



Community Participation in Village Development through Musrenbang in Bubeya Village, Suwawa District, Bone-Bolango Regency

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Abstract : Village development emphasizes community participation as an essential element in ensuring that development programs align with local needs and aspirations. However, community involvement in the Village Development Planning Deliberation (Musrenbang) in Bubeya Village, Suwawa District, Bone Bolango Regency, has not yet been fully optimized, particularly in the stages of planning, implementation, and evaluation of development programs. This study aims to analyze community participation in village development through Musrenbang and to examine the role of the village government in facilitating participatory development. The research employed a qualitative descriptive approach, with data collected through observation, in-depth interviews, and documentation involving village government officials, community leaders, women, youth representatives, and local residents. Data were analyzed using data reduction, data display, and conclusion drawing techniques. The findings indicate that community participation remains relatively low and uneven, influenced by limited public understanding of Musrenbang, insufficient dissemination of information, restricted access to participation, and the dominance of certain groups in the planning process. Nevertheless, community involvement was found to increase when development programs directly addressed immediate community needs. The study concludes that strengthening public awareness, improving communication, and expanding inclusive participation mechanisms are essential to enhancing the effectiveness of participatory village development.

Keywords : Community Participation; Village Development; Musrenbang; Participatory Planning; Village Governance.

INTRODUCTION

Development is a series of planned growth and change efforts carried out consciously by a nation, state and government towards the projection of a golden Indonesia 2045 in the context of nation building. Continuous improvement is achieved by

harnessing the forces of nature, humans, and socio-culture. Natural potential must be explored, developed, and utilized, but to balance human potential, knowledge about development must also be improved. Likewise, village development and rural communities are also a process of change and renewal that

occurs in the lives of rural communities. This process is carried out in stages and planned with the aim of improving the dignity and welfare of the village community.

The essence of development is the development of society or the nation as a whole with the aim of improving the welfare of the community. The community must be more educated and moral for better progress. Studying the history of nations is essential for the development of a more efficient society. We must understand development from the perspective of development inputs (capital) and learning processes and goals, such as a good society, a good economy, and good politics. Social change that is planned and directed with the aim of improving the quality of life of the community is known as development. Every country prioritizes the welfare of the community. For a nation or state, the main problem is to find the ideal conditions of society and how to make it happen. The government implements various ideas to improve the condition of citizens.

Historically, since Indonesia began its independence, village development has been the focus of the government's attention, but village development strategies from time to time often undergo changes according to the development period. The presence of Law No. 6 of 2014 concerning Villages is an initial milestone in accelerating village development.

This condition provides a new paradigm for village governments in understanding community empowerment and the financial

system, which helps them thrive. The village fund budget has increased significantly since Law No. 6 of 2014, creating new hopes to improve the welfare of village communities through economic improvement, communication networks, and socio-cultural revitalization. Village progress and independence increased from 2019 to 2022, according to data from the Village Development Index (IDM) of the Ministry of Agriculture and Rural Development.

Village development must be done strategically because participatory development is a process of empowering communities so that they can find their own or their group's needs as the basis for development planning. Community participation in the development planning process is very important because it can foster people's political attitudes and a sense of responsibility for development. Because they are the ones who know the problems and needs in the development of their area, and they are the ones who will utilize and assess whether the development is successful or not. Therefore, development planning, implementation, and evaluation programs must involve the community.

Participatory development is a process of empowering communities so that they can find their own or their group's needs as a basis for development planning, village development must be carried out strategically. It is very important for the community to participate in the development planning process because it

can foster the political attitude of the community and a sense of responsibility for development. Because they are the ones who will know the problems and needs of the development of their area and use it to assess the success of development.

Therefore, development programs for planning, implementation, and evaluation must involve the community. So, community participation is not only participating, such as building a mosque or other things that only focus on the development of village projects. Rather, community participation is intended to control institutions that function to help communities, especially rural communities.

The government has established a forum to regulate development planning, called Musrenbang (Development Planning Deliberations). It is a participatory planning mechanism that uses a bottom-up approach. This Musrenbang starts at the lowest level of government, namely the Village or Village level. Then, hierarchically, the sub-district level and the district/city level increased. The government has been recognized as having good performance, especially in terms of village development. The Village Government has made various efforts to advance Village Development Development through the Village Development Planning Deliberation, which is regulated in the Regulation of the Minister of Home Affairs of the Republic of Indonesia Number 114 of 2014 concerning Village Development Guidelines, which stipulates that Village Development Planning

Good planning for development that is able to be implemented by all parties involved and meets the needs of the community is very important. To achieve this, the planning process requires community participation through public consultation or deliberation, which is carried out in the area concerned according to the level of the region.

