

Reflecting on 20 Years of Regional Development Planning in Indonesia: A Systematic Literature Review

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ABSTRACT

Introduction: Regional development planning in Indonesia, as mandated by several regulations, requires the implementation process to refer to various planning approaches, including technocratic, participatory, political, top-down, and bottom-up. These approaches are guided by principles such as holistic-thematic, integrative, and spatial. However, these complex procedures have hindered the achievement of 20-year planning goals. Challenges such as overlapping administrative procedures, the growing influence of regional legislative bodies, mandatory central government policies, increasing budget allocations for villages, declining public trust in the planning process, unclear authorities and responsibilities, and other regional autonomy issues necessitate a comprehensive reflection and re-evaluation of the regional development planning process.

Objectives: This study aims to comprehensively examine the process and results of regional development planning implementation in various regions in Indonesia, focusing on the effectiveness of the musrenbang (development planning deliberation) forum.

Methods: The research employs a Systematic Literature Review (SLR) by identifying, evaluating, and interpreting research on the implementation of regional development planning in Indonesia. Data collected from reputable journals are analyzed using the Atlas.ti application to map various evidence.

Results: The findings reveal that the regional development planning process in Indonesia through the musrenbang forum has not fully addressed the aspirations and needs of citizens. The government dominates every phase, including proposing and filtering aspirations, which limits effective dialogue and consultation with citizens.

Conclusions: The study concludes that the lack of communication, dialogue, and consultation between the government and citizens undermines the effectiveness of regional development planning. The researcher recommends further studies using the communicative planning method, especially focusing on marginalized groups, to enhance inclusivity and participatory governance.

Keywords: Regional Development planning, Community Participation, Musrenbang.

INTRODUCTION

Development is a process of change for the better through various efforts carried out in a planned manner and a continuous process. Development can be interpreted as a series of planned growth and change efforts carried out consciously by a government towards modernity in the context of national development (Arsiska, 2021). This means that development is an effort to achieve the country's goals in which there is a suitable planning mechanism in the process. Planning is a process consisting of various decisions or choices from multiple ways to use existing resources to achieve specific goals in the future (Heny, 2017).

In Indonesia, the procedures for development planning have been regulated in Law Number 25 of 2004 concerning the National Development Planning System (UU SPPN) (Reza Hariyadi, 2021; Suryanti, 2018). In this regulation, five approaches are

regulated in the development planning system in Indonesia, namely: (1) Political approach, (2) Technocratic approach, (3) Participatory approach, (4) Top-down approach, and (5) Bottom-up approach (Handono et al., 2024). In addition to the Law on the National Development Planning System, other regulations explicitly regulate regional development planning, namely Law Number 32 of 2004 concerning Regional Government.

The enactment of Law Number 32 of 2004 concerning Regional Government became a momentum for a paradigm shift in the government system from being centralized to decentralized (Purwaningsih, 2022). In these regulations, the government systems known in Indonesia are established, including decentralization, assignment tasks, and deconcentration (Halik, 2015). Centralization is the transfer of power and authority of government in full to the central government. Meanwhile, decentralization transfers government affairs from the center to the regions, resulting in regional autonomy (Mega Christia & Ispriyarso, 2019).

Law Number 32 of 2004 then revoked its legal status and was replaced by Law Number 23 of 2014 concerning the Regional Government (Perdana, 2016). The existence of this latest regulation is a sign of the opening of opportunities for Regional Governments and their communities to develop regions better because various essential service obligations are mainly carried out by the central government's authority to regional governments through a decentralization mechanism.

In the context of decentralization, community development applies an empowerment approach that prioritizes a bottom-up and participatory model (Astuti, 2001). The participatory approach is based on the belief that communities better understand the problems and needs of their area and can foster a sense of ownership and responsibility, which is in line with the principles of democracy applied in Indonesia. In addition, the participatory approach that prioritizes active community involvement is one of the principles of good governance (Mardi et al., 2022).

The form of community participation in the development planning forum carried out in Indonesia is known as the Development Planning Deliberation or Musrenbang. Musrenbang is an annual agenda that aims to plan and discuss development plans both at the national and regional levels (Purwaningsih, 2022). This forum starts from Musrenbang at the sub-district or village level, followed by Sub-district Musrenbang, then Musrenbang at the Regency/City level, followed by Provincial Musrenbang, and ends with National Musrenbang (Salangka, 2020). More detailed provisions regarding Musrenbang have been regulated in the Regulation of the Minister of Home Affairs of the Republic of Indonesia Number 86 of 2017, which includes procedures for planning, controlling, and evaluating regional development, as well as assessing draft regional regulations related to long-term and medium-term regional development plans.

Musrenbang functions as a forum for deliberation that provides space for the community to participate and reach decisions together. In theory, this consultation model aims to increase a sense of ownership, encourage democracy, and involve the community in development (Erialdy & Muhtadi, 2021; Purwaningsih, 2022). This also reflects that society is no longer the object of development but also the subject of national development (Lestari & Santoso, 2023).

The implementation of Musrenbang is one of the responsibilities of the Regional Government in managing government affairs, development, and community interests. Development cannot run effectively if one of the three governance components (government, community, private sector) does not play a role (Purwaningsih, 2022). In addition, Musrenbang also functions as a means of education for citizens to become an active part of governance and the development process (Amanah et al., 2016; Tresiana & Duadji, 2016).

