#### PUBLIC PARTICIPATION IN SMART CITY PROGRAM TO ACHIEVE SOCIAL RESILIENCE IN SURAKARTA CITY

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Abstract Public participation in development planning must continue during the COVID-19 pandemic because the community is the critical actor who possesses the problems and needs of their region. The development approach that must continue during the pandemic is the bottom-up model, a framework that involves the community in a series of development planning processes. The principle of Smart City applied by the Surakarta City government through the Smart Society program aims that development planning can focus on the interests of the community, legal, participatory, dynamic, and synergistic even in the covid-19 pandemic. The study used descriptive research methods with qualitative analysis. The data were collected through interviews, observation, online focus group discussions, review of regulatory documents and literature studies. The interview involved sources from various elements including the Development and Planning Agency and the Communication and Informatics Department of Surakarta City, Government representatives, District Heads, Village Heads and community representatives. Based on the research results, public participation in Surakarta City planning has been carried out quite well by the increased community participation in Musrenbang. The social resilience of the government and the community has strengthened. The community could execute mixed meetings at the village, subdistrict and local levels. The Smart Society program occurred has a critical role to increase public participation. Thus, part of society can give their aspiration in terms of development planning to achieve social resilience in Surakarta City.

Keywords: Public Participation; Smart Society; Social Resilience

## **INTRODUCTION**

Corona Virus Disease (Covid-19) has spread throughout the world since early 2020 and has resulted in a global pandemic that has had a huge impact on human life around the world. Since the beginning of the breakout, Indonesia has implemented various policies to reduce the risk of Covid-19 transmission. The policy has changed its name and format several times starting with Pembatasan Sosial Berskala Besar (PSBB), PSBB Trasisi, Pemberlakuan Pembatasan Kegiatan Masyarakat (PPKM) Darurat, and PPKM Empat Level. The implementation of this policy causes religious or worship activities to be carried out at home. Schools are closed, workplaces and activities in public places are also restricted. The policies have an impact on the accessibility of public participation. Circular issued by the Minister of State Apparatus Empowerment and Bureaucratic Reform Number 19 of 2020 concerning Adjustment of the Work System of State Civil Apparatus to Prevent the Spread of COVID-19 in Government Agencies. This Circular Letter applies for Work from Home alternately for Government Officer. This affects the accessibility of public participation. Conventionally, face-to-face participation is starting to be limited and the rest is assisted by an online system.

Online media has become an important channel for promoting risk communication during the pandemic as society and individuals tend to use online media platforms to communicate and share information. Many studies have applied online media data to research public participation as a measure of community involvement in development planning. This is very important to discuss as a step to socialize communication between government and society through risk communication and public participation, as well as to eliminate public misperception. To increase community engagement, an interesting type of content is needed. Therefore, to identify interesting types of content from the government to the public during a pandemic that must be beneficial for both parties, the government and the community, the smart society concept is applied in order to increase public participation over the government policies in pandemic era (Yang, 2020).

The city of Surakarta has begun to strive to become a city that is responsive to its residents. The Surakarta City Government has integrated the technological dynamism of its public services operations. It's creating interconnections between humans and technology. Cities must be smart for their citizens. Through digitalization technology, the city becomes solution to provide useful, fast and reliable services. The use of information technology is important due to the city's complex problems, not only infrastructure but also social problems that change by the time. Several problems arise such as a decrease in the quality of public services, reduced availability of residential land, congestion on highways, excessive energy consumption, garbage accumulation, increased crime rates and other social problems (Supangkat, 2015).

Smart city is a measure innovation to aim city development in Indonesia. Cities in several countries have made the transition by representing a new city typology, one of which is a smart city (Nallari et al, 2012). Smart Cities in several countries can overcome problems in the fields of economy, health, education, government, transportation and the environment. Smart City is a city concept that can integrate the government, the community and the private sector to manage the city optimally and efficiently. A city planning concept by utilizes technological developments that will make life easier and healthier.

Caragliu, A., et al in Schaffers, (2010: 3) reveal that Smart City is also defined as a city that can use human capital, social capital, and modern telecommunications infrastructure to reach sustainable economic growth and high quality of life by the better resource management through public participation-based governance. According to Giffinger (2010) in Jung Hoon (2014), Smart City is a city with investment in human and social capital, with (traditional) transportation and modern communication infrastructure as well as sustainable economic development and high quality of life, with a better natural resources' management by the participatory governance. Smart City is generally based on 3 things. The first is human factor. A city with creative people at work, networks, and a criminal-free environment. The second factor is technology. A city-based on communication and information technology. Then, the institutional factors, urban communities (government, businesses and residents) who understand information technology and make decisions based on information technology. There are 6 (six) dimensions in a smart city, namely smart governance, smart branding, smart economy, smart living, smart society, and smart environment.

Surakarta City is one of the cities in Indonesia that is problem increasing-followed develop city. The rapid development has both positive and negative impacts. The development of ICT has produced dozens of applications that are used by all Regional Apparatuses/Agencies. Its purpose is to encourage performance and service improvements

to the community. This step continues to be carried out to be able to align the services of the Surakarta City government in providing services and financial transparency to the community, with several other cities/district governments that have been able to optimize ICT-based service through smart city.

A smart society is a component of a smart city which related to the community to create a smart city environment. The success of the smart society concept to support a smart city depends on several elements, namely; (1) creativity which means the ability to produce both at the individual and organizational level, (2) innovative which means the practical implementation of an idea into a new tool or process that is beneficial for individuals, organizations, and society. These two elements must be realized and integrated into a city planning system. The implementation of the smart society concept in the Surakarta City is going well using an IoT-based service framework called Solo Data.

Public participation is carried out by deliberation on development planning (Musrenbang) which is a platform to bring stakeholders to understand regional development issues and problems, reach agreement on development priorities, and consensus on solving various regional problems. Nam and Pardo (2014) suggest that transparency can be a tool to make the government smarter. Transparency as access to data or information about government operations helps in areas such as responsiveness or influence over the government. Considering the internal and external views of smart governance, transparency can be seen both in the sharing of information and in the integration between government organizations, apart from the accessibility of information and decision-making processes related to the provision, monitoring and services delivery (Nam and Pardo, 2014). It is hoped that public participation during the pandemic will continue during the COVID-19 pandemic because increasing participation is fundamental in implementing the smart city concept (Cohen, 2015). Public participation is the key in implementing transparency so that the community's ability to survive at the local level from globalization and decentralization is maintained. The ability not only to survive but also to recover. The potential to manage resources, differences, interests, and conflicts is the definition of social resilience.