The musrenbang process includes preparation, discussion, and formulation of program or activity priorities. the form of deliberation agreement and public consultation used by the Indonesian government to make national and regional development plans.

The village usually holds a Musrenbang every year in January to make a Village Development Work Plan (RKP). The preparation of the Village RKP must always be followed by the preparation of the Village Revenue and Expenditure Budget (APB). Without a budget, planning will only look like a mere document or file. Consensus is the basis for the drafting of these two documents, which are inseparable. The Village RKP and the Village APB are documents and information that are available to the public. The village government, a public institution, is responsible for providing public information to its citizens.

This is in line with what is stated in the Village Law, which states that Village spending must be prioritized to meet the development needs agreed in the Village deliberations. In addition, in accordance with the priorities of the Regency/City local government and village community empowerment activities (Law No. 6

of 2014 article 74), the village community should understand the importance of Musrenbang (Planning and Development Deliberation), especially at the village level, because public order in the Musrenbang Forum Musrenbang also provides an opportunity for the community to convey their opinions and suggestions to the village government to help the progress and development of the village.

In accordance with Law No. 6 of 2014 concerning the rights and obligations of village communities, it is very important for the community to know that they have the right to participate in activities carried out by the village, including Musrenbang which is enforced by the Law. Where the community has the right to express their opinions, desires, and suggestions about activities related to the implementation, implementation, coaching, and empowerment of the community.

The community not only prepares the Village Development Work Plan (RKP Desa) but also supervises it when it is prepared in conjunction with the Village Revenue and Expenditure Budget (APB Desa). They are also given the opportunity to participate in the implementation and even supervise the activities carried out by the Village government.

According to Article 74 of Law Number 6 of 2014, village communities must understand the importance of Musrenbang (Planning and Development Deliberation), especially at the village level, because community involvement in Musrenbang is very important to synergize village development plans and improve

community welfare. The Musrenbang Forum also gives the community the opportunity to speak to the Village government about what they want for the progress and development of the Village. Not only can they convey their aspirations, but they also have the opportunity to participate and even supervise the activities of the Village government.

After the results of the Musrenbang are determined in the predetermined year, the community works together to implement the program that has been set for the development of the Village and the welfare of the Village community itself. In addition, the community has the right to supervise the programs that have been set out in the Musrenbang results, assess whether they are running well and ask for improvements.

The involvement of the people of Bubeya Village, Suwawa District, Bone Bolango Regency in development planning, especially through the Village Development Planning Deliberation (Musrenbang) mechanism, is still far from expectations. Although Musrenbang is officially held every year as part of the process of preparing the Village Government Work Plan (RKP Desa),

The reality on the ground shows that public participation in the field is still lacking. In forums that are supposed to be the main place where people can express their aspirations, they tend to be passive or even not involved at all. The community does not understand the concept of Musrenbang and what it stands for, which is clear evidence of a lack of participation.

Many residents don't even know that they have the right to attend, voice their opinions, propose programs, and see how village development projects are implemented.

This shows that the village government does not tell people much about the importance of Musrenbang as a strategic forum for participatory development, this condition points to two main problems. The first is that the community does not understand the planning process and their right to participate. The second is that the village government continues to play an active role in raising community awareness and providing an inclusive forum for all levels of society. Development is usually handled by the village government. Residents do not want to be actively involved in the process of planning, implementing, and supervising development because of this paradigm. However, in the concept of empowerment-based development, citizen participation is an important component of development success, not just an addition.

In development planning, the aspirations of the community are not well represented. Often, the Bubeya Village Musrenbang is only attended by a few specific groups, such as village officials, BPD members, or community leaders, without involving the general public, such as youth, women, or the poor. This situation certainly has an impact on the uneven distribution of development programs and activities because only a small percentage of villagers have interests. Finally, musrenbang, which is considered a democratic

forum, no longer functions as a tool to convey the collective will of the community.

Another very important factor is that the village government does not provide good socialization about the Musrenbang process through counseling, open discussions, and other communication media. People feel disengaged and don't understand the specific benefits of Musrenbang forums because there is no clear and structured mechanism to get input from them. In addition, Musrenbang is only a formal annual agenda with no substantial meaning because there is no participatory forum and inclusive access to information.

If there is no effective communication media, both oral and written, the public is just a spectator of development who should enjoy it. This is contrary to the spirit of the Village Law Number 6 of 2014, which expressly gives the community the right and obligation to be actively involved in the process of planning, implementing, and supervising village development.

The lower participation is due to the lack of knowledge of residents about village development planning. There are many residents who do not understand how Musrenbang affects the village budget allocation and the implementation of development in the current year. Therefore, participation only occurs formally and has no true participatory meaning.