Although the implementation process of Musrenbang has been carried out for 20 years, as referred to the year the Law on the National Development Planning System (SPPN) was enacted, the reality in the field shows that there are still various obstacles in its implementation at multiple levels and regions. Research conducted by Kusniadi (2020) resulted in interesting findings that the implementation process of musrenbang so far has been considered ineffective in dealing with problems faced by the community due to the inconsistency of the organizers, namely the government, and minimal participation from the community.

Research conducted by Fitri & Magriasti (2020) revealed that not all stakeholders were involved in the Musrenbang in Nagari Sungai Nanam, Solok Regency, West Sumatra Province. This is due to the lack of information reaching the community and the background of most farmers' work, thus reducing interest in participation. The background of the community's work, primarily farmers, makes it difficult to participate because working as a farmer does not have flexible hours. In Palu City, the participation of urban communities in planning, implementation, and supervision is still not optimal. This happened due to the lack of information dissemination and support from the relevant SKPD (Regional Work Units) (Haryadi, 2016).

The results of research conducted by Hidayatullah & Pribadi (2016) strengthen the arguments of previous research that musrenbang activities at various levels are often less participatory and are considered only ceremonial activities. Amanah et al. (2016) conducted a test of the level of community participation in the musrenbang process in Tegal Regency, which showed findings that community awareness in musrenbang is still very low and the village government is still the party that has too much power in determining the direction of village development programs.

However, research conducted by Agustin and Rahaju (2016) shows that the Tunggungjagir Village, Lamongan Regency community, actively participates in musrenbang, implements development, and maintains existing projects. Implementing musrenbang makes the village community more open and brave in conveying various problems.

After 20 years of the National Development Planning System (UU SPPN), the current situation requires a study on the approach to regional development planning, especially in the implementation of Musrenbang, among others, due to the increasing influence of legislative institutions in the regions, the many mandatory policies (top-down) from the Central Government, the increasing allocation of village funds received by the Village, and the decreasing public trust in the regional development planning process, unclear authority and responsibility, and various other regional autonomy issues.

Based on previous research studies, many studies related to regional development planning focus on implementing Musrenbang in the regions. This paper aims to deepen the analysis by comparing the implementation of Musrenbang in the various areas at different levels, namely at the village level, sub-district level, and district/city level so that multiple problems and dynamics in the proposal process and development planning results at each level in the region can be identified. Based on these arguments, the research question in this study is "How is the implementation of Musrenbang at various levels of regions in Indonesia?". Based on these research questions, the purpose of this study is to identify the process of implementing Musrenbang at various levels of regions in Indonesia to then be used as evaluation material related to the implementation of Musrenbang at the village level, sub-district level, and regional level.

OBJECTIVES

This research is a literature study with a systematic review method, generally called Systematic Literature Review (SLR). The SLR method is a systematic technique for collecting, critically testing, integrating, and collecting various results of previous research studies on research questions or topics to be explored (Hattingh et al., 2009; Lame, 2019). Systematic review is a method of reviewing a particular problem by identifying, evaluating, and selecting a specific issue and asking questions that are resolved based on previously established criteria. This follows previous research that is of good quality and relevant to the research question posed by the researcher.

METHODS

The SLR method applied by researchers in this study was carried out by exploring previous research related to development planning and musrenbang. The literature study was sourced from international and national journal articles obtained from the Internet using Google Scholars and the Publish or Perish (PoP) Application. The results of the researcher's exploration related to development planning were reviewed in several stages.

In the first stage, the researcher searched for journal articles related to development planning. The results of this stage obtained 200 journal articles relevant to the researcher's central theme. The researcher searched based on the journal article's title at this stage.

In the second stage, the researcher sorted journal articles related to development planning. At this stage, the researcher conducted a brief review by looking at the abstract and conclusions contained in each article. The results at this stage found 80 articles related to development planning and its relationship to the musrenbang implementation process.

Third, the researcher conducted a literature review by conducting a comprehensive study and identification by reading the journal's contents so that the researcher could identify those related to the topic that the researcher was doing. Of the 80 journal articles, the results of the researcher's review related to development planning amounted to 22. The 22 journal articles will be studied in depth and comprehensively to be presented in the results and discussion.

In the fourth Stage, the researcher mapped the findings in the 22 related articles to conduct a mapping analysis using the Atlas.ti application. A comprehensive study was undertaken to find correlations and relationships between evidence in each journal. Analysis was also undertaken to identify the most dominant factors influencing the implementation process of musrenbang.

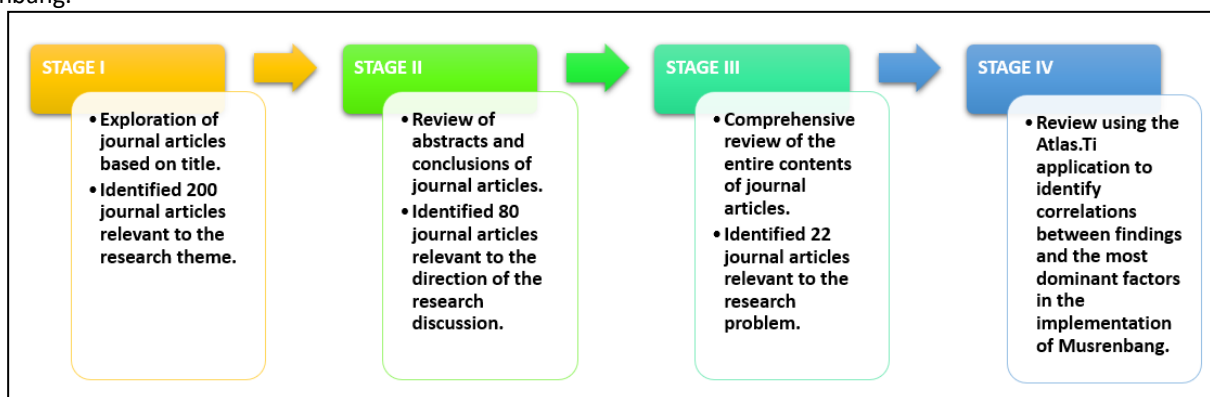


Figure 1. Systematic Literature Review Process

Source: Researcher Formulation (2024)

