

# PEOPLE'S ASPIRATIONS IN URBAN DEVELOPMENT: INDONESIAN PRACTICES\*

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## *Abstract*

*Indonesia has experienced a sharp jump in terms of development paradigm, from the top-down & bottom-up approach into participatory one. This change occurred during the reformation era and after the enactment of Act Number 25 Year 2004 on National Development Planning System. The participatory approach involves all stakeholders in order to get aspirations and create a sense of belonging. Community participation in development becomes stronger, characterized by the opportunity to express their aspirations in the planning process from the village, sub-district, as well as municipality/district levels. Surveys of public aspirations are also conducted by both the executive and legislative.*

*Advances in Information and Communication Technology (ICT) have played an important role in conveying people's aspirations. Various media of ICT can be used as a tool in the delivery of aspirations, i.e. via web/internet, short message, telephone, social network (Twitter, Facebook) and others. Some cities have declared themselves a "Smart City" that includes smart people, smart government, smart environment, and smart business. Smart Government is indicated by the implementation of e-government in providing ICT- based services. Those services are intended to accommodate people's aspirations, such as to give information about conditions and problems in their area, to make complaint as well as to give suggestion to the government. Even many mayors are now offering direct communication through social network with people.*

*Keywords: People's Aspirations, Urban Development*

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## **1. Background**

Indonesia has so far made rapid advances in development as the result of bigger people's opportunities to participate in it. The

opportunities to participate in development can be realized in both the development planning and the evaluation of development results, including the delivery of people's aspirations in development.

There are several ways of delivering aspirations from the people in development. One of them is the one scheduled routinely and it must conform to the procedures, i.e. *Musrenbang* (musyawarah perencanaan

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pembangunan/discussion on development planning) from the village to national levels. Another way of delivering aspirations from the people is by involving them in the activities of development planning, implementation and evaluation. They can be delivered in the FGD (Focus Group Discussion) forum or meeting, survey, newspaper, or ICT-based media. In relation to survey, examples written on this paper are the findings of survey conducted to get the aspirations from the people of the city of Yogyakarta.

In relation to information and communication technology (ICT), there have appeared cities declaring themselves a “smart city”. Smart cities are here in the context, among others, of providing administration services based on information and communication technology (Rachmawati 2005; Rachmawati, 2009; Rachmawati et al, 2010; Rachmawati, 2011, Rachmawati 2012, Rachmawati 2013). One of the services provided is to accommodate aspirations from the people. Cases in several cities, in this matter, are examples of the case. The city of Yogyakarta provides UPIK (Unit Pelayanan Informasi dan Keluhan / Information and Complaint Service Unit. The city of Bandung provides LAPOR (Layanan Aspirasi dan Pengaduan *Online* Rakyat / the On-line People’s Aspiration and Complaint Service). Last but not least, the city of Surabaya provides Media Center. The on-line *Musrenbang* has also been implemented in the city of Bandung.

Furthermore, the discussion and analysis

on this paper are based on the research results whose data are taken from secondary data (institution of government), internet, observation and *in-depth interview*. The analysis is in the form of general studies in Indonesia. It is based on the cases of several cities for more details.

## **2. The Development of Participatory Planning in Indonesia**

In the years before 1990s, the role of people in the development planning in Indonesia used to be symbolic (Rachmawati, 2012). They used to be the object of development, not the subject. For the illustration of the past, the concept of bottom-up and top-down planning was applied. However, this concept failed. Soetrisno (1995), states that in the community development whatever is suggested by the people will fail if none of the related agencies keeps the rules. Even though the development process implemented applies the bottom-up policy or accommodates people’s participation, the process to determine whether a project motion from villagers is accepted or not as the development project will end in failure. It was asserted again that in the heart of people the development program proposed was a need but in the eye of bureaucracy it was only a want (*shopping list*). Any motion from the bottom was “accommodated”. This was a kind of euphemistic expression of being “rejected” in the eyes of the government apparatus. Besides, behind the motion from the bottom it

was suspected that there must have been parties driving it.

