



Digitalized Regional Development Planning Model for North Gorontalo Regency: A Technology-Enhanced Approach to Participatory and Technocratic Planning

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Abstract

The objectives of this study are: (1) To find out and analyze the regional development planning model by the Regional Planning Research and Development Agency of North Gorontalo Regency seen from the technocratic planning model, participatory planning, and top-down and bottom-up planning, (2) To find out and analyze the inhibiting factors of the regional development planning model by the Regional Planning Research and Development Agency of North Gorontalo Regency. This study uses a qualitative approach with a descriptive research type. The data consists of primary data obtained from interviews with informants and observations and secondary data from document studies. The results of the study indicate that the regional development planning model of technocratic planning, namely regional development planning is formulated based on the results of analysis by competent regional apparatus and academics and has a function as an implementing team for the preparation of the RKPD, Participatory planning, namely BAPPEDA coordinating with other agencies and presenting community leaders in accommodating community aspirations and proposals fairly in supporting regional development in North Gorontalo Regency, while top-down and bottom-up planning, namely planning through musrenbangda by synchronizing government work plans and program proposals from the community. Furthermore, the inhibiting factors of the planning model due to limited human resources that are not yet sufficient and inadequate, community program proposals have not been fully realized due to lack of community knowledge in development planning, lack of consistency in top-down and bottom-up planning due to lack of awareness and community involvement in the planning process.

Keywords: Planning, model, regional, development

1. Introduction

North Gorontalo Regency, located in Gorontalo Province, was officially established as the youngest regency on January 2, 1997 through Law Number 11 of 2007 concerning the Establishment of North Gorontalo Regency. With its unique geographical conditions, namely a land area that extends horizontally and most of it consisting of the coast, North Gorontalo Regency has a complex regional structure and requires a special strategy in developing its region. Comprehensive and sustainable development is a priority in efforts to improve community welfare through regional development planning led by the Regional Planning Research and Development Agency (BAPPEDA).

The importance of regional development planning is regulated in the National Development Planning System through Law Number 25 of 2004, which states that development must proceed according to its stages, involve all levels of society, and prioritize the efficiency and effectiveness of resource use. This is reinforced by Law Number 23 of 2014 concerning Regional Government, which requires each regional government to prepare an integrated development plan in line with the national development vision. According to Bahasoan (2022), the success of regional development is determined by planning that is focused, sustainable, and supported by accountable governance. Regional governments need to ensure that all development activities can run effectively, efficiently, and on target according to the needs of the community.

As a supporting institution in development governance, BAPPEDA of North Gorontalo Regency plays an important role in designing, implementing, and evaluating each stage of regional development. Planning carried out by BAPPEDA includes processes starting from the village/sub-district level, continuing to the sub-district level, and then to the district level through the Development Planning Deliberation (Musrenbang) mechanism. Figure 1 below shows the stages of this planning process, starting from identifying aspirations at the village and sub-district levels, followed by formulation at the sub-district level, to the combined stage at the district level. The Musrenbang process aims to collect community aspirations as a participatory step in determining development policies. By involving the community through the Musrenbang forum, BAPPEDA can map local needs and potential to optimize development plans as a whole (Ajizah, SN, Wijaya, E., & Meutia, 2021; Simbolon, DS, Sari, J., Purba, YY, Siregar, NI, Salsabila, R., & Manulang, 2021).

