

Policy Analysis, Formulation of Strategic Plan Policy Implementation (Renstra) In Pandeglang Regency

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Abstract

Important factors in the analysis of the formulation of the Strategic Plan (Renstra) policy implementation are community participation and decentralization. Namely, community involvement in the policy formulation process and the transfer of authority from the central government to autonomous regions in determining and implementing policies, through local voice and local choices. The research objectives, looking at the level of community participation and handing over of authority, have implications for the making of regional strategic plans, in identifying needs and formulating development goals. The research method used qualitative, through a descriptive approach, namely collecting data from various sources, with triangulation techniques. The research objectives, describe three things, (1) agenda setting, policy formulation, (2) budgeting in a participatory formulation; (3) development planning stakeholders. The results showed that participation in development planning at the tokenism and representative-elitist stages, the partnership between the community and the bureaucracy and political officials was a subordinate union of partnership, while the dialogue being held was still artificial.

Key Words: *Policy Analysis, Formulation and Implementation, Strategic Plan.*

Abstraksi

Faktor penting kebijakan analisa perumusan implementasi kebijakan Rencana Strategis (Renstra), adalah partisipasi masyarakat dan desentralisasi. Yaitu, keterlibatan masyarakat proses perumusan kebijakan dan penyerahan kewenangan dari pemerintah pusat kepada daerah otonom dalam menetapkan dan melaksanakan kebijakan, melalui *local voice dan local choice*. Tujuan penelitian, melihat tingkat partisipasi masyarakat dan penyerahan kewenangan, berimplikasi pada pembuatan Rencana Strategis daerah, dalam mengidentifikasi kebutuhan serta merumuskan tujuan pembangunan. Metode penelitian menggunakan kualitatif, melalui pendekatan deskriptif, yaitu mengumpulkan data dari berbagai sumber, dengan teknik triangulasi. Tujuan penelitian, mendeskripsikan tiga hal, (1) *agenda setting, policy formulation*, (2) *budgeting* dalam sebuah formulasi partisipasi; (3) *stakeholders* perencanaan pembangunan. Hasil penelitian, menunjukkan partisipasi perencanaan pembangunan tahap *tokenisme* dan *representatif-elitis*, kemitraan antara masyarakat dengan birokrasi dan pejabat politik bersifat *subordinate union of partnership*, sedang dialog yang diadakan masih bersifat semu.

Key Words: *Kebijakan Analisa, Perumusan dan Implementasi, Rencana Strategis.*

INTRODUCTION

The writing of policy articles analysis of the formulation of policy implementation strategic plans (renstra) of Pandeglang Regency, Banten Province, is the result of research and community service in the Public

Administration Study Program of FISIP, Prof. Dr. Moestopo (Religion) in 2019. The writing of this article is expected to provide an overview and review of documentation from the policy formulation process to planning for five years for Regional Work Units

(SKPD) which are used as a reference for the preparation of Work Plans (Renja) and implementation of implementation. The Regional Government Strategic Plan of Pandeglang Regency, as in the Regional Medium Term Development Plan (RPJMD) of the Pandeglang Regency 2015-2019. The three substances presented in the writing of the article, namely,

First; The writing is a scientific study of all documentation of the formulation and implementation of the Pandeglang Regional Government Strategic Plan 2015-2019, as a scientific study of planning that is technical in nature and is a technical description of the RPJMD.

Second; The writing refers to the main tasks and functions (Tupoksi) of the implementation of the Regional Government of Pandeglang Regency, as an institution that makes the process of formulating policies and public services. Besides the various policies and program priorities of the District Government. The goal is to ensure the creation of synergy and synchronization of development programs, both vertically and horizontally between work units, considering that the work unit is the main implementation with the support of stakeholders, both from the community and the business world in implementing the Pandeglang RPJMD for a period of five years.

Third; The author explains the stages and procedures for the preparation of the RPJMD, which is a regional development plan for a period of 5 years or so-called Strategic Plan (Renstra). Operationally the RPJMD is described for government activities or programs every year, in the one-year Government Work Plan (RKP) or the so-called Government Work Plan (Renja) (Permendagri No 54/2010).

The implementation of community service in the writing of this article examines in a deeper documentation, the policy analysis, formulation and implementation of the Pandeglang Strategic Plan Policy (Renstra) which contains the process of formulating democratic planning policies in the implementation of regional autonomy.

