

Community Participation in Regional Development Planning: A Literature Review

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Abstract

This study aimed to examine the understanding of community participation in development planning. The literature review was used and involved reading and reviewing the main ideas to add arguments and opinions on the topic raised. This helped determine the shortcomings of previous studies to improve and make more regular formulations. The results showed that regional development needs to involve the community in planning, implementation, monitoring, and evaluation. This is because community participation is an important aspect in the overall development process. However, the articles presented differ from the conditions in each country. There is a need for understanding of the government system in the articles used as references. Therefore, special considerations for determining similarities and discoveries from the articles used as references are critical and may help develop the main idea based on the topic and the title.

Keywords: Development Planning; Community Participation; Regional Development

Abstrak

Penelitian ini bertujuan untuk menggali pemahaman mengenai partisipasi masyarakat dalam perencanaan pembangunan. Penelitian ini menggunakan metode Literatur Review yaitu dengan membaca kemudian mengulas kembali pokok-pokok pikiran mengenai topik yang sama untuk menambahkan argument serta pandangan atau pendapat penulis mengenai topik yang diangkat. Dengan melakukan review paper, penulis juga dapat melihat kekurangan dari peneliti-peneliti sebelumnya sehingga nantinya akan dapat melakukan perbaikan dan perumusan yang lebih teratur. Penelitian ini mengungkapkan bahwa dalam proses perencanaan pembangunan daerah harus melibatkan masyarakat. Masyarakat dilibatkan tidak hanya dalam perencanaan, tetapi juga dalam tahap implementasi, pemantauan dan evaluasi. Partisipasi masyarakat telah muncul sebagai dimensi penting dalam keseluruhan proses pembangunan. Keterbatasan dalam penelitian ini yaitu contoh artikel yang dikemukakan berbeda dengan kondisi yang ada di setiap negara sehingga perlu adanya pemahaman yang kritis mengenai system pemerintahan pada contoh artikel yang dijadikan sebagai rujukan. Oleh karena itu perlu adanya pertimbangan khusus dalam menentukan persamaan serta penemuan baru dari artikel yang dijadikan bahan rujukan untuk mengembangkan pokok pikiran sesuai dengan topik dan judul yang telah dipilih.

Kata Kunci: Perencanaan Pembangunan; Partisipasi Masyarakat; Pembangunan Daerah

INTRODUCTION

Indonesia's regional autonomy was implemented in Article 7 Paragraph (2) of Government Regulation Number 38 of 2007 concerning the Division of Government Affairs between the Central, Provincial, and Regency or City Governments. Regional governments execute 26 affairs related to basic services and eight elective matters according to the region's conditions, characteristics, and superior potential.

Article 2 Paragraph (5) of Law Number 5 the Year 2004 states that the national development planning system aims to coordinate development actors, including stakeholders and the government. It should ensure integration, synchronization, and synergy between local and central government stakeholders. Furthermore, the national development planning system ensures linkages and consistency between planning, budgeting, and implementation. It

intends to optimize community participation and ensure efficient, effective, equitable, and sustainable use of resources.

Community participation in development has existed since the enactment of the 1945 Constitution. It is a constitutional reference for anyone involved in natural resource management in Indonesia. As stated in the Broad Guidelines of State Policy (GBHN), the use of state resources must be efficient to facilitate development and gradually improve the quality of life. Therefore, community participation in development should be increased, including the planning and implementation processes directly related to their lives and futures.

Community participation is important in development planning. According to Conyers, community participation in planning is important for several reasons. First, the community helps obtain

information about the conditions, needs, and attitudes of the local people. Second, it trusts the development activity program more when involved in its preparation and planning. The community would know more about and develop a sense of ownership of the activity program. Third, public participation should be reinforced because the community has a democratic right to develop (Conyers, 1994).

Development planning, implementation, and evaluation programs must involve the community to succeed. The community knows the problems and needs in developing their territory and uses and evaluates their area's development. Therefore, their involvement in development must be considered. Experts state that higher community awareness or participation in planning processes increases the output.

Community participation is a partnership between stakeholders, especially the government, the private sector, and the community in development, a concept known as a public-private partnership (Razak, 2013). It is the main indicator in determining the success of the development. According to Easterly, development aims to improve the welfare of the community, meaning they must be directly involved (Sigalingging, 2014).

