theory:

1. Manipulation

Manipulation is the lowest level of community participation according to Sherry Arnstein's theory of community participation. At this level, the village government considers that the community is only an object that can be manipulated to achieve their goals. At the manipulation level, the Krangkong Village Government does not involve the community in the decision-making process in the preparation of the RKPDes. Instead, they only provide space to fulfill their obligations or responsibilities towards the community.

2. Therapy

Therapy according to Arnstein relates to the condition of the community who are only invited to provide their input or opinions on policies that have already been taken. When linked to the level of community participation in the preparation of the RKPDes in Krangkong Village, the purpose of this participation is only to give the impression that the community is involved, and there is no guarantee that their input or opinions will influence the final decision in the preparation of the RKPDes.

In the context of the preparation of the RKPDes in Krangkong Village, the level of therapeutic participation includes: limited consultation, where the Krangkong Village Government provides a limited consultation forum where the community can provide input or suggestions on the draft RKPDes that has been prepared by the Krangkong Village Government. Then limited responses, where the Krangkong Village Government provides limited responses to community input and suggestions in the preparation of the RKPDes, but the final decision remains with the village government.

3. Informing

Information provision according to Arnstein relates to the authorities providing information to the community about policies or programs that will be implemented, but there is no opportunity for the community to provide input or their opinions. If it is related to the preparation of the RKPDes in Krangkong Village, the community is only given information from the results of deliberations in the form of a list of activities to be carried out without being invited to deliberate in extracting proposals.

At the information level, the village government provides information to the community about programs or policies that will be implemented. However, the community has no influence on the decision-making process and only acts as a recipient of information. Arnstein criticized the information approach as a less effective form of community participation because it does not provide opportunities for communities to play an active role in the decision-making process that affects their lives.

4. Consultation

Consultation is one level of community participation in the decision-making process. At this level, the Krangkong Village Government asks for input from the community and provides an opportunity to give opinions in the RKPDes preparation meeting. However, decisions are still made by the village government and the community has no influence on the final decision. Arnstein emphasizes that consultation is not a true form of participation, as the community is only given the opportunity to give opinions but has no influence on the final decision.

5. Placation

At this level, according to Arnstein, citizen participation is regarded as a means of consoling or providing comfort to citizens, but without giving them actual power. In the preparation of the RKPDes in Krangkong Village, the village government provides a forum or meeting where residents can convey their problems and complaints. However, the village government usually does not provide a tangible response or take substantial action to address these issues. The level of community participation in providing program proposals in the preparation of the RKPDes is high, as evidenced by the number of proposals provided by the community in the Musdes. This proves that the community is actually aware of the importance of participation in the planning process and the preparation of the RKPDes, and the village government also feels greatly helped by inputs from the community.

The following table compares the number of proposed programs proposed by the community in the Musdes forum, the number of priority programs and the realization in the APBDes:

Table 2. Comparison of the Number of Musdes Proposals, Priorities, and Budgeted Proposals in the 2023 Krangkong Village APBDes

No.	Program/Activity	Musdes Result	Priority	Budgeted in APBDes
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1	Field of Village Government Implementation	22 Proposals	17	12
2	Village Development Implementation Division	72 Proposal	57	41
3	Community Development Division	29 Proposals	19	11
4	Community Empowerment Division	22 Proposals	12	7
5	Disaster, Emergency and Urgent Management Division	3 Proposal	3	3
Total		148	108	74

Source: RKPDesa document, 2022 (processed by the author)

In Table 4.6 above, it can be seen that the level of realization of programs / activities proposed by the community in the Musdes with the conditions stipulated in the APBDes Fiscal Year 2023 is still very far from the expectations of the community, where from a total of 148 proposed community aspirations netted in the Musdes forum, only around 50% can be budgeted in the APBDes. The amount of community participation in providing proposals can be seen from the number of programs proposed during the musrenbangdes process, namely 148 programs/activities. Of the 148 programs proposed by the musrenbangdes participants, there were 108 programs that became the main priorities of the village government to be implemented in the next year, although in practice only 74 proposals were budgeted in the APBDes. With so many proposals that have not been fully realized, residents are reluctant to participate.