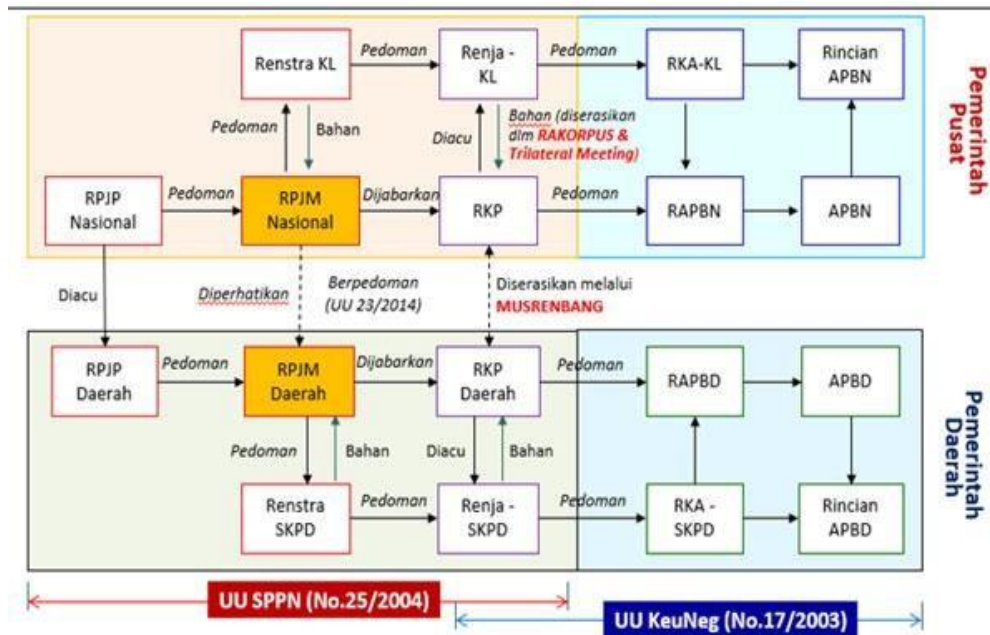


Figure 1. Regional Development Plan Scheme

Wahyudi (in Susanto, 2016) stated that the ideal regional development planning model includes political, technocratic, participatory approaches, as well as bottom-up and top-down approaches. In North Gorontalo Regency, the planning model applied includes technocratic, participatory, bottom-up, and top-down approaches, each of which aims to accommodate various interests and ensure that development can run rationally and responsively to

community needs. In the technocratic approach, development planning is based on scientific analysis and methods carried out by experts in their fields to ensure efficiency and rationality. The participatory approach, in line with Musrenbang, accommodates community participation in determining development priorities through consultation and coordination at various levels. (Kogoya, M., Posumah, JH, & Kolondam, 2021) .

Table 1. The role of ADHB GRDP by Business Sector (percent)

No	Aspect	2020	2021	2022
A	Agriculture, Forestry, And Fishery	52.52	52.81	51.90
B	Mining & Excavation	1.92	1.89	1.89
C	Industry Processing	1.80	1.84	1.87
D	Procurement Electricity & Gas	0.04	0.04	0.04
E	Supply , Waste Management , Waste & Recycling	0.01	0.01	0.01
F	Construction	9.17	9.20	9.72
G	Trading Big & Retail; Car & Motorcycle Repair	9.69	9.74	10.33
H	Transportation & Warehousing	3.53	3.50	3.69
I	Provision Accommodation & Eat Drink	1.84	1.84	1.82
J	Information & Communication	1.68	1.67	1.62
K	Service Finance & Insurance	0.74	0.76	0.75
L	Real Estate	1.52	1.43	1.39
M	Service Company	0.05	0.05	0.05
O	Administration Government, Defense & Mandatory Social Security	6.95	6.69	6.59
P	Service Education	3.29	3.25	3.21
Q	Service Health & Activity Social	3.59	3.66	3.58
R	Service other	1.66	1.63	1.56

Source: North Gorontalo in Figures (BPS), 2023

The table above shows the role of the main sectors in the economic structure of North Gorontalo Regency, with the agriculture, forestry, fisheries, and trade and construction sectors occupying important positions in the composition of Gross Regional Domestic Product (GRDP). The contribution of the agricultural sector, which reaches more than 50 percent, shows the large dependence of the regional economy on this sector, although the trade and construction sectors are also growing. This GRDP data shows the focus of development in North Gorontalo Regency on strategic sectors that can drive the local economy and improve community welfare in a sustainable manner.

The implementation of this planning model, however, faces a number of obstacles. Based on the results of initial observations, there are several significant inhibiting factors, including: (a) limited human resources (HR) who have the competencies according to development needs, as well as the lack of coordination between BAPPEDA and Regional Apparatus Organizations (OPD); (b) not all program proposals submitted by the community in the Musrenbang can be realized; (c) inconsistencies between government plans and community

aspirations that lead to a lack of synergy; (d) differences in planning documents that lead to inconsistencies, from long-term development plans to annual work plans; and (e) lack of consistency in implementing top-down and bottom-up approaches, which can lead to deviations between community aspirations and programs implemented by the government. (Noor, 2016; Wirawan, R., Mardiyono, M., & Nurpratiwi, 2015) .