METODOLOGY

This research research methodology, using a qualitative method approach, with a descriptive approach to social phenomena or realities. Descriptive research is intended for exploration and clarification of a social phenomenon or reality, by describing a number of variables relating to the problem and unit under study. As explained earlier that in the annual regional development planning process involving various stakeholders, this is where it will be known how far the participation is and how the quality of the strategic plan is produced..

LITERATURE REVIEW

The Concept of Regional Development and Regional Development Planning

The results of research in the field, the authors obtain research results on two things, namely

First: the concept of regional development (Territory), is a process of planned change from one national situation to another, higher national situation. **Second:** the concept of development planning, seen from the substance side, namely planning is the setting of goals and determining alternative actions. Based on the period of time, planning can be divided into: (a) Long-term planning, usually having a time span of 10 to 25 years. (b) Medium-term planning, usually having a time span of between 4 to 6 years, that

is, medium-term planning, although still general, but targets within a large group (sectoral targets) can be projected clearly; (c) Short-term planning, having a span of 1 year, usually called an annual operational plan. When compared to long-term and mid-term plans, short-term plans are usually more accurate. To find out the Strategic Plan of the Pandeglang Regency Government, the author will describe three aspects, namely

- (1) Agenda setting, policy formulation,
 - (2) Budgeting in a participation formulation;
 - (3) Development planning stakeholders.
- The explanation of these three aspects is: First: agenda setting, policy formulation or Agenda Setting: Cobb and Elder (Lester, 2000, p. 67) defines agenda setting as: "a set of political controversies that will be viewed as falling within the range of legitimate concerns meriting your attention of the polity; a set of items scheduled for active and serious attention by decision making body ". Issues can be entered into decision makers through two agendas (Lester, 2000: 68), namely:
- (a) Systemic Agenda, covering all issues that are being discussed widely, which are expected to be resolved by the government;
 - (b) Institutional Agenda, that the issue has become accepted by decision makers and solutions are being formulated. According to Howlett (1995: 113).

Second: Budgeting or Policy Proposals, is the formulation of public policy proposals according to Wibawa, Samodra, (1994), is an activity to compile and develop a series of actions necessary to solve problems. The steps in this activity are in the form of (1)

identifying alternatives, (2) defining and formulating alternatives, (3) assessing alternatives, (4) choosing a satisfactory alternative (Islamy, 2003: 92-94). The steps stated by Islamy above are the Comprehensive Rational Model. Another model is incremental which is taken if there are limited time, cost and information held. Policy Proposals Formulation Model The formulation of policy proposals is the activity of compiling and developing a series of actions necessary to solve a problem.

Third, Stakeholders in policy legitimation are that the proposer of a policy proposal will become a legitimate policy decision if it has been adopted or given legitimacy by an authorized person or body which is usually carried out by the legislature. The implementation of the development planning formulation process consists of three stages: (a) Policy Formulation: Policy formulation includes the stages of policy review and policy formulation which consists of the following elements: (1) Situation review, (2) Estimation of the future state of the plan, (3) Determination of plan objectives (plan objectives) and selection of ways of achieving plan objectives, (4) Identification of policies and or business activities that need to be carried out, (5) Approval of plans; (b) Programming: In this stage, a more detailed formulation is carried out to implement the objectives and policies set out in policy setting. Development plans are classified into various programs by specifying: program objectives, program objectives, and main activities to be carried out. The formulation of programs and activities is called programming, which is an annual plan that contains strategic steps (activities) that are chosen to realize the strategic goals described in the goals and the estimated resources (HR, costs,

equipment, etc.) needed for that. Because the program contains activities so that the program can be interpreted as a set of activities planned to realize the achievement of predetermined goals; (c) Formulation of Financing / Budgeting: in the process of preparing financing, a source of funding is planned to carry out development programs which are implemented based on the principles of deconcentration, decentralization or co-administration. The principles of efficiency and effectiveness are the main considerations in the preparation of financing priorities, so that it needs to be supported by standard unit prices for financing components. The preparation of financing is contained in the Regional Revenue and Expenditure Budget (APBD). Budget, is the process of translating a plan into quantitative figures (money) that are systematically arranged in estimates of income, expenditure (and financing), while the Governmental Accounting Standards Board (GASB). And a Budget, as a financial operating plan, which includes estimates of proposed expenses, and sources of income that are expected to finance them within a certain period of time. The budget is the final result of the work plan formulation process which will serve as the basis for implementing programs or activities as well as a means of control.

RESULTS AND DISCUSSION

Position of Main Duty, Function.

Based on