The 1998 reforms were signing the strengthening of the people's roles. The involvement of people in development was getting stronger in various opportunities to deliver their aspirations.

This condition, as described by Friedman (1992) in his book *Empowerment*, shows a jump (*trajectory*) from being marginalized or not involved (*exclusion*) of the people in the economic development and democracy to empowerment.

After the 1998 reform movement, exactly in 1999, Regional Autonomy began to be implemented in Indonesia. It is in line with the Act Number 22 Year 1999 on Regional Government. Since the enactment of this Act, there have been a lot of changes in the administrative structure and management all over the regions in Indonesia. Through this Regional Autonomy, it is expected that stimulant to enable the people to play an important role in the Regional Development Planning in Indonesia will be of a great jump since they are empowered. The role begins at least from each region by strengthening regional autonomy. However, Fitriyah (2003) criticizes the implementation of regional autonomy. She explains that by implementing regional autonomy all stakeholders (government-private-people) should be given authorities to work hand-in-hand to develop their respective region. Nevertheless, in practice the regions tend to define regional autonomy as the one for elite groups only.

Consequently, the role of private sectors and people is not so significant that it is not different from the centrally-political practice. In the course of events, the Act is substituted with the Act Number 32 Year 2004 on Regional Administration.

The role of people in development is getting stronger by the enactment of Act of the Republic of Indonesia Number 25 Year 2004 on the National Development Planning System. The Act contains the guidelines for development planning. It is expected to results in the long, middle, and short or annual-terms development plans. The plans need to be implemented by the elements from both central and regional authorities and the people from the respective region as well. In addition to the political, technocratic, top-down and bottom-up approaches used, participative approach is also introduced. Participative approach involves all stakeholders in development to get aspirations and to create a sense of belonging.

### **3. Form of People's Aspirations in Urban Development**

The appearance of development planning paradigm indicates two perspectives. First, the involvement of local people in selecting, designing, planning and implementing the program or project is able to guarantee that local perception, attitude, and mindset as well as its values and knowledge are fully taken into consideration. Second, the application of feedback system is essentially a part that

cannot be separated from development activities (Jamieson, 1989 in Mikkelsen, 2001).

From the above opinions, it is strictly asserted again that people are a part of the development plans in terms of designing and planning because they are also a part of the development activities. The key success lies on the people's will and opportunities given by the government.

The concept of top-down and bottom-up planning that was previously considered experiencing failure in participative planning because of stressing more on top-down than bottom-up approach is made stronger with the participative approach as the result of the enactment of the Act Number 25 Year 2004. In this case the bottom-up and top-down approach is defined as the adoption of result plans of the top-down and bottom-up process through the discussion in the levels of nation, province, regency/city, sub-district, and village. For the case study in the following analysis, the of cases taking place in the city of Yogyakarta is used. The cases are based on the survey activities by adopting aspirations from the people. From the survey activities, it shows that there is a combination between bottom-up-top-down and participatory approaches applied at the same time to result in the regional annual plans.

Adopting aspirations from people is aimed at making them actively involved and participative by giving direct feedbacks that are appreciatively required. By adopting aspirations from people, they can be identified,

evaluated, prioritized, and formulated to be taken into considerations and feedback in the direction of general policy for making APBD (Anggaran Pendapatan Belanja Daerah / Regional Budget). Such an activity has been implemented in the city of Yogyakarta since 2003.

The activity of adopting aspirations from the people is implemented with the method of questionnaire survey to adopt opinions on problems and their solutions through the programs or activities they suggest and propose. The theme agreed is becoming the focus of development in the city of Yogyakarta. The following are examples of the development themes. The 2005 development stresses on the environment-friendly city. The development theme in 2006 is focusing on making the center for populist economy-based growth. The following year's theme is related to culture-based tourism. Meanwhile, the 2009 development theme focuses on making the city healthy and comfortable for living. Last but not least, the theme of the 2010 development deals with qualified education, tourism, and center for services that are environmentally oriented.

The activity of adopting aspirations is meant to becoming a tool for cross-checking the result of *Musrenbang* (discussion on development plans) in the sub-district and village levels. This becomes one of the considerations in the city discussion on *Musrenbang*. In several opportunities, aspiration adoption is also used to evaluate the

development that was on progress the year before.