RESULTS

The systematic literature review (SLR) process, carried out step by step, based on the substance of journal articles, resulted in 22 articles relevant to the research problem. The researcher then distributed the 22 journal articles that had been obtained into three levels: First, journal articles that discussed the process of implementing development planning at the village level; Second, journal articles that discussed the musrenbang planning process at the sub-district level; and Third, journal articles that discussed the musrenbang planning process at the city/district level. The researcher summarized the research results, which are presented in the following table.

Table 1. Summary of SLR at Village Level Musrenbang

Researcher	Research Findings
Poespito Hadi & Fe (2023)	Community participation in the implementation process of musrenbang is divided into three stages: (1) The preparation stage carried out by village officials by appointing PMD (Village Community Empowerment) elements by sending letters to hamlets and appeals to RT/RW to involve their residents in musrenbang; (2) The implementation stage of musrenbang through a forum attended by community leaders; (3) The utilization stage, namely the stage where the village community receives the benefits of the implementation of musrenbang. The implementation of musrenbang in Dalisodo Village, Wagir District, Malang Regency experienced several obstacles, including (1) Socialization carried out by the Village Government has not been running optimally where the appointment of community representative figures is subjective; (2) the quality of community education is an inhibiting factor where the village community has difficulty understanding the meaning of musrenbang.
Syafiq & Kandung (2024)	The process of implementing the musrenbang in Tanete Village, Maiwa District, Enrekang Regency can be observed through several aspects, including (1) Community participation and involvement; (2) Government transparency in the output of the implementation of the musrenbang; (3) Selective in analysis and consultation in discussion forums; (4) Accountable through accountability for the results of the preparation of the Village RKP to the village community 3 months after the musrenbang; (5) Empowerment, namely programs agreed upon in the musrenbang and scheduled in the Village RKP fulfill the elements of village community empowerment, and (6) Sustainability where this observation aspect is one of the obstacles because community aspirations tend to propose physical development rather than non-physical development which results in minimal sustainability of development programs.
Ali (2023)	Women's participation in implementing the musrenbang forum in the village is still minimal. The proposed and planned programs are gender-biased, and infrastructure and economic development plans dominate the dialogue process for discussing proposals. Education, culture, and politics can influence the high and low levels of community participation in the musrenbang forum.
As'adi & Nasrodin (2022)	Several inhibiting factors influence the results of the village-level musrenbang, including (1) Lack of assistance to village communities; (2) Incompetent village facilitators in implementing participatory planning, causing activity priorities not to be accommodated appropriately; (3) Village communities lack confidence in conveying proposals or aspirations, causing them to rely solely on other people; (4) The level of community participation in conveying aspirations or proposals is not optimal due to the lack of community awareness of the importance of village development.
Rahmayanti et al. (2022)	Several inhibiting factors influence the success of the implementation of Musrenbang in Pengujan Village, Teluk Bintan District, Bintan Regency, including (1) Community boredom in attending because their aspirations were not realized in the previous year's Musrenbang period and (2) The timing of the Musrenbang is not friendly to the community's profession because it coincides with the working hours of the community, the majority of whom are fishermen whose work is unpredictable considering that they have to adjust to sea conditions and types of activities.
Nababan & Karniawati (2022)	The Village Government plays a significant role in increasing community participation in implementing development. In this case, the Village Government acts as a policy communicator and administrator related to the existence of the musrenbang forum. The task of the Village

Researcher	Research Findings
	Government as an administrator in the field of development and society can be categorized as successful because the Village Government and government apparatus often go directly to the field to monitor or directly supervise every development activity carried out around the village.
Saputri (2021)	Understanding of the development planning process for the community is not evenly distributed throughout the community of Sungai Segak Village, Sepauk District, Sintang Regency, especially when asked about the plan's suitability to the community's problems and needs. On the other hand, there was a mismatch between the plan and the community's needs. This is indicated by several priority activities proposed by the village/sub-district not being accommodated in the priority activities of the sub-district through the Sub-district Musrenbang forum.
Rafinzar & Khairunnas (2023)	The study results show that the principle of deliberative democracy in the development planning process at the village level is still not optimal due to obstacles in reporting and realizing proposals for the results of village development planning. The involvement of community groups that are not comprehensive contradicts the principles of deliberative and participatory. The researcher's suggestion in the study is that special intervention is needed from the government to form a village community competent in participatory planning at the local level.
Rafinzar et al. (2023)	This study found that there were inhibiting factors in implementing Musrenbang at the village level. Some of these factors include (1) Involvement of community interest groups that have not been fully involved or are still in the form of representatives; (2) Determination of participant representatives in Musrenbangdes has not been seen based on age groups, which has resulted in the inclusiveness of community involvement not being created; and (3) Community involvement has also not been seen based on socio-economic backgrounds such as education, work, and strategic location of the activity location. All of these factors impact the planning deliberation process, which has not been able to run effectively and inclusively.
Basri (2022)	The process of organizing village development planning deliberations, starting from the formation of the Village Deliberation Organizing Team, Guidance Team, technical preparation for the implementation of the deliberation, and Village studies in a participatory and dialogical manner was not implemented optimally. The Kute Gelime village community, Ketol District, Central Aceh Regency, did not participate enough in formulating policies in the village development planning deliberations. The lack of community participation in participating was due to internal factors related to low awareness of the importance of community participation in formulating policies in the village development planning deliberation and external factors, namely the lack of socialization from the Kute Gelime village government apparatus, which caused the community not to understand what and why they had to participate in the village development planning deliberation.

