

**COMMUNITY PARTICIPATION AND SUSTAINABLE
DEVELOPMENT: AN EVALUATION OF PARTICIPATORY
PLANNING STRATEGIES IN MEDAN CITY****Bona Manuel Tarigan Sibero^{1*}, Humaizi², Heri Kusmanto³, Hatta Ridho⁴**^{1,2,3,4}Doctoral Program in Development Studies, Universitas Sumatera Utara, Dr. T. Mansur
No.9, Padang Bulan, Medan***Email:** bonamanuel@students.usu.ac.id**ABSTRACT**

This study aims to evaluate the effectiveness and impact of the Participatory Planning Strategy in community empowerment in Medan City. Using a qualitative approach with an exploratory research type, data was collected through a literature study, in-depth interviews, focus group discussions, and participatory observation. Data analysis was conducted inductively based on conceptualization, data coding, and interpretation of meaning. The results show that community empowerment planning strategies in Medan City's urban villages are conducted in a participatory manner through the Development Planning Conference. Community participation in this planning process ensures the relevance and accuracy of development plans, increases ownership and responsibility for development outcomes, and accommodates local needs. Implementation of the Kelurahan fund policy is carried out in accordance with existing regulations, with the Lurah as the main coordinator. It involves the community in the implementation of empowerment activities, such as training and socialization. Evaluation is carried out through accountability reports that ensure transparency and accountability in the use of funds. This participatory approach is effective in encouraging community participation and self-reliance and supporting sustainable development in Medan City's urban villages.

Keyword: City, Community, Empowerment, Participation, Planning, Strategic.**INTRODUCTION**

Development in Indonesia is mandated by the 1945 Constitution, which aims to protect the nation, promote public welfare, educate the nation's life, and participate in implementing world order. This development includes political, economic, socio-cultural, and defense-security aspects (Prasetya et al., 2022). According to Affifudin (2010), development is an effort to build a society or nation as a whole for the welfare of the people. States that development is a change towards the desired social and economic system of the nation (Harun & Ardianto, 2011). Midgley (2013) emphasizes that economic improvement and community development approaches are the main mechanisms for improving health and nutrition in many countries, supported by national sectoral programs related to health, education, housing, and social welfare. Development should be planned sustainably and involve communities in various sectors to even out development, improve welfare and living

Proceeding 2nd Medan International Economics and Business

Volume 2, Issue 1, 2024

“Human Resource Transformation and Collaborative Innovation to Build Independent and Competitive Business in the Digital Era”

standards, and optimize natural and human potential (Yusoff, 2020). Emphasizes the importance of local community conditions and culture in responding to development, with the main focus on improving welfare. Regional autonomy was granted through Law No. 32 of 2004, which was later replaced by Law No. 23 of 2014 and Law No. 9 of 2015. This autonomy aims to accelerate community welfare through the granting of broad, real, and responsible authority in the regions, as well as avoiding the practice of corruption, collusion, and nepotism. The principles of democracy, equity, justice, and the development of regional potential must be considered.

Kelurahan, as the smallest unit of government, has the authority to regulate and manage community interests based on local origins and customs, as regulated in PP No. 17/2018. Kelurahan plays a direct role in managing and improving the quality of community life by strengthening Kelurahan's management and budget. The Kelurahan Fund, which is regulated in the 2019 and 2020 State Budget Laws, is an allocation of funds from the State Budget to improve the performance of urban villages and overcome jealousy towards villages that receive the Village Fund. These funds support the development of facilities and infrastructure as well as community empowerment in urban villages and are implemented in ministerial regulations governing the distribution of these funds. The budget management process in urban villages involves planning from the urban village level to the city, with the allocation of funds channelled through a set mechanism (Wu et al., 2018). An example of this implementation can be seen in Medan City, where urban village funds are used for the development of facilities and infrastructure as well as community empowerment, with strict monitoring and evaluation to ensure the effective and efficient use of funds. Community participation in the empowerment and development process is crucial (Thamrin et al., 2022). The development planning deliberation (Musrenbang) is the main forum for agreeing on annual activity plans involving all stakeholders. However, the practice of Musrenbang needs to be optimized to produce appropriate solutions to existing problems. This research aims to evaluate the effectiveness and impact of the Participatory Planning Strategy in community empowerment in Medan City. By focusing on participatory efforts in the development planning process at the Kelurahan level, this research aims to understand the extent to which community participation has improved the relevance, accountability and sustainability of development programs. Through in-depth analysis of the experiences of communities, stakeholders, and local government, this research will provide insights into the factors that support or hinder the successful implementation of such participatory strategies, as well as provide recommendations for further improvement and development in community empowerment efforts in Medan City.

