

North Buton People Participation Forms in Development Planning

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Abstract

Post-reformation, development planning system in Indonesia has changed. If pre-reformation development planning mechanism was top down, but in post-reformation the mechanism is bottom up. In implementing development planning, government of North Buton District had involved the people. But people feels that their involvement did not bring any advantage because the program they have proposed was not accommodate by North Buton government. This research have tried to discuss about North Buton's people participation form in development planning. The approach of this research was qualitative. Result research had showed that among 4 forms of participation, all of them did not worked well. Program total accommodated by North Buton government were around 7%. Participation in form of decentralization in the city, has already reach a lot of people but people argumentation in discussion of development planning was not embodied yet. People participation in form of consultation and cooperation were not optimal because people still do not have a power in consultation process. Participation in form of representative election, the government in this matter are North Buton Local Government Budgeting Team and Regional people's representative assembly did not have coordination in budgeting decision.

Keywords: Participation, Participation Forms, Development Planning, Local Development, North Buton.

1. INTRODUCTION

In implementing the last development planning discussion of North Buton District in 2015, the government has already involved the people. By involving the people in development planning, government enable to make policy according to people expectation extensively. People participation in development planning is a public administration character which has been practiced for a long time. Rosenbloom revealed that public participation is an administration system character which has been practiced in United State of America (Rosenbloom, et al. 2009; 188) the same thing also stated by Kartasasmita that participation is one of typical character of modern development administration (Kartasasmita: 1997:40).

Even though North Buton District government has involved the people in development planning, but the involvement still did not went well. In the last development planning discussion implementation, there were a lot of people who still unaccommodated by the government. There were few bases things involve in development planning in North Buton District, for examples: lack of input program from the people in development planning discussion accommodated by the government, in consultation process in development planning discussion forum, the people did not have the ability to influence the decision, decentralization process in the city of North Buton in development planning was still not optimum because it did not supported by sufficient financial and the budget approved by Local Representative Assembly in plenary session has changed by Local Government Budgeting Team without their concern.

From the explanations above this research is trying to explore about people participation forms in North Buton. Participation forms has used is cited to participation forms stated by Norton. Norton has divided participation forms in to four forms which consist of: participation in form of referenda, consultation and coordination, decentralization inside the city, and representative member (Norton: 1994:106-109).

2. METHODOLOGY

This research has implemented in North Buton District in April 2015 through August 2015 period, by using qualitative research method and thorough interview technic. Interviewed informant in this research are people who is concerned about development planning implementation in North Buton District, they are North Buton Local Development Planning Body staff, Local representative assembly of North Buton, headman, Local Revenue Body member, 16 key informant from the people. This data is analyze qualitatively and presented in narration.

3. RESULT AND DISCUSSION

Forms of North Buton people participation in development planning

3.1 *Referenda*

North Buton people involvement in giving their idea in development planning discussion make the government easier to decide development policy which going to implement. It also gave inputs to a government, even something that never came up to government idea, by involving the people, it will be reveal important information. Basically, government in development policy design have to receive people suggestions. King explained that “we need input, we don’t make good decision without it, it is essential” (King Et.al 1998:3).

Based on King stated above, to make a good decision, government needs to have people’s input. People’s input consist of idea and information about the right development planning and able to give people an advantage, so the decision made by government align with people expectation. If the government make the right decision in development planning, people will give their support. Lubis stated that implementation of public involvement through participative planning can bring substantive advantage where public decision which are taken more effective besides giving a satisfactory feeling and strong enough public support toward development process (Lubis: 2009:4).

North Buton people idea regarding development issue has presented in development planning discussion will be helpful for the North Buton government. In development planning discussion session, people are free to state their idea so in the session many kind of interest would occurred. It will make the government easier to design a program which accommodate all the people interest regarding planned development program. It will be different in development planning that did not involve the people, the government will have no clue about people interest so it makes it harder for them to design a policy which is

right for the people. Lubis stated that “public involvement in public policy making process assumed as one of the effective way to collect and accommodate various interest” (Lubis; 2009; 3-4).

