

# **The Capability of Local Government for Development Planning Program in the Perspective of Collaborative Governance Based on The Aspirations and Interests of The Community: Case Study on Gorontalo Regency of Indonesia**

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## **ABSTRACT**

This study aims to analyze and describe the role and ability of local governments in development planning program in the perspective of collaborative governance based on the aspirations and interests of the community. In a democratic government system, the existence and main function of the government are as a state administrative apparatus and a servant to the community. Every government policy must reflect the existence of partiality to the interests and aspirations of the community. In the context of development planning, it must show the existence of interest-based collaborative governance that accommodates the aspirations of the community, where the people are placed as the main actors in giving aspirations and receiving benefits in the development planning. Regional development planning is a guideline for the implementation of development as well as a measure of the success of the development. One of the important aspects for the success of development planning is the existence of a competent body or work unit, in this case, the Gorontalo Regency local government has delegated the task to the Regional Development Research and Development Planning Agency (RDPA), as the leading sector in regional development planning. This study uses a qualitative method based on a case study of the Gorontalo Regency Government of Indonesia. The results showed that the role and ability of the Gorontalo local government in planning development based on people's aspirations were still in a condition that was not yet optimal, both technically, administratively, conceptually, and in communication, so that people's aspirations could not be accommodated and managed properly.

**Keywords:** Local government, development planning, community aspirations, collaborative governance.

## **1. INTRODUCTION**

In the implementation of a decentralized government system in Indonesia, one of the affairs that must be carried out by the Regional Government is the matter of development planning. This is under the provisions of Article 260 of Law Number 23 of 2014 concerning Regional Government which stipulates that in the context of implementing Regional Government, regional development planning is prepared as a unit in the national development planning system and regional development planning is coordinated, synergized and harmonized by Regional apparatus in charge of regional development planning. One important aspect for the success

of regional development planning is the presence of a good agency or work unit. For the development planning process to run effectively and efficiently, a Regional Development Planning Agency (RDPA) was formed. according to (Soekartawi, 1990) the importance of planning aspects related to development aspects can be classified into two main topics, namely: (1) planning as a development tool; and (2) planning as a benchmark for the success or failure of the development.

Based on Law Number 25 of 2005 concerning the National Development Planning System, it is explained that the essence of development planning is an activity

in determining policy directions that are following the needs of the community with various methods and systematic flow of activities by looking at the quality of the resources owned. Based on this understanding, (Tjokrowinoto, 1996) explained that development planning consists of two important aspects, namely the activity of formulating development plans and as a process that will determine the success of the development.

The importance of this regional development planning process indicates that each region is required to minimize an errors that will occur in the development process so that regional development is expected to run more effectively and efficiently. Each region has different problems or obstacles in the preparation of its development plans. This indicates that the regional development planning process cannot be separated from strategic issues and typical problems that will be experienced by local governments. In general, (Aziz & Khairul, 2012) explained that the basic problems in the regional development planning process are still top-down, the pattern of thinking tends to be one-way and strategic issues are not raised in the regional development planning process.

Based on several studies on development planning issues above, RDPA as an actor in implementing regional development planning must have high competence and credibility in raising regional strategic issues and making the development planning process more dynamic and under statutory regulations. This indicates that development planning is the main process that will determine the success of development so that at this stage it must be carried out optimally. Optimization of development planning can be successful if it is supported by competent human resources and accurate data. The demand for organizational capacity is a must, as stated by (Sjafrizal, 2014) that in the context of regional development, government organizations are community forums to serve the community, all kinds of demands that arise from the community are none other than the slow response of government organizations to identify community needs. The weakness of the RDPA apparatus in analyzing and identifying the aspirations of the community according to their needs makes the aspirations

of the people do not have high breakthrough power in overcoming community problems, as stated by (Saleh et al., 2013) that as civil servants, officials who have credibility are not only able to provide services to the community, but the apparatus must have technical, analytical, administrative, and communication capabilities.

Some of the reasons put forward by (Saleh et al., 2013) above are that technical, analytical, administrative, and communication skills are potential personal support needed by an official as a civil servant because the apparatus has an intensive interactive relationship with the community, this is very relevant. A strong relationship with the practice of regional development planning, because the skills of these officials are needed to bridge the process of coordination and mediation between stakeholders in preparing development programs, therefore the ability of the development administration apparatus has a strong relationship with the organizational capacity of the Regional Development Planning Agency to accommodate community aspirations. As mentioned above that the real survival of modern society depends on the organization, weaknesses in developing public service programs that are following the aspirations of the community are rooted in weak administrative conditions in the planning process, weak administrative conditions. Administrative problems that usually arise at the time of implementation are personnel problems and types of finance (Graeme & David, 2003) stated that development will not run smoothly, among others, rooted in human resource capabilities, technological capabilities, and financial capabilities.

Therefore, in carrying out development planning, it is necessary to have the participation and strategy of local governments based on the concept of collaborative governance based on community aspirations. This is the embodiment of the main position and function of the regional government as the organizer of government and public service in the life of the nation and state. Taking into account the various problems above related to community aspirations in development planning, this is very much determined by the ability of the RDPA organization in carrying out its functions so that real organizational actions are needed in good coordination to

obtain optimal results. results in implementation. Departing from this, it is necessary to conduct research to find actual facts regarding the role and strategy of the Gorontalo Regency government in community aspiration-based development planning.