No.	Indikator Utama	Satuan	Kondisi Awal RPJMD	Target			Realisasi			Kondisi Akhir RPJMD
				2019	2020	2021	2019	2020	2021	
14	Pertumbuhan ekonomi	Persen	7,50	7,58	7,66	7,72	6,77	-0,02	2,2	7,86
15	Kontribusi pertanian PDRB	Persen	50,72	51,80	52,34	52,89	52,17	52,52	52,81	54,02
16	Kontribusi perdagangan PDRB	Persen	8,71	9,00	10,00	11,00	9,84	9,69	9,74	13,00
17	Kontribusi perindustrian PDRB	Persen	1,72	2,00	2,30	2,60	1,82	1,80	1,84	3,20
18	Rasio usaha mikro yang menjadi usaha menengah	Persen	0,36	0,40	0,45	0,50	0,05	0,09	0,02	0,60
19	Jumlah investor berskala nasional (PMDN/PMA)	Entitas	10	5	5	5	24	13	54	25 (total jumlah 5 tahun)
20	Jumlah kunjungan wisata	Orang	29.287	29.287	29.287	29.287	20.148	34.000	39.259	146.435 (total jumlah 5 tahun)
21	Persentase penduduk miskin	Persen	18,54	18,04	17,54	17,04	16,95	16,88	17,23	16,04
22	Tingkat pengangguran	Persen	4,07	3,61	3,18	2,81	4,57	5,21	2,3	2,00
23	Panjang jalan dalam kondisi baik	Kilometer	227,09	242,09	257,09	272,09	217.908	202.503	258.34	302,09
24	Persentase kesesuaian pemanfaatan ruang dengan RTRW	Persen	60	65	70	75	68,95	69,22	68,95	85
25	Indeks Lingkungan Hidup Kualitas	Persen	76	80	85	90	76,32	70,116	74,68	100

Figure 2. Key Performance Indicators of North Gorontalo Regency. Source: Bappeda, North Gorontalo Regency, 2023

These constraints are reflected in Figure 1 above, namely the Main Performance Indicators of North Gorontalo Regency, which illustrates the development achievements of the main indicators in this regency, which are still below the RPJMD (Regional Medium-Term Development Plan) target. This less than optimal achievement indicates the need for improvements in coordination and consistency between planning documents and program implementation in the field. Suboptimal planning tends to create imbalances between targets and development realization in the region, thus creating challenges in fulfilling community aspirations effectively.

If this development planning model can be implemented properly and the inhibiting factors can be overcome, development achievements in North Gorontalo Regency are expected to be achieved optimally. This is in accordance with what Siagian (in Arif, M., & Nasution, 2022) stated, that development is a process of growth and change that is planned to create a more prosperous society materially and spiritually. For this reason, this study will focus on the analysis of the development planning model applied in North Gorontalo Regency using Wahyudi's theoretical approach, which includes technocratic, participatory, bottom-up, and top-down approaches. The ultimate goal of this study is to provide recommendations to optimize the role of BAPPEDA in implementing development in the region. The conceptual design of this study is explained visually in the Conceptual Framework, which outlines the development planning flow designed to achieve development targets according to the vision and mission of North Gorontalo Regency.

2. Methods

This study uses a qualitative approach with a case study design. The selection of this approach is based on the purpose of the study, namely to analyze in depth the regional development planning model applied by the Regional Planning Research and Development Agency (BAPPEDA) of North Gorontalo Regency. Case studies allow for a comprehensive exploration of complex situations, providing a complete and rich picture of the relevant context related to local government policies in development planning.

The focus of this research is to explore information about the implementation of development planning models with a technocratic, participatory approach, as well as the top-down and bottom-up processes involved. To gain a comprehensive understanding, data were collected through in-depth interviews with various key actors involved in the planning process. This data collection technique will ensure that researchers gain a holistic view of the roles of various actors, the planning process, and the dynamics of interactions involved in regional development planning.

The social situation in this study is located in North Gorontalo Regency, which has social and demographic diversity, thus providing an important context in analyzing regional development planning. Activities taking place at BAPPEDA North Gorontalo Regency include the tasks of drafting, controlling, monitoring, evaluating, and research and development, which are key elements in understanding how development policies are formulated and implemented. To ensure valid and relevant research results, this study uses primary and secondary data sources.

Primary data were obtained through in-depth interviews with eight key informants consisting of the Head of BAPPEDA, Secretary of BAPPEDA, Head of Research and Development Division, Head of Control and Evaluation Sub-Division, and stakeholders and Sub-District Heads. Meanwhile, secondary data were obtained from strategic planning documents such as RPJMN, RKP, RPJPD, RPJMD, RKPD, and Renstra.