6. Partnership

Partnership according to Arnstein relates to Partnership involves a collaborative decision-making process between the government and the community. In the preparation of the RKPDes in Krangkong Village, they discuss, negotiate, and reach mutual agreements regarding programs, budgets, and implementation steps. Partnership involves a collaborative decision-making process between the government and the community. Partnerships are expected to create synergistic cooperation between the village government and the community in formulating village development priorities and identifying problems that need to be addressed. From the results of the research obtained, the partnership aspect at the level of community participation in the preparation of the 2023 RKPDes in Krangkong Village, Kepohbaru Subdistrict, Bojonegoro Regency can be stated to have achieved the partnership indicators well.

7. Delegated Power

At this level, according to Arnstein, power and responsibility in decision-making are delegated to groups or individuals who represent the community. At this level of community participation in the preparation of the RKPDes in Krangkong Village, the community elects representatives to sit on the decision-making forum or council. With the application of the

delegated power ladder, the community of Krangkong Village has a more active role in the preparation of the 2023 RKPDes. They have responsibility for decision-making and oversight, thus ensuring that community interests are directly represented in the village development program.

8. Citizen Control

Community Control according to Arnstein is the highest level of participation where the community has full control over public decision-making. At this level of community participation in the preparation of the 2023 RKPDes in Krangkong Village, the community is involved in the decision-making process from start to finish, including designing policies and programs and monitoring their implementation. At this level, the community has full power and authority in decision-making and oversight of programs or activities carried out by the village government.

Research by Suyanto and Harjanti (2016) looked at the effect of community participation in the preparation of the RKPDes on the welfare of village communities. The results showed that community participation has a significant positive influence on improving the welfare of village communities. Community involvement in planning and implementing development in villages can improve access to resources, infrastructure, and public services, so that rural communities can improve their quality of life and contribute to overall national development. This is in line with community participation in the preparation of the Krangkong Village RKPDes Year 2023.

DISCUSSION

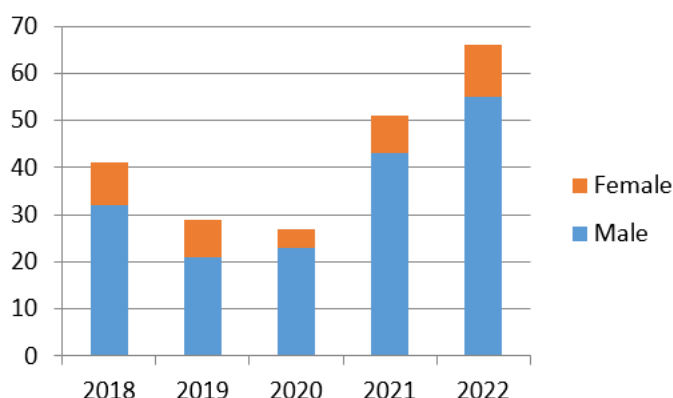
Based on the results of the discussion of previous research, Katili et al (2015) stated that community participation in village development planning is still low. The village community is still lacking in participating in the preparation and discussion of the RPJMDesa and RKPDesa, either directly through the village deliberation mechanism, or indirectly through community representatives such as community leaders and representatives of community groups. The low level of community participation is due to the lack of awareness and concern for village development planning activities, and the lack of access and opportunities given to village communities to participate in village deliberation forums.