## 2. LITERATURE REVIEW

### Local government

Regional Government according to Law Number 23 of 2014 concerning Regional Government is the administration of government affairs by the regional government and regional people's representative councils according to the principle of autonomy and co-administration with the principle of autonomy as wide as possible within the system and principles of the Unitary State of the Republic of Indonesia as - referred to in the 1945 Constitution of the Republic of Indonesia. Law Number 23 of 2014 concerning Regional Government in Article 9 explains that government affairs consist of absolute government affairs, concurrent government affairs, and general government affairs. Under Law Number 23 of 2014 concerning Regional Government, it appears that the administration of regional government affairs related to regional development planning is a mandatory government affair and is related to basic services. This indicates that local governments are expected to be able to develop potential resources for the realization of regional development that is based on justice and is environmentally sound for the sake of a prosperous society.

### Regional autonomy

Under Law Number 23 of 2014 concerning Regional Government, Regional Autonomy is defined as the authority and responsibility of the regional government in running its regional government and the interests of its people within the system of the Unitary State of the Republic of Indonesia. The main objective of regional autonomy is basically to improve people's welfare. This is in line with the opinion expressed by (Sabarno, 2007) which explains that regional autonomy is the most appropriate choice in achieving an increase in people's welfare which is democratic in the conception of the Unitary State of the Republic of Indonesia.

Based on this statement, it can be

concluded that the purpose of regional autonomy is the granting of authority to regions which are expected to be the starting point for the implementation of regional government that can appreciate the interests of the community for the realization of the general welfare. Another perspective, the purpose of regional autonomy is to increase the capacity and competence of local governments in exercising their authority to increase independence both politically and fiscally.

### Collaborative Governance

Definition of collaborative governance according to (Ansell & Gash, 2007), is an arrangement that regulates one or more public institutions that are directly involved with non-public stakeholders in a formal, consensus-oriented, and deliberation collective decision-making process aimed at making or implementing public policies or managing public programs or assets. Government collaboration emerged as a response to the dynamics of the need for the provision of public services that are increasingly complex and independent, as well as the low level of human resources owned by the government and the high cost of implementing a program. The involvement of other parties from the community, private, and NGO sectors is an important element in the provision of public service facilities. Opinions expressed by Freeman in (Ansell & Gash, 2007) states that stakeholders must be involved in all stages of the decision-making process, although the highest authority lies with public actors, all stakeholders have the same responsibility for policy outcomes. Because the purpose of the collaboration is to reach a level of agreement between stakeholders. Connick in (Ansell & Gash, 2007) stated that collaboration is one of the solutions to problems involving government and community actors. Furthermore, collaborative governance is also defined as a process for establishing, directing, facilitating, and supervising sectoral organizational plans in dealing with public policy problems that cannot be resolved by only one organization.

All stakeholders must work together because when the government has governed collaboratively, it will bring a governance system that involves various parties to avoid

the high cost of providing public services, expand democratic participation, and restore rationality to public management. Collaborative governance emerged as an institutional approach to overcome the problems faced by the public.

### **Regional Development Concept**

The concept of development is usually embedded in the context of the study of a change, development here is defined as a form of planned change; every person or group of people will certainly expect a change that has a better or even perfect form than the previous situation; To realize this hope, of course, must require a plan. The planned development is perceived as a more rational and orderly effort for the development of communities that have not or are just developing. (Subandi, 2011) The development according to some experts is: development according to Rogers (Arifianto & others, 2011) is a useful change towards a social and economic system that is decided as the will of a nation. Further according to WW Rostow (Halim, 2004) development is a process that moves in a straight line, namely from underdeveloped communities to developed countries.

Development, in general, can be interpreted as an effort to improve the standard of living of the community in a better direction by continuously analyzing regional development. (Anggara & Sumantri, 2016) defines development as a process by which community members increase their individual and institutional capacities to mobilize and manage resources to produce sustainable improvements in the quality of life by their aspirations. Regional development is development. everything is prepared and implemented by the regions, from planning, financing, implementation to accountability. In this case, the region has the right to autonomy (Mahi et al., 2017). Development is essentially a process of transforming society from one situation to another which is closer to the desired social order; In the transformation process, two things need to be considered, namely continuity and change. The attraction between the two creates dynamics in the development of society.

### **Regional Development Planning**

Planning is a very important activity in the development process. Winston Churchill, a

strategist in World War II said that "if you fail to plan, you must not fail". Failure to plan is the same as we plan as much as we plan failure itself (Nugroho, 2011). Rational planning In view (Faludi, 2013), which consists of procedural and substantive theory. Where procedural theory should have a larger portion in carrying out its functions. Meanwhile, substantive theory supports the procedural theory. However, in reality, substantive theory plays a more important role through analytical methods that are absorbed by procedural theory. Faludi considers substantive theory to be a concern that can be seen directly from social science where the role of community participation is prioritized. From the above thoughts (Faludi, 2013) that in theory development planning often tends to be procedural rather than supportive. Planners in the government do not realize that they are heavily influenced by procedural or technocratic theories which often ignore substantive planning. This condition will have an impact on the content of planning that is less responsive and touches the real needs of the community, in its implementation it also does not involve community participation. Therefore, in practice, it should not be separated. Rather, it is hoped that it will form a description which Faludi (Faludi, 2013) this is called effective planning.