In the data analysis process, the techniques used include data reduction, data presentation, and verification or drawing conclusions. Data collected through observation, interviews, and documentation will be processed systematically to ensure the validity of the research results. Data reduction is done by selecting relevant information, then presented in a structured manner to facilitate interpretation. Conclusions will be drawn based on continuous data verification until a complete picture is obtained regarding the regional development planning model by BAPPEDA North Gorontalo Regency.

To ensure the validity of the data, this study applies triangulation, which combines various data collection methods, including interviews, observations, and documentation. In addition, probing techniques in interviews will be used to ensure the depth and accuracy of the information obtained. The validity of the data is also strengthened through reflection with colleagues to avoid researcher bias and ensure objective interpretation.

With this comprehensive methodology, the research is expected to provide valid and in-depth findings on regional development planning models, as well as provide useful recommendations for future policy development.

3. Results and Discussion

3.1 Regional Development Planning Model by the Regional Planning Research and Development Agency of North Gorontalo Regency

3.1.1 Technocratic Planning

Based on the results of the technocratic planning research that will be discussed in the regional development planning model, it was found that technocratic planning as a BAPPEDA planning model for regional development in North Gorontalo Regency in formulating strategies and directions for regional government policies with technocratic formulation pays more attention to problems and strategic issues of regional development guided by the RPJMN.

In this technical approach, the involvement of internal elements of the North Gorontalo Regency Government who have the ability to critically study analysis and have a deep view of fundamentals and statistical data as sources, as well as the involvement of functional planners who function as the implementing team for the preparation of the RKPD. At this stage, a Focus Group Discussion (FGD) was conducted to determine strategic issues as a basis for determining development priorities in 2024.

The preparation of the RPJMD is prepared based on the Decree and its determination before the regional elections consisting of related stakeholders. In the preparation of the RPJMD, the parties that contributed were not only BAPPEDA, but also BPS and other academics until the final stage. This technocratic draft discusses the development of the North Gorontalo Regency which is analyzed by academics who are competent in regional development.

In preparation for the drafting, the first step is to form a drafting team, then the work agenda of the team will be prepared. After carrying out this process, BAPPEDA will make a technocratic draft or a draft analysis of the general description of the regional conditions where this technocratic draft is made before the election of the regional head and deputy regional head. In making the technocratic draft, BAPPEDA involves regional apparatus or academics who are competent in analyzing the conditions of North Gorontalo Regency. This technocratic document will be the basis for the initial draft document of the RPJMD.

This is in line with the results of research by Ajizah, SN, Wijaya, E., & Meutia, (2021) that the Technocratic Draft of the RPJMD is a draft of a 5 (five) year planning document prepared by the Regional Government using a technocratic approach before the election of the Regional Head and Deputy Regional Head. The preparation of the Technocratic Draft of the RPJMD as referred to in Article 42 of the Regulation of the Minister of Home Affairs Number 86 of 2017, includes: Analysis of the general picture of regional conditions; Formulation of a picture of regional finances; Formulation of regional development problems; Review of other planning documents; Formulation of regional strategic issues. The development planning process is important so that the goals of the regional head in improving the welfare of the community and advancing the region can be realized.

Evaluation is important to assess the achievement of policy, program or activity objectives, and to analyze problems that occur in the implementation process so that it can provide feedback for improving performance or implementation of development. (Sriharyati, S., & Sholihannisa, 2020). The suitability of program planning can ideally boost development in the region. It is necessary to increase the awareness of local leaders and rulers regarding the

potential of their region by considering several planning approaches, one of which is the technocratic approach (Naharuddin, 2022).

3.1.2. Participatory Planning

Based on the results of participatory planning research that will be discussed in the regional development planning model, it was found that related to participatory planning carried out by BAPPEDA of North Gorontalo Regency, the Regional Planning Research and Development Agency coordinates with other agencies that have goals in line with BAPPEDA in order to encourage community participation in the development planning process and support the implementation of development in North Gorontalo Regency.

BAPPEDA as the coordinator of development planning must be able to carefully formulate programs and conduct relationships with various parties, including the legislature, business world, universities, and community elements, including vertical agencies such as the Public Works Department, Regional Community Empowerment Agency, and must be responsive to community aspirations, government policies, and responsive to changes that occur.

