PROCEEDINGS

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SOCIAL AND POLITICAL MOVEMENT IN INFORMATION SOCIETY ERA

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Foreword: Social and political movement in information society era have significantly changed the direction of research in social sciences. The Faculty of Social and Political Sciences at Universitas Sebelas Maret recognized this phenomenon as an important checkpoint for the development of the social sciences itself. This has become the very reason to hold the fourth annual International Conference on Social and Political Sciences (ICoSaPS), on 5th and 6th September 2017. The fourth IcoSaPS tries to explore the latest development of social and political movement technology especially in the current aera, when everything seems to be related with information technology and its impact on the society. The theme for this years's conference is 'Social and Political Movement in Information Society Era' to facilitate academics and industry practitioners to discuss their research projects and other work-in-progress, to promote collaboration for further research as well as to recommend practical (More)

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Public Participation in the Implementation of E-Planning
Communicative Action Theory Approach

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Keywords: E-planning, participatory planning, communicative action.

Abstract: The Indonesian Interior Ministry requires all Local Governments to start implementing e-planning application in their development planning process. This is to ensure that local development planning and budgeting by local government and communities are accessible, accurate and accountable. This paper looks at the implementation of e-planning from the perspective of public participation in the planning process. The study will use theory of communicative action by Habermas (1984, 1987), which was developed further and applied to the context of planning process by Healey (1992). This study focuses on the processes of interaction, communication, and active participation by the public. The absence of commitment to integrate the public participation will degrade the e-planning to become a mere technical exercise of using ICT in the government, instead of promoting public participation in the planning and budgeting process.

1 INTRODUCTION

The Indonesian government had committed to implement e-government to improve the government's efficiency, effectiveness, transparency, and accountability. The commitment was expressed in the Presidential Instruction No. 3 of 2003 on the Policy and National Strategy for E-Government Development; Regulation No. 17 of 2003 on the State Finance, and Act No. 25 of 2004 on the System of National Development Planning. These regulations are: (1) to support the coordination between development actors; (2) to ensure the integration, synchronization, and synergy between regions, sections, governmental functions, as well as between Central and Regional; (3) to ensure the linkages and consistency between planning, budgeting, implementation, and supervision; (4) to optimize the community participation; and (5) to ensure the resources utilization efficiently, effectively, equitably and sustainably.

Document planning is crucial in specifying the target and goals of national development in Indonesia. In general, the planning process almost certainly ensures that it will always cater to political and economic interests. The emphasis of the national development planning is in the medium-term program rapprochement and performance-based activities with an integrated budgeting system.

In 2017, the Indonesian Interior Ministry requires all Local Governments to start implementing e-planning application in their development planning process. E-planning is an ICT-based application for facilitate the preparation of local development planning and budgeting documents. The main goal of e-planning is to ensure that local development planning and budgeting interacts with the local government and the community based on accessibility, accurate and accountable data.

This paper aims to study the implementation of e-planning from the perspective of public participation in the planning process, using the theory of communicative action in the context of planning process. This study focuses on the processes of interaction, communication, and active participation by the public in the discussions and debates, which are facilitated by e-planning application.

2 MANUSCRIPT PREPARATION

Scholars have proposed various models of planning based on the degree and forms of public

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participation in the process. Friedmand (1987) conceptualized classification of the history of planning into two competing traditions: (1) planning as a form of societal guidance, in which the state adopts a pivotal role; and (2) planning as societal transformation, whose principal intellectual premise is that the state and other institutions need to be transformed in order that the conditions of others can be ameliorated.

Table 1: Conception of planning and the role for public participation (Lane, 2005).