Source: Compiled from various sources (2024)

In research related to the musrenbang forum in various villages in Indonesia, most of the findings focus on the main problem, namely the low level of village community participation. The low level of village community participation in development planning discussion forums has various driving factors that are internal and external. For example, from internal factors, namely: (1) The quality and completion of village community education is relatively low; (2) The level of village community awareness of their rights as citizens is low; (3) Lack of village community confidence in the village musrenbang forum, especially in conveying their aspirations; and (4) Village community boredom because the proposals and aspirations they conveyed in the previous musrenbang period were not realized.

Meanwhile, external factors that can hinder the implementation of musrenbang at the village level include: (1) Socialization carried out by the Village Government is still not comprehensive; (2) Determination of community representatives in the musrenbang forum is subjective by the Village Government; (3) Minimal assistance provided by several Village Governments; (4) Determination of the time for implementing musrenbang which is not appropriate and overlaps with the working hours of village communities; (5) Social and cultural values adopted by the local community; (6) Gender-biased community aspirations and proposals.

To sharpen and compare findings at the most local level with the above levels, the researcher reviewed the following literature study that discussed implementing Musrenbang at the sub-district level. The summary results of the review of the Sub-district Musrenbang can be seen in Table 2 as follows.

Table 2. Summary of SLR at Sub-district Level Musrenbang

Researcher	Research Findings
Mohi (2024)	Participants from the women's group are not sufficiently represented and are less focused on the progress of the musrenbang. There is still a lack of self-confidence and pessimistic views on women's participation in the musrenbang forum. This is because there is still a stigma and obstacles that need to be overcome even though steps have been taken to increase women's participation in regional development. Participation by women in the musrenbang is still not optimal, with some female participants only focusing more on their gadgets during the musrenbang and being easily distracted by unfinished matters outside the forum, such as household matters, as well as the lack of special programs or strategies to involve women in the decision-making process.
Mulyani (2011)	The study results show that community participation in regional development planning deliberations in Lubuk Begalung District, Padang City, is still low. The low level of community participation is caused by, among other things: (1) The focus of planning is not yet in the form of problem-based and needs-based analysis; (2) The community does not yet have the same opportunity to participate in the musrenbang; (3) Synergy in planning between regions is implemented in the form of priority programs in turns, not in the form of essential and urgent priority programs; and (4) The legality of technical instructions in the form of regional regulations is not yet available.
Indah & Erowati (2019)	Community participation in sub-district level musrenbang is still weak due to several factors including: (1) Low levels of education which result in low levels of community participation; (2) Communities that are categorized as poor tend to be lazy to participate effectively because they do not have enough information and often prioritize work over having to be involved in deliberation; (3) There are obstacles in society such as socio-cultural where people are reluctant to be involved in development planning at the smallest community group level starting from RT, RW, Hamlet and Village, the cause is because some people are not yet able to be active in conveying aspirations and people lack self-confidence so that they are more dominated by a culture of silence; (4) In determining regional program proposals, sub-district heads are free to choose program proposals that are not brought by the village, this causes the emergence of program proposals in sub-district musrenbang that are not the result of village proposals, thus making the participation that has been collected in village musrenbang in vain and not used properly.

Source: Compiled from various sources (2024)

The results of various studies on musrenbang at the sub-district level show similarities in the problems, especially in the inhibiting factors for community participation in the musrenbang forum. For example, the results of research conducted by Mohi (2024) on the involvement of women's groups in the musrenbang forum at the sub-district level are not yet representative and not optimal, as in the results of research conducted by Ali (2023) on the involvement of women at the village level in Banda Aceh City. The results of research conducted by Mohi (2024) strengthen Ali's opinion (2023) that women's group participants still lack self-confidence and pessimistic assumptions. In addition, other inhibiting factors that hinder the implementation of musrenbang at the sub-district level are also similar to those at the village level, for example, in terms of the low level of education of the community and social groups in the community.

An interesting finding at the sub-district level is that the Sub-district Head, or, in this case, the Sub-district Head, can determine the proposed regional program where the sub-district head is free to choose the proposed program that is not brought from the village level. This kind of discretion certainly makes community participation in the results of the village-level musrenbang submitted for discussion at the sub-district-level musrenbang in vain. To obtain more comprehensive results and more expansive regional units, the researcher conducted another literature test at a higher level of musrenbang, namely at the city/district level, with the following results.