More people involve in giving their idea in development planning discussion activity will produce better decision. Government will have a rich idea when more people involve in development planning. In implementation of development planning discussion activity in North Buton District, many people presence to give their ideas. More ideas came from the people will make North Buton government easier to design a pro-people development policy. The government should be involved the people in development planning because basically, the people who get benefit from development planning result. So, in order the development planning useful for the people, people should be empowered to plan the development planning based on their interest. Besides, the true of public interest owner are people, Muluk explained that “the true of public interest owner are people, public administrator should be concerned in responsibility to serve and empower the people through public organization management and public policy implementation” (Muluk; 2007; 32).

Actually, the idea resulted from development planning discussion forum must be applicable because the decision is democratic decision which involved the people in its planning. By people involvement in planning design process means government indirectly able to collect information to make a better decision later. This also stated by Winarno, who explained that “in participatory approach is about collecting information, so the policy framer can make a better recommendation and decision (for example is more complete information)” (Winarno; 2007; 64). Refer to this point of view, with people involvement, the government in making development planning is able to make a good decision.

Basically, planning is an important thing, because through planning mechanism, something will be considered bad or good and also what the effect is or advantage value would feel by the people when the result plan is implemented. Through well planning, a program is able to implement and the advantage will be perceived by people. Solekhan has explained about “aims from planning activity are: first, to obtain accurate and actual information, second, to increase people consciousness to involve actively in development process start from planning process, implementation and evaluation, third, to provide requirement proposal list and problem faced by the people, so the result of development planning formulation can answer people needs (Solekhan; 2014; 98).

Power allocation to the people is to decide their required development, or actually which can bring changes in their standard of life. Research has done by Njoh has shown that development success can be define by how far the people involvement in development planning. Njoh explained that development has implemented in 3 cities, which are Mpudu, Muyuka and Bonadikombo shown that clean water construction success was only in Bonadikombo. It was because in Bonadikombo the planning and implementation was involving the people, while in Mpudu and Muyuka failed because the program was designed and planned by outside people, especially nation and agent who did that on their behalf (Njoh; 2011).

According to what Njoh stated above, referenda gave people opportunity to decide planned development could make the program succeed. In implementing participation planning in North Buton, the government give the people a power to decide what kind of development program to be implemented. But despite the fact that the government gave them power to decide, a lot of program proposed by people still did not accommodate by the government. A lot of proposal did not accommodated yet by the government, actually is very important for people’s life, for example farm, dam, farm’s irrigation and many other. Unaccommodating people input in development planning discussion indicate that referenda participation implementation was not optimum. So, to make it went well, North Buton government must have strong commitment to maximize people decision according to development. Commitment is able to make it real by giving sufficient fund allocation to accommodate people decision which has assigned in development planning discussion.

3.2 Consultation and Cooperation

The existing of development planning discussion forum as media for people to consult, North Buton people is easier to consult regarding to development planning. With this kind of consultation, North Buton people still have a chance to influence designing development planning process. Even though the power to actualize the program still in the hand of government, but the hope of people to influence decision result is still wide open with consultation mechanism. According to this matter, Muluk stated that “Consultation gives people opportunity to express their aspiration and interest in order to become consideration in designing

process of local public policy” (Muluk; 2007; 173). Refer to explanation above, we can conclude that basically consultation is matter. In development planning context, consultation is giving a chance to the people especially North Buton people to influence policy maker to gives an arguments which can assure stake holder to consider people’s input according to development program.

Planning in Consultation implementation, there was exchange information, where the people respond regarding to development planning and North Buton government gave a feedback. In consultation, people input probably refused or accepted or it could be combined with government idea. In consultation mechanism, idea collaboration could happened. Consultation is the only instrument which able to use in exchange information to get clear information so to design development policy is suitable with people’s need. About consultation Norton explained that “Consultation is a central and in some cases the only function of neighborhood councils. The mode! To be sought is a two-way exchange of information and ideas, whether or not they are combined with the possibility of delegated action at neighborhood or suburban level (Norton; 1994; 108). Norton, as stated before, saw that consultation is the only one council function where the exchange of information and ideas happen.

Development planning in North Buton, the people not always consult or cooperate with the government in everything but only regarding to the people matters and need. Consultation is only about the program that people already decided in the last development planning discussion. But it does not mean that people unable to consult a new program which did not yet discussed in the last development planning discussion. It also happen in cooperation between North buton people and government. Cooperation program just only for people problem. Muluk explained that “consultation and cooperation held together with the people according to their need and interest” (Muluk; 2009; 85).