Level of Participation	*Planning Tradition*	*Planning School*	*Planning Model*
Citizen control Delegated Power Partnership	Societal Transformation	Pluralism	Communicative Bargaining Marxist Advocacy Transactive
Platation Consultation Informing	Societal Guidance	Synoptic	Mixed scanning Incrementalism Synoptic planning
Therapy Manipulation	Societal Guidance	Blueprint	Blueprint planning Geddes, Howard Precinct planners

Another attempt to identify models of planning was by Hall (1992), who introduced the term "school", which refers to an approach to planning with a single, although often broad intellectual basis from which particular planning methods or models are derived. The schools of planning according to Hall (1992) are: blueprint planning, systems or synoptic planning and theoretical pluralism (see also Forester 1989). The final level of resolution is the planning model. A planning model consists of a set of principles and assumptions about the planning process that together form the basis of planning practice.

The models considered here are: (1) the pioneers of the blueprint school, Geddes and Howard, as well as the Blueprint model itself, (2) the synoptic approach and its variations (incrementalism and mixed scanning), and (3) the range of approaches which characterize the contemporary era: advocacy, trans active, Marxist, bargaining and communicative planning (Lane, 2005).

Citizen participation is a process by which members of the civil society share power with officials in decision-making and action taking. Participation is considered to ensure better plans at a time when planning problems are complex. Planning theory considers under what conditions “a better city for all citizens” is created in a democratic and inclusive manner (Roberts, 2004; Burby, 2003; Fainstein, 2005).

Arnstein (1969) identified different levels of participation: “non-participation” (manipulation and therapy), “tokenism” (informing, consultation, placation), and “citizen power” (partnership, delegated power, citizen control). Tokenism “allows the have-nots to hear and to have a voice”, while citizen power is defined as decision-making power. Winstanley et al. (1995) address the dynamics of the stakeholders’ power on two axes: (1) criteria power, which refers to the ability to determine policy; and (2) operational power, which refers to the ability to decide how such strategic power should be carried out.

Another alternative of public participation types is based on information flow (Rowe & Frewer, 2005). Public communication refers to a one-way transfer of information from the “sponsor” (the party commissioning the engagement, initiative, usually a governmental agency) to the public. Public consultation, refers to the information flows from the public to the sponsors. Both processes are initiated by the sponsors and no formal dialog exists between the public and the sponsors. Finally, public participation assumes information exchange between the public and sponsors; through deliberation and dialog, the opinions of both parties are communicated, reflected upon, and transformed.

3 COMMUNICATIVE ACTION IN THE IMPLEMENTATION OF E-PLANNING

3.1 Communicative Action in Planning

The communicative action model of planning is a critique of "bargaining" model of planning. Healey (1992) argues that bargaining model which she identifies as forms of ‘power-broking planning’—does not aid the creation of an "inventive form of environmental planning". Healey (1992:150) summarizes the communicative perspective thus: "… far from giving up on reason as an organizing principle for contemporary societies, we should shift perspective from an individualized, subject-oriented conception of reason, to reasoning formed within

inter-subjective communication. If planning activity is focused on inter-subjective argumentation, an understanding of the concerns of individual actors may be achieved. Moreover, by recognizing that the concerns of an individual actor may be personally, societally, and culturally situated, inter-subjective communication can help actors understand each other" (Healey 1992; Hillier 1993).

Importantly, communicative approach to planning recognizes the existence of differing types of rationality. The communicative approach to planning infers a substantial role for public participation. The importance of inter-subjective communication to the communicative model is that it demands forms of participation that provide forums for dialogue, argumentation and discourse (Hillier 1993; Healey 1996). It is also concerned with broadening the range of actors (and their concerns) that are viewed as legitimate in planning (Hillier 1995).

Public participation in communicative planning must be concerned with more than consultation and placation; instead, public participation in communicative theory is likely to involve negotiation, bargaining, and debate (Dryzek 1990; Giddens 1994; Healey 1996). Moreover, participation is, according to communicative perspectives, fundamental to planning. To plan, according to this view, is to communicate, argue, debate, and engage in discourse for the purpose of organizing attention to the possibilities for action (Forester 1989). In communicative planning, therefore, without the involvement of concerned actors, planning cannot proceed.

