Participative Planning for Regional Development Performance: Special Region of Yogyakarta Case Study

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Abstract.

Objective of this study is to describe a typology of participative planning that has good development performance. This study used the result of my previous study that develop quantitative indicators of participative planning and its alignment with spatial, development, and budget planning. In this study, qualitative research was carried out to deepen and expand the results of the research, using the multi value method of Qualitative Comparative Analysis (mvQCA) and cluster analysis. Qualitative data analysis was carried out in order to produce a participatory planning typology that takes into account the alignment of spatial planning, programs planning and budgeting. The results of the study, show that information technology-based planning is a participatory planning typology that produces good infrastructure and house settlement performance. The results of this study imply that in order to increase community participation and the alignment role of planning in improving regional development performance. the application of participative planning must be based on information technology. This research is expected to enrich the research methods and measurement methods used on similar topics.

Keywords: Participative planning, planning alignment, planning typology, qualitative comparative analysis, regional development performance

Introduction

To provide the best results for regional development, spatial aspects of planning, activities intend to be conducted on the land and space, and budgeting must be aligned and have high relevance among these three planning policies. Spatial planning leads to the setting of development targets, integration with budgeting and performance management systems (Morphet 2009, Portman 2011, Boddy and Hickman 2013, Buhr et al 2014, Nenkovic-Riznic et al 2016). However, empirical facts show the inconsistency of development planning (Andiana 2015, Nenkovic-Riznic 2016)

Planning should also gain participation of stakeholders and local communities to be actively involved in local economic growth. The voices of stakeholders must be taken into account since it is a key phase in planning theory, particularly in planning and involvement in the regional development decision-making stage (Low 2014, Tripplet 2015). The added value of participatory planning increased the efficiency and effectiveness of development management, enriching partnerships and increasing the capacity of development actors, expanding the scope of development activities, and encouraging the sustainability of development activities (Nurcholis 2009; Neshkova, M et al. 2012,) and ensuring greater assurance. ease of implementation and control of what has been planned (Rustiadi et al 2011).

Participatory planning is a necessity. Unfortunately, participatory planning has various problems that make it ineffective. Research related to the relationship between planning participation and performance does not produce full consensus but varied one (Kusakabe 2013; Rachman 2014). Human resource capacity as an input factor for participatory planning is still inadequate (Bahrainy and Manshadi, 2017) as well as participatory planning process in producing proposals as outputs that are needed by the community (Buckwalter 2014, Enserink and Alberton 2016, Joris de Vente et al 2016).

My previous study using quantitative indicators, regarding relationship between community participation and performance through the mediating variables of the alignment of spatial planning, development, and budget planning show that there is a positive significant relationship between community participation and development performance. This is due to the factor of qualified planning resources from the sub-district government within the DIY Provincial Government. However, when the planning alignment variable is included in the analysis, the relationship between the two variable becomes insignificant, as a result of inadequate community participation processes and results. The emphasis on procedural and rational planning negates the significant positive relationship between community participation and development performance (Tohom et al 2020).

Based on the relationship analysis, this study intend to describe participative planning typology that improve regional development performance, especially in infrastructure and housing sector. The research was conducted in the Special Region of Yogyakarta Province reckon in this province was awarded as the province with the best planning and was given the 2017 Pangripta Nusantara Award by the Ministry of National Development Planning/Bappenas. By examining this province, at sub-district level with totals 78 sub-districts, it is hoped that we could conclude participative planning typology that will improve regional performance.

1. Previous Research

Previous research related to participation in development planning used qualitative analysis to determine the form and degree of individual community participation (Muluk 2006). Literature studies as a criterion are then compared with the field data obtained through the questionnaire used to make conclusions on planning participation (Ternoway, 2003). Research related to the alignment of planning that has been carried out has merely conducted an analysis of the alignment of spatial planning documents and development programs, has not yet assessed the alignment of budgeting carried out by local governments. Research was carried out for the extraction of marine resources in Portugal, UK, and the United States (Portman, 2011), for biogas production in Germany (Buhr et al 2014), for tourism in Serbia (Nenkovic-Riznic et al 2016). Approach which is widely used in research related to these two types of planning documents is to analyze the content of development programs (Oliviera 2015). In Indonesia, the same approach has been carried out in the city of Bandung. The results of research by Andiana and Hendrakusumah (2015), by comparing the contents of program indications contained in the spatial planning document (Rencana Tata Ruang Wilayah - RTRW) and sectoral planning (Rencana Pembangunan Jangka Menengah Daerah) show that there is a mismatch for infrastructure development programs. However, the research has not yet assessed its alignment with local government budget allocations. This study utilized the results of measurement of quantitative and institutional level participation planning, as well as holistic measurement of planning alignment from spatial, development, and budget aspects.