Table 3. Summary of SLR at the City/District Regional Level Musrenbang

Researcher	Research Findings
Mildad (2016)	Development planning deliberation has become popular in implementing development planning and budgeting in regions, villages/sub-districts. Musrenbang has not reflected the spirit of deliberation, which is participatory dialogue communication and has not been able to become a friendly forum for all elements of government and society to realize priority programs in development. The study results show that in its implementation, Musrenbang at the City/Regency level often does not reflect participatory communication and dialogue. This can be seen from the marginalization of the interests of the poor and women in determining the priority programs agreed upon as a result of Musrenbang. Communication and political interventions occur because all elements of society cannot yet understand democracy and the spirit of development.
Mukminah & Yasrizal (2022)	This research examines the factors causing the realization of regional-level musrenbang not to run as stipulated, namely: (1) The community does not understand the proposals that are more targeted to the problems of their region; (2) The level of community attendance is still low; and (3) Lack of community trust in the local government. Alternative program strategies that the Regional Government can implement are: (1) Providing guidance and understanding to the community through holding seminars and socialization for the local community; (2) Implementation program based on musrenbang; and (3) Holding monthly or annual meetings as an evaluation of the proposals that the community has given.
Manar (2016)	The results of research on the implementation of musrenbang in several cities/regencies in Central Java Province, many of which were carried out not according to the procedure, even not according to the substance because of the lack of understanding from the implementers and actors of musrenbang due to the implementing regulations that are not very detailed in regulating the implementation of musrenbang through the process, mechanisms, and procedures. Failure to understand these rules is quite fatal, so musrenbang becomes nothing more than a routine and formal part of annual development planning. Guidelines or procedures that are very global and not detailed result in the implementation of musrenbang being able to use strategies that make it easier for implementers and participants but substantively do not provide any results. Although the implementer recognizes (BAPPEDA) that musrenbang can be a tool to combine bottom-up and top-down, it is not substantive because no formulation or mechanism has been found to align the two approaches. Given that the government has the authority to budget finances, the top-down approach plays a more significant role in determining the results of musrenbang.
Bayu et al. (2018)	This study found that the relationship within the government in preparing the RPJMD document is technocratic and dominated by the Governor. Various parties are involved, both within the local government and outside the government, through the Musrenbang forum, which influences how the development planning process is made. In the Musrenbang forum at the regional level, the community is not actively involved, but the private sector is engaged as a development partner that can influence development planning.
Muayyadah (2020)	The results of the study prove that there are differences in the culture of participation between urban, rural, and Samin communities. Several factors that support community participation include (1) Legislation, (2) The existence of SIPPD, and (3) The enthusiasm of local governments and communities to advance their regions. Several inhibiting factors still occur, including (1) Low community capacity, (2) Domination of local elites, (3) The absence of a verification and guarantee mechanism for the proposed results of the Musrenbang, (4) the uneven capacity of planning officers in each planning line.
Saragih & Lubis (2019)	The implementation of regional development planning is carried out by the Medan City Government and monitored by the Medan Regional People's Representative Council (DPRD). The study results indicate that the supervisory function in the regional planning process has not been regulated entirely and comprehensively, which should be a guideline for DPRD members in carrying out the supervisory function. There is no complete mechanism regarding the agenda, procedures, and methods in implementing regional planning monitoring; there are only regulations regarding where and when the monitoring function is carried out. The monitoring process has a more significant political weight than scientific weight, which makes the monitoring process and results unclear and eliminates the purpose of monitoring.

Researcher	Research Findings
Iskandar (2017)	The study results show that citizen proposals through formal forums or musrenbang are minimally accommodated in the APBD. Meanwhile, the executive and legislative dominate or have the power to control the distribution and allocation of value in the APBD. Efforts to obtain agreement were made through compromise through a non-formal forum between the Mayor and the leaders of the Padang City DPRD factions, producing an agreement in the form of legislative members being able to allocate a budget (central idea funds) with a specific value for their electoral district or constituents.
Kusniadi (2020)	The concept studied in this study is about the determinants of participation, starting from decision-making, implementation, participation in achieving results, and evaluation. The study results indicate that community participation in implementing Musrenbang in Subang Regency has not been optimal. The Evaluation Dimension is the most determining factor in the Musrenbang Participation construct. Meanwhile, other factors with a lower influence are the Enjoying Results Dimension, the Implementation Stage Dimension, and the Decision Making Stage Dimension.
Nurdin et al. (2021)	The results of the study show that, in general, the development planning deliberations are carried out by the process and mechanisms but are not yet fully democratic and focused on governance, so a framework is needed that can help the government realize the direction of regional development policies. Therefore, there needs to be a common goal and understanding of Musrenbang that Musrenbang must be built with a spirit of togetherness so that it can encourage the role and participation of the community in formulating and making joint decisions with the government in preparing annual development plans both at the Sub-district level, Regional Apparatus level, and Regency level.

Source: Compiled from various sources (2024)

The results of a review of 9 journal articles discussing the implementation of musrenbang at the city/district level revealed various interesting findings.

First, the implementation of musrenbang at the city/district level has similarities in terms of marginalizing vulnerable groups, namely women's groups, poor groups, and children's groups, where their aspirations, from the lowest level, namely the village to the regional level, are unable to be adequately aspired to and accommodated in the Annual RKPd (Ali, 2023; Mildad, 2016; Mohi, 2024).

Second, the low public participation in the musrenbang forum is due to low public awareness and education and distrust in the government. Public distrust in the government is one form of challenge and obstacle to public bureaucracy that can trigger a wave of public protests (Pontolowokan et al., 2017; Prastiasa et al., 2024). The findings regarding public distrust of the government at the regional level of the musrenbang process strengthen previous arguments that many factors encourage low interest in public participation in the musrenbang forum.