METHOD

This research uses a qualitative approach with an exploratory type of research. A qualitative approach is a research procedure that produces descriptive data in the form of written or spoken words from people and observable behaviour. Qualitative research has natural characteristics as a direct data source, is descriptive, and emphasizes the process more than the result. Analysis in this research is done inductively and focuses on meaning (Moleong, 2017; Creswell & Poth, 2018). The research location is in Kelurahan in Medan City, selected based on consistency, development, and uniqueness in the implementation of

facilities and infrastructure development programs and community empowerment. Medan, as the capital city of North Sumatra Province, was chosen due to data availability and ease of access. Research informants include the Medan City Government, Kelurahan officials, the Kelurahan Community Empowerment Agency, beneficiaries, and relevant experts. Informants may develop according to the needs of the research in the field. Data collection techniques in this research include literature and documentation studies, in-depth interviews, focus group discussions, and participatory observation. Interviews were conducted in a semi-structured manner to obtain in-depth information. Participatory observation allowed the researcher to get an inside view of the research object. Focus group discussions were designed to elicit more specific information. A literature study was used to obtain existing knowledge about the problem under study. Data analysis was conducted using techniques developed by W. Lawrence Neuman (2014). The analysis process involved conceptualization, data coding (including open coding, axial coding, and selective coding), and outcroppings. Conceptualization begins with data collection and organizing the data into categories based on similar themes, concepts or features. With this approach, the research is expected to provide an in-depth understanding of community empowerment in Medan City's urban villages through comprehensive and systematic qualitative analysis.

RESULTS AND DISCUSSION

Strategic Planning for Community Empowerment in Kelurahan Kota Medan

Strategic planning is a leadership instrument that determines an organization's future goals and objectives and the steps to achieve them. Strategic planning as part of strategic management serves to clarify goals and objectives, select policies, obtain and allocate resources, and create guidelines for translating organizational policies (Sembiring & Nasution, 2024). In the context of community empowerment in Medan City Urban Village, this planning strategy is carried out in a participatory manner, which means that the community is actively involved in the planning process. This participatory strategy is applied because the community is the one who knows best about the problems and needs of their area (Roberts, 2015). By involving the community, the planning process becomes more relevant and accurate. Community participation also fosters a sense of ownership and responsibility for development outcomes. This is important because the community is the end user of the development results. Community participation also contains a dimension of distributing power, allowing the lower classes, who usually need to be accommodated in economic and political processes, to be involved in planning. This strategy creates space for communities to determine how information is disseminated, goals and policies are formulated, and programs are implemented (Huang et al., 2019).

This participatory planning process is realized through the Development Planning Conference (Musrenbang). In Musrenbang, community ideas and ideas are discussed and agreed upon in a forum. Musrenbang, as a bottom-up planning mechanism, ensures that development is done by the people and for the people (Anindito et al., 2020). Based on an interview with the Head of Asam Kumbang Village, community empowerment planning refers to proposals from the community with the principle of advancing the community. This means that the community plays a role as the manager of planning, from problem identification, local potential, resource utilization, plan preparation, and proposal to

Proceeding 2nd Medan International Economics and Business

Volume 2, Issue 1, 2024

“Human Resource Transformation and Collaborative Innovation to Build Independent and Competitive Business in the Digital Era”

evaluation. The government, in this case, acts as a facilitator and source of funds. This participatory approach is supported, which states that there are two perspectives underlying the development paradigm with a bottom-up or participatory approach (Isidiho & Sabran, 2016). First, it involves local communities in the selection, design, and implementation of programs or projects that will affect their lives, ensuring that local perceptions, attitudinal patterns, values, and knowledge are fully considered. Second, it provides feedback on programs or projects that are an integral part of development activities.

The objectives of applying the bottom-up approach in the development phase include:

1. Include all interest groups in every stage of the village development process.
2. Fostering a sense of community ownership at each stage of the development process.
3. Appreciating community initiatives in every stage of the village development process.
4. Encouraging community independence in overcoming problems in their neighbourhood.

This research reveals that the implementation of the bottom-up approach in community empowerment planning in Medan City urban villages is carried out in stages. The Kelurahan government prepares community empowerment planning through the Musrenbang forum, which involves all relevant elements. Aspirations and proposals for community empowerment program plans submitted by the community are discussed by taking into account the priority scale so that the programs determined are truly in accordance with the urgent needs of the villagers in general. Decision-making on the determination of community empowerment program plans in the Musrenbang forum is carried out democratically after considering all proposals and aspirations that develop during the deliberation process. The bottom-up approach to urban village development planning in Medan City has successfully encouraged community participation in implementing development in their areas. Community empowerment programs that are planned using the bottom-up approach are always accepted and supported by community participation in their implementation. This shows that bottom-up community empowerment planning is effective in encouraging community participation in urban village development.