Previous research related to the typology of participatory planning used spatial analysis of GIS data and field data, as well as Analytical Hierarchy Process technique in weighting the parameter of residential typology in waste management (Saribanon et al 2007). This study intend to broaden the methods by using multi value Qualitative Comparative Analysis (mvQCA) and cluster analysis.

2. Methodology

For the purpose of describing the typology of participatory planning, this study used the mvQCA method. The QCA method can overcome the weaknesses of quantitative methods that can provide an overview of general patterns, but cannot elaborate on the results in more detail (Gerrits et al 2018). The mvQCA method was chosen in this study because it can analyze ordinal data. Raw data related to variables of community participation and alignment of planning are transformed first (Fauzi 2019). This transformation through the use of thresholds is carried out with the help of the TOSMANA application version 16.1. Referring to the community participation research conducted by Broddy (2003), this study uses the high, medium, and low categories. For settlement infrastructure performance variables as an outcome, the transformation of the raw data uses Boolean data. A good performance score is given a number 1, and a bad performance score is given a score of 0.

The Qualitative Comparative Analysis model requires indicators that describe conditions and indicators that describe outcomes. Previous study regarding direct relationship between community participation and regional performance, show that all indicators of Community Participation Input are significant. This study

used SEM PLS for 2018 fiscal year. Those indicators are : the existence of a planning forum term of reference, planning staff, accompanying consultants, education level for sub-district officials, and community education level. Indicators of community participation process and results are insignificant. However, when the planning alignment variable is included in the analysis, suppressor effect happened (the effect of mediation which changes the significance of the relationship between variables). Indicators of community participation process and results become significant but community participation input indicators are insignificant (Tohom et al, 2020)

Data analysis for this purpose utilizes the results of testing the SEM model from the my previous study. From the significant indicators of the analysis of the relationship between community participation and the planning alignment, it can be seen that the sub-districts with a combination of conditions or indicators that produce good oucome. In this study, the outcome is the infrastructure and settlement performance score (PUPR performance score) which is calculated according to the formula specified in the Decree of the Mayor of Yogyakarta City Number 503 of 2018. The PUPR performance score is the average of the public works (PU) performance score and the housing sector performance score (PR).

Based on sub-districts with good PUPR scores, a cluster analysis was then carried out to determine the pattern of combination of conditions. In this study, an elaboration was carried out by analyzing the similarity of characteristics of a combination of conditions that resulted in a good development performance score. It is hoped that the elaboration results will produce a participatory planning typology that improves development performance.

3. Results and Discussions

3.1 Combination of Condition and outcome

The Qualitative Comparative Analysis model requires indicators that describe conditions and indicators that describe outcomes. This model will present various combinations of conditions that produce good outcomes. Indicators which are conditions are those derived from latent variables of community participation and planning alignment. The indicator of the community participation variable are the number of objectives of implementing the planning forum to be achieved, the first time the community was involved in the planning forum, the number of community groups involved, the number of techniques used to received input from the community, the amount of information provided to the community, the percentage of participants who asked questions. and the percentage of community proposals received. The percentage of the alignment of the spatial plan and the medium-term development plan as well as the percentage of the alignment of the strategic plan of the Public Works office with its work plan are two indicators of the planning alignment variable used as conditions in this model.

However, given that there were no significant differences in the indicators when the community was first involved in the planning forum and the amount of information provided to the community, they were not used in this analysis

Based on the results of data processing using mv QCA, a discussion was conducted which was an elaboration of two patterns or it could be said that the community participation strategy in planning. This approach is refers to the research of Busscher et al (2019). The results of the QCA analysis with the Multi value (mv QCA) approach using the TOSMANA ver 1.6 application show a combination of conditions with a good PUPR performance score (1) is presented in table 1.