Research related to public participation in the smart society program to achieve the social resilience of Surakarta City is very important due to the Covid-19 pandemic. Where all activities have undergone transformations and shifts, including those related to the public participation process carried out by various agencies towards the community. Social resilience needs to be improved so that people can switch to digital participation users. The Surakarta City is a role model for the implementation of public participation with the smart society program.

#### LITERATURE REVIEW

Development planning in Indonesia uses the bottom-up method directly so that development in the area is under what is needed in the area. Thus, the people in the area concerned can receive the results of the implementation of the plans that have been set. The Covid-19 pandemic has hampered public participation in the development model, which has been the mobilization of the community to carry out development, because of policies to limit offline activities to suppress the spread of the Covid-19 virus. Mobilization in the pandemic era is certainly very different from the philosophy and concept of participation. If participation treats the community as the subject of development, online mobilization tends to treat humans as objects of development, both economic and political. If this continues to be maintained, eventually the community will be apathetic and lose sense of belonging. Community participation can be showed in the preparation of regional development plans. Thus, the concept of development planning in the end it is more about the expected goals because it comes from the community. The explanation above is the basis for the emergence of an online participatory development planning model.

The meaning of participatory development planning, Liu Xie Wei (2021) suggests: "Online participatory development planning can be interpreted as a development planning system that is carried out consciously and systematically by the community in achieving development goals". Online participatory planning is an effort made by the community to solve the problems they face to achieve the expected conditions based on their needs and abilities independently, even in a pandemic. Both suggest the following characteristics of participatory planning:

- 1. The legality of the development planning is carried out by referring to all applicable regulations.
- 2. The focus of planning is based on the problems and needs of the community. The aspirations of the community that fulfil an attitude of mutual trust and openness.
- 3. There is equal opportunities participation in the contribution of ideas without being hampered by the ability to speak, time and place.
- 4. Planning must be dynamic by reflecting the interests and needs of all parties. The planning process also takes place sustainably and proactively.
- 5. There is synergy in which the planning process must ensure the involvement of all parties. It is emphasizing cooperation between administrative and geographic areas.
- 6. The planning must be specific, measurable, and executed and calculating time.

# THEORETICAL FRAMEWORK

## **Public Participation**

Pareira (2017) suggests that participation in a broad sense can be as involvement and empowerment. Participation can occur if the government opens democratic space to its people. Participation must also be included in every policy process from formulation, implementation to evaluation. Now people no longer view public participation as an opportunity given by the authorities because of their generosity, but more than that participation can be interpreted as a basic and integrated service of the good governance model of society as a citizen-centered government. Reconception of the term participation is important because so far participation has only been assessed for its political and democratic perspective scope. Participation has developed widely into a model of community empowerment that has an active role as the main actor in development.

In the participation ladder, Ramdani (2017) explains that there is a participation ladder that shows the level of community involvement from the lowest participation stage to the highest participation stage. There are eight ladders of participation which are define into three types, namely: First, non-participation, which consists of manipulation and therapy. Manipulation is participation driven by outsiders, not the community itself. Meanwhile, participatory therapy is where the community is considered as a "sufferer" who must believe in the doctor. These two stages of participation have no community participation at all because none of community drives it.

Second, rewards or prizes (tokenism), which consists of informing, consultation, and placation. Information is participation that is carried out by conveying information about programs that will be carried out or those that have been carried out in one direction only. While the consultation, the information that has been conveyed is two-way although limited. In addition, reassurance is participation that involves community representatives in every activity but the decision remains by the government (Ramdani, 2017). Third, citizen power, which consists of Partnership, power delegation and the strongest participation is citizen control. The partnership is participation that provides equal opportunity between the government and the community where both can provide input to each other. The government delegation has given some trust to the public to make decisions. The highest ladder of participation is when the community has complete control and makes absolute decisions (Ramdani, 2017). Public participation during the pandemic is very necessary because based on online searches illustrates that the people in the Surakarta City have not optimally overcoming the risks of social change due to the Covid-19 pandemic.

# **Smart Society**

The development of a city into a Smart City is a necessary because of the rapid development of science and technology. A Smart City will be able to guarantee people or residents who live in it become more comfortable. Smart City or means a brilliant city, is a concept of developing, executing, and implementing technology that is applied in an area as a complex interaction between the various systems in it (Pratama, 2014). The goal of the Smart City approach is to achieve integrated city information and management. This integration can be through digital network management of urban geography, resources, environment, economy, social and others. "The structure of Smart City includes perception layer, network layer and application layer, which can make the future world increasing appreciable and measurable, increasing interconnection and interoperability and increasing intelligent." (Su, Li, & Fu, 2011).

Development always requires capital, both economic capital, human capital and social capital. Smart people can be said as the main goal that must be fulfilled in achieving a Smart City. In this section, there are criteria for the creative process in humans and social capital. The following assessment criteria include the following:

- a. The existence of formal education levels in the form of schools and colleges that are evenly distributed to the community and based on IT such as the implementation of e-learning, school/college information systems, providing internet access for information sources/discussion learning, and others.
- b. The existence of the IT community and other communities related to the use of information technology.
- c. The role of society in the use of information technology. Smart people are characterized by: Education and development of technology-literate human resources, Research support, Development of the socio-cultural character of the community. Strategies in realizing Smart People are the development of smart and innovative urban communities, creative, productive, and able to take advantage of the potential of socio-cultural diversity to build the competitiveness of the city.

Smart society, which is a dimension of discussing human interactions, has moved towards a socio-technical ecosystem with the physical and virtual dimensions of the lives of city residents increasingly intertwined. Interactions between citizens are made stronger and more borderless with technological mediation. The target of a smart society is to create a productive, communicative, and interactive society with higher digital literacy. This is realized by developing three elements in smart society, namely: community, learning ecosystem, and security system.