The preparation of development planning documents is carried out in an integrated manner in accordance with its authority. The preparation of this planning is the beginning of the process of the development implementation cycle which is carried out continuously, one of which is formulated participatory, prepared by each regional government as mandated in Law Number 25 of 2004 concerning the National Development Planning System (SPPN), especially in Article 3 Paragraph 2.

This participatory planning follows the rules based on Government Regulation Number 8 of 2008 concerning the stages, procedures for compiling, controlling, and evaluating the implementation of regional development plans, article 3, which mandates that regional development planning must be formulated in a participatory manner. The Regional Planning Research and Development Agency of North Gorontalo Regency is guided by this mandate as a performance target that will be realized in the next five years. As a consequence, the Regional Planning Research and Development Agency of North Gorontalo Regency is required to implement participatory and aspirational policy formulation in regional development planning.

This participatory regional planning policy formulation posture is also a manifestation of one of the Regent's Visions, namely a Just North Gorontalo. The aspirations and proposals of the community will be accommodated fairly, without discriminating against the elements of the community. The urgency of the correlation of this target to the achievement of the Regent's Vision makes the target of implementing participatory regional planning policy formulation one of the three main performance indicators of the Regional Planning Research and Development Agency of North Gorontalo Regency.

The Regional Government of North Gorontalo Regency through the Regional Planning Research and Development Agency, is an agency that is interested in the development planning process. Development programs and activities that have been prepared under the coordination of BAPPEDA, both regular development programs and new programs are designed in order to encourage community participation in the implementation of development planning. This greatly assists BAPPEDA in realizing the planned development programs and activities. Given that BAPPEDA is an institution that supports the regional government to support the Vision of Equitable North Gorontalo.

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This is in line with the results of research by Wirawan, R., Mardiyono, M., & Nurpratiwi (2015) that community participation in regional development planning is very important because the community is the party that knows best about its own problems and needs. Participatory planning implemented by the regional government refers to regulations that have been set by the central government. Development planning with community involvement is carried out through the musrenbang mechanism starting from the village level to the provincial level.

The implementation of Musrenbang, especially for the preparation of (Abady, 2013) . The Regional Government Work Plan (RKPD) is carried out every year and is quite interesting because this activity is a routine agenda carried out by the regional government at the development planning stage with community involvement.

Community participation has become one of the jargons that has emerged today for good governance. Thus, the government process that is carried out on the basis of community participation has one of the characteristics of good governance (Nawang Sari, ER, Rahmadani, AW, Firmansyah, NY, & Zachary, 2021).

3.1.3. Top-Down and Bottom-Up Planning

Based on the results of top-down and bottom-up research that will be discussed in the regional development planning model, it was found that the top-down and bottom-up planning model by BAPPEDA of North Gorontalo Regency where the process of preparing the RPJMD of North Gorontalo Regency was carried out by combining two applicable planning systems, namely the top-down and bottom-up planning systems. These two systems are combined at the time of the musrenbang, where proposals from the community (bottom-up) will be synchronized with the government's work plan (top-down). In the top-down planning carried out in the preparation of the 2023 RKPD, it is carried out through the preparation of a work plan that is in synergy with the national development agenda and priorities listed in the 2023 RKP.

Implementation of quality District-level Musrenbangda RKPD which is tiered starting from the village and sub-district levels. Musrenbangda is a forum between stakeholders in order to prepare the annual RKPD. Where stakeholders involved in it are all parties related to development, namely academics, the business world, communities, government, and also community leaders of North Gorontalo.

Kuncoro (in Susanto, 2016) that a development planning system using a top-down planning and bottom-up planning approach will ensure a balance between national priorities and local aspirations in regional development planning.

The application of top-down and bottom-up principles is important in the preparation of development plans at the central and regional levels. This principle is an implementation of efforts to synchronize planning documents between the central and regional governments. Indonesia's national development planning system with a top-down and bottom-up approach seems to guarantee a balance between national priorities and local aspirations in regional development planning (Mustanir, 2017) .

Through Musrenbang, it can be used as a vehicle to synchronize the top-down approach with the bottom-up approach to assessing community needs with technical assessments (Salangka, 2020) . Musrenbang is an important public facility to bring stakeholders to understand regional issues and problems, reach agreement on development priorities, and consensus for solving various regional development problems.