3.2 E-planning Implementation

More recently, a set of new technologies, many of which have quickly entered every day or mundane use, has been developed independently of urban planning, such as community web environments, social media platforms, and locative and mobile technologies. These technologies enable citizens to create and share data and information about local issues and the urban environment (Saad-Sulonen, 2012). Following Horelli & Wallin (2010), this paper refers to e-planning as the sociocultural, ethical, and political practice in which people take part online and offline in the overlapping phases of the urban planning and decision-making cycle.

While advocates of technology argue that the application of ICTs might complement or even change participation in planning (Yeh & Webster, 2004; Anttiroiko, 2011), it is important to remember the role of the socio-political context in which the technology is applied.

E-planning includes consideration on how to use ICTs for enhancing the participation processes (Silva, 2010). However, the ways and modes of participation are changing, as well as the administration and decision-making processes too. The emphasis tends to be on new tools and structures, as well as on the timing for participation. In addition, the overall complexity of e-planning seems to change the linear process and stable power relations of planning (Wallin & Horelli, 2012). Public participation comprises multiple activities in which planners can have some discretion to choose among a number of modes of communication.

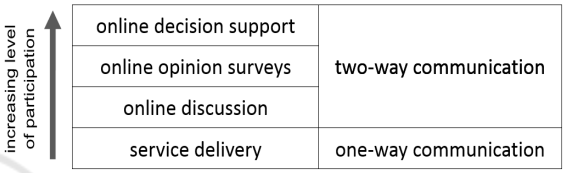

Figure 1: Level of e-participation (Smyth, 2001).

Similar to the ideas of Arnstein (1969), Smyth (2001) suggests four levels in the "the ladder of e-participation" in the implementation of e-planning: (1) online service delivery is the lowest level of participation where the application is used only to inform relevant information (plans, maps, documents, images, etc.) to the citizen; (2) online discussion, provides community residents the ability to discuss—in term of make comments, but do not involve in the decision making process—planning projects with city planners, and with others from their community; (3) online survey capabilities is the next step of participation, where the application allows users to rank, rate, or vote on alternative planning options; (4) online decision support systems is the highest level of e-participation; this is the level that will facilitate the public with forums for dialogue, argumentation and discourse—which are demanded by the communicative action approach of planning.

In the case of Indonesia, the implementation of e-planning is still in the early stage of including the public to participate in the planning process. For the purpose of this paper, we examine a model of e-planning application developed by the Directorate of Regional Autonomy, Ministry of National Development Planning (https://e-musrenbang.bappenas.go.id). The main function of this application is to help the users who want to submit a proposal for certain development project to the government. The

e-planning application allows users to fill out various forms with relevant information/data, including the budget; and in the final stage of the process, the application will produce a document of project proposal that is compiled to the planning regulations.

Although the e-planning application allows users to enter the information to the system and to review all the project proposal submitted to the system, but the communication mode is basically a one-way communication. There is no facility for the user to discuss as well to get involved in the decision making process for the project proposal that is submitted to the system. We can conclude that the e-planning application is mainly a database system that provides information about various projects proposed by the users. The user participation is very limited because the system only helps the user with an interface to enter information relevant to the project proposal, therefore the application is still at the lowest level of e-participation proposed by Smyth (2001).

4 CONCLUSION

This paper has focused on the processes of interaction, communication, and active participation by the public in the discussions and debates to facilitate the e-planning application. Although the Government of Indonesia has initiated the implementation of e-planning the application used still lack the facility to enable the public to participate fully in the planning process. The implementation of e-planning in Indonesia is still in its early stage where the application is basically used as a planning database system, where the public participation is very limited in a one-way communication environment.

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Public Participation in the Implementation of E-Planning

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Table 1: Conception of planning and the role for public participation (Lane, 2005).