No	Kecamatan	JL7an	JLKIp	CrMsk n	PsrtTan ya	TrmUsul	KR1	KR3	skor PUPR
1 Kalik	bawang Kulonprogo	1	0	1	0	1	0	0	1
	olo Kulon Progo	1	1	1	1	2	0	0	1
Sem 3 Yog	in Gn Kidul , Mantrijeron ya	1	2	1	0	2	1	0	1
4 Play	en Gn Kidul	2	0	0	0	1	1	0	1
5 Jetis	Bantul	2	0	0	0	1	2	1	1
6 Wor	iosari Gn Kidul	2	0	0	0	2	1	0	1
7 Paku	Jalaman Yogya	2	0	2	0	2	0	0	1
8 PAJ	ANGAN Bantul	2	1	0	0	0	2	2	1
9 Girir	nulyo Kulonprgo	2	1	0	0	2	0	0	1
10 Kasil	nan Bantul	2	1	0	0	2	2	1	1
	tul , Sewon Bantul igaluh Kulonprogo , Wates	2	1	2	0	0	2	1	1
Kulo 12 Yog	nprogo , Gedong tengen ya	2	1	2	0	1	0	0	1
13 Peng	gasih Kulonprogo	2	2	1	0	0	1	1	1
14 Sede	ayu Bantul	2	2	1	0	0	2	1	1
15 Nga	wen Gn Kidul	2	2	2	0	0	1	0	1
16 Jetis	Yogya	2	2	2	0	1	0	0	1
17 Tego	alrejo Yogya	2	2	2	0	1	1	0	1
e: Data	processed, 2018								

Tabel 1 Truth Table Analysis for Good Performance

The highest sub-districts in using information technology to obtain input from the community are those in Kulon Progo Regency and Yogya City. Therefore, the discussion was carried out in the districts of Samigaluh and Wates in Kulon Progo Regency and Gedong Tengen in the City of Yogya (number 12 from table 4).

Prime implicants in the cases in Samigaluh and Wates sub-districts in Kulon Progo Regency and Gedong Tengen in Yogya City are a combination of the number of objectives to be achieved from the implementation of a high implementation forum, the number of groups involved in the forum at moderate level, methods/ techniques the government gets input from the public at high level, a moderate percentage of accepted proposals. Although the number of participants asked questions in planning forum is low, and the alignment of the spatial plan with the development plan as well as the low alignment of strategic plans and performance plans of the PUPR Office. Each combination of conditions in the minimal number is called the prime implication. The prime implication which implies a fundamental condition which is not implied by others is called the essential prime implication. or vice versa referred to as the main implication which is not important (Thiem et al, 2013). This means, if the use of information technology is high and the involvement of the number of community groups is also high, the number of participants who make comments during the musrenbang and the planning alignment becomes less important.

The lowest sub-districts that use information technology, in this regard is social media, in obtaining input from the community are those in Bantul Regency. Therefore, the discussion was held in Jetis (number 5), or Pajangan (number 8), or Kasihan (number 10) sub-districts.

Prime implicants in the case in the Jetis Bantul sub-district are the number of objectives to be achieved from the implementation of the planning forum and the high alignment of spatial plans and development plans, as well as the percentage of proposals received, the alignment of strategic plans and performance plans of the PUPR Agency which is moderate even though the number groups involved in forums and government methods / techniques obtain input from the public.

Similar prime implicants (main implications) also occur in the case in Pajangan Bantul sub-district. The number of objectives to be achieved from the implementation of the planning forum, the alignment of the spatial plan and the development plan, and the alignment of the strategic plan and the high performance plan of the PUPR Office are important conditions. The involvement of the number of community groups, the number of ways / techniques the government obtains input from the community, the number of participants who ask questions in planning forums, and the percentage of proposals accepted are not the main important implications.

The same thing happened in Kasihan Bantul district. Prime implicants which are essential are the number of objectives to be achieved from the implementation of the planning forum, the percentage of proposals received, and the alignment of spatial plans and development plans. The involvement of the

number of community groups and the alignment of the strategic plans and performance plans of the PUPR Office is moderate at a moderate level. Meanwhile, the number of ways / techniques the government obtained input from the public and the number of participants who asked questions in planning forums were not the main important implications.

From the two planning patterns or models, it can be concluded that when a high number of community groups are involved with the use of information technology, the role of planning harmony becomes less important. On the other hand, when the number of groups involved in forums and government methods / techniques gets low input from the public, then the role of planning alignment becomes very important.