Community is an important element in a smart society because a good community can create a smart city acceptable community environment. In addition, technology as part of a smart city requires community digital literacy which is obtained from a good learning ecosystem. Then, to support the smart society is a good security system for data which will later be used as a source of applications so that the application of a smart city or smart city can run optimally. The smart society program that will be run by the Surakarta City government as part of the application of the smart city concept is still constrained by the lack of references, footholds, and supporting policies. Therefore, the Surakarta City government needs to decide to attract community innovation and creativity so that the smart society program is immediately implemented.

The target of the smart society is realized by developing three elements within the smart society, namely community, learning, and security. Among other things, Smart Society development initiatives can be carried out on the following elements:

- 1) Realizing Efficient Community Interaction
  - a) Community social interaction occurs in parallel between individuals and other individuals, individuals and social groups, and between social groups, both physically and virtual (digital) to realize public participation in regional development
  - b) Community development of citizens through improving the quality of human resources both individually and socially able to take advantage of the digital environment positively and productively
- 2) Building an Efficient Learning Ecosystem
  - a) The realization of an educational ecosystem that supports each other between formal and non-formal education to provide the widest possible opportunity for all levels of society to gain access to education, including disabled people.
  - b) Realization of educational platforms for the community, such as smart schools, smart campuses, smart boarding schools, smart training programs and others.
- 3) Realizing a Community Security System

Creating a security and safety management system or management for community members, both for the protection of life safety, property or property safety, and disaster risk safety for the community by utilizing government resources and equipment as well as digital sensor technology or Internet of Things (IoT).

Goals to be achieved in the development of Smart Society is:

- a. The realization of efficient community interaction
- b. Availability of citizen digital interaction services

- c. The realization of digital literacy that is integrated with formal educational institutions
- d. The establishment of an integrated e-Library between libraries in the city of Solo
- e. Availability of digital books
- f. Increased digital literacy production capacity by citizens

## **Social Resilience**

Before explaining the concept of social security which is the smallest part of national resilience / ketahanan nasional. The term of national resilience consists of two syllables, namely ketahanan and national. Resilience comes from the word "tahan" (strong), which means strong to suffer, to be able to control oneself, to stay in one's condition, determination and patience. Meanwhile, the word "national" implies the meaning of the population of an area that already has a government and shows the meaning as a unity and unity of the interests of a nation that has become a state. Resilience is a universal ability, with this ability individuals, groups, or communities can prevent, eliminate or resist harmful influences when they experience a disaster or disaster. The concept related to resilience is always related to positive adaptive relationships is facing a challenge it faces both externally and internally (Armawi, 2019).

National resilience which has a very broad scope can reduce its part, one of which is social resilience. Social resilience is a part of the heavens that exist in the concept of national resilience, where social resilience is in direct contact with culture. The form of community activity in their daily activities will be related to the form of customization that occurs in each very different area. Social resilience is the ability to survive at the local level from the currents of globalization and decentralization. Thus, localization as a form of manifestation of culture is very important to defend itself from the swift currents of the struggle for the development of technology, information, and communication. The form transition of smart society-based public participation that occurs in moderate cities is a form of realization towards better and advanced conditions in society. The ability not only to survive but to immediately recover to original condition or even better. Social resilience also contains the ability to manage resources, differences, interests, and conflicts (Padmiati, 2013).

The COVID-19 pandemic has changed the social life of the community, especially in public participation which initially could be carried out directly to become constrained because it cannot interact directly to reduce the risk of Covid-19 transmission. The interaction limitation causes people to be unable to maintain conventional ways of meeting their needs. Thus, the people have to switch the use of online media to fulfil these needs. The concept of a smart city is the best solution so that public participation can still be carried out through technology. Therefore, it requires condition of the community that has been able to adapt to the smart society program, but still the community remains a fundamental element in the application of the smart city concept (Cohen, 2015).

## METHOD

The author uses descriptive research methods with qualitative analysis. This research was conducted to explain the relationship between the object of research and social phenomena that occur. The author uses data collection techniques by using various sources and recording them in the research concept. Data analysis was carried out by aligning data sources obtained from observations, interviews, focus group discussions, literature studies

and local government regulations. Informants who became the source of research data were the Mayor of Surakarta, Surakarta City Planning and Development Agencies, Surakarta City Communication Department, representatives of government officials, representatives of sub-districts, urban villages and community organizations. The research focus was the transformation of public participation in the pandemic era which was discussed into five major sections, namely legality, planning, participatory, dynamic, and collaboration.

#### **RESULTS AND DISCUSSION**

#### The Development Legality of Surakarta City in the Pandemic Era

Community participation in the development planning process through the Musrenbang (Plannning and Development Meeting) mechanism has a legal basis for implementation, namely (1) Minister of Home Affairs Regulation Number 54 of 2010 concerning Implementation of Government Regulation Number 8 of 2008 concerning Stages, Procedures for Compiling, Controlling, and Evaluation of the Implementation of Regional Development Plans, (2) Regulation of the Minister of Home Affairs Number 17 of 2021 concerning Guidelines for the Preparation of Regional Government Work Plans for 2022, (3) Letter of the Governor of Central Java dated January 15, 2021 Number 050/0001248 concerning Policy Directions and Development Priorities and Guidelines for the Implementation of the 2022 RKPD Musrenbang (4) Surakarta City Regulation Number 7 of 2010 concerning Principles of Regional Financial Management, (5) Surakarta City Mayor Regulation Number 23 of 2018 concerning Amendments to Surakarta Mayor Regulation Number 31 of 2016 concerning Implementation Guidelines and Technical Instructions for Implementation of Development Planning Deliberations Surakarta City.

In general, the purposes of Musrenbang are to encourage the involvement of stakeholders in the planning decision-making process, to identify and discuss development issues and problems and to reach agreement on regional development priorities to be implemented in the planning year, to optimize the use of available funds for development needs, facilitate the exchange of information, develop consensus and agreement on the handling of regional development problems, agree on mechanisms to develop institutional frameworks, strengthen processes, mobilize the necessary resources to address priority issues and problems of regional development, and garner political and social support and commitment for addressing issues and issues of regional development priorities.