The emergence of the idea of regional development planning stems from the perspective of (1) which considers that national development planning is not effective enough to understand the needs of residents living in an administrative area in the context of regional development. According to this view, regional development is only developed by the central government in the regions so that people in the regions cannot access the public decision-making process for self-determination and (2) the emergence of national government policies that provide broader authority. to local government administrators in the context of implementing decentralization policies (Sjafrizal, 2014). In the Regional Development Planning Training Module published by the Ministry of Home Affairs (2007), regional development planning defines the planning spectrum. The core community or source of the entire spectrum of development planning. The three broad categories in the scope of regional development are Social Development,

Economic Development, related to all building activities to improve the feasibility of their living place with the spectrum of development planning everything about them, including clean water, clean air, clean environment, facilities/technology, health, hygiene, pollution, disaster vulnerability, global warming, climate change, and so on.

### **Formulation of regional development planning**

Regional development plans are formulated in the following manner: First, transparently, namely opening up to the public's right to obtain correct, honest, and non-discriminatory information about the administration of local government while still paying attention to the protection of personal rights, groups, and state secrets. Second, responsive, namely being able to anticipate various potentials, problems, and changes that occur in the region. Third, efficient, namely achieving certain outputs with the lowest input or lowest input with maximum output. Fourth, effective, namely the ability to achieve the target with the available resources, through the most optimal method or process. Fifth, accountable, namely every activity and the final result of regional development planning must be accountable to the community. Sixth, Participatory is the right of the community to be involved in every stage of the regional development planning process and is inclusive of marginalized vulnerable groups of people, through special communication channels to accommodate the aspirations of community groups who do not have access to policymaking. Seventh, measurable, namely setting clear and measurable performance targets and ways to achieve them. Eighth, justice is the principle of balance between regions, sectors, income, gender, and age. Ninth, environmentally friendly, namely to realize a just and prosperous life without causing environmental damage in optimizing the benefits of natural resources and human resources. Tenth, sustainable, namely development that embodies the integrity of the environment as well as the safety, capabilities,

### **The regional development planning approach**

Process-oriented regional development planning, using a technocratic, participatory, political, and top-down and bottom-up

approach. The technocratic approach in regional development planning is implemented using scientific methods and frameworks to achieve regional development goals and objectives. Meanwhile, the participatory approach is implemented by involving various stakeholders. The political approach is carried out by translating the vision and mission of the elected regional head into a medium-term development planning document that is discussed together with the legislative. The top-down and bottom-up approach is the result of planning that is harmonized in development deliberations that are carried out starting from the village, sub-district, district/city area, province to the national area. Substance-oriented regional development planning uses the following approaches: First, holistic-thematic. The holistic-thematic approach in regional development planning is carried out by considering all elements/sections/activities of development as a single unit of potential factors, challenges, obstacles, and or problems that are interrelated with one another. Second, integrative. The integrative approach is carried out by uniting several authorities into one integrated process and with a clear focus on efforts to achieve regional development goals. Third, spatial. The spatial approach is implemented by considering the spatial dimension in planning.

### **Regional development plans and regional apparatus plans**

Regional development planning is carried out on regional development plans and regional apparatus plans. The regional development plan consists of the Regional Long-Term Development Plan (RLDP), Regional Medium Term Development Plan (RMDP), and Local Government Work Plan (LGWP). Meanwhile, regional apparatus plans consist of strategic plans (SP) for regional apparatus and work plans (WP) for regional apparatus. RLDP is an elaboration of the vision, mission, policy direction, and the main targets for long-term regional development for 20 years are drawn up based on the National Long-Term Development Plan (NLDP) and Spatial plans (SLP) The RLDP is an elaboration of the vision, mission, and programs of regional heads that contain objectives, targets, strategies, policy directions for regional development and regional finance, as well as regional and cross-regional

apparatus programs accompanied by an indicative funding framework for 5 years which is drawn up as guided by RLDP, Spatial plans (SPP) and NLDP.

The Local Government Work Plan (LGWP) is an elaboration of the RLDP which contains the design of the regional economic framework, regional development priorities as well as work and funding plans for 1 year which are prepared by referring to the Government work plan (GWP) and national strategic programs determined by the central government. The strategic plan of the regional apparatus contains development objectives, targets, programs, and activities in the context of implementing mandatory government affairs and or elective government affairs under the duties and functions of each regional apparatus which is prepared based on the RLDP and is indicative. The regional apparatus' work plan contains programs, activities, locations, and target groups accompanied by performance indicators and funding under the duties and functions of each regional apparatus, which are prepared based on the regional apparatus' strategic plan and Local Government Work Plan (LGWP).

### **Preparation of regional development planning documents**

Local governments under their authority shall prepare regional development plans with the following principles: they are an integral part of the national development planning system, carried out by local governments together with stakeholders based on their respective roles and authorities, integrating spatial plans with regional development plans and implemented based on conditions and the potential of each region, following the dynamics of regional and national development. The Regional Development Planning Agency (RDPA) coordinates, synergizes, and harmonizes with regional apparatus and stakeholders in the context of preparing the Regional Long-Term Development Plan (RLDP), Regional Medium Term Development Plan (RMDP), and Local Government Work Plan (LGWP). The preparation of the Regional Long-Term Development Plan (RLDP), Regional Medium Term Development Plan (RMDP), and Local Government Work Plan (LGWP) is based on e-planning. The regional apparatus prepares

the strategic plan and work plan of the regional apparatus. In the context of preparing the strategic plan and work plan, the regional apparatus coordinates synergizes, and harmonizes with RDPA and stakeholders. The preparation of the RLDP, RMDP, and LGWP is carried out in stages: preparation of the initial draft, and implementation of Development Plan Deliberation, formulation of the final design, and determination. Plan strategy and plan work of regional apparatuses are prepared in stages: preparation, preparation of the initial draft, drafting, implementation of regional/cross-regional apparatus forums, formulation of the final draft, and determination.