The information conveyed by the community through various information technologies is then processed by village and sub-district officials to be compiled. For planning for the fiscal year after the research period, input from the community is inputted by village, sub-district, and district/city officials in the planning application. Proposals that are planned to use APBD funds, for local government organizations in Kulon Progo Regency are input into the Planning Application System (Rencana-KU), JOGJAPLAN application in the City of Yogya using the which is integrated in the Jogja Smart Services (JSS) application, and SEPAKAT for Bantul districts. Proposed activities that will use the Special Allocation Fund, input into the e-planning application which is then integrated into the Krisna application.

Even though after the research period, districts/cities in the DIY province have been used planning software, public access to information that has been input into the software by government officials is still limited. The information obtained by the public is still general in nature, which is related to the number of activities and the value of the proposed activities. The public did not know the detailed information regarding the names and locations of activities that were included in the Budget. Only village, sub-district, and district / city officials have access to this kind of information.

3.2 Results of Cluster Analysis

The results of the QCA analysis with the multi value approach (mvQCA) using the TOSMANA ver 1.6 application show a combination of conditions with good PUPR performance scores (number 1), not good (0), and positive (3). Contradictory performance scores, in the Truth Table Analysis are marked C. This means that sub-districts with the same combination of conditions can produce different performance scores. There are sub-districts (kecamatan) that produce good scores, while there are other sub-district with a combination of the same conditions that produce poor performance scores. Spatial distribution, the results of the analysis are presented in Figure 1. There are 17 combinations of conditions from 22 sub-districts with good PUPR performance scores, as shown in table 1.

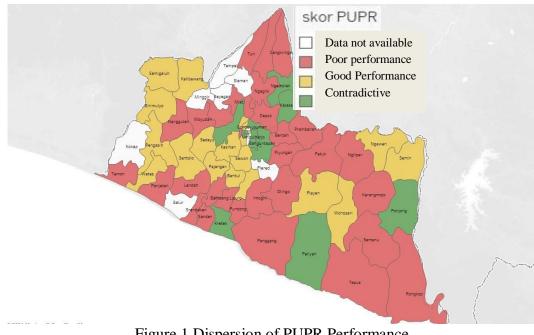


Figure 1 Dispersion of PUPR Performance

3.3 Participative planning typology

In order to obtain a participatory planning typology with good infrastructure performance for the 17 combinations of these conditions, a cluster analysis was carried out, namely grouping the sub-districts based on the similarity of condition characteristics. The method used is a non-hierarchical method. The number of clusters was determined as 3 units by referring to the 3 categories of ordinal values that were carried out during the mvQCA analysis. In line with the results of the analysis of the planning model using QCA, there are similarities in the conditions of indicators of ways/techniques of local government obtaining input from the community (CRMsKN), which is an activity of community involvement with the use of information technology and harmonization of planning (KR1 and KR3). Cluster 1 has the same character in the form of the use of Information technology which is lower than the average with a higher than average level of planning alignment. Cluster 2 has the same character as the opposite of cluster 1. The similarity of character in Cluster 3 is the use of information technology and the level of planning alignment is lower than average..

The results of the cluster analysis show that there are two main clusters. Cluster 1 has the same character in the form of the use of information technology which is lower than the average with a higher than average level of alignment of planning. Cluster 2 has the opposite character, namely the use of information technology which is higher than the average with a lower level of planning alignment. Cluster 3 cannot be considered as a typology, considering that the characteristics of community participation and the alignment of its planning are very different from other groups of sub-districts. From these two main clusters, two typologies of participatory planning were obtained based on the conditions of use of information technology in their respective districts. Sub-districts with high use of various online media with adequate human resource planning capabilities, can be involved in development planning more intensively, not only as a proposing activity. However, this does not apply to sub-districts that have not met these two conditions. The names of the sub-districts from each cluster are presented in table 2.