The legal basis used in the Expenditure of Consultancy Services for the Preparation of the Smart City Master Plan for the 2021-2025 Period, namely (1) Law Number 25 of 2004 concerning the National Development Planning System (State Gazette of the Republic of Indonesia of 2004 Number 104, Supplement to the State Gazette of the Republic of Indonesia Number 4421 ), (2) Law Number 26 of 2007 concerning Spatial Planning, (3) Law Number 14 of 2008 concerning Openness of Public Information, (4) Law Number 25 of 2009 concerning Public Services, (5) Law Number 23 of 2014 concerning Regional Government (State Gazette of the Republic of Indonesia of 2014 Number 244, Supplement to the State Gazette of the Republic of Indonesia Number 5587) as amended several times, most recently by Law Number 9 of 2015 concerning the Second Amendment to Law Number 23 of 2014 concerning Governance Region (State Gazette of the Republic of Indonesia of 2015 Number 58, Supplement to the State Gazette of the Republic of Indonesia Number 56 79), (6) Law Number 19 of 2016 concerning Amendments to Law Number 11

of 2008 concerning Information and Electronic Transactions, (7) Government Regulation Number 18 of 2016 concerning Regional Apparatus (State Gazette of the Republic of Indonesia Year 2016 Number 114, Supplement to the State Gazette of the Republic of Indonesia Number 5887), (8) Presidential Instruction Number 3 of 2003 concerning National Policies and Strategies for the Development of e-Government, (9) Regulation of the Minister of Communication and Information of the Republic of Indonesia Number 13 of 2016 concerning Mapping Results of Regional Government Affairs in Communication and Information Sector, (10) Regulation of the Minister of Communication and Information of the Republic of Indonesia Number 14 of 2016 concerning Guidelines for Nomenclature of Regional Apparatuses in the Field of Communication and Informatics, (11) Mayor of Surakarta Regulation Number. 47 of 2019 concerning the Smart City Surakarta Master Plan, (12) Surakarta Mayor Regulation Number 28 of 2019 concerning Guidelines for E-Government Implementation, (13) Surakarta Mayor Regulation Number 54 of 2019 concerning One Regional Indonesian Data.

## Surakarta City Development Planning Pandemic Era

Participatory development has a focus on accommodating the public interest based on the problems and needs it faces. In Surakarta City, the data was obtained by collecting aspirations through environmental consultations and community institutional meetings to collect community problems sub-districtand needs. This activity was carried out before the Musrenbang at the district and sub-district levels. Community meeting, for example at the community unit level (Rukun Warga) with the mechanism that the RW chairperson is assisted by his apparatus, collects the community to compile a comprehensive and detailed list of problems and needs. Furthermore, the data is selected to be used as a priority proposal that will be discussed during the Musrenbang. The COVID-19 pandemic has reduced the level of community attendance in aspiration screening activities.

The COVID-19 pandemic is the main cause of the low level of public participation in aspiration screening activities because people avoid Covid-19 transmission from meeting activities. The Surakarta city government has innovated to carry out mixed activities (online and offline) with strict health protocols, but this has not had a significant impact. Another reason for the low level of community attendance in these activities is that there are still people who are not yet technologically literate so that they feel that these activities are not right on target. This is further exacerbated because there are still residents who lack knowledge about mixed meeting activities which prevent them from attending these activities during the pandemic. To overcome this issue, the Surakarta City Government has formed a village facilitator whose task is to provide socialization of the procedures for implementing mixed meeting to increase public participation and use WhatsApp groups so that residents who are absent can still give their aspirations.

Aspiration screening activities that begin with lower community scale such as the RW level or community institutional meeting such as farmer groups. If they are not sufficient to capture aspirations, so a limited group discussion / Diskusi Kelompok Terbatas (DKT) is held. DKT conducted by residents who have not been represented by community meeting, such as youth groups, students, women, business entities or religious leaders. After the selection process is complete, it's continued to propose and prioritize problems and needs in the Musrenbang. Based on previous observations in several districts and sub-districts which held Musrenbang, it was found that the list of proposed activities

was dominated by infrastructure development, such as road paving. Some of these priorities are even old proposals that have not been realized. Thus, they are proposed again in 2021. Other proposals in the form of non-infrastructure development such as capital loans for household businesses have not been accommodated as priority proposals in the Musrenbang.

Based on the results of observations in 5 districts and dozens of sub-districts in the city of Surakarta, they have carried out aspirational screening from the grassroots level to the implementation of the Musrenbang. This activity also involves the community fulfilling the principle of conformity between the development plan, problems and needs of the community. Unmaximized public understanding occurs because of a lack of awareness of the impact of the pandemic that occurred. In addition, the COVID-19 pandemic made a budget refocusing and reallocation which has resulted in focused switching on handling the pandemic.

The hard work of regional officials in seeking cooperation and paying attention to the aspirations of the people will increase public support. The community will participate in the development of the village even for some activities. The village can finance from selfhelp. A good relationship between the district government and the community can foster trust from the community and increase public participation in the development planning process. Based on the results of the study, for some sub-district, development planning has taken into account the aspirations of the community by fulfilling an attitude of mutual trust and openness. But there are still have not maximized the community aspirations gathering activities at their respective levels because only community representatives can convey problems and needs. This is because the high number of COVID-19 cases in the region makes handling the pandemic a top priority.

Dynamic planning can be obtained through a sustainable process and the presence of a proactive community which of course reflects the interests and needs of all parties. The succession of the proposed program which is part of community participation result is very dependent on the process of escort starting from the Musrenbang at the village, district and city levels. Dynamic planning through Musrenbang is only rhetoric if development planning is still dominated by regional leader policies, Regional House of Representative recess results and Regional Government programs. This condition resulted in the disappointment accumulation at the district and sub-district levels which had fulfilled the obligation to make plans but the realization was at the bottom. The process of development planning documents formulation requires coordination between government agencies and community participation through the Musrenbang forum.

In a decentralized government system with some central authority shifting to the regions. According to Law Number 25 of 2004, development planning, a proactive and collective action is needed in coordinating all individual activities, drafting group rules and mobilizing resources in the form of money, manpower and other materials. Collective action encourages communities to play their social and political roles. For example, through their participation in the policy decision making process, their opinion counted. In the context of development, collective action not only mobilizes local energy and improves public services, but also reduces opportunities for elite capture.