### **Regional Development Planning Agency Organization**

The Regional Development Planning Agency (RDPA) as a technical agency for regional development planning, has a very important role in any development planning. In addition, regarding the main tasks and functions of the Regional Development Planning Agency (RDPA) after the revision of Law Number 22 of 1999 to Law Number 32 of 2004 and the issuance of Law Number 25 of 2004 concerning the National Development Planning System, among others, coordination and synchronization of development planning. regencies/cities in particular across borders to realize regional development alignment by long, medium, and annual development plans. Under Law Number 25 of 2004 concerning the National Development Planning System, the National Development Planning aims to 1. Supporting coordination between development actors, 2 Ensuring the creation of integration, synchronization, and synergy between regions, between spaces, across time, between government functions, and between Central and Regional Governments. 3. Ensure linkage and consistency between planning, budgeting, implementation, and monitoring. 4. Optimizing community participation, and 5. Ensuring the achievement of efficient, effective, equitable, and sustainable use of resources. To carry out the main tasks mentioned above, based on its functions based on the domestic material regulation number 86 of 2017, namely: 1. Building a planning mechanism that can accommodate the needs of the poor 2. Building transparency in the budgeting process 3. Building a monitoring system and program

implementation and participation 4. Prepare program/project plans for the coming year 5. Implement ongoing programs/projects that are included in their duties and control programs/projects that are being implemented by relevant agencies/offices. 6. Controlling and evaluating the implementation of programs/projects in the previous year, in Gorontalo Regency, the duties and functions of RDPA have been regulated in Regional Regulation Number 2 of 2016 concerning Planning, Implementation of Development, Utilization and Utilization of Rural Areas.

### **Organizational Ability**

according to (Mackay, 2010) It is explained that capability is the ability to properly utilize the resources owned within and within the organization, as well as self-potential to carry out certain activities or series of activities. At the same time, (Rangriz & Soltanieh, 2015) explains that capabilities represent what is known about the organization, what is good to do, and how the pattern of activity is useful. The ability to describe various intangible aspects of the organization as the focus of stakeholder attention, the brand of the organization that attracts people, and the culture that directs the behavior of its actors. Capability is the identity of the organization, shows the pattern of handling human resources, and is the main factor that determines the implementation of the organization's strategy. While the organization is a system of roles, the flow of activities and processes involves several people as executors of tasks designed to achieve common goals. An organization by (Mackay, 2010) is a relatively identifiable social entity, which functions continuously to achieve a common set of goals. (Viswesvaran & Ones, 2002) states that we are born into organizations, educated by organizations, and nearly all of us spend our lives working for organizations. Therefore it can be said that the organization is a consciously coordinated social unit with identifiable boundaries and works continuously to achieve a common goal or group of goals.

Referring to the explanation of the two capabilities & organizations above, (Dosi et al., 2000) stated in his book *The Nature and Dynamics of Organizational Capabilities* that organizational capability is a collection of

resources that perform tasks or activities in an integrative way. By utilizing technological resources to support human resources, in this case, it is necessary to integrate the functional capabilities that exist within the organization. integrated according to its purpose, to carry out a specific task, or some expected tasks. So that capability shows the organization's ability to use or explore its resources. according to (Saleh et al., 2013) the important foundation of organizational capability lies in humans as seen from 4 elements, namely, technical ability, administrative ability, conceptual ability, and communicative ability, from the description of the dimensions above, is directly related to human resources, but organizational capabilities are not only seen from human resources but must be supported by technological capabilities and financial capabilities. Meanwhile, in his view (Garratt et al., 2000) organizational ability can be understood as the ability of the organization to do or learn certain things. Organizational capability refers to the efficiency of problem-solving procedures applied in a particular field; the ability to apply knowledge and master technology, namely in the form of production and management methods, organizational intelligence, and customer requests. The same thing was expressed by (Sudarsono, 2011) that organizational capability is the capacity of the organization to place and utilize resources to fulfill the desires and results desired by the organization. Organizational capabilities require a variety of individual skills that are integrated with technology, equipment, and other resources.