The Development Planning Deliberation (Musrenbang) is an important instrument in realizing participatory, transparent, and

responsive village development to community needs. Through Musrenbang, the community is given space to express their aspirations and be involved in the village development decision-making process. However, the implementation of Musrenbang in various villages still faces challenges in realizing substantive community participation.

In Bubeya Village, community participation in Musrenbang has not shown optimal involvement in all stages of development. Some people still have a limited understanding of the functions and mechanisms of Musrenbang, so the level of involvement in the preparation of development priorities is relatively low. This condition is strengthened by the lack of optimal socialization carried out by the village government and the limited space for participation that is able to accommodate the aspirations of all community groups in an inclusive manner. As a result, community engagement tends to be concentrated in specific groups and does not fully reflect the needs of the wider community.

In fact, community participation is a fundamental element in village development because it contributes to improving the quality of planning, implementation, and development supervision. Low community participation has the potential to reduce the effectiveness of village development while weakening the accountability of village government implementation. Therefore, a study is needed that is able to explain how community participation takes place in the Musrenbang

forum and how the role of the village government in encouraging the creation of a participatory development process.

Based on this description, this study aims to analyze community participation in village development through Musrenbang in Bubeya Village, Suwawa District, Bone Bolango Regency, by examining community involvement at the planning, implementation, and evaluation stages of village development as well as the role of village government in facilitating community participation.

METHODS

This study uses a qualitative approach with a descriptive type of research. According to Sugiyono (2011), qualitative research is used to study phenomena in natural conditions with researchers as the main instrument in the process of data collection and analysis. This approach was chosen because it was able to provide a deep understanding of community participation in village development through the Development Planning Conference (Musrenbang) in Bubeya Village, Suwawa District, Bone Bolango Regency. The research was carried out from February to March 2025 with a focus on community involvement in the planning, implementation, and evaluation stages of village development.

In this study, the researcher plays the role of the main instrument that is directly involved in the data collection process. This role is carried out through field observations, in-depth interviews, and the review of documents

relevant to the focus of the research. The involvement of researchers in the field allows for a more comprehensive understanding of the dynamics of community participation and the role of village governments in the implementation of Musrenbang.

The source of research data consists of primary data and secondary data. Primary data was obtained through observation and in-depth interviews with purposively selected informants, including the Village Head, village officials, the Chairman of the Village Consultative Body (BPD), community leaders, religious leaders, women leaders, youth leaders, people who have or have never participated in the Musrenbang, and village assistants who are considered to understand the village development process. Meanwhile, secondary data was obtained from official village documents, development reports, Musrenbang minutes, laws and regulations, as well as various scientific literature relevant to the theme of community participation and village development.

Data collection was carried out through three main techniques, namely observation, interviews, and documentation. Observations were carried out to directly observe the form of community involvement in village development activities, especially at the Musrenbang forum and other development activities. Interviews were used to explore the experience, views, and meanings of informants on community participation in village development. The documentation is carried out by examining

various documents related to the planning and implementation of village development to complete and verify the data from observations and interviews.

Data analysis was carried out interactively by following the stages of data reduction, data presentation, and drawing conclusions. The data obtained from the field is first selected, grouped, and simplified according to the focus of the research, then presented in the form of a systematic narrative to facilitate the interpretation process. Furthermore, the researcher draws conclusions inductively based on patterns, themes, and relationships found during the research process.

The validity of the data is guaranteed through the application of the trustworthiness criteria put forward by Lincoln and Guba, including credibility, transferability, dependability, and confirmability. The credibility of the data is carried out through the extension of the participation of researchers in the field, observation diligence, and triangulation of sources and techniques. Transferability is achieved by providing a detailed description of the research context so as to allow the reader to assess the relevance of the findings in other contexts. Dependability is carried out through the consistency of research procedures and documentation of the research process systematically, while confirmability is carried out by ensuring that research findings are based on data obtained in the field and can be traced back through available research records.

RESULTS AND DISCUSSION

Community Participation in Village Development Plan Deliberation (MUSRENBANGdes)

According to Yuni Kumiyari, 2019:45 participation or participation is basically active and voluntary involvement and participation for internal and external purposes, such as planning and implementation.

1. Community Participation in the Needs of Village Development Facilities and Infrastructure

According to Asnudin (2015:23), rural infrastructure is defined as infrastructure that is physical and provides rural communities with easy access to basic and social services. Among these needs are education, health, transportation, economy, and residential infrastructure, including clean water and electricity. This need is adjusted to the potential of each village to improve the welfare of the community.

Adequate facilities and infrastructure, such as basic infrastructure for daily needs, are essential to support the operations of rural communities, according to Purwanti (2025:7). Facilities are facilities in residential environments that function to support the implementation and development of social, cultural, and economic life.