Community participation is a form of participation, involvement, or support as a member of the community together with the village government directly or indirectly in the implementation of development in the village. According to Ndraha (in Huraerah, 2011: 110), the implementation of community participation in development is needed in every stage of development starting from the planning, implementation, utilization, and

evaluation stages. The explanation of the importance of community participation in planning is in line with the opinion of Conyers (1994: 154-155), who suggests three main reasons why community participation in planning is very important:

1. Community participation is a tool for obtaining information about the conditions, needs and attitudes of local communities.
2. Communities will have more trust in development programs if they are involved in their preparation and planning, because they will be more aware of the priorities of the program of activities and will have a sense of ownership of the program of activities.
3. Encouraging community participation in deliberations to create the notion that the community is involved in development is a manifestation of democratic rights.

From the archival data of Krangkong Village in 2022, the level of community participation in the last 5 years can be seen to have decreased and increased, which is not too significant, especially in organizing village deliberations for the preparation of the RKPDes. This can be illustrated as in the following graph:



Graph 1. Community Participation in the Preparation of the Krangkong Village RKP 2018-2022

Source: Krangkong Village Archives, (2022) processed by the author

Graph 1 above shows that in 2018 community participation in the RKPDes preparation deliberations in Krangkong Village totaled 41 people. Consisting of males: 32 people and Women: 9 people. In 2019 community participation decreased to 29 people, where male participants: 21 people and women: 8 people. In 2020 community participation continued to decline, totaling 27 people, consisting of men: 23 people and women: 4 people. One of the causes of the decline in community attendance or participation in 202 was also due to a Presidential Regulation prohibiting the community from gathering or crowding in conditions during the Covid-19 pandemic, so in 2020 there were restrictions on community

mobility, so that for the implementation of the village deliberation for the preparation of the RKPDes only representatives of each hamlet were allowed to attend the RKPDes preparation meeting.

Bojonegoro District, aims to ensure active community participation in village development decision-making and strengthen community awareness of the importance of public planning and oversight. This is evidenced by the sufficient number of women's representation and data on community participation in attending invitations to village meetings which are getting better from year to year. From the results of the research obtained, the aspect of community control at the level of community participation in the preparation of the 2023 RKPDes in Krangkong Village, Kepohbaru Subdistrict, Bojonegoro Regency can be stated to have achieved a fairly good indicator of community control, but still requires improvement in the future.

CONCLUSION

Based on the results of the research and discussion described in the previous chapter of the research on Community Participation in the Preparation of the 2023 RKPDes in Krangkong Village, Kepohbaru District, Bojonegoro Regency by referring to the Eight Ladders of Community Participation from Sherry Arnstein's Theory. The Manipulation Aspect. At this level, community participation is seen as a formality or a procedure that must be carried out without having any real influence on the decision-making process. Therapeutic Aspects. Community participation in the preparation of the RKPDes in Krangkong Village still has limitations in decision-making and implementation. Although the community is given the opportunity to participate, power is still concentrated in the hands of the Krangkong Village Government.

Aspects of Providing Information. The information approach in the preparation of the RKPDes in Krangkong Village tends to consider the community as passive objects that only need to be given information, without providing opportunities for the community to provide input or opinions. Aspects of Consultation. In the preparation of the RKPDes in Krangkong Village, when consultations were only carried out as a formality or to show that the authorities/village government provided opportunities for community participation, decisions were still determined by the authorities without seriously considering community opinions. Aspects of Pacification. In the preparation of the RKPDes in Krangkong Village, efforts need to be made to expand the space for participation and give greater power to the community in decision-making. This can be done through approaches such as community empowerment, active involvement in decision-making processes, and recognition of local expertise and knowledge held by village communities. Partnership Aspect. The preparation

of the RKPDes in Krangkong Village has involved the active participation of the community in the decision-making process and the preparation of the village government work plan. In this context, the village government as a local government institution has a role as a facilitator and manager in mobilizing community participation. Aspects of Delegated Power. Villagers have responsibility for decision-making and oversight, thus ensuring that community interests are directly represented in village development programs. Aspects of Community Control. The village government has given villagers full authority and power in decision-making and oversight of development programs.

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No potential conflict

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