### **Society participation**

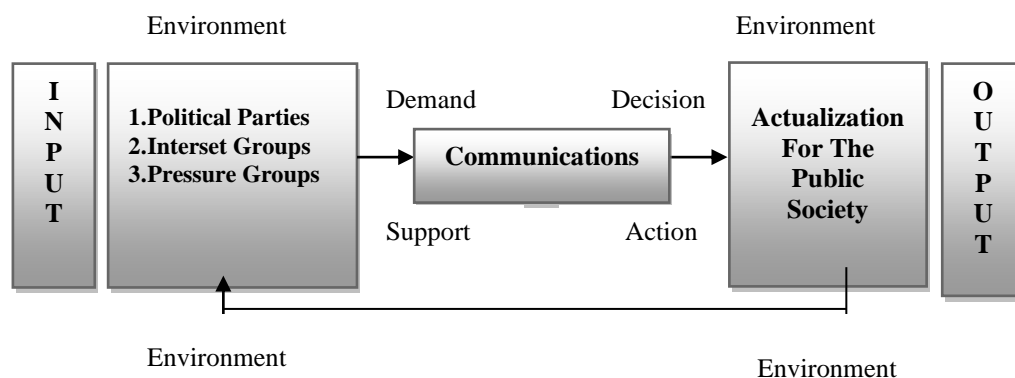
By involving the community in planning, formulating, and implementing certain policies, each program will be measurable and on target because the resulting program represents the interests of the community itself. In connection with the process of community involvement in development, of course, community involvement is very important in the process of governance. . Regarding the importance of participation in the government process as explained by Korten in his grandiose that "the importance of participation in various development processes so that development can be carried out to improve human dignity as stated in the basic idea of people-centered

development". Referring to Korten's opinion (Berman, 2016). Of course, like it or not, the government must involve the community in the government process. This not only facilitates the process of planning, formulating, and implementing a program but is also very important because it will determine the accuracy of a program. Other experts who reveal the importance of public participation in government are Burns, Hambelton, and Hogget. They point out the importance of participation as a strategy to channel people's aspirations in local government.

### Community Aspirations in Development Planning

Aspirations are defined as goals to achieve future success. Therefore, (Hamdi, 2014) explained that the aspirations of the community are a representation of development planning which should have a large place in the distribution of development budget allocations. But in view (Hamdi, 2014), it is not easy to unite the aspirations of various groups so that it is easy to budget, indeed the aspirations expressed by the community, in general, must be one of the considerations in providing recommendations regarding policies and development directions taken by the government.

Although people's aspirations are a reflection of democracy, they are not born just like that, but as a democratic country, political parties, interest groups, and pressure groups are an inseparable part of the life of the nation and state. (Maiwan, 2016) emphasizes the relationship between political parties and interest groups and pressure groups as organizations whose function is to articulate the interests and demands of the people. Similarly, political parties are often associated with interest groups or pressure groups. Public policy formulation is the result of continuous group struggle so that the government as a policy-making actor responds to group pressures, namely by bargaining, negotiating, and compromising on competing interests, demands from other parties. influential interest groups, political parties that are institutionally larger and able to influence all aspects The role in decision-making and policy is also the right and function of political parties themselves, while interest groups and pressure groups only represent certain groups. The political structure as an absorber of people's aspirations has an important role in the formation of public policies in society through the political system. This can be illustrated in System Theory,(Dye, 1992):



**Figure 1. Community Aspiration Patterns in System Theory Development Planning**  
Source: (Dye, 1992)

In this concept political activity is described in the illustration above. Whereas political party communication is a fundamental thing that will affect the community because political parties actualize people's aspirations in the form of party programs that will be fought for to answer the demands of community aspirations, the communication in question will be directly proportional to the feedback that appears in the community.

Political parties, interest groups, and pressure groups play a very important role in ensuring the viability of a political system. In this case, the three groups play an important role in articulating the aspirations of the community in development. Community political participation is the input in the form of community aspirations which technically can be regarded as demands and support.



### 3. METHOD

The type of research used in this research is descriptive with a qualitative approach. Kirk and Miller (Maleong, 2004) define qualitative research as a particular tradition in the social sciences that is fundamentally dependent on observing humans in their area and relating to these people in their language and terminology. according to (Zuriah, 2009) explained, descriptive research is research that is directed to provide symptoms, facts, or events systematically and accurately, regarding the characteristics of a particular population or area.

This study seeks to explore the capacity of local governments in planning development based on community aspirations, this study describes the ability of comprehensive and in-depth planning to absorb and manage community aspirations. Some other considerations refer to (Creswell, 2010) which states that qualitative research can be defined as a process for understanding social problems or human problems based on a holistic picture, reporting the views of informants in detail and scientifically structured. This research is natural as a source of data obtained directly, background of life, and processes of daily interaction, especially the technical team (from RDPA and some priority Regional Work Units (RWU), CSO (Civil Society Organizations) activists, and other elements from stakeholders. government interests.

### 4. RESULTS AND DISCUSSION

#### **The ability of Gorontalo RDPA in absorbing and managing community aspirations**

##### **Technical ability**

The Regional Development Planning Agency as the technical unit of the regional government responsible for regional development planning must make a real contribution to improving the welfare of the people in Gorontalo Regency, this contribution is realized by maximizing the capacity of RDPA to ensure the welfare of the community. aspirations are well accommodated because the support is to provide space. aspiration is technically needed to institutionalize the

coordination pattern for absorption of aspirations between the government and the community. So far, RDPA has facilitated development planning through deliberation on development planning as a forum for coordination between stakeholders, however, the forum has not been able to produce programs that truly meet the needs of the community. although in practice the community has made proposals they have not been absorbed. well in the development program.

Based on the facts above, the trigger for the management of aspirations has not gone well, allegedly due to the poor capacity of the RDPA apparatus, this is often indicated by the inability of the apparatus to identify, correct and provide input on community proposals. so that the quality of community proposals is low and difficult to absorb. Not only that, but other problems also emerged in the discussion of development planning forums where the dominance of the elite in delivering their programs was still very strong, even though the supervisory team appointed by RDPA had to be able to encourage the community to provide their opinions and opinions. ideas related to various development issues which in the end the principles of partisanship and justice did not appear in the implementation of the Development Plan Deliberation.