Infrastructure is the basic physical completeness of the residential environment that meets certain standards for the needs of a decent, healthy, safe, and comfortable

residence. These needs include roads, drainage, waste, clean water, and commercial facilities according to the minimum standards of the Decree of the Minister of Settlements and Regional Sensors No.534/KPTS/M/2001.

Infrastructure is the foundation of a system, consisting of public facilities and basic equipment that allows the environment to function properly, according to Jayadinata (2015:10). To meet the needs of the village community, the development of facilities and facilities includes the construction and maintenance of village roads, farming businesses, and sanitation.

Settlement facilities and infrastructure are components of physical infrastructure that support social, economic, and basic needs of people in villages or rural areas. Residential infrastructure includes various physical components that are needed to support daily life. According to Sander et al., 2024, Infrastructure consists of basic facilities that function as the main support for the community's economic environment, while facilities are community social and economic activities. The availability of adequate facilities and infrastructure allows people to meet their basic needs properly and carry out their social and economic activities more regularly and sustainably (Sanger et al., 2024).

Fariha (2024) said that the facilities and infrastructure of the village community are facilities and infrastructure built and managed by village funds to meet the basic needs of the local community and other public services.

Infrastructure and organizational facilities are infrastructure components that must be met to achieve the minimum level of service standards so that the lives of rural and rural communities can run well. Putri et al., (2024)

To ensure access to basic community services, an analysis of the needs of facilities and infrastructure is needed to identify basic physical facilities that have not been met in residential areas. According to Denny et al. (2021), The need for facilities and infrastructure in the context of villages is related to the lack of facilities that support people's daily activities, such as transportation, sanitation, and clean water, as well as social and economic service facilities. Fulfilling this need is very important because facilities and infrastructure contribute to improving the quality of life of villagers and supporting the continuity of social and economic operations.

Facilities and infrastructure are very important to support visitor activities in the region, such as basic physical needs such as roads and utilities in rural areas, according to Prasetyo (2025:20).

a. Identification of Community Facilities and Infrastructure Needs

Village development depends on community participation, especially to provide facilities and infrastructure. The results of research in Bubeya Village show that community participation in the needs of village development facilities and infrastructure is not ideal and uneven. Community involvement is

still limited in terms of intensity, scope, and type of participation. The main focus of community participation in this study is the need for facilities and infrastructure that are urgent and directly related to the daily activities of the community. The main focus of public attention is road infrastructure, drainage, lighting, educational facilities, housing, and disaster management. This shows that when needs are felt directly and have a real impact on people's lives, community participation is more likely to emerge.

b. Community Participation in Planning Facilities and Infrastructure

However, community involvement in the village development planning process is still lacking. Not all communities actively participate in conveying their aspirations and needs through the available mechanisms. Some people choose not to convey their aspirations formally, while others only convey their needs informally through direct communication with village officials at the hamlet level.

Thus, not all community needs are well recorded in village development planning due to this condition. In addition, this study shows that the process of determining the need for facilities and infrastructure is still highly dependent on the observation of field conditions and development priorities that have been set previously. As a result, special needs in some village areas have not been fully met.

This shows limitations in meeting the needs of the community as a whole, especially in

areas with limited access to village government centers. The process of building facilities and infrastructure is also influenced by the limitations of the village budget. If funds are limited, development is focused on the things that are considered most important. Due to this circumstance, not all requests can be fulfilled at the same time. In these conditions, low community participation further narrows the opportunities to meet more diverse needs.

According to the results of the study, the community's experience during the previous development process affected the participation rate. If the community feels that they are not following through on their aspirations, they are likely to remain passive and no longer participate. This shows that village development decisions are not significantly influenced by community involvement. Therefore, community participation becomes reactive and only appears when the problem becomes urgent.

Geography also affects community participation. Village areas closer to the village government center have higher participation rates than those far away. Due to this limited access, the community and the village government do not communicate and interact much with each other. As a result, the development planning process does not meet all the needs of the region's facilities and infrastructure.

c. The Impact of Planning Facilities and Infrastructure on Village Development.

The different levels of participation between hamlet areas show that social conditions and access to information greatly affect community involvement. Areas with stronger communication relationships between communities and village officials tend to be more active in participation. On the other hand, areas with limited access and little development socialization tend to be less in participation. In addition, the form of community participation in this study shows a passive tendency. Compared to participation from the planning stage, the community plays a more role as a recipient of development results. A small part of the community can still participate in development planning deliberations.