Refer to the citation stated by Muluk above, He is clearly explained that consultation and cooperation has been done by the people just only for their need and interest. It means that in consultation and cooperation process, they did not work on everything just only things that related to their needs and interest. Things beside their interest and needs will not have consultation and cooperation process. Knowing that fact, it will be better that people and government have the same purpose about things that should or should not be consulted and cooperated. Norton explained that “ideally it should developed shared purpose between councils and inhabitants” (Norton; 1994; 108).

In development planning discussion forum and recess North Buton people participated in contributing their ideas toward government to plan the right development according to people need. In that activity, people not only gave an ideas to the government but also negotiating about the development which are desired by people and government. Satries also stated that development planning discussion is “the activity which is function as different negotiation, reconciliation, and harmonization process between government and non-governmental functionary, also to gain consensus toward development priority and the budget” (Satries; 2011; 4). According to state by Satries above, we could not deny that within development planning discussion has a negotiation process. The society’s idea which proposed in development planning discussion activity will be responded by government of Buton Utara district. Then the government gave a suggestion and make a decision according to people ideas in development planning discussion. The government gives an opportunity to have consultation regarding development programs. There are a lot of districts can be reference about their success in implementing development by giving people opportunity to have consultation regarding development program. Anthropologist and other social scientist now strongly favor the practice of consulting local people for inputs to the project design and implementation. Often, no effort is made to sound out community sentiment even on an informal basis (Mathur dalam Schneider; 1995; 161).

Explanation about consultation above gives opportunity to people to express their aspiration and interest in order to become consideration in design process of local public policy which has not really become consideration material for North Buton District government. Research has done by Aulich in Australia shown that consultation is a very important thing in public service provider, even it is necessary. Aulich has explained that consultation is not just ritual but the government need to give a signal to the people that their consultation is needed and appreciated (Aulich; 2009). The finding in Australia is very different with what happen in North Buton where consultation which have done was not appreciated. It can be seen from a lot of program consulted by people did not get the program compare with the program which did not consulted by people. Besides, from so many programs had consulted to government in development planning discussion

just only view has considered. From 400 programs suggested by people only 7 program were approved in each sub-district. This amount indicate that consultation by people is failed.

3.2 Decentralization in the City

Essentially, decentralization in the city is able to get decision close to people. Hopefully, through this way government development planning will obtain enough information, because by doing decentralization in the city the people able to express their argument. It is because the instrument can be used to express their needs and interest already in their reach. In North Buton context, the government has given an authority to a small units such as environment, village, sub-district, and also National Program of people empowerment to design development concept according to people requirement. In development planning process, the government of North Buton has not meddle with the people. The authority given to people is to make the government easier to design a development and also to gain people support when the program implemented. With decentralization in the city, government will get an accurate information because the people will have extensively involved in development planning. Muluk explained that "decentralization in the city is authority given process to smaller units, so the requirements, responsibility and decision making is closer to the people" (Muluk; 2008;85).

Decentralization in the city given by North Buton District government to their people to reveal their need and requirements regarding development planning in development planning discussion forum and also to get the power closer to people. Arnstein explained that "citizen participation is a categorical term for citizen power" (Arnstein: 1969: 1). People have a power to design appropriate planning for them. If during this time people always take everything government decided, but through decentralization mechanism in the city, people also have an opportunity to involve in development design according to their needs and interest. Norton has explained that "Decentralization in cities enable neighborhoods to articulate their needs, bringing power closer to the people, and drawing a wider range of participants into the political system" (Norton; 1994; 106). Refer to Norton point of view above, so it is clear that decentralization in the city will make people able to articulate actively their needs.

Basically, people participation aims to influence policy making process. In development planning context, people participation aims to influence policy maker, in this matter is North Buton government. Authority given to local people makes government design development policy which are suitable for people condition. According to this matter, Smith has explained that "participation tightly involved with decentralization of city or rural government, usually seems intent to influence policy making process and its implementation by extent the democracy in local level" (Smith; 2012; 235).