From the problems above, of course, the ability of the development administration apparatus has a strong relationship with the organizational capacity of RDPA in accommodating the aspirations of the community. Therefore, the apparatus must have knowledge and skills in managing forums, understand regional development issues and problems, and be able to build agreements between stakeholders. So far, the ability of the apparatus to collect information from the public and to arrange various conflicts of interest from various stakeholders during deliberation is difficult to carry out properly, this is because it is not supported by officials who have the ability in the field of development planning management. After all, most of the apparatus are in the Planning Agency. The development of Gorontalo Regency is more than in other social science fields.

### **Administrative Skills**

Administration plays an important role in the process of implementing development. The administrative functions carried out by the Gorontalo Regency RDPA can be assessed from its ability to recognize community needs and develop public service programs according to community needs and aspirations. Various formats are used by the Gorontalo Regency RDPA organization to bring together the aspirations of the community from below with the proposals for development programs from government agencies, either through public consultation forums to development planning deliberations. people.

However, the administrative capacity of RDPA in absorbing the aspirations of the community must be further improved, because so far many parties think that the services provided by the RDPA Organization still ignore the aspirations, needs, and expectations of the wider community. Based on the facts on the ground that the community wants the process of conveying aspirations in the form of services that are fast, precise, transparent, and easily accessible, at the same time the RDPA organization must also ensure that aspirations can be well accommodated in the regions. development plan. Currently, the Gorontalo Regency RDPA in improving its services has utilized information technology to simplify the administrative process, various online applications have been launched to accommodate various aspirations from the community, it's just that not all of them received a positive response from the Gorontalo RDPA. community, this is due to the slow response of other online applications. Following up on various aspirations that have been conveyed, the slow response of the application is shown by the apparatus handling the system, the level of proficiency is still very limited, where the apparatus initially manages data which usually uses the administrative pattern manually, then shifts to other online management which demands extraordinary speed. from its officers to carry out analysis and analysis in channeling the aspirations of the community in all fields, thus making the apparatus so slow in adjusting to environmental conditions. work. at this time, which in the end makes the service of the aspirations of the community less quickly handled.

### **Conceptual ability**

When working in the field, Bappenas organizations are often required to be able to analyze the development of the situation or the community environment to fully actualize the needs and aspirations of the community. Therefore, the conceptual ability of RDPA is very valuable in sharpening the aspirations of the community in implementing development planning. It's just that the use of conceptual skills as a knife to sharpen aspirations has not been able to run optimally, this is because RDPA officials have not been able to analyze proposals comprehensively in developing activities that have an impact on the community.

Conceptual efforts have been made by the RDPA Organization, such as dividing Gorontalo Regency into 4 zoning by looking at the social conditions of the community and the potential of the area consisting of several sub-districts, the first zoning is more focused on food-producing centers, the second as a trading center, three fisheries producing centers, and the fourth as a livestock production center. However, in the implementation of zoning distribution to the community, there are still many obstacles that are not optimal in their implementation. The discrepancy between community proposals and regional potentials triggers the concept that the RDPA organization is not running well, this is because many officials assigned to RDPA have not been able to classify and assess aspirations that are truly beneficial to the community by adapting them to existing ones.

### **Communication skills**

The communication ability of the Regional Development Planning Board is one of the determinants of development programs, communication skills are needed to bridge the mediation process between the interests of the community and the government and other stakeholders. To reconcile these various interests, the role of communication as a mediating tool is needed so that development continues under common control. Until now, the communication carried out by the Gorontalo Regency RDPA in absorbing aspirations is still faced with various problems, both coming from the attitude of the community who always demands what they want and conflicts of interest from different

parties.

Referring to the problems above, the RDPA of Gorontalo Regency must provide solutions to each problem and introduce new ideas and discoveries from the community to become a source of strength and potential to support successful development, by assigning officials to carry out planning activities and socialize with the community. public. It's just that the above efforts are not supported by officials who have good communication skills, this can be felt by the community where the messages conveyed by the officials about development programs are sometimes not clearly understood by the community, giving rise to messages that are interpreted by the community. Therefore, carrying out planning not only requires planning apparatus who understand the techniques and methods used but also can communicate verbally. Currently, there are still many officials who are relied on by RDPA who are not able to play a role in providing understanding between stakeholders during dialogue, so that officials who go to the field are very valuable because they have not been able to encourage people's aspirations. Community. Therefore, as officers who are at the forefront of public services, ideally, they should have the ability to communicate verbally because they are the ones who interact a lot with stakeholders. Inhibiting and supporting factors. The ability of Bappenas to absorb the aspirations of the people in Gorontalo Regency. so that officials who go to the field are very valuable because they have not been able to encourage people's aspirations. Community. Therefore, as officers who are at the forefront of public services, ideally, they should have the ability to communicate verbally because they are the ones who interact a lot with stakeholders. Inhibiting and supporting factors. The ability of RDPA to absorb the aspirations of the people in Gorontalo Regency. so that officials who go to the field are very valuable because they have not been able to encourage people's aspirations. Community. Therefore, as officers who are at the forefront of public services, ideally, they should have the ability to communicate verbally because they are the ones who interact a lot with stakeholders. Inhibiting and supporting factors. The ability of Bappenas to absorb the aspirations of the people in Gorontalo Regency.