Gedikli discussed how successful outcomes in participatory planning are achieved in areas with quality social capital comprising civic organizations and relationships within these communities (Gedikli, 2009). The leadership exercised by influential actors in the public sector has a major role in the success of participatory planning, despite the lack of social capital. Furthermore, the main challenge affecting the potential of smart city projects in

achieving local community expectations is their involvement in planning, implementation, monitoring, and evaluation (Coccosis et al., 2017)

Strategic development planning is the standard for rural reform programs in the European region. The actual community participation of rural administration units begins with the developed strategy. Such activities require significant financial support and the involvement of local communities in the rural development process. Moreover, citizen involvement is a prerequisite for successful reform understood as a long-term and multi-faceted regional development process. In Poland, rural revitalization projects appear in programs financed from EU funds in the 2014-2020 perspective (Bielska & Turek, 2019). Furthermore, Farhan et al. stated that coordination of governance, public recognition, and regional planning must be prioritized to realize Integrated Coastal Area Management and sustainable development in marine and coastal areas. The top-down regional policies have left coastal communities with no consultation, reducing their level of engagement with policies (Farhan et al., 2014). Therefore, decision-makers should publicly announce the guidelines of new policies and provide better access to information. This makes coastal communities aware and able to implement environmental protection procedures.

Häkli et al. showed that the urban-regional planning in Finland as a traditional participatory means hardly involves citizens. This obscurity has created an image of a lost city-area citizen (Häkli et al., 2020). The study showed that citizenship in the city-regional arrangement is hidden from elements significant for citizen participation. People's rights to participate are largely

fulfilled in municipalities and states through legal membership in political communities. However, status-based participation is usually unavailable in weakly institutionalized urban-regional planning.

Carlisle et al. stated that community participation is increasingly necessary for more acceptable and sustainable primary health care services in Northern Australia. It is the collective involvement of the community, including consultation or interest in health service development. Community participation is found extensively in programs identifying needs and potential solutions. The programs show a high integration between the implementation of health programs and the previous community structure (Carlisle et al., 2018).

Maluka & Bukagile stated that community participation is an important dimension in decentralized district health care systems (Maluka & Bukagile, 2016). In Tanzania, initiatives to strengthen community participation have focused on establishing Health committees. Shah & Baporikar stated that public participation has a decisive role in achieving sustainability goals for regional development (Shah & Baporikar, 2010). Additionally, sustainable development benefits from the engagement of people's places.

This study aimed to examine community participation in regional development planning based on previous literature. It intended to understand community participation in development planning using the literature review method and the VosViewer software.

METHODS

This study aimed to examine scientific articles discussing local community

participation in regional development planning published in the reputed international journal Scopus. Article or literature review is a library review method that summarizes and evaluates a topic's writings (Sidiq, 2019). The article review in this study was directed at the participation of local communities in regional development planning explained through five questions. The first question was related and grouped themes regarding local community participation in regional development planning. The second question is related to the most dominant theme in the study of local community participation in regional development planning. The third question investigated the topics related to local community participation in regional development planning. The fourth question sought the type of mapping used in local community participation in regional development planning. The fifth question aimed to determine the authors that conducted the most studies on local community participation in regional development planning.

These questions were explained based on the study topic, framework, and previous findings indexed in the Scopus database. The articles were reviewed by searching for articles matching the discussion theme and conducting topic mapping. The study methods are shown in Figure 1.

Figure 1. Mapping Study Methods



Source: Mapping Results

This article was identified and taken from the publications of various authors

using a database from Scopus. The keyword "local community participation in regional development planning" was entered in the publishing or perish column and given a limitation on the year of publication, starting from 2020 to 2021. This produced 366 articles relevant to the topic of discussion. The articles were then verified based on their relevance criteria, H-index, and discussions of development planning and strategies, government policies, cooperation between relevant stakeholders, and infrastructure plans.

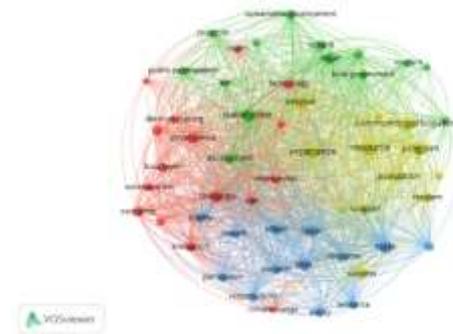
Data analysis and conceptualization involved reviewing articles with data that answer study questions. The analysis focused on cluster analysis, dominant topics, related themes, topic mapping, and authors of previous studies. This aimed to produce a study concept of local community participation in regional development planning formulated based on the articles reviewed.