3.2. Inhibiting Factors of Regional Development Planning Models by the Regional Planning Research and Development Agency of North Gorontalo Regency

3.2.1. Human Resources

Based on the research results obtained regarding the inhibiting factors in the regional development planning model in terms of limited human resources, it was found that limited human resources will affect regional development planning. The lack of human resources in the Regional Research and Development Planning Agency of North Gorontalo Regency is a very crucial weakness because it is so important in the sustainability of resource allocation in regional development planning strategies.

Limited human resources will affect regional development planning. Employees at BPPPEDA have adequate quality and quantity, who have competencies regarding development planning. On the other hand, the quality and quantity of human resources at the sub-district and village levels are still low. Employees who have competencies regarding development planning are still very few. This sometimes makes it difficult to assist the community in development planning activities. The inadequate number of employees causes the implementation of development planning activities to be less than optimal.

3.2.2. Community Program Proposal

Based on the research results obtained regarding the inhibiting factors in the regional development planning model in terms of community program proposals, it was found that what inhibits community program proposals in the development planning process has not been realized is the limited knowledge and insight of the community which is still limited. Due to the low level of education participation at the high school level in North Gorontalo Regency, where the community does not understand their role in development planning. This causes community awareness of development to be less than optimal because the community considers the development process which is taking place is the task and responsibility of the government. In fact, to realize development, active community participation in development planning.

The unrealisation of several development programs is due to the low level of community involvement at both the Village and Sub-district levels, this can be seen from several problems regarding the process of compiling development plans. The community assumes that regional development is entirely the authority of the government. The community

plays a lesser role in conveying opinions, input and ideas when invited to the Musrenbangda forum.

3.2.3. Consistency of Top-Down and Bottom-Up Planning

Based on the research results obtained regarding inhibiting factors in the regional development planning model from the top-down and bottom-up aspects, it was found that the cause of the lack of consistency between top-down and bottom-up planning is the lack of consistency between top-down and bottom-up planning, namely the community is less involved in the planning process and the lack of public awareness of regional development planning which results in differences in perception in terms of compiling development plans so that it will have an impact on the success of regional development.

Impacts include plans that do not reflect community needs, low levels of community participation, and inconsistencies between plans and the reality experienced by local communities. In addition, the cause of the lack of consistency is the inaccuracy in planning. This inaccuracy can be caused by various factors, such as lack of accurate data and information, minimal skills and knowledge of planners that affect the planning process.

Often there is ineffectiveness in coordination between the two parties. This can hinder the achievement of regional development goals and slow down the implementation of development projects. There are limited efforts in building communication and coordination in terms of preparing development plans and are less effective in supporting development plans that have been planned. In the sense of a lack of mutual agreement on the plans that have been made. Both government and community planning.

It is important to increase active community participation in the regional development planning process. Some steps that can be taken include increasing public awareness of regional development planning. Strong efforts are needed to strengthen cooperation between the two parties. This can be done by improving communication and coordination between the government and the private sector, encouraging strategic partnerships in regional development planning, and establishing regulations and policies that support effective cooperation.

Conclusions

The results of this study indicate that the Regional Planning Research and Development Agency (BAPPEDA) of North Gorontalo Regency has successfully adopted a comprehensive regional development planning model by combining technocratic, participatory approaches, and integration of top-down and bottom-up methods. The application of this technocratic approach allows BAPPEDA to involve experts and regional apparatus in the process of preparing the Regional Government Work Plan (RKPD) based on scientific data and information. This step has proven effective in determining relevant development priorities based on the potential and specific needs of the region, while substantially improving the quality of planning.

Community participation in planning is also accommodated through the development planning deliberation process (Musrenbang) at the village and sub-district levels. Through this participatory method, aspirations and development program proposals from the community can be integrated into the planning, making it more responsive to the needs of the local community.

However, there are still obstacles faced in the full implementation of top-down and bottom-up methods. Limited competent human resources and low active community

participation are the main challenges in achieving consistency between the government's approach and community aspirations. In addition, community understanding of the importance of their involvement in the planning process also still requires attention, because this low awareness can reduce the quality and sustainability of the planning results that are implemented.

Another prominent challenge in this process is the limited budget and implementation capacity. Not all community proposals can be realized, given the limited funds and experts in BAPPEDA. However, despite this, this planning model has made a significant contribution to development in North Gorontalo Regency. Overall, this study indicates the need to improve human resource capacity, community understanding, and more structured budget allocation to ensure that the development planning process can be more effective, inclusive, and sustainable in the future.

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