#### **4. The Role of ICT for People to Deliver Aspirations**

Like cities in other Asian countries such as Singapore, Malaysia, Thailand, and India, several big cities in Indonesia have declared themselves *a smart city* such as Jakarta, Yogyakarta, Bandung, Solo, and Surabaya. (Rachmawati, 2014). Take an example, the city of Yogyakarta. There are several city services that are based on ICT. They are comprised of health, permit, education, tourism, demography agencies, and information and complaint unit.

UPIK was established in 2004 by the City Government of Yogyakarta. It is run by the Department of Public Relations and Information, Regional Secretariat of the city of Yogyakarta. This kind of service is the improvement of *hotline service* service established in 2003.

UPIK is established by the city government to improve services and responsive & transparent bureaucracy as well. This is to realize good governance and to make the communication between the government and people smooth so that effective interaction can be made. In addition to improving public services, UPIK is established also to provide an effective means for the people to be actively participating in the development of the city of Yogyakarta and to optimize the people's role functioning in controlling the

government's policies. It is also used to evaluate the policies made by the city government of Yogyakarta. As a means of communication, UPIK is also expected to be able to accommodate various kinds of messages related to information, complaints, questions, and suggestions related to the regional administration of the city of Yogyakarta.

As an ICT-based service medium, UPIK is accessible through various electronic communication media such as telephone, fax, SMS, e-mail, and website as well. In 2011, 96.2% of the messages were sent through SMS. Other data resources show that the message delivery through SMS reaches 90% monthly, this is up to between 200 and 300 messages.

On the other hand, the City Government of Yogyakarta has undergone some ways of socializing the existence of UPIK to the people to use it. They are, among others, by spreading UPIK stickers and posters to every sub-district, village, and RW (Rukun Warga / administrative unit at the next-to-lowest level in a city) of the city of Yogyakarta, by informing it through the radio station of the city of Yogyakarta, and by socializing it to all RW and village chiefs.

LAPOR is one of the national *e-government* programs as a means of accommodating aspiration and complaint based on social media. The program of it is initiated by the President Task Force on Development Supervision and Control. It is established in the context of improving the

people's participation and interaction with the government to watch the government's programs and public services. The utilizing of the e-government LAPOR program is one of the innovations in the program of aspiration and complaint services from people and this is nationally integrated.

The City Government of Bandung has applied the LAPOR program since 2013 to accept suggestions and complaints from its citizens.. They are able to send their suggestions and complaints to LAPOR by making use of various media, including the site <https://lapor.ukp.go.id/>, SMS, *facebook*, *twitter*, or *mobile* application downloaded on *smartphone*.

Media Center is one of the public services improved by the City Government of Surabaya. The people there can make use of this facility to access various kinds of information and to communicate with the city government. The Media Center of the City Government of Surabaya was first introduced to public in 2011 as one of the programs in realizing the Act Number 14 Year 2008 on Public Information Openness. The establishment of this Media Center is to accommodate any feedback from the people in the forms of complaints, information, or suggestions. After being accommodated, they are processed and then will be forwarded to the Task Force Units of the Regional Administration. The communication media used are telephone, *toll free*, fax, SMS/MMS, site, facebook, twitter, and *e-mail*. The whole media used are expected to be able to

improve the people's participation for the city management. Having this Media Center, the city government of Surabaya was awarded Future Gov. Awards Asia Pasific 2013.

Before the establishment of Media Center, 698 feedbacks, based on the number of feedbacks recapitulated, were received by the City Government of Surabaya. In 2012, there was an increase in the number of feedbacks received, this is up to 2.717. Between January and September 2013, the number of feedbacks reached up to 2.500. However, 1.888 of them is in the form of information request.

In addition to the above three cities, several other cities in Indonesia have also provided complaint service for people in order that they are able to deliver their ideas directly. They are, among others, the city of Ambon and the city of Malang. Presented in the following are forms of services for the people in those two regions.