This shows that certain societies do not have the same opportunity to communicate their needs and wants. In addition, the study found that, although community participation increased on programs that were directly related to economic well-being in the short term, community participation was lower on development proposals related to the long-term, such as improved environmental management, improved disaster prevention infrastructure, and improved organizational quality. This shows that the focus of public participation is still on short-term profits. The sustainability of participation is also affected by the lack of continuity between community aspirations and development realization. When people don't have the opportunity to see real results from their involvement, they tend to be less motivated to continue participating. During

the development process, this situation can lead to differences between the community and the village government.

Overall, the results of the study show that community participation in the needs of facilities and infrastructure for the development of Bubeya Village still faces various obstacles, both from the community side and from the side of the village development system itself. Community participation has not been fully the main basis in the development planning and implementation process. Community involvement is still limited, reactive, and uneven between regions. Therefore, increasing community participation in the needs of village development facilities and infrastructure requires continuous attention.

2. Community Participation in Planning through the Village Development Musrenbang

According to Elida Imro'atin (2017:300), planning is the entire process of thinking and determining carefully what will be done in the future to achieve a predetermined goal. Participatory planning that involves the community will have a very important impact on development, namely: preventing manipulation, adding value to the legitimacy of planning formulations, and increasing public awareness of the importance of planning.

According to Deviyanti (2017: 1), the expected form of community participation at this stage is that the community not only participates by submitting proposed activities for development projects, but also is able to

learn, understand, and express the problems or problems they actually face. Community participation is a psychological event that includes both mental and emotional involvement. In this case, the public is expected to be able to see, select, interpret, and understand various types of information to then take action.

Abe (2019: 15-16) said that planning is a goal when it involves the interests of the community and involves the people (either directly or indirectly). If a plan is made without involving the community, it is difficult to be sure that it will be in the people's favor.

According to Hariyono (2013), development planning is a type of planning that aims to increase economic growth and community welfare. Undoubtedly, Indonesia's development planning has changed over time. The paradigm of development planning changed from planning, at least since the beginning of the reform era.

According to Law No. 25 of 2004, development planning is defined as the National Development Planning System (SPPN), which is a collection of procedures for long-term, medium-term, and annual development planning carried out by state and community administrators at the central and regional levels.

Regulation of the Minister of Home Affairs No. 224 of 2014 stipulates that the Village Development Planning Deliberation, also known as the "Village Development Planning Meeting", is organized by the Village

Government, the Village Consultative Body, and community elements in the village area to determine priorities, programs, activities, and development needs in the village area. at the sub-district musrenbang forum for the preparation of local government programs.

The community is involved in Musrenbangdes or village planning, according to Gdeona (2010) in (Hadi Soroso 2014: 10). It also shows that the community participates in public management.

To encourage empowerment, participation is a process in which people participate in decision-making and development processes, both physically and non-physically (Heranudin 2016: 3).

Naisoko (2024:5) states that community participation in village development planning (Musrenbangdes) involves the active involvement of residents in discussions and the creation of RPJMDes, but it is often low due to the dominance of village elites and a lack of understanding of the effects of stakeholder involvement.

Rizki (2021:3) defines Musrenbangdes as an annual meeting of village communities that aims to solve needs, solve development problems, and determine priorities based on the RPJMDesa/RKPDesa. Participation in the targeted group deliberations and approval of the RPJMDes plan is also included.

Juliantara (2003) in Setiawan (2021:840) said that participation means that every citizen must participate in the development decision-making process, focusing

on bottom-up through musrenbang to empower the community and take inspiration.

a. Mechanisms and General Conditions of Village Development Planning

Village development planning is a very important initial stage for the success and success of the project. Good planning should ideally be based on the real needs of the community, which is met with the active participation of all parts of the village. The development of Bubeya Village is planned through participatory mechanisms such as Village Development Planning Deliberation (Musrenbang Desa) and pre-Musrenbang at the hamlet level.

Before the implementation of the Village Development Planning Conference (MusrenbangDes), it was first carried out pre-Musrenbang at the hamlet level. pre-Musrenbang at the hamlet level. Pre-Musrenbang is an initial deliberation forum held in each hamlet as a forum for direct community aspirira. This forum is usually facilitated by the head of the hamlet and involves community leaders, women leaders, youth, and local residents. In the pre-Musrenbang, the community was given the opportunity to convey various problems they faced in the hamlet environment, such as infrastructure, basic service needs, economic empowerment, and social problems. Each proposal is recorded and discussed together to determine the priority scale based on the level of urgency and benefits for the community.

Conceptually, pre-Musrenbang is a form of bottom-up participatory closeness, because development ideas and needs come from the community at the lowest level. Through this mechanism, the village government seeks to ensure that development planning is not zero-top-down, but truly reflects the real needs of the community.

However, in practice, the implementation of pre-Musrenbang often faces several obstacles, such as low levels of community attendance, lack of public understanding of the planning process and limited ability to actively convey aspirations.