RESULTS AND DISCUSSION

A. Linkage and Clustering of Themes in the Studies on Local Community Participation in Regional Development Planning

This section explains the concept into several visualizations related to Local Community Participation in Regional Development Planning. A total of 55 articles were identified out of the 366 processed through Mendeley. Figure 1 shows the concept names derived from the cluster density view. Furthermore, color coding was used to view the list of salient concepts from each cluster to identify themes that often appear or are discussed in previous studies and allow them to be used in the future. The density of clusters distinguished based on their colors is shown in Figure 2.

Figure 2. Relation of Themes in Local Community Participation in Regional Development Planning



Source: Mapping results with VosViewer

Identification by mapping in Figure 2 is useful for studies starting from scratch. The mapping helps identify a topic in a particular field and read related articles. In cluster 1 (red), the biggest topics are challenges, governance, and decision making. Cluster 2 (green) is dominated by stakeholder and value topics, while in cluster 3 (blue), the most dominant topics are state and actor. In cluster 4 (yellow), program, resources, and experience are the most dominant topics. Table 1 shows a topic mapping on all clusters.

Table 1. Themes clustering of Local Community Participation In Regional Development Planning

Cluster	Concept Name	Total
Red	the challenge, governance, decision making, citizen, climate change, collaboration, communication, decision, evaluation, local level, outcome, regional level, relation,	16

Green	relationship, risk, and technology. stakeholder and value, culture, integration, lack, land, local government, natural resource, principle, public participation, recommendation, sustainable development, and tourism	14
Blue	state, actor, ability, benefit, concern, data, economic development, effect, evidence, factor, perception, quality, response, and responsibility	13
Yellow	<i>the program, resource, experience, addition, community participation, population, resident, rural area, rural development, service, success, and support.</i>	12

Source: the results of the researcher's analysis

Cluster 1 is related to challenges and government decisions included in the discussion on the participation of local communities in regional development planning. Therefore, the article relevant to

the discussion is *"Landscape Rurality: New Challenge for the Sustainable Development of Rural Areas in Poland"* (Górka, 2016). The results showed that adverse changes to development are caused by the central or regional government's spatial policies and are a public response to them. Participation makes the quality of life in the region and the countryside a problem with intellectual elites, government agencies, and other stakeholders.

Cluster 2 focuses more on the discussion topic regarding stakeholder involvement in development planning. The relevant article is *"Getting involved in plan making: Participation and stakeholder involvement in local and regional spatial strategies in England"* (Baker et al., 2010). The results showed that extensive reforms introduced a spatial planning approach that exceeded traditional land use planning in integrating policies and programs affecting the nature of a place. The regional planning guidelines were replaced with Regional Spatial Strategies (RSS). Furthermore, the existing local land use planning documents were replaced with documents that formed the new Local Development Framework (LDF). The new spatial reforms emphasize stakeholder and community involvement. This paper combines studies at two different spatial scales.

Cluster 3 shows that actors and the state are essential in the development planning process at the central and regional levels. The article entitled *"The role of leadership in the success of participatory planning processes: Experience from Turkey"* showed that leadership performed by influential actors in the public sector has a major role in a participatory planning process despite the lack of social capital. The Provincial Development Planning process is initiated

and coordinated by the State Planning Organization, the highest planning organization in the country. This article claims that participatory planning could be realized in settlements with immature social capital when guided by strong institutions. However, this does not undermine the importance of social capital because stakeholder participation in the planning process does not guarantee the plan's successful implementation. The tradition of collective action or mature social capital plays an important role in the plan's implementation. Additionally, social capital is a significant factor for bottom-up processes or voluntary local development projects.