Third, not all regions have clear technical instructions, guidelines, and procedures for implementing musrenbang (Manar, 2016; Saragih & Lubis, 2019). This finding explains the findings regarding the lack of socialization and the uneven capacity of the planning apparatus. In comparing the implementation process of musrenbang at various levels, researchers realized that there were quite significant and correlational differences between the implementation of musrenbang at the village level, sub-district level musrenbang, and city/district level musrenbang. The higher the level of implementation of musrenbang in the region, the more biased the aspirations and proposals submitted by the community will be. For example, from the village level, various proposals are received by the village apparatus to be raised and submitted to the musrenbang at the sub-district level. In implementing musrenbang at the sub-district level, the Sub-district Head can exercise discretion and provide recommendation proposals that begin to obscure the proposals and aspirations submitted by the village community. Then, suppose it is raised again at the city/district level. In that case, the proposals and aspirations submitted by the community are increasingly biased because the government is too dominant, not to mention the political pressure from the DPRD in determining aspirations and proposals considering its role in the discussion and determination of the APBD. On the other hand, in musrenbang at the city/district level, the level of community participation is increasingly minimal; the implementation is merely ceremonial, while the results of the agreement tend to be determined by those who have influence and power, such as legislative institutions or business groups/companies (Bayu et al., 2018).

The increasingly biased aspirations conveyed a public distrust towards the government, which had implications for the public's declining interest in attending the musrenbang forum in the following years. The absence of complaint and supervision channels, as well as transparency and accountability received by the public, made the public increasingly pessimistic that their proposals could be accepted and implemented by the government. The declining interest in public participation in regional development planning forums made the participatory planning paradigm irrelevant to involving the public in the regional development process. As a result of the development of comprehensive rational planning proposed by Habermas, participatory planning is no longer considered relevant to implementation in Indonesia. Moreover, there was a decline in public participation in participatory planning forums through musrenbang. Based on various findings and correlations of determining factors for the implementation of musrenbang at the village level, sub-district level musrenbang, and district/city level musrenbang, researchers conducted mapping using the Atlas. Ti application with the following results.

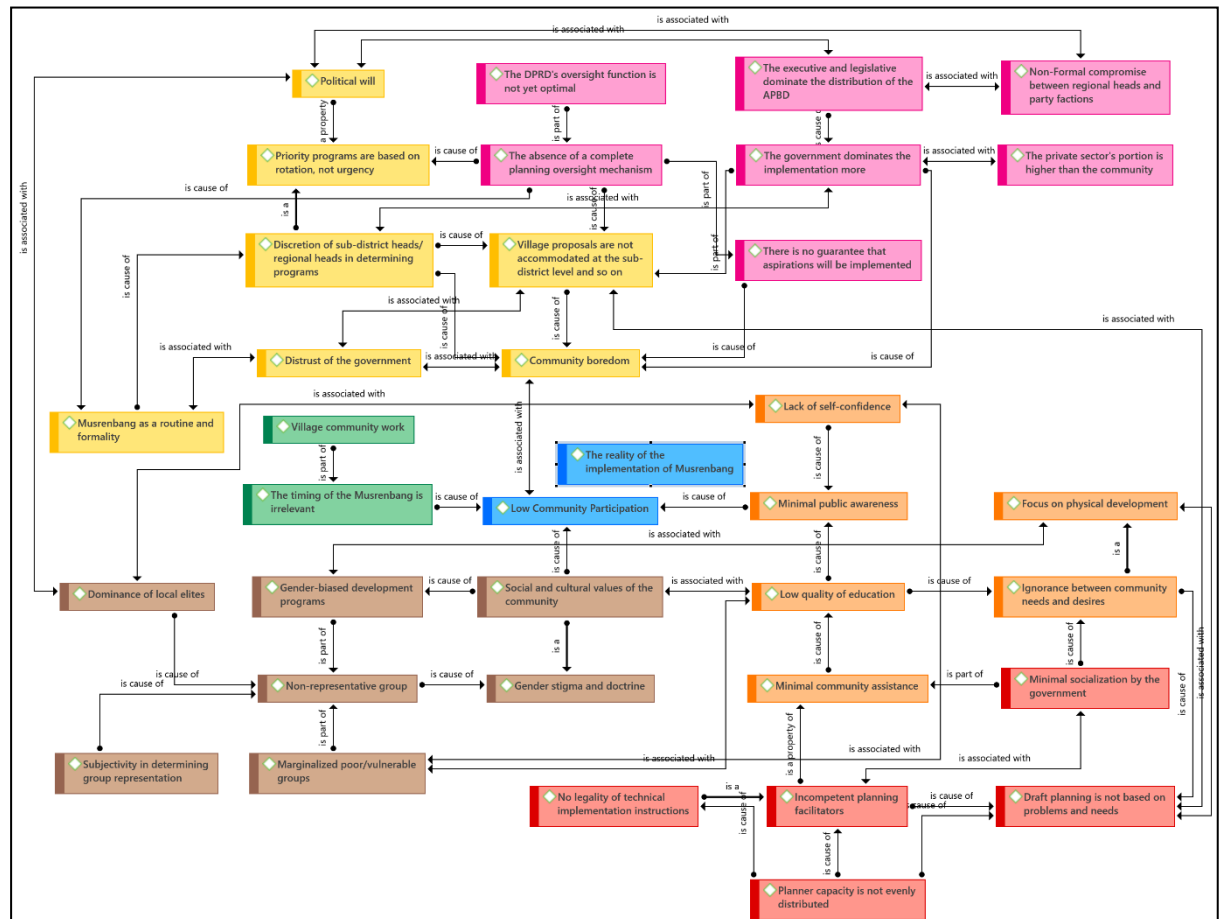


Figure 2. Results of Network Systematic Literature Review (N-SLR)