Planning synergies can be seen when development planning always emphasizes cooperation between administrative and geographic areas, as well as the interaction between stakeholders. Forums that involve the community are only limited to the level of village development planning meeting, community representation in forums at the subdistrict level is very small. This causes many community program proposals to be lost in the middle of the road. At the neighborhood, district or sub-district level, meeting activities related to development planning is not only held in the Musrenbang forum but other forums oare also held if needed. In Surakarta City, it is called Limited Group Discussion. When there are programs or activities whose sources of funds come from other sources, for example from the Anggaran Pendapatan dan Belanja Negara (APBN), such as the P2KP program, a development program whose sources of funds come from the centre and sent directly to community accounts, where the allocation is quite flexible and its implementation by the community begins with meeting at the village level facilitated by the community consultant. Thus, the continuity of planning can be maintained in Surakarta City through a community discussion forum held outside the Musrenbang at the village or sub-district level. The stages of development planning are not only limited to the implementation of the Musrenbang, but there are stages of the Regional Leader forum that discuss the linkages between agencies in realizing programs or activities that will later be accommodated in the Regional Government Budget / Anggaran Pendapatan dan Belanja Derah (APBD). So, the proposals that are accommodated in the priority of sub-district activities are proposals that are related to the proposed activities proposed by Regional Government Agencies. To find out whether a proposal has a relationship with other proposals submitted by both the agencies and the village requires interaction between all participants. Planning synergies are part of the criteria that must be met by all incoming proposals to be used as a priority list of proposals funded by the APBD. It shows that the synergy of proposals among agencies is one of the criteria for the accommodation of a proposed activity. Here the emphasis is on cooperation between regions and geographies to achieve synchronization of activities, as well as the interaction between stakeholders in discussing what activities are prioritized to be proposed to a higher level.

# Surakarta City Public Participation in the Pandemic Era

Public participation in development planning can be seen from community involvement in aspiration gathering forums. At the sub-district level, this is done by soliciting aspirations in the development planning process through the Musrenbang. The implementation of the Surakarta City Musrenbang is always conducted annually. Under the Musrenbang, it is hoped that community involvement will enable the government to receive aspirations according to the community problems and needs. The community has the same opportunity to contribute ideas without being hindered by the ability to speak, time and place at the environmental, family, sub-district and city levels of Surakarta. Based on field research, participatory planning in most urban villages in Surakarta City has been implemented optimally because the community is actively involved in determining the priority list of activities. The community is assisted by the facilitator in contributing their thoughts.

Musrenbang in the Surakarta City is a forum for stakeholders and the community meeting to get input on priority activities and agree on cross-environmental, urban and sub-district activities as the basis for the preparation of the city's APBD in the following year. The Head of District organizes and is responsible for development planning in the sub-district through Musrenbang, the implementation is assisted by district agencies elements. Based on the results of research, community involvement in the Musrenbang forum at the environmental, village, sub-district and city levels is quite high. Researchers grouped 3 parameters that support fairly high public participation in the mixed (offline and online) pandemic era, namely the GTS component (Government, Technology and Society).

## **Government Component**

The local government of Surakarta aims to implement Smart City in the pandemic era because the local government official partially implements Work From Home (WFH) according to regulations. This measure was carried out by the central government's policy to reduce the impact of the spread of the COVID-19 virus. The application of Smart City as a transformation of public participation is an innovation to create solutions. The Surakarta City Government puts Smart City in place to overcome the problem of public participation in the pandemic era following the vision and mission of City development (Pemkot Surakarta, 2018).

The elaboration of the collaboration component is that the local government of the city of Surakarta applies the Smart City policy as stipulated in the Masterplan and Roadmap as well as the Mayor's Regulation. Another important aspect that needs to be considered by the local government of the city of Surakarta is to realize a Smart City, it requires participation with all parties or stakeholders, both central and local governments, private parties, and business entities, especially to fulfil integrated basic public services, for example, the application of disaster emergency services. The city of Surakarta in handling these emergency services involves hospitals, the Indonesian Red Cross, the Regional Disaster Management Agency, and the police to work together to overcome these emergency problems. Based on interviews that the Surakarta City government admits that the role of youth is also very important in the development planning of Surakarta City.

## **Technology Components**

Technology is not the main component in Smart City in the pandemic era, but if technology is not optimal, the Smart City goal will not be achieved. Local governments usually place technology at the core of Smart City so that the infrastructure that supports technology looks very sophisticated and luxurious. The sophistication of the technological infrastructure includes high-speed internet networks up to the village level, tens to hundreds of pairs of Closed-Circuit Television (CCTV) pairs with high-resolution captures, international standard data centers, large screens as media for city monitoring, and even a visual room that resembles a cinema.

The innovation component is divided into two, namely infrastructure and technology innovation. Infrastructure innovation requiring affordability and availability of high-speed internet network has been implemented by the Surakarta city government. The challenge is the installation of the right technology network and can connect the village government with the city government which has separate authority. The government revolution towards e-government due to the pandemic has brought about very significant changes to public participation electronically and is being sought to be developed. The data components that support the implementation of smart cities are very interesting to be attention.

The local government of the city of Surakarta seeks to develop e-government policies so that information systems in public participation and management of government administration are increasing. The coordination component also needs to be considered so as not to cause the integration of the data obtained to be invalid and reliable and accurate. So, it cannot be used for decision making because the data is vulnerable to manipulation. Regional governments in the pandemic era have sought a population-based data integration process to validate public service needs. The problem of integration of information systems at the regional level is a minor issue that can be handled easily by the Communication and Information Department which is the center of the administration of the electronic system in government in Surakarta City. The development of smart cities encourages the local government of the city of Surakarta to develop public service applications on one hand. The platform developed makes it easier for the public to enjoy and access public services (Widiyastuti, 2019).

## **Society Component**

The community has a very strategic role in the goals of smart cities in the pandemic era. The local government of Surakarta City pays attention to takes into account every action or policy that is implemented in this pandemic era. Although according to (Widiyastuti, 2019) the local government of the Surakarta City doesn't care about human potential as the goal and source of the strength of the smart city. A smart city aims to create a place that is comfortable, safe, livable, and raises the productivity of its people or humans. Society or people are components and sources of strength of Smart City so that it can achieve Smart City goals. The supporting factor of the engagement component is human development which consists of improving the quality of life, education, participation, and social inclusion.