This causes proposals that have not yet emerged to fully represent the needs of all levels of society. The results of the pre-Musrenbang are then summarized and brought to the Village Musrenbang forum. After the implementation of the pre-Musrenbang at the hamlet level, the next stage is the Village Musrenbang.

MusrenbangDes is an official forum organized by the village government to discuss and determine development priorities that will be included in the Village Government Work Plan (RKPDes). This forum involved the village government, BPD, and community representatives from each hamlet.

In its implementation, the MusrenbangDes forum began with a speech and presentation on the general condition of the village as well as an evaluation of the previous year's development implementation. Subsequently, a registered discussion of the proposed activities that have been collected will

be carried out. Each proposal is discussed based on the level of need, urgency, and financial capability of the village. This process aims to determine the scale of development priorities that will be implemented.

This is in line with the idea put forward by Gdeona (2010) about the general picture of the involvement of the community in village planning. This mechanism was created to accept the wishes of the community and was used as a basis for making village development plans.

Based on the results of the research through interviews with informants, the implementation of MusrenbangDes in Bubeya Village has been procedurally carried out in accordance with applicable regulations. The village government invited community representatives to face the forum and provided an opportunity to submit proposals that had previously been gathered through the pre-Musrenbang. However, community participation in MusrenbangDes is still not optimal. This can be seen from the involvement of the community which tends to be limited to certain representatives, so that not all elements of society are directly involved. In addition, based on the information of several informants, there are people who are present at the forum but have not played an active role in expressing opinions or responses to the proposals discussed.

Thus, even though MusrenbangDes has been structurally implemented as a forum for community participation, based on research findings, the level of involvement and quality of

community participation still need to be improved so that village development planning truly reflects the real needs of the community.

b. Level of Participation and Understanding of Requirements in Planning.

Many factors contribute to the low participation of the community in development planning in Bubeya Village. One of the main factors is public awareness of the importance of Musrenbang as a strategic forum that functions to determine the path of village development. Some people still consider deliberation as a formal activity that does not directly affect their lives. As a result, community participation in Musrenbang and pre-Musrenbang is still low and does not represent all elements of the village community.

In addition, the community has not understood the development planning process well. For some communities, it is difficult to find and formulate their needs in a clear and targeted development proposal. Often, daily needs cannot be translated into development programs or activities that can be proposed in the Musrenbang forum. This results in proposals that come in at the planning stage are usually general, not detailed, or even not well documented.

In addition, the community's understanding of Bubeya village development planning is influenced by the language and technical terms used in the deliberative forum. Ordinary people often have difficulty understanding the terms used in Musrenbang

about planning and budgeting. People in situations like this don't trust themselves to voice their opinions, and they choose to remain passive. As a result, the community only listens, and the village officials have full control over the village development planning process. Naisoko's theory (2024:5) states that participation in village development community planning (Musrenbangdes) is necessary so that residents are actively involved in discussions and making RPJMDes. However, due to the dominant village elite and lack of understanding of impact, engagement, and stakeholders, this participation is often low.

c. The Impact of Low Participation on the Results of Village Development Planning.

The process of determining village development priorities is also influenced by the level of community participation in development planning. The determination of development priorities has not fully reflected the needs and desires of all village communities due to limited community involvement. Recommendations often come from certain groups only, while the needs of other community groups are not met. This condition can lead to conflicts between the village development plan and the needs of the real community on the ground. In addition, community involvement in the Bubeya village development planning process is still often formal.

This shows that certain societies do not have the same opportunity to communicate their needs and wants. In addition, the study

found that, although community participation increased on programs that were directly related to economic well-being in the short term, community participation was lower on development proposals related to the long-term, such as improved environmental management, improved disaster prevention infrastructure, and improved organizational quality. This shows that the focus of public participation is still on short-term profits. The sustainability of participation is also affected by the lack of continuity between community aspirations and development realization. When people don't have the opportunity to see real results from their involvement, they tend to be less motivated to continue participating. During the development process, this situation can lead to differences between the community and the village government.

However, there are some Bubeya people who have a better level of understanding of village development planning. Communities with a higher level of understanding are generally able to understand the relationship between community needs and village development programs. They are also more courageous to submit proposals and inputs in the Musrenbang forum.

The existence of these community groups shows that increased understanding can encourage more active and quality participation in the development planning stage.

Based on the description above, it can be concluded that although participatory mechanisms have been used to plan the

development of Bubeya Village, the level of community participation is still low. Limited public understanding, lack of awareness of the importance of development planning, and the use of language and technical terms that are difficult to understand lead to low participation. As a result, village development planning has not fully met the needs and desires of the community as a whole.