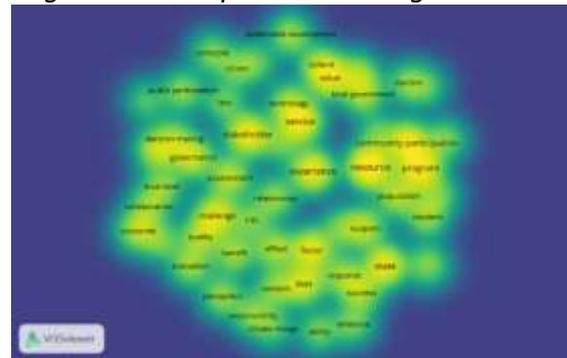
The dominant topic in cluster 4 is the program, essential in the regional development planning process as a development implementation tool. The article relevant to this topic was written by Scorza et al. (2010) entitled *"Overcoming interoperability weaknesses in e-government processes: Organizing and sharing knowledge in regional development programs using ontologies."* According to the article, the European Regional Policy produces several National and Regional programs. The complex framework improved multi-level governance in the 2007-2013 period, promoting wider stakeholder participation, including Public Administration, Local Communities, and Business Entities. This process is usually accompanied by e-tools for bottom-up process management, with some examples relating to common participatory process issues. However, communication between the programmers and the beneficiary categories is a challenge due to an ineffective knowledge management system. Relevant issues regarding regional

development programs are the stakeholders' understanding of general and sectoral policies and citizens' awareness of the technical policy implementation instruments.

B. Dominant Theme in the Studies on Local Community Participation in Regional Development Planning

In exploring the topics of discussion of previous studies on local community participation in development planning, the following dominant topics were found:

Figure 3. Most Dominant Topics in the Studies on Local Community Participation in Regional Development Planning



Source: Mapping results with VosViewer

Figure 3 shows that a prominent color thickness marks the more dominant concept from the Density Visualization results. The Density Visualization emphasizes the study group (<http://www.purwo.co/2019/05/menggunakan-vosviewer-online.html>). The topic of discussion in thick colors is the most dominant or often discussed in previous studies on Regional Community Participation in Regional Development Planning. It comprises a program, resource, stakeholder, and service. The topic is often used in articles that are published consistent with the theme to be discussed in further

studies. The other concept has a discussion purpose that supports the existing dominant topic and vice versa.

One article that matches the dominant theme is *“Participatory rural development program and local culture: A case study of Mardan, Pakistan”* (Shah & Baporikar, 2010). The article discusses public participation’s decisive role in achieving sustainability for local development. Guangfu Village, the pilot city of Taiwan’s first garden city, faced redevelopment problems when implementing the sustainable design with human resources after the 921 earthquakes in 1999. The results suggested that sustainable development benefits from the engagement of people’s places.

C. Dominant Author in the Studies on Local Community Participation in Regional Development Planning

Authors issue existing ideas, and their work is more specific and closed from public opinion. In comparison, writers employ themselves to work in more than one specific field. Figure 4 shows several authors of articles on Local Community Participation in Regional Development Planning. The most dominant authors in the VosViewer application are marked with a color thickness in their names. They are the most dominant authors of articles related to regional development planning.

Figure 4. Mapping Author data with the Network Visualization model



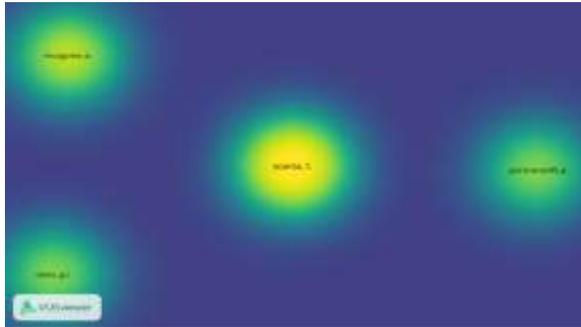
Source: Mapping results with VosViewer

Identification by mapping in Figure 3 shows that two clusters from 366 articles were marked with red and green colors. The first cluster (red) is on the right, with Pontrandolfi,p, and Scorza,f, the most dominant author. The second cluster (green) is on the left with Casas,g,l and Murgante,b., the most dominant author.

Scorza, f. is the most dominant author of articles such as *Citizen Participation and Technologies: The C.A.S.T. Architecture*. The article discusses the role of participation as a key dimension in physical and economic urban-regional planning. Technological innovations and the spread of the internet and mobile have caused significant innovations than the participatory process management model and interaction with communities and citizens. A strong critical element in this process is the ability to manage community-generated real or virtual information to develop shared guidelines and visions for cities and regions. The project aims to develop creative and innovative urban and territorial planning processes by involving residents and actors.