Based on interviews, the Surakarta City government admits that engagement with the community has not been maximized in government governance in the pandemic era. The people of the city of Surakarta have enough mastery of technology and are literate in accessibility so that participation is needed in increasing public participation. The service innovation that is favored by the Surakarta City to implement a smart city in the pandemic era is that the public has a channel to report their complaints against city services which are monitored by the Mayor and responded immediately by the relevant agencies through Solo Data. The Surakarta City Government has also succeeded in cooperating with the community, for example, Civil Society Organizations (CSOs) to manage slum areas to be converted into areas that have increased economic value. The idea of a smart city is divided into technological and non-technological aspects contained in the collaboration of the government and the community.

## Discussion of Public Participation Research in the City of Surakarta

This study aims to determine the factors that influence the successful implementation of participatory planning. By the focus of the problem that has been determined, the analysis of the implementation of participatory planning in the development planning process in Surakarta City, Surakarta Regency is seen from legality, planning, participation, collaboration and synergy. To determine the level of community participation in development planning in Surakarta City, the analysis used is based on planning based on the problems and needs faced by the community and taking into account the aspirations of the community that fulfil mutual trust and openness. The implementation of participatory planning is carried out in the context of compiling an annual sub-district development plan in the form of a priority list of sub-district activities

originating from the proposed sub-district priorities and will be submitted to a higher process. The purpose of the participatory planning activity itself is to determine the direction and objectives of development planning activities by the community. The identification of types of proposals and activity plans based on existing strengths and potentials as well as the real needs of the community. The identification of community program plans under development. In its implementation in Surakarta City, Surakarta Regency, participatory planning starts from the preparation, implementation, and output stages of development planning.

The community is expected to be involved and understand the entire series of the development planning process. The focus of planning based on the problems and needs of the community can be obtained through the activity of gathering aspirations for problems and needs starting from the hamlet/environment level which is part of the preparation stage in the development planning process. Based on the results of the study, some subdistrict carried out activities to collect aspirations for problems and community needs from the environmental level to obtain a profile of problems and community needs, but for some other sub-district the types of proposals submitted were discussed during the implementation of the sub-district Musrenbang, and not extracted from community groups. The prepared plans have not taken into account the aspirations of the community that fulfils an attitude of mutual trust and openness. This can be seen from the results of research which show that community involvement is conducted at the sub-district level, which means that only community representatives are involved in the development planning process but are not involved in determining the priority list of sub-district problems and needs that will be submitted to the district development planning process. Community participation where every community has the same opportunity to contribute ideas without being hampered by the ability to speak, time and place. In this case, ideally, the community is involved in deciding which activities are considered a priority to be submitted to a higher Musrenbang. Based on the results of the research, community involvement in the Musrenbang forum at both the district and sub-district levels is low. The low level of community participation in the development planning process does not only come from community factors but also weaknesses from the government.

From the community side, the obstacles are the community's limited understanding of development planning. The existence of a pessimistic and apathetic attitude of the community towards the development planning process because their proposals are not accommodated in a higher process. The busyness of the community in making a living so they do not have time to get involved in the development planning process. A culture of paternalism or fear of acting differently while the obstacle from the government's side is the weakness of budget support due to refocusing and reallocation for handling the pandemic.

Dynamic planning will be obtained through a sustainable process and the existence of a proactive community which of course reflects the interests and needs of all parties. The smart society program can encourage people to move together in conveying their aspirations. A proactive and collective role will make people's voices more heard and open up opportunities to influence institutional decisions regarding public services. Collective action encourages communities to be better prepared to engage in participatory processes. Based on the Musrenbang in the previous year, the lack of accommodation of the results of the sub-district Musrenbang originating from the sub-district proposal into the agencies work plan was a triggering factor for the low participation of the community in participating in the implementation of the Musrenbang. This shows that there is no more open space for participation that can encourage the community to move together in expressing their aspirations.

Planning synergies always emphasize cooperation between regions and geographies, as well as interactions among stakeholders. In the implementation of participatory planning in the development planning process in Surakarta City. The decision-making process held at the village and sub-district levels has been formally carried out well, although several stages in the development planning process were not implemented. When viewed from the side of the participants, they have not represented the elements of society in Surakarta City, especially in the sub-district planning process, the level of community representation is still low. However, when viewed from the document as input in the development planning process at the district level, several items are available, such as a list of priority problems/sub-district activities.

The results of the agreement of the Musrenbang participants in the form of a priority list of proposals which are the result of cooperation between administrative and geographical areas and are the result of interactions between stakeholders, generally acceptable to Musrenbang participants in particular and the people of Surakarta City in general. The legality of planning where development planning is carried out concerning all applicable regulations upholds ethics and community values and does not provide opportunities for abuse of authority and power. The implementation of the development planning process is the responsibility of the Surakarta City government. The development planning process in the city of Surakarta has generally been carried out following the technical guidelines for the Musrenbang during the pandemic. It can be seen from (1) All stages of the development planning process have been carried out in the development planning process; (2) the development planning process has involved elements of the community as a whole; (3) the determination of priority proposals has involved Musrenbang participants because the outputs have been made by the district and subdistrict parties based on the priority list of proposals that have been entered before the development planning process is scheduled.

Community participation in development planning provides many benefits for the community itself. There are increasing the community's ability through the implementation of development programs, so that the living conditions of the community reach the expected level of ability. It's giving power or delegating authority to the community, so the community has independence in making decisions to build themselves and environment. Efforts to involve the community in development planning mean enabling and self-reliant the community itself. Based on the discussion of the research results, the smart society program run by the government makes community participation in development planning in Surakarta City quite high.