## **Supporting factors**

### **RDPA has broad authority in coordinating with stakeholders**

The authority of Gorontalo Regency RDPA in coordinating with stakeholders in the regional development planning process makes it easier for RDPA to coordinate community aspirations. The form of coordination that has been established is shown by exchanging information and providing information between interested parties during coordination meetings, on the sidelines of these activities RDPA always provides input on the wishes and aspirations of the community which must be considered. On this occasion, RDPA can absorb ideas, concepts, concepts, from other stakeholders to align with community aspirations regarding development, with the authority that RDPA can directly provide input related to appropriate development programs for the community and the region for the future.

### **Information Technology Availability**

Advances in information technology have helped the RDPA of Gorontalo Regency in channeling community aspirations into the development process so that the government through this information system has high hopes for properly accommodating people's aspirations. The availability of information technology can also facilitate public services for every government agency in identifying directly the wants and needs of the community. The manifestation of the development of development planning information technology is the emergence of several other online applications that have been implemented by the Gorontalo Regency RDPA organization whose function is none other than as a means of reporting public aspirations, these applications include E-planning and the application of community aspirations reports that can facilitate RDPA in data collection. . people's aspirations. As an application work process, the public can easily express their aspirations without going through a convoluted process, the government can find out the aspirations and complaints of the community quickly and accurately.

### **There is stakeholder participation in programming**

The existence of a process of

interaction, communication, and discussion in absorbing community aspirations is evidence that development planning activities in Gorontalo Regency cannot be separated from the involvement of stakeholders, the participation of these stakeholders to produce aspirations that are beneficial to the community, to achieve quality aspirations, RDPA Gorontalo Regency as the coordinator of development planning activities in the region utilizes development planning deliberation activities as an interactive medium for all stakeholders to determine development programs. The presence of representatives from agencies and the legislative, as well as representatives from the community, has a higher level of influence.

### **Barrier Factor**

#### **The low ability and skills of the apparatus**

It seems that the creativity and response of the Gorontalo Regency RDPA apparatus in capturing community aspirations is still the concern of various parties, the form of the apparatus' ability to recognize community needs has not shown a good portrait, where the apparatus' ability to recognize community needs has not shown a good portrait. the apparatus to unify, integrate and integrate various components in the design of regional development activities has not been seen. good enough so that the programs that are prepared are not sensitive to the needs of the village, and the skills of the apparatus in identifying programs, both very urgent programs, those that are prioritized, and those that are not, are still very weak. so development is uneven. The apparatus owned by the RDPA organization in supporting the activities of the development process is still lacking, while the need for the number of functional development planning personnel in each sector is quite large. Among other things, the level of education, training, and work experience is minimal so that it cannot be supported so that the proposed program/activity as a source of community welfare has not been realized properly. Of the 19 sub-districts and 205 villages, when compared with the readiness of RDPA's current apparatus, it is indeed very minimal in compiling various proposals from various stakeholders, judging by the number of planning apparatus owned by RDPA. The

RDPA organization according to its content area is 5 people, while the operational data of the staff is 2 people,

#### **Political intervention from the authorities**

RDPA itself as the unit responsible for coordinating, synergizing, and harmonizing proposals from various parties has attempted to carry out various stages of development planning deliberations, but these deliberations are considered by the community only as a "formality" or as a means to legitimize plans that involve the community. various parties often with their power force an activity to be included in the budget, because in general the aspirations of the people after occupying the top of the government are often trimmed, and often replaced by programs resulting from infidelity between the authorities, this power of political intervention makes the RDPA organization move. very limited, only as a technical administrator, cannot influence the results of decisions because the structure and work procedures are still under the auspices of the executive or regent. The existence of an independent RDPA organization does not have to depend on government leadership, this condition puts the RDPA organization in a system that will always be faced with various pressures from the authorities.

#### **Elite domination in the regulatory program**

The strong interests of the elite often dominate proposals in the Development Plan Deliberation, the delivery of public aspirations through the Development Plan Deliberation forum is still dominated by certain stakeholders in conveying their aspirations, so that it often creates inequality in conveying aspirations which at the end of the Development Plan Deliberation implementation does not go well, the implementation of planning still contains elements of political intervention. strong political power, so that RDPA's space is very limited only as a technical organizer, cannot influence the results of decisions because the structure and work procedures are still under the shadow of the executive or regent. Likewise, the community cannot do much because the domination of the political elite or rulers is still very dominant in determining development program policies. This tendency is seen in the discussion of the implementation of development planning deliberations, where certain elite elements who influence decision-

making are increasingly active in delivering their programs. In the end, the decisions made were no longer through a balanced deliberation process so many of the programs produced did not reflect the aspirations of the community.