What Smith stated above is shown that people participation cannot be separated from decentralization in the city. Decentralization is an instrument where the participation is working. It is hard for us to implement participation if decentralization system did not exist. Theoretically, decentralization is giving an authority to people to plan their needs according to their condition. Cheema and Rondinelly has clearly explained that "decentralization is the transfer of planning, decision making, or administrative units, semi-autonomous and prastatal organizations, local government, or non-government organizations" (Cheema and Rondinelli; 1983; 18). Refer to what Cheema and Rondinelli has stated about decentralization, the authority given to the North Buton people whether in development planning discussion mechanism or through National Program of People Empowerment to decide the right development planning are decentralization form. Decentralization and participation are inseparable. The authority given to North Buton people in development planning as stated by Smith that "decentralization means both reversing the concentration of administration at a single center and conferring powers of local government" (Smith; 1985; 1).

Decentralization was not only make development implementation better but also to make relationship between government and people better. The more people given an authority the better relationship between people and North Buton government. So, more government program have a people support. It is as stated by Racamora that "ideally, decentralization is able to create strong relation among government, people and politic party. So that, people basic service is able to increase its quality following the bigger people politic support" (Thamrin; 2009; 15). In reality, what has happened in North Buton district was the opposite with Racamora stated above. People give their support in implementing development planning. Otherwise, the government who did not support the decision made between government and the people. A lot of inputs program declined by government. If the aims of decentralization in the city only to give input, then what had

happened in North Buton is good because most of people has able to give their idea through decentralization in the city. But, the purpose of decentralization in the city is to change people welfare to be better, it is still too far from the expectation. Based on statistic data of North Buton district in 2014, poverty has increased compared with the last year. In 2012 poor people in North Buton were around 9,798 people, while in 2013 has increased to 10,198 people. Generally, the amount of poor people in North Buton 2009 to 2013 poor people were: in 2009 were 11,040 people, in 2010 were 10,323 people, in 2011 were 9,798 people, in 2012 were 8,919 and in 2013 were 10,198 (Local Development Planning Institution and North Buton PM; 2014; 12-13).

Refer to the data above, we can conclude that decentralization in the city did not work well yet. During this time, participation still disable to increase people life. Participation process has been happened right now still did not suppress poverty level. It is the same as stated by Smith that deficiency or depreciation is be able to overcome by doing area-based approach toward local environment (Smith; 2012; 234). Same idea with Smith, Flynn explained that "poverty is assumed concentrated in small geographic area has been done through administrative reconciliation" (Flynn in Smith; 2012; 234). According to Smith and Flynn point of view above, the implementation of decentralization in the city will able to overcome the problems. With decentralization, the problem usually untouched by government can be reconsidered.

North Buton district government already did decentralization in the city by giving an opportunity to the people at the level of village to involve in development planning in their area. But their involvement is insignificantly influence. There were some problems which cause ineffectively of decentralization implementation in North Buton district. Those problems are: first, government did not provide sufficient budget to implement the proposed program by people. Second, government still did not assume people input as policy agenda, third, the program cannot used because it does not accordant with people need, forth, a lot of incomplete program made by government, but they want people to use it.

3.3 Elected Board Member

The budget has decided by North Buton Local Parliament in plenary session is an important thing. That budget was very determine the development implementation. Development in North Buton district is influenced by the budget discussed in plenary session of parliament. The local parliament has 3 authorities, and one of them was about deciding North Buton district budget. For more clearly, Kartiwa has explained local parliament function as: Local parliament is people representative institution as an element of district enforcement. Generally, this role is form in three function, which are: 1.) regulator, mage all the local concerns, whether is local household (autonomy) affairs or center government affairs which has given to local government in its implementation ; Policy making, designing development policy and development programs plan in its area; 3.) Budgeting, Local Budget planning (Kartiwa; 2009; 5).

According to Kartiwa point of view above, especially in third point. In third point, it is clearly explain about budget function as one of parliament authority. In this function, North Buton District parliament has decided their budget in plenary session. That budget decision has through reconciliation towards a lot of development programs financed by the government. Budget changing has done unilaterally by Local budgeting team of North Buton District will influence towards budget and program which has decided by Parliament. Unilaterally of changing budget is fascism character, which are unilaterally planning and tend to be elitist (Abe; 2005; 60).