## **Smart City Implementation**

The application of a smart city is a solution for the local government of the Surakarta City in increasing public participation in the pandemic era. The strategic intention of local governments to implement Smart City originates and is driven by the government itself as expected by (Nam & Pardo, 2011), despite the reality on the ground that local governments don't yet understand the strategies that must be taken and the goals

of smart cities. This has an impact on development that prioritizes of the technology component compared to the community component and other stakeholders as parties who can better manage the area. In the Surakarta City, there are indications that smart cities are only prioritized to provide appropriate, fast, cheap, and quality participation for the community with the presence of various public service applications on one hand. This can happen because the normative document on Smart City has not been integrated and comprehensive with regional development goals. There is a discrepancy between the master plan and government regulations regarding Smart City. This is the same as the findings of Pratama (2018), local governments don't yet have a comprehensive strategic policy as a guide for its implementation. Widiyastuti (2019) explained that with policies that are not yet comprehensive, the sustainability of implementing smart cities into quality areas for the community in the pandemic era will be hampered.

Some indicators can form components of governance, such as innovative leaders, integration of services, public applications, and transparency of policies and organizational structures that are efficient and have been implemented by local governments. For example, the local government of the city of Surakarta has succeeded in presenting leadership that is open and innovative in dealing with change, understands the policy process, is oriented towards regional goals, and is visionary. The Surakarta city government understands the strategic value of smart cities as a driving factor in achieving development goals and completely answering community problems in the pandemic era with technology.

The local government of the Surakarta City still has many weaknesses in the application of data acquisition and interoperability which will encourage the formation of smart interfaces and smart computing. The development of the latest generation of technology in the integration of technology components, as expressed by Nam and Pardo (2011), will encourage real-time data awareness as a catalyst for data analysis in making optimal decisions. Currently, local governments have not provided a demand-driven approach in developing technology that can manage the region intelligently as expressed by (Margarita, 2015). If it is related to the Surakarta city government, this cannot be used as a failure because the nature of its development and development is still focused on the application of technology. However, the implementation of smart cities in the pandemic era must be carried out sustainably, the Surakarta city government needs to align its mindset about the goals of smart cities and the application of technology in them and evaluate the components that support smart cities that they currently have.

The transformation of public participation leads to factors that encourage and weaken the implementation of smart cities from each component. Strategic intentions are the main factors that will encourage and drive the implementation of smart cities. The strategic intentions that encourage are leadership, vision, mission, strategic plans and understanding of leaders. Some things need to be emphasized that strategic intentions not only focus on technology. The best way at the research location during a pandemic in the Surakarta City is to show that the leader must be oriented towards understanding the potential of the region, the priority scale for handling regional problems, and the strategic value of implementing smart cities compared to the leader's understanding of technology transfer. Then the availability of e-government infrastructure will be a catalyst for the implementation of smart cities in the pandemic era. The government's service electrification policy as an effort to transform public participation can have an impact on its maturity in accepting technological changes for public service transformation. Therefore, the implementation of smart cities must be followed by policies that strengthen the transformation of public participation that is oriented to the community. Some factors weaken the implementation of smart cities, namely the lack of good knowledge and understanding about smart cities. Local governments tend to still have a smart governance view so that they forget the aspects of engagement with the community and collaboration. As a result of the lack of correlation between regional development plans and the implementation of smart cities, the utilization of regional data has not been maximized. If this is not anticipated, the application of Smart City will not move from generation 1.0 where technology is at the core of the movement (Widiyastuti, 2019).

The embodiment of Smart society in the Surakarta City in the development of smart and innovative urban communities, creative, productive, and able to take advantage of the potential of socio-cultural diversity to build the city's competitiveness is carried out by the Education Office; Office of Women's Empowerment, Child Protection and Community Empowerment; Solo Techno Park Unit; and the Archives and Libraries Office. Evaluation of key performance indicators/key performance indicators supported in the implementation of Smart Society. Smart society Surakarta City in the mid-term implementation of 2020-2021 is carried out through several innovations, namely: The education sector, including Implementation of Kreasso; Development of education units according to the National Education Standards; Development of teachers and education personnel according to the National Education Standards; Online-Based School Admission; School Building Revitalization; and PAUD Dikmas Expo and Course Student Competition. The field of technology and information, including Coaching and Organizing a Smart Park Competition; Implementation of technology business incubation program with ICT focus areas; SILVER; I-Solo (E-book); and BOLO KUNCORO.

The following is a description of the development of the implementation of the midterm Smart Society in 2020-2021:

#### a. Education Department

The implementation of Kreasso, Kreasso stands for Creative Children's School Solo, is an annual event initiated by the Surakarta City Government through the Surakarta City Education Department. Kreasso has also become an annual Promotional Event for the Surakarta City and is included in one of the Calendars of Cultural Events. This event is an event for students' activities and creativity, especially students. The implementation of the Kreasso is entirely carried out by students with supervision from the Education Department and Event Consultants. Kreasso's vision is to become a Showcase of School Achievements with a Mission, namely Publicizing Educational Achievements. In 2020 the implementation of this innovation was not carried out due to social restrictions in handling COVID-19, and in 2021 a budget of Rp.188,607,577.00 was allocated with a performance target. The number of creations carried out was 1 activity, the implementation of which will be carried out by live streaming YouTube "Dinas Pendidikan Kota Surakarta".

Development of education units according to the National Education Standards, National Education Standards are the minimum criteria for the education system in all jurisdictions of the Indonesia and are used as the main reference for the development of educational units which include 1) graduate competency standards, 2) standard content, 3) process standards, 4) education assessment standards, 5) educators and education personnel standards, 6) facilities and infrastructure standards, 7) management standards, and 8) financing standards.

National Education Standards aim to ensure the realization of the goals and quality of national education in the context of educating the nation's life and shaping the character and civilization of a dignified nation. National Education Standards as reference standards for educational units in managing the implementation of education need to be managed in a planned, directed, and sustainable manner following the dynamics and developments of science, technology, and demands for changes in local, national, and global life to optimize the quality and quantity of education units. In 2020, a budget of Rp. 15,355,700.00 (100% of the budget allocation) has been realized with a performance realization of 1 activity. In 2021, a budget of Rp. 13,879,977,00 is allocated with a performance target of 1 location.