Source: Researcher Formulation using Atlas.Ti (2024)

The mapping analysis results of the inhibiting factors for the implementation of Musrenbang, as seen in Figure 2, show that many realities of the implementation of Musrenbang in various regions experienced a low community participation phase. Low community participation was caused by four fundamental factors, namely: (1) The time for implementing Musrenbang was not relevant; (2) Community social and cultural values; (3) Low community awareness; and (4) Community boredom in participating in the Musrenbang forum.

- (1) (1) The time for implementing the Musrenbang is irrelevant because it coincides with the working hours of the village community. This finding was stated by several relevant journals, including: (Fitri & Magriasti, 2020; Handono et al., 2024; Indah & Erowati, 2019). The implementation of the musrenbang tends to coincide with the working hours of the village community, most of whom work as farmers and fishermen who do not have holidays. Moreover, the village community tends to have a low economic level and prioritizes work rather than participating in activities at the village office.

- (2) (2) Social and Cultural Values of the Community are one of the factors inhibiting the implementation of Musrenbang. Marginalized groups such as children's groups, women's groups, disability groups, and elderly groups tend to be neglected in the implementation of Musrenbang. Especially for women's groups who, in the doctrine of village society, women are only 3M (Masak, Macak, Manak) (Fitria et al., 2022; Suyanto & Astuti, 2013) namely women only work in the kitchen to cook, women are identical with making themselves up (macak), and women are similar as mothers who give birth to children (manak). This doctrine prevents women's groups from getting a strategic position to convey their aspirations in the musrenbang forum, which makes proposals and aspirations in the village musrenbang tend to be gender biased and, on average, are physical development rather than non-physical development such as women's empowerment. The absence of representatives of vulnerable groups makes the musrenbang implementation forum carried out in each village, sub-district, and region unrepresentative, and the village government tends to be subjective when selecting participants or representatives from the community.
- (3) Low level of public awareness caused by several factors, including (1) Lack of self-confidence in the community who tend to be silent and follow other people's opinions; and (2) The quality of village community education is relatively low due to minimal community assistance by the Regional Government in the process of implementing the musrenbang, both due to the lack of socialization by the Government and the planning facilitators who are not evenly distributed in each region. The capacity of the planning facilitators who are not evenly distributed in each region is due to the absence of legal, technical instructions for implementing the musrenbang, which in this case causes the draft plans that have been prepared so far not to be based on community problems and needs. This impacts the community's ignorance in conveying aspirations that are more focused on community desires rather than the community's needs so that the aspirations conveyed are more about physical development, whose impact is visible than non-physical development.
- (4) Community saturation in the implementation of musrenbang is an interesting finding of researchers where this factor is caused by (1) Distrust in the government, (2) The existence of discretion of the Sub-district Head/Regional Head/DPRD in determining the priority of program allocation; (3) Village proposals that are not accommodated at the sub-district level and so on; and (4) There is no guarantee that the aspirations/proposals submitted by the community will be implemented in the specified year period. Distrust in the government or government distrust is known because of the doctrine of the community and the village government apparatus itself, which states that "Musrenbang activities are merely routine and formalities." This distrust arises because the proposals or aspirations they submitted in the previous period were not accommodated at a higher level in the sub-district or from the sub-district level to the district/city level. On the other hand, the Sub-district Head/Regional Head/DPRD has the authority and discretion to determine priority development programs and their allocations, thus further eliminating aspirations from the community. Sub-district heads tend to determine priority programs based on "regional rotation, " not just urgency. In contrast, regional heads tend to determine programs based on the vision and mission that have been prepared, and the DPRD determines priorities and allocations based on the interests of their constituents. This shows the existence of a particular political will or political will from policymakers. Indirectly, the government still dominates the implementation of Musrenbang, so the Top-Down approach is more dominant than the Bottom-Up. For example, the regional Executive and Legislative Institutions dominate in determining the priority allocation of the APBD distribution. In addition to being caused by political will and government dominance, proposals/aspirations that are not accommodated in the Musrenbang are due to the absence of a complete mechanism for supervising planners. Not all regions have Regional Regulations that specifically regulate the implementation of Musrenbang in their regions. The lack of a guarantee that aspirations will be accommodated is also one of the factors causing community boredom in participating in the Musrenbang program.

Based on this comprehensive explanation, the researcher calculated the most dominant and influential factors due to the low level of community participation in the Musrenbang as follows.