Based on the information taken from the official website of the City Government of Ambon, it has developed a service for accommodating the people's complaints to implement the open government. The service is incorporating with one of the providers in Indonesia in order that the aspirations from the people of the city of Ambon can be accommodated. The complaint service is even accessible through SMS. Nevertheless, the statistical data showing the service users are not known on the website of the respective City Government. Thus any information about utilizing this service is not known either.

Meanwhile, the city of Malang provides ICT-based public service in the form of SMS *Gateway*. It is a kind of service in the form of information, complaint or indictment from the citizens about the city. This service is accessible by sending SMS containing the code of the administrative task unit to which it is sent. The SMS content can be in the form of information, complaint, or indictment.

For comparison, several other countries' cities that are also equipped with ICT-based public complaint service are New South Wales, Victoria, Queensland, Toronto, and London. Several departments in New South Wales provide complaint service that can enable the people there to make complaint, give information, and send message to the respective department. They are, for example, Departement of Education and Communities and Departement of Family and Community Service. The service does not only contain various kinds of complaint, information, and suggestion from the people but it also tries to give solution related to the message delivered. The messages delivered cover many kinds of complaint, information, and suggestion about the policy dealing with public education in New South Wales, school services, the condition of the teaching-learning process in a certain school, and teachers provided as well. The message can be sent by using telephone, e-mail, fax, or by filling in the forms provided. The existence of this service enables the people to make complaints.

In Victoria, the people there are able to deliver their message, complaint, and

suggestion by making use of the website of Victorian Ombudsman. This service can also be used as a follow-up of messages or complaints forwarded to agencies available. Therefore, any document related to messages and complaints about the respective agency can be enclosed as the proof.

## **5. Efforts Toward *Smart People* to Support Participatory in Urban Development**

In the future, to improve the participation from people in development, it is necessary to spread out the internet network so that they will find it easy to access internet. The success story of Singapore in this case can be an example. Today, in term of internet network, the whole parts of Singapore have been well connected, both the connectivity among the citizens, businesses, economy and social lives. Nearly 80% of homes have been connected with internet and it is estimated that there are 7,500 *wireless* found in the whole parts of Singapore (IDA, 2012). In the whole parts of Singapore, especially in public places like malls and hospitals, *WiFi* is already available there.

The same case is Thailand. Various ICT-based services are encouraged by the government by placing them in public spaces such as city parks, bus stops, places of interest, and other places attracting many visitors.. The government of Thailand prioritizes ICT-based services using wireless internet network (*WiFi*) as a means of communications and information distribution that can be well

accessed for free. This service is one of the policies of the Thai Ministry of Information and Communication Technology. This is aimed at supporting the program ‘*Smart Thailand*’ focusing on infrastructure development based on ICT. ([http://www.boi.go.th/tir/issue/201210\\_22\\_10/1.htm](http://www.boi.go.th/tir/issue/201210_22_10/1.htm), accessed on July 29, 2013).

One of the *Smart Network* products in Thailand is the service of *Green Bangkok WiFi*. It provides service for free internet access using wireless network (*WiFi*) in many access spots such as city parks, bus stops, places of interest etc. so that the local citizens find it easy to access internet.

In the city of Yogyakarta, it is expected that all services apply information technology. By doing so, the people of the city of Yogyakarta are able to make use of services with the support of well-prepared facilities.

What needs to be done toward a *smart city* is then to prepare people who are smart. They are the ones who have good knowledge on ICT and are able to use it. The use of ICT is related to utilizing services in addition to providing services by the government and private sectors. In relation to the way toward *smart people*, Singapore’s master plan contains an effort to improve the ability of people with no opportunity to access internet for various services. Low-income families, elderly, and disabled people are just a few examples of them. This can be a good example for the future development in Indonesia in relation to ICT utilization.

## **Closing Remark**

The existence of urban services based on ICT plays an important role in improving the people’s participation in development. This includes how to help people deliver their aspirations related to urban development. Nevertheless, to go into participative development based on ICT needs to be supported by smart people. Therefore, to make it easy to access services based on ICT is of primary need that needs to be taken into consideration and implemented soon.

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