### **RDPA's low ability to identify quality proposals**

The RDPA's low ability to identify quality proposals makes it difficult for people to absorb proposals needed by the community. RDPA has difficulty selecting the number of

proposals submitted because each proposal has its elements, namely needs, desires, and even interests. The lack of knowledge and the lack of knowledge of the apparatus in selecting proposals properly have made the resulting program not meet the needs of the community. From the results of this study, the researcher provides recommendations in the form of a recommendation model for the organizational capacity of Bappenas in absorbing community aspirations in regional development planning. The recommended model is as follows:

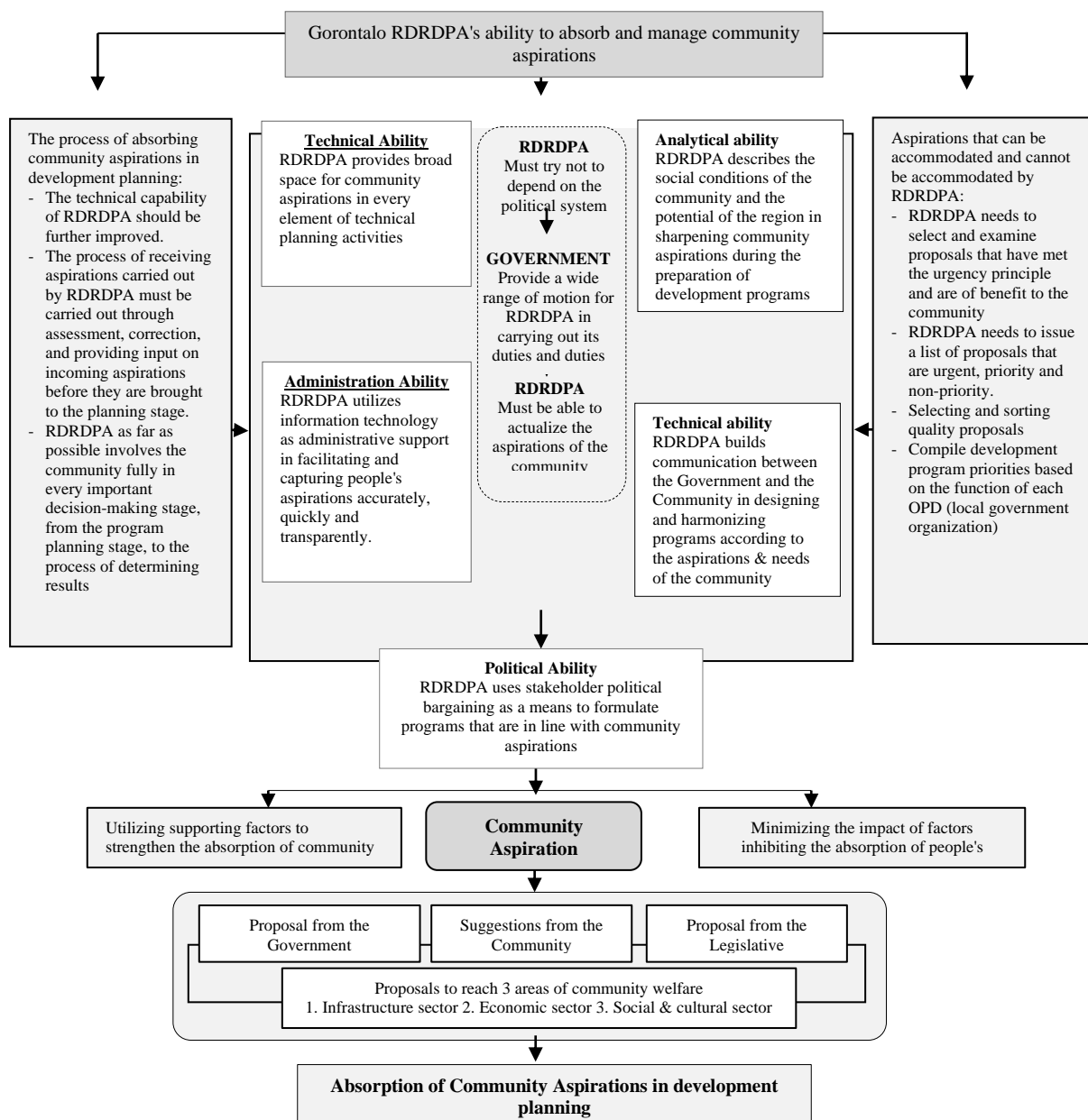


Figure 2. Recommendation Model for the ability of Regional Development Planning Boards to Absorb and Manage Community Aspirations in Development Planning

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## 5. CONCLUSION

The ability of RDPA to absorb the aspirations of the community, which has been carried out technically, administratively, conceptually, and in communication, has been implemented by RDPA in the development planning process, however, so that the aspirations of the community can be accommodated properly. the local government's work plan is still shrouded in many problems, such as the weak ability to develop public service programs that are following the needs and aspirations of the community. This problem occurs because the Gorontalo Regency RDPA has not been supported by officials who have adequate skills in development planning so that the development carried out does not materialize as desired. not all officials have the ability to identify and solve problems in regional development planning, especially in the aspirations of the people. The lack of planning apparatus that has potential by the field of development planning makes utilize apparatus with other social science fields to anticipate vacancies because most of the potential apparatus have been transferred to other agencies, not to mention the placement of officers who have not met good expectations. Namely, from the level of education, training, and minimal work experience that triggers the inaccuracy of officials in carrying out their duties, which in turn has a major impact on the organizational capacity of RDPA both technically, administratively, conceptually, The lack of planning apparatus that has potential following the field of development planning makes RDPA utilize apparatus with other social science fields to anticipate vacancies because most of the potential apparatus have been transferred to other agencies, not to mention the placement of officers who have not met good expectations.

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