Level of participation	*Planning Tradition*	*Planning School*	*Planning Model*
Citizen control Delegated Power Partnership	Societal Transformation	Pluralism	Communicative Bargaining Marxist Advocacy Transactive
Platation Consultation Informing	Societal Guidance	Synoptic	Mixed scanning Incrementalism Synoptic planning
Therapy Manipulation	Societal Guidance	Blueprint	Blueprint planning Geddes, Howard Precinct planners

Another attempt to identify models of planning was by Hall (1992), who introduced the term "school", which refers to an approach to planning with a single, although often broad intellectual basis from which particular planning methods or models are derived. The schools of planning according to Hall (1992) are: blueprint planning, systems or synoptic planning and theoretical pluralism (see also Forester 1989). The final level of resolution is the planning model. A planning model consists of a set of principles and assumptions about the planning process that together form the basis of planning practice.

The models considered here are: (1) the pioneers of the blueprint school, Geddes and Howard, as well as the Blueprint model itself, (2) the synoptic approach and its variations (incrementalism and mixed scanning), and (3) the range of approaches which characterize the contemporary era: advocacy, trans active, Marxist, bargaining and communicative planning (Lane, 2005).

Citizen participation is a process by which members of the civil society share power with officials in decision-making and action taking. Participation is considered to ensure better plans at a time when planning problems are complex. Planning theory considers under what conditions "a better city for all citizens" is created in a democratic and inclusive manner (Roberts, 2004; Burby, 2003; Fainstein, 2005).

Arnstein (1969) identified different levels of participation: "non-participation" (manipulation and therapy), "tokenism" (informing, consultation, placation), and "citizen power" (partnership, delegated power, citizen control). Tokenism "allows the have-nots to hear and to have a voice", while citizen power is defined as decision-making power. Winstanley et al. (1995) address the dynamics of the stakeholders' power on two axes: (1) criteria power, which refers to the ability to determine policy; and (2) operational power, which refers to the ability to decide how such strategic power should be carried out.

Another alternative of public participation types is based on information flow (Rowe & Frewer, 2005). Public communication refers to a one-way transfer of information from the "sponsor" (the party commissioning the engagement, initiative, usually a governmental agency) to the public. Public consultation, refers to the information flows from the public to the sponsors. Both processes are initiated by the sponsors and no formal dialog exists between the public and the sponsors. Finally, public participation assumes information exchange between the public and sponsors; through deliberation and dialog, the opinions of both parties are communicated, reflected upon, and transformed.

3 COMMUNICATIVE ACTION IN THE IMPLEMENTATION OF E-PLANNING

3.1 Communicative Action in Planning

The communicative action model of planning is a critique of "bargaining" model of planning. Healey (1992) argues that bargaining model which she identifies as forms of 'power-broking planning'—does not aid the creation of an "inventive form of environmental planning". Healey (1992:150) summarizes the communicative perspective thus: "… far from giving up on reason as an organizing principle for contemporary societies, we should shift perspective from an individualized, subject-oriented conception of reason, to reasoning formed within

inter-subjective communication. If planning activity is focused on inter-subjective argumentation, an understanding of the concerns of individual actors may be achieved. Moreover, by recognizing that the concerns of an individual actor may be personally, societally, and culturally situated, inter-subjective communication can help actors understand each other" (Healey 1992; Hillier 1993).

Importantly, communicative approach to planning recognizes the existence of differing types of rationality. The communicative approach to planning infers a substantial role for public participation. The importance of inter-subjective communication to the communicative model is that it demands forms of participation that provide forums for dialogue, argumentation and discourse (Hillier 1993; Healey 1996). It is also concerned with broadening the range of actors (and their concerns) that are viewed as legitimate in planning (Hillier 1995).