The development of teachers and education personnel according to the National Education Standards, this innovation is carried out both from the aspect of quantity and quality of teachers and education personnel by the standards. In 2021, a budget of Rp.129,198,470.00 was allocated with a performance target of 40 teachers who were selected to become principal candidates, however, with an emergency PPKM, it is possible that this activity cannot be carried out. Online-based School Admission implementation update, in 2020 a budget of Rp.233,365.000,00 (97.72% of budget allocation) has been realized with the performance of the number of new students' admissions being 1 activity. In 2021 allocated a budget of Rp.4220,000,000.00 with a performance target of 1 activity.

School Building Revitalization, the implementation of this innovation is carried out to change and add to the facade, building structure and change the function of the school building. School rehabilitation in 2020 has realized a budget of Rp. 2,137,698,000.00 (100% of the budget allocation) with the realization of the performance of the number of schools being rehabilitated by 1 activity and in 2021 a budget of Rp. 2,861,514,000.00 has been allocated with a performance target of 1 activity. While the construction of new schools in 2020 has realized a budget of IDR 4,438,140,550.00 (92.03% of the budget allocation) with the realization of the number of schools built for 1 activity and in 2021 a budget of IDR 3,155,839,800 has been allocated. 00 with a performance target of 1 activity.

PAUD Dikmas Expo and Student Course Competition, this innovation is socialization of non-formal education to the community (LKP, PKBM, Equality, PAUD) which aims to introduce to the public about Non-Formal Education. In 2020, a budget of Rp.46,605,000.00 (75.79% of budget allocation) has been realized with the performance of implementing mass competency tests, holding LKP and PKBM exhibitions, holding videos for making LKP and PKBM learning videos for 1 activity and at In 2021, a budget of Rp. 131,085,189.00 is allocated with a performance target of holding a webinar to socialize non-formal education (LKP, PKBM, Equality, PAUD) for 1 activity.

# Women's Empowerment, Child Protection and Community Empowerment Department

Guidance and Organizing of the Smart Park Competition, the implementation of this innovation is carried out in the context of developing infrastructure facilities in smart parks, one of which is child-friendly information in smart parks in the use of technology and information development. In 2020, a budget of IDR 4,709,300.00 (43.25% of the budget allocation) has been realized with the performance of 14 people in Smart Park

Managers and in 2021 a budget of Rp. 7,430,000.00 has been allocated with a performance target. Development of Smart Park Managers for 14 people.

# **UPT Solo Techno Park**

The implementation of a technology business incubation program with a focus on ICT. The incubation process in downstream research results consists of technology incubation and business incubation. Technological incubation is a process to support the development or improvement of research innovation products so that they are ready for use by industry or society in general. In the downstream process, business incubation is also carried out, namely a process to support the business development of technology-based startup companies so that they can become profitable companies and have proper organizational and financial management, as well as become sustainable companies so that they have a positive impact on society. Information and Communication Technology or Information technology and communication technology. In 2020, a budget of Rp. 39,978,300.00 (46.21% of the budget allocation) has been realized with the performance of 10 incubation participants. Then, in 2021 allocated a budget of Rp.423.253.168.00 with a performance target of 25 incubation participants.

# **Archives and Libraries Office**

PERAK, the library is one of the means to educate the life of the nation and the state as an integral part of national development to improve the knowledge, information and skills of the community according to the objectives of the Republic of Indonesia as stated in the Preamble to the 1945 Constitution. Equal distribution of opportunities to obtain education and information for all citizens which are directed at educating the nation's life and increasing the community's ability to participate in development activities, implemented with a national education system that lasts a lifetime. The government has established a policy to develop a library service system as stipulated in Law Number 43 of 2007 concerning Libraries. Perak / Perpustakaam Ramah Anak or Child-Friendly Libraries provide library services that reach all corners of the location and all ages including early age to improve services to early age users by utilizing complete facilities and infrastructure.

I-Solo (E-book), as a medium for reading information digitally via mobile devices or PCs. Generally, I-SOLO users are those who are already technology literate and accustomed to reading E-BOOK for learning media or obtaining information. The following are the functions of the ebook for its users as well as for its providers: 1. As a Learning support; 2. As Information Media; 3. Facilitate the Information Dissemination Process; and 4. Facilitate the Learning and Teaching Process. BOLO KUNCORO, BOCAH SOLO TEKUN MOCO AKSORO (Bolo Kuncoro) is here to instill and cultivate a culture of literacy in early childhood in Surakarta City through inculcating local cultural values, inculcating values about national insight, and inculcating character. These three innovations in 2020 have realized a budget of Rp.74,313,010.00 (49.97% of the budget allocation) with the realization of the performance of the number of library materials developed of 1,000 titles and in 2021 a budget of Rp.74,212,200,00 has been allocated with a performance target of 1,000 titles of library materials developeing.

#### CONCLUSION

Based on the discussion of the research results that have been presented, it can be concluded that public participation in development planning in Surakarta City is quite good, influenced by the following factors: 1) Community better understanding in development planning; 2) The existence of the principle of equality in the Musrenbang forum at the time of conveying ideas; 3) There is an enthusiastic attitude of the community towards the development planning process because of the goals on proposals to be well-accommodated; and 4) The timing of the implementation of development planning is adjusted to community activities. The development planning process in Surakarta City has been carried out optimally, with the following description: 1) At the pre-Musrenbang stage, the process of searching for aspirations, problems and community needs, it has been carried out; 2) Development planning has been based on the problems and needs faced by the community; 3) The socialization of development planning is carried out by the government to the wider community through village facilitators; 4) The agenda for discussion and setting priority proposals for higher Musrenbang levels have been fully implemented by involving the community; and 4) The Musrenbang implementation stage adopts a new mechanism adapted to the pandemic conditions.

Public participation in the pandemic era is very basic to achieve successful implementation if the government, technology, and humans collaborate well and are handled and considered comprehensively. The comprehensiveness of the components is the key to the sustainability of a smart society so that local governments must have a good understanding of the goals and strategies. Technological changes should stimulate the use of data trends and their analysis in the region. This needs to be considered to form a strategy that must be initiated by the local government. Regional leaders must start with regulations that include integration between the Masterplan and the purpose of implementing smart society, especially in increasing public participation in the pandemic era. The human component is also very important, the local government's concern for humans has not been fully acquired in the policy. The community must be seen as the goal of implementing a smart city rather than just being a capital, especially in the era of the pandemic.

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