Therefore, efforts must be made to increase community participation in village development planning. Increased knowledge of development planning, the use of simpler and more communicable language in Musrenbang forums, and community empowerment to produce clear and organized development proposals are some of the ways that can be done to achieve this goal. Therefore, it is hoped that village development planning can be carried out more participatory, inclusive, and in accordance with the needs of the community.

3. Community Participation in the Implementation of Village Development

Koentjaraningrat (Lukmanul Hakim, 2017:50) stated that the community is invited to participate in the implementation of development by donating energy. Considered as part of the implementation of this development, community participation must involve all parties, regardless of community empowerment efforts. All those involved in the community cooperate and are responsible for the possibility that all the goals that have been set and agreed upon as a result of such decisions

may change according to the plan. Since the community can enjoy many benefits from the village development program, the village government must involve the community.

Community participation in the implementation of development is intended so that the community knows how the development implementation process, the responsibility of the village government, and openness, so that it can reduce problems that will arise in the community, especially related to development programs (Hakim, 2017).

According to Cohen and Uphoff in (Nur Islamiah, 2018:14), participation in implementation is defined as real participation in the form of labor, social participation, and participation (Hakim, 2017).

According to Yadav in (Diradimalata Kache, et al., 2019:20), community participation in the implementation of development activities is often defined as the participation of many (generally poorer) to voluntarily donate their labor to development projects. Community participation in the implementation of development activities must be interpreted as community contribution in the form of labor, cash, or various other forms of victims.

According to Yuni Kurniyati (2019:48), participation in development is often interpreted as the participation of many people who voluntarily contribute their energy in development activities. Therefore, community participation in the implementation of development must be interpreted as the squeeze of community donations in the form of

labor, food, and various other forms of sacrifice that are commensurate with the benefits received by each member of the community concerned (Kurniyati, 2019)

Irene (2015:50) defines participation as a person's psychological and emotional involvement in a group context that encourages them to support the achievement of group goals and take responsibility for their group. The success and absence of development programs depends on community participation. Because the community will enjoy the results of development and be involved in the process, the village government must involve the community in the village development program. It is intended to show the public whether the planned development has achieved its goals or not.

Alexander Abe stated that community involvement in its implementation has an effect, namely preventing manipulation, clarifying needs, adding legitimacy, and creating a sense of belonging to village development projects (Nazhir 2022:5).

Hidayah (2024:2) stated that the implementation of participation includes the provision of manpower (gotong royong), funds, and maintenance of development results. However, due to inhibitions, such as government awareness and dominance, this participation is often lacking.

According to Suryono (Bappeda Buleleng 2017), participation means participating in development, being involved in development activities, utilizing and producing

results. It also means participating in the process of determining the direction and implementation of development policies by the government, especially in the political and social process to support perpetrators. Social participation is a development process that includes decision-making consultation at every stage of the project cycle, from needs evaluation to assessment, monitoring, evaluation, and implementation. This implementation involves local labor, local contractors, and effective community oversight from planning to efficient development implementation.

a. The Level and Pattern of Community Participation at the Development Implementation Stage.

At the implementation stage, community participation in village development showed significant variation. Most respondents showed low to moderate involvement. Only 30-40% of residents are actively involved in physical programs such as monitoring the installation of lights, repairing network roads and solar power, as well as handling stunting through posyandu and waste management training, according to the findings of the interview. Those who stay tend to be motionless or not at all, which leads to inequality in the division of roles. This phenomenon is in line with the theory of the tiered participation model in community development developed by Yuni Kumiyati (2015).

In addition, the pattern of participation is dominated by small, consistent groups, often

made up of "old friends" from previous planning forums. For example, there are only 2-3 residents who have just joined the reconstruction project of the village hall and health post; Mutual cooperation on the concrete rebate road project alternate, but it was inconsistent due to delays in heavy equipment from outside. This suggests that engagement is more reactive than proactive, as residents respond to direct calls from village officials rather than self-initiated initiatives.

b. forms of community involvement in various programs.

Community involvement can be in the form of labor, material, or supervision contributions. In empowerment programs such as the repair of the posyandu, a small team of residents, consisting of about 25 people, is responsible for maintaining materials and coordinating the process; This shows that small group techniques are very effective at increasing participation. Similarly, the community participates as volunteers give voluntarily, provide simple play facilities from household waste, and work together to build a complete learning space with consumption support.

PKK also provides regular check-up assistance for elderly health programs. Meanwhile, the monthly posyandu is announced by volunteer cadres who handle weighing toddlers, nutrition training, and coordination through communication groups. At the general public level, participation includes assistance in stunting prevention in

households, such as teaching to make high-nutrient protein porridges, cleaning sewers for malaria spraying, and providing sand or short-term manpower for road projects.