NO	CLUSTER 1	CLUSTER 2	CLUSTER 3
1	PAJANGAN Bantul	Ngawen Gn Kidul	Kalibawang Kulonprogo
2	Bantul	Semin Gn Kidul	Sentolo Kulon Progo
3	Jetis Bantul	Girimulyo Kulonprgo	
4	Kasihan Bantul	Samigaluh Kulonprogo	
5	Sedayu Bantul	Wates Kulonprogo	
6	Sewon Bantul	Gedong tengen Yogya	
7	Playen Gn Kidul	Gondokusuman Yogya	
8	Wonosari Gn Kidul	Jetis Yogya	
9	Pengasih Kulonprogo	Mantrijeron Yogya	
10		Pakualaman Yogya	
11		Tegalrejo Yogya	

Table 2 Sub-districts cluster

So we can conclude that there are two typologies of participatory planning can improve development performance, namely: 1) participatory planning with the use of information communication technology that is lower than average with a higher level of planning alignment; and 2) participatory planning of the use of information communication technology that is higher than average with a lower level of planning alignment

The sub=districts that are included in the first and highest typology in using information communication technology to get input from the community are those in Kulon Progo District and Yogya City. Therefore, further discussion was carried out in the sub-districts of Samigaluh and Wates in Kulon Progo District and Gedong Tengen in the City of Yogya (number 12 from table 2). In these three sub=districts, almost all information technology-based communication media are used to obtain input from the public. All of these 3 sub-districts use website, whatsapp, facebook, Instagram, and line to conduct two-way communication with public regarding development planning. Further analysis on *Prime implicants* of these sub-districts show that if the use of information technology is high and the involvement of the number of community groups is also high, so the number of participants who make comments during the sub-districts planning forum and the alignment of planning becomes less important.

Sub-districts that are included in the second and lowest typology in the use of information communication technology, related to social media, in obtaining input from the community are those in the

Bantul District area. Therefore, the discussion was held in Jetis (number 5), or Pajangan (number 8), or Kasihan (number 10) sub-districts. In general, these three sub-districts only use its official website to obtain input from and communicate with the community. Further analysis on *Prime implicants* of these sub-districts show that when planning alignment is high demanded for the district, number of community group and technique used to gain input is low.

From the typology of participatory planning, it can be concluded that when a high number of community groups are involved with the use of information technology, the role of planning alignment becomes less important. On the other hand, when the number of groups involved in forums and government methods/techniques gets low input from the public, the role of planning alignment becomes very important.

The implication of the description of the typology of participatory planning based on information technology is that a policy from the Mayor within the Yogyakarta Provincial Government is required to apply it to the three aspects of planning, namely spatial planning, development, and budgeting. The sub-district website and various social media owned by the sub-district office can be used to carry out participatory planning according to this typology. Planning officers at sub-district and district/city offices can use this media to provide information that is direction and guidance for the community in proposing activities. On the other hand, the community submits questions or suggestions through the same media, resulting in two-way communication and dialogue.

In implementing participatory planning according to this typology, one must pay attention to the character of the sub-district conditions with a good infrastructure performance score as a prerequisite for implementation. The prerequisite is related to the competence of the planners involved, namely at least an bachelor degree education or equivalent. The next prerequisite is the use of information technology through adequate website and social media. The application of this model should also be applied to development planning for activities that do require detailed and definite information about community needs, especially their basic needs.

The disruptive era, as marked by the current Covid-19 pandemic, requires the application of participatory planning based on information technology. This information technology must be accessible to the public so that they can participate in development planning in their region. The application of participatory planning based on information technology are not limited by time and space so that it can be applied to different fiscal years for different region, especially in the pandemic era and afterward.

Conclusions

There are two typologies of participatory planning that can improve development performance, namely: 1) participatory planning with the use of information technology that is lower than average with a higher level of planning alignment; and 2) participatory planning for the use of information technology that is higher than average with a lower level of planning alignment. Planning with adequate planning resource capacity and the use of high information technology is an essential factor. In this typology of participatory planning, the role of planning alignment becomes less important. On the other hand, with a low planning resource capacity, when the number of groups involved in forums and government methods/techniques to obtain input from the public, including the use of information technology, is low, the role of planning alignment becomes very important.

Strengthening the human resource capacity of planners and improving the process of community participation in development planning should be included in the policy of the regional head. Clearly and in detail, the guidelines for implementing the sub-districts planning forum that have been made so far should be refined by describing the steps of the planning model generated from this research. Thus, a district/city government policy within the special region of Yogyakarta area, should be formulated to: (1) improve the process of public participation through the use of information technology in the exchange of information; and (2) application of an integrated planning model based on community participation and information technology since the early stages of each planning aspect.

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