The four authors have different topics but with a related discussion regarding the participation of local communities in regional development planning. Some authors collaborate with several writers on the participation of local communities in regional development planning. Although Scorza and his colleagues wrote several articles, only a few match the study theme, such as *"Citizen participation and technologies: The C.A.S.T. architecture."*

Figure 5. Mapping Author Data with Density Visualization Mode



Source: Mapping results with VosViewer

Figure 5 shows the results of the Density Visualization mapping. Dense areas are shown from the number of nodes adjacent to one node to another. Furthermore, the saturation level indicated by the keywords is indicated by the solid yellow color around the label, including Scorza, f. This author has areas with topics widely studied or has many articles with similar themes on the participation of local communities in regional development planning.

The authors surrounded by greenish-yellow colors, such as Pontrandolfi, p., Murgante, b., and Casas, g,l are supporting writers. This indicates a study gap, implying the presence of many opportunities to conduct studies on local community participation in regional development planning or topics related to this theme.

Table 2. Grouping of Authors in the Studies on Local Community Participation in Regional Development Planning

Cluster	Name of Author	Total
Red	Scorza,f. and	2
	Pontrandolfi, p.	
Green	Murgante,b. and	2
	Casas,g.l	

Source: the results of the researcher's analysis

Table 2 shows author mapping with themes relevant to local community participation in regional development planning. The theme is divided into two clusters, each with two members and one author as the most dominant. The most dominant author in cluster 1 is Scorza, f., with several articles including *“Open source resources and web 2.0 potentialities for a new democratic approach in programming practices”* and *“Overcoming interoperability weaknesses in e-government processes: Organizing and sharing knowledge in regional development programs using ontologies.”* Other articles are *“Onto-planning: Innovation for regional development planning within EU convergence framework,”* *“Citizen participation and technologies: The CAST architecture,”* *“Regional development strategies benefiting from open data and open tools and an outlook on the renewable energy sources contribution,”* and *“Making urban regeneration feasible: Tools and procedures to integrate urban agenda and EU cohesion regional programs.”*

Murgante, b., is the most dominant author in cluster 2, with articles. However, he only served as a supporting writer of articles such as *“Open source resources and web 2.0 potentialities for a new democratic approach in programming practices”* and *“Overcoming interoperability weaknesses in e-government processes: Organizing and sharing knowledge in regional development programs using ontologies.”* Other articles are *“Regional local development strategies benefiting from open data and open tools and an outlook on the renewable energy sources contribution,”* *“Making urban regeneration feasible: Tools and procedures to integrate urban agenda and EU cohesion regional programs,”* and *“Citizen*

engagement for sustainable development of port cities: The public debate about development projects of Livorno port."

Community participation in development has implications for maximum output when performed in earnest with concrete actions. The participation supports the government's strategy and policies. The forms of participation include:

1. Thoughts Participation, community ideas are conveyed as valuable inputs in realizing physical and non-physical development. This participation provides physical energy and is valuable for government input.
2. Personnel Participation, where the community is involved in donating energy. This commitment is an agreement between the government, the private sector, and the community to accelerate physical and non-physical development through individual or independent energy contributions.
3. Expertise Participation, a form of community involvement in skills contribution. The community shares skills with other members and is implemented through participation. It aims to enable members to carry out activities that improve their social welfare.
4. Goods Participation. This involves the local community donating self-help or labor for physical and non-physical development. The participation involves sharing equipment, comprising facilities and infrastructure.
5. Money Participation. The community participates in donating money, though the process could be indirect and imply realizing one result.

CONCLUSION

This study indicates that implementing central, regional, and community development depends on the role of the government and the community. The two must create synergy with each other. Furthermore, development requires the right strategy to be efficient in financing for effective results. This determines the optimal synergistic role of the government and society. Community involvement is an important key to the success of the development. Moreover, participatory programs enable the community to participate directly in plans concerning their welfare as well as implement and reap benefit from the program.

This study suggests that development planning would be right on target, effective, and useful results when implemented to meet community needs. Therefore, the government should be aspirational to its people's opinions and sensitive to their needs and desires. Furthermore, community capabilities should be involved in development. The government should consider its people's development subjects rather than objects.

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