Parliament as people representative, then what the parliament did is form of people needs. So, what parliament did is always represent people's need. Because the parliament represent the people that is why the budget has decided in plenary session by parliament was representation of people's need. Local budgeting team cannot change what has decided by North Buton district parliament. Thamrin has confirmed that Local parliament is an institution which build a bridge between various people and development politic decision aspiration translated in local development form and its budget item (Thamrin; 2009;4).

Refer to what has explained by Thamrin above, it is clear for us to comprehend that local parliament was a bridge between people aspiration translated in local development form and its budget item. It also has confirmed that what local parliament of North Buton did in term of deciding North Buton District budget was form of people participation where the local parliament has actualized their aspirations in to development form and its budget decided in plenary session. Abe has explained more clearly that:

“The way to decide income and budget are nation government character measurement. In fascism, the budget has decided only by government. But in nation of democratic or sovereignty by people, like republic of Indonesia, income and budget decided with acts. It means, by parliament approval. How people live as a nation and whereof their budget for living must be decided by the people through their own representative” (Abe; 2005; 60).

We cannot deny that local parliament has an important role in government. As a representative in parliament, their acts and decision has to represent their people needs and interest. People has trusted their rights to the parliament to fight for them. Thamrin has clearly confirmed that “The main function of representative democracy is actualize in form of Local parliament as people representation, is to be tools to represent people sovereignty and people ride to express their main aspiration and finally design as development policy” (Thamrin; 2009; 11). So, what the main important thing about budgeting in North Buton is executive, in this matter Local budgeting team cannot change the budget unilaterally. Executive was not a party who has an authority to change the budget. Abe has explained that “executive power as implementing the mission to actualize people aspiration” (Abe; 2005; 60).

In connection with Thamrin above, so local parliament as people representative can represent the people. People sovereignty are in the hand of legislative so it really depend on their representative in legislative. It same with North Butaon people, development involving a lot of people is very depend on their representative role in legislative. Contino has explained that “in modern governance system, representative democracy system are absolute to be implemented. Election and parliament are the only way to aggregated interest and guaranteed representative democracy system. Local parliament is institution where people interest and choice expressed and transformed in to policy” (in Thamrin; 2009; 11). Regarding to what stated above, so in the process involving development program, local parliament and budgeting team must be cooperated. Both of them cannot concern their ego. North Buton local parliament in deciding budget for development has listened people aspiration so the program has made is according to what people needs. Representative function of local parliament as a people representative, including recess mechanism fulfilled with intensive dialogue between local parliament and its constituents (Thamrin: 2009; 11). Recess mechanism is a mechanism for local parliament to gain people inspiration before deciding development program and budget in North Buton District local parliament plenary session.

Local parliament as representative member has chosen and represented people in parliament taking important role where they must vocalizing anything regarding people needs. Authority given to local parliament to do their obligation regarding to the budget is form of participation. Ahmad and Talib has explained that to fulfill people empowerment and politic accountability obligation, the chosen local representative must give an autonomy and resources also capability to use it effectively (2012). According to what Ahmad and Talib has said so North Buton budgeting team has to accept the budget decided by North Buton local parliament.

4 CONCLUSION

People participation forms of North Buton district in development planning are, participation in form of referenda, participation in form of decentralization in the city, participation in form of consultation and cooperation, and participation in form of elected board member. From all four existing participation, they are still not optimum. It can be seen by only minimum program accommodated by North Buton government. Total program accommodated by North Buton government is only around 7%. In the process of decentralization in the city, North Buton government has reached a lot of people but people input in development planning discussion cannot be actualized. People participation in form of consultation and cooperation still not maximum because people in position which does not have power in consultation process. People does not have strong influence to have an impact toward policy maker in consultation process. People does not have strong influence to have an impact toward policy maker in deciding development policy in North Buton. Government is still having strong authority in budgeting process. Participation in form of elected board member, north buton government in this matter are local budgeting team and member of local parliament of North Buton who are in deciding budget happen to have misunderstanding so the budget has decided by local parliament member in plenary session changed by local budgeting team of North Buton district.

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