However, the administration of programs such as BPJS Kesehatan registration is very poorly involved, with residents only disseminating information without checking due to delayed government verification. Overall, this type of participation is similar to the bottom-up approach that is limited in the framework of collective action, mentioned by Uphoff (1986). This approach prioritizes non-financial contributions over long-term commitments.

c. Factors Supporting Community Participation.

Several factors encourage community participation, especially the role of village officials and local communities. Direct supervision by village officials, such as bringing together preparation materials to mutual cooperation, increases the sense of collective responsibility. For posyandu, coordination through communication groups also helps ensure attendance, and social support such as providing masks and air during spraying increases activities. Social ties are strengthened by the initiative of the PKK and hamlet heads in accompanying parents and toddlers. In addition, there has been a gradual increase, such as the participation of certain hamlets in early childhood education, which shows their concern for early childhood education. This suggests that community-based inclusive

methods, such as courses and education, can increase the participation of marginalized groups such as housewives and the elderly.

d. Challenges and Factors Inhibiting Participation

Despite progress, the main problem is uneven participation. Its inconsistent presence is caused by the economic busyness of residents, especially farmers and afternoon workers. This can be seen in the gotong royong road which was damaged due to the delay of heavy equipment. Most residents consider the village government to be fully responsible, which accepts the situation due to a lack of understanding of the development program. Personal reasons such as cattle sickness or bad weather affect the continued contribution, but external factors such as rain often make for absences. In addition, low participation was seen in waste management in some hamlets, where only a few residents cleaned the area and installed temporary tubs. In addition, the BPJS program is hampered by a slow bureaucratic process. Residents switched to independent contributions because they were not satisfied with the socialization of "ambaradul".

At the stage of implementing village development, community participation is moderate, with the potential to increase through strengthening supporting factors. Physical and social programs that rely on small groups may not last long because of these inequalities.

This means that the village government must use inclusive methods, such as intensive

socialization, scheduling that can be adjusted to the work rhythm of the residents. and non-material incentives to reduce barriers.

CONCLUSION

This study shows that community participation in village development through the Village Development Planning Conference (Musrenbang) in Bubeya Village, Suwawa District, Bone Bolango Regency has not taken place optimally at all stages of development, both planning, implementation, and evaluation. At the planning stage, the participatory mechanism through pre-Musrenbang and Village Musrenbang has been implemented according to procedures, but community involvement is still dominated by certain groups and has not been able to accommodate the aspirations of all levels of society in an inclusive manner. Low public understanding of the function of Musrenbang, limited access to information, use of technical terms that are difficult to understand, and lack of optimal socialization from the village government are the main factors that affect the low quality of participation. At the development implementation stage, the community shows involvement in the form of mutual cooperation, energy contribution, supervision, and support for various village development programs, but the participation is still uneven and tends to depend on certain active community groups. These findings show that community participation has not fully become the main foundation in the village development process so that the resulting development does not fully

reflect the needs of the community as a whole. The scientific contribution of this research lies in revealing the dynamics of community participation in Musrenbang which is not only influenced by institutional aspects, but also by community understanding factors, village government communication patterns, access to information, and community experience towards the realization of development aspirations.

Theoretically, the results of this study strengthen the view that community participation is a fundamental element in participatory development and is an important prerequisite for the realization of democratic village development governance. The research findings support the concept of participation put forward by Cohen and Uphoff as well as a participatory development approach that places the community as the subject of development, not just the beneficiary of development. However, this study also shows that the existence of participatory forums such as Musrenbang does not automatically result in substantive participation if it is not accompanied by increasing community capacity and strengthening communication between village governments and residents. From a methodological perspective, the use of a qualitative approach allows researchers to gain a deep understanding of experiences, perceptions, and social dynamics that affect community participation in village development. However, this research has limitations because it was carried out in one

village with certain social characteristics, so the transferability of research results to other village contexts needs to be carried out carefully by considering different social, cultural, and institutional conditions.

The practical implications of this study show the need to increase the role of village governments in expanding the space for community participation through more intensive socialization, providing open access to information, using easy-to-understand language in the Musrenbang forum, and the involvement of underrepresented community groups such as women, youth, and the poor. The village government also needs to build a clear feedback mechanism for community proposals so that the community can see the relationship between the aspirations conveyed and the realization of the development being implemented. In addition, strengthening the capacity of the community in understanding the village development planning process is an important step to improve the quality of more active, critical, and sustainable participation. For further research, it is recommended to conduct a study in a wider area by comparing several villages so that a more comprehensive understanding of the factors affecting community participation in the Musrenbang can be obtained. Follow-up research can also develop theoretical perspectives on participatory governance, social capital, and community empowerment, and use mixed methods to produce a deeper picture of the

relationship between community participation levels and village development success.

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