Public participation in communicative planning must be concerned with more than consultation and placation; instead, public participation in communicative theory is likely to involve negotiation, bargaining, and debate (Dryzek 1990; Giddens 1994; Healey 1996). Moreover, participation is, according to communicative perspectives, fundamental to planning. To plan, according to this view, is to communicate, argue, debate, and engage in discourse for the purpose of organizing attention to the possibilities for action (Forester 1989). In communicative planning, therefore, without the involvement of concerned actors, planning cannot proceed.

3.2 E-planning Implementation

More recently, a set of new technologies, many of which have quickly entered every day or mundane use, has been developed independently of urban planning, such as community web environments, social media platforms, and locative and mobile technologies. These technologies enable citizens to create and share data and information about local issues and the urban environment (Saad-Sulonen, 2012). Following Horelli & Wallin (2010), this paper refers to e-planning as the sociocultural, ethical, and political practice in which people take part online and offline in the overlapping phases of the urban planning and decision-making cycle.

While advocates of technology argue that the application of ICTs might complement or even change participation in planning (Yeh & Webster, 2004; Anttiroiko, 2011), it is important to remember the role of the socio-political context in which the technology is applied.

E-planning includes consideration on how to use ICTs for enhancing the participation processes (Silva, 2010). However, the ways and modes of participation are changing, as well as the administration and decision-making processes too. The emphasis tends to be on new tools and structures, as well as on the timing for participation. In addition, the overall complexity of e-planning seems to change the linear process and stable power relations of planning (Wallin & Horelli, 2012). Public participation comprises multiple activities in which planners can have some discretion to choose among a number of modes of communication.

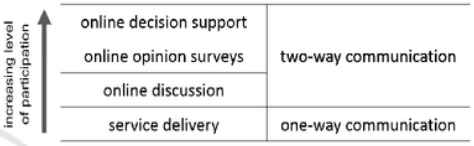

Figure 1: Level of e-participation (Smyth, 2001).

Similar to the ideas of Arnstein (1969), Smyth (2001) suggests four levels in the "the ladder of e-participation" in the implementation of e-planning: (1) online service delivery is the lowest level of participation where the application is used only to inform relevant information (plans, maps, documents, images, etc.) to the citizen; (2) online discussion, provides community residents the ability to discuss—in term of make comments, but do not involve in the decision making process—planning projects with city planners, and with others from their community; (3) online survey capabilities is the next step of participation, where the application allows users to rank, rate, or vote on alternative planning options; (4) online decision support systems is the highest level of e-participation; this is the level that will facilitate the public with forums for dialogue, argumentation and discourse—which are demanded by the communicative action approach of planning.

In the case of Indonesia, the implementation of e-planning is still in the early stage of including the public to participate in the planning process. For the purpose of this paper, we examine a model of e-planning application developed by the Directorate of Regional Autonomy, Ministry of National Development Planning (https://e-musrenbang.bappenas.go.id). The main function of this application is to help the users who want to submit a proposal for certain development project to the government. The

e-planning application allows users to fill out various forms with relevant information/data, including the budget; and in the final stage of the process, the application will produce a document of project proposal that is compiled to the planning regulations.

Although the e-planning application allows users to enter the information to the system and to review all the project proposal submitted to the system, but the communication mode is basically a one-way communication. There is no facility for the user to discuss as well to get involved in the decision making process for the project proposal that is submitted to the system. We can conclude that the e-planning application is mainly a database system that provides information about various projects proposed by the users. The user participation is very limited because the system only helps the user with an interface to enter information relevant to the project proposal, therefore the application is still at the lowest level of e-participation proposed by Smyth (2001).

4 CONCLUSION

This paper has focused on the processes of interaction, communication, and active participation by the public in the discussions and debates to facilitate the e-planning application. Although the Government of Indonesia has initiated the implementation of e-planning the application us still lack the facility to enable the public to participate fully in the planning process. The implementation of e-planning in Indonesia is still in its early stage where the application is basically used as a planning database system, where the public participation is very limited in a one-way communication environment.

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