Implementation of Community Empowerment in Medan City Urban Villages

The implementation of the urban village fund policy is an integral part of the management of the main activities of the urban village, namely infrastructure development and community empowerment. The basic provisions for managing activities in urban villages are regulated in Permendagri No. 130/2018 concerning Activities for the Development of Urban Village Facilities and Infrastructure and Community Empowerment. To emphasize this provision, the Minister of Home Affairs issued Circular Letter (SE) No. 146/2694/SJ as a guideline for the implementation of the Permendagri and as a regional reference in preparing, implementing, and completing activities at the Kelurahan level. In the implementation of the budget, the Lurah is designated as the Budget User Authority (KPA) through a Decree of the Regional Head. The Lurah, as the KPA, appoints the Subordinate Financial Administration Officer (PPK) and the Technical Implementation Officer (PPTK) through a KPA Decree. The regional head determines the Substitute

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Expenditure Treasurer (BPP) on the proposal of the Lurah as KPA through the Regional General Treasurer (BUD). Activity implementation is the stage of budget execution according to the type of activity prepared in the budget implementation list. The Lurah, as KPA, coordinates the implementation of financial management and activities with the PPTK, PPK Pembantu, and BPP. In implementing activities, the Lurah is supported by the head of the ward, community empowerment institutions, and other community institutions to implement programs according to the types of activities in the field of community empowerment.

The implementation of empowerment in Kelurahan Kota Medan tends to be carried out in a self-managed manner, which provides its advantages because Kelurahan can use labour from residents. This empowers the local community and provides them with additional income. For example, in Kelurahan Sari Rejo, the empowerment program includes training in making flower bouquets from felt and other materials. These bouquets are in demand by teenagers and are used as gifts or symbols of congratulations. This type of training was chosen because the raw materials are affordable and easy to obtain, the manufacturing process takes little time, and the training has high economic value. In Kelurahan Lalang, community empowerment programs were chosen based on community demand, such as training in corpse management, which includes Bilal Jenazah, how to bathe a corpse and other processes. This training is important because very few people master the knowledge of funeral arrangements, even though in Islam, this is fardhu kifayah. By conducting this training, the community can better follow the teachings of the religion. Meanwhile, in Kelurahan Kwala Bekala, socialization or counselling on the Neighborhood Security System (Siskamling) was conducted in response to the declining level of security. This socialization involved the community, community leaders, and the head of the neighbourhood (Kepling). Based on an interview with Edi Gurnawan, Head of Kelurahan Sari Rejo, community empowerment activities were in accordance with the budget implementation list that had been prepared previously. The budget was realized for training activities and socialization in the community. Socialization is carried out to provide clear and complete information to the community so that they know and understand the activities that will be implemented. The community can obtain information directly from the urban village office, urban village social media such as Facebook and Instagram, and the neighbourhood head. In Kelurahan Asam Kumbang, social media such as Facebook and Instagram are used as a means of information so that the wider community can find out about programs or activities in Kelurahan. This shows the importance of transparency and information disclosure in the implementation of community empowerment.

Evaluation of Community Empowerment in Kelurahan Kota Medan

Monitoring, evaluation, and reporting are important stages in the supervision of the Kelurahan fund budget allocation. The Lurah and Bendahara Lurah are responsible for reporting on infrastructure development and community empowerment activities. This report includes details of activities and budgets, which are made after each activity is completed and compiled into an annual report. In the process of financial administration in Kelurahan, the PPTK executes activities according to the budget supported by the auxiliary expenditure treasurer. The PPK Pembantu verifies the accountability for the implementation

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of activities submitted by the auxiliary expenditure treasurer to the Lurah. Reports on the implementation of activities and budget realization sourced from village funds are submitted by the Lurah to the Regent through the sub-district head. The sub-district, as a Regional Apparatus Organization (OPD), provides guidance and supervision over the implementation of activities in the Kelurahan. Forms of guidance and supervision include facilitation, consultancy, and direct assistance to the Lurah in financial management. Supervision of the implementation of activities in the Kelurahan is carried out both directly and indirectly. Directly, supervision is carried out through guidance from the Kecamatan, while indirectly, it is carried out through written reports made by the Kelurahan. The Camat receives reports from the Lurah, which are then submitted to the Regent or mayor through the Government Section for evaluation. The Sub-district Head and the Government Section examine the report and verify it in the field to ensure that there are no irregularities in the implementation of activities in the Kelurahan. The evaluation is conducted through the Surat Pertanggungjawaban (SPJ), which contains information on activities, expenditure realization, implementers, and outputs. The inspectorate assesses the SPJ to ensure there are no irregularities. This evaluation is important to avoid irregularities and ensure the implementation of tasks in accordance with what is determined. Supervision is carried out both directly by the Kecamatan and the mayor and indirectly through written reports. This administrative evaluation process ensures transparency and accountability in the use of Kelurahan funds and is a form of accountability for Kelurahan to the government above.

CONCLUSION

This research shows that the community empowerment planning strategy in Medan City Urban Village is carried out with a participatory approach, involving the community in every stage of planning, implementation, and evaluation. This bottom-up approach is effective in increasing community participation and independence. Implementation of the Kelurahan fund policy is carried out in accordance with applicable regulations, with the Lurah as the main coordinator. Evaluation is conducted administratively through SPJ, ensuring transparency and accountability in the use of funds. This approach can improve community welfare and support sustainable development in Medan City's urban villages.

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Proceeding 2nd Medan International Economics and Business

Volume 2, Issue 1, 2024

“Human Resource Transformation and Collaborative Innovation to Build Independent and Competitive Business in the Digital Era”

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