Table 3. Results of Quantitative Calculation of Systematic Literature Review (SLR)

Research Findings	Density	(%)
Village proposals are not accommodated at the sub-district level and so on	6	17,14%
Community boredom (in the Musrenbang forum)	6	17,14%
Draft planning is not based on problems and needs	5	14,28%
Incompetent planning facilitators	5	14,28%
The government dominates the implementation more (Musrenbang)	5	14,28%
Low quality of (community) education	5	14,28%
The absence of a complete planning oversight mechanism	5	14,28%
Discretion of Sub-district Heads/Regional Heads in Determining Programs	5	14,28%
Non-Representative group	5	14,28%
Low community participation (in Musrenbang)	4	11,42%
Social and cultural values of the community	4	11,42%
Political will (by Political Elites)	4	11,42%
Ignorance between community needs and desires	4	11,42%
Marginalized poor/vulnerable groups	3	8,57%
Priority programs are based on rotation, not urgency	3	8,57%
Domination of local elites	3	8,57%
Minimal socialization by the Government	3	8,57%
Planner capacity is not evenly distributed	3	8,57%
Distrust of the government	3	8,57%
Minimal public awareness	3	8,57%
Gender-biased development programs	3	8,57%
Focus on Physical Development (not Empowerment)	3	8,57%
The Executive and Legislative dominate the distribution of the APBD	3	8,57%
(Stigma) Musrenbang as a routine and formality	3	8,57%
There is no guarantee that aspirations will be implemented	2	5,71%
Non-formal compromise between Regional Heads and Party Fractions (in determining development priorities)	2	5,71%
Gender Stigma and Doctrine	2	5,71%
The timing of Musrenbang implementation is irrelevant (to the work of local communities)	2	5,71%
(There is) No legality for technical implementation instructions	2	5,71%
The private sector's portion is higher than the community (as development partners)	1	2,85%
Village community work (prioritizing the work of village communities as farmers/fishermen)	1	2,85%
The DPRD's supervisory function is not yet optimal	1	2,85%
Subjectivity in determining group representation (in the Musrenbang forum)	1	2,85%
Total	35	100%

Source: Researcher Formulation using Atlas.Ti (2024)

Based on the results of the quantitative review calculations, the village proposal factor is not accommodated at the sub-district level, and so on. The community saturation factor is the most influential in the low level of community participation in the Musrenbang forum. On the other hand, the DPRD's supervisory function factor is not optimal in organizing Musrenbang; the work of the village community and the subjectivity of determining group representatives do not dominate the low level of community participation in the Musrenbang forum.

Based on these findings, to increase community participation in the Musrenbang forum, the researcher recommends that the Government take action to overcome community saturation that leads to public distrust of the Musrenbang process and results. There needs to be a policy that guarantees budget allocation with a unique mechanism to ensure that community proposals through the Musrenbang forum can be accommodated. Especially the mechanism for monitoring the proposed results of the Musrenbang at the next level and supervising the implementation of aspirations/development proposals that are carried out. The community does not only convey

aspirations but also participates in monitoring and ensuring that the Government implements their aspirations, so the principle of transparency and accountability of Musrenbang results must be part of the improvement of the implementation of Musrenbang from the Village, Sub-district to Regency/City levels.

On the other hand, the aspirations proposed must also pay attention to marginalized groups, namely the aspirations of vulnerable groups such as the poor, women's groups, children's groups, disability groups, and elderly groups because the proposals received by the Government tend to be development proposals that are physical rather than non-physical development. Law Number 39 of 1999 concerning Human Rights states that vulnerable groups must receive special treatment for their unique characteristics. Thus, in implementing the Musrenbang forum, there must be special treatment for them, both in the form of a special container or forum for implementing Musrenbang for vulnerable groups and guarantees to accommodate proposals from vulnerable groups.

DISCUSSION

The research provides a comprehensive analysis and interpretation of the study's results in the context of existing knowledge in the field. It is an opportunity for the researchers to delve deeper into the implications and significance of their findings, compare them with previous studies, and explore possible explanations for the observed outcomes. As the results are presented, make sure to cite references that justify, support, explain, or contradict the data evaluated and found in this study.

The authors critically evaluate their results in the discussion section, highlighting strengths and weaknesses, addressing any discrepancies or unexpected findings, and providing potential explanations or hypotheses. They may also discuss the limitations of the study, such as methodological constraints or potential sources of bias, and propose avenues for future research to elucidate the topic further. The discussion section often includes a synthesis of the key findings, relating them back to the research questions or objectives outlined in the Introduction. Development Planning Deliberation, better known as Musrenbang, a government-issued policy to openness and involve community participation in regional development planning for 20 years, has not achieved what it aspires to. Both at the most local level, namely, the village level, sub-district level, and Regency/City level, have the same problem: the tendency to decrease community participation in regional development planning. The decrease in the level of community participation is caused by four main factors, namely: (1) Community saturation because there has been a lack of trust in the process and results of the Musrenbang, where community proposals or aspirations are not accommodated because there is no guarantee of budget allocation; (2) Lack of community awareness because the quality of community education is still low so that there is a lack of understanding about how the process of dialogue, deliberation and agreeing on the results of the Musrenbang, this is due to the less than optimal assistance from the organizers in this case the Government and advocacy from non-governmental organizations; (3) The time for implementing the Musrenbang is not relevant and clashes with the working hours of village communities who do not have holidays such as farmers and fishermen; (4) The existence of community values and culture, especially those that make marginal groups such as poor communities, women's groups, children's groups, elderly groups, and disabled groups have no space to channel their aspirations in the musrenbang forum, so that the communication and dialogue process is still dominated by elite community groups. The researcher realizes that there are still limitations in this research, so subsequent research is expected to identify the process of organizing a planning forum with a focus on discussions conducted with a communicative planning approach, as well as proposed recommendations for implementing musrenbang for vulnerable groups in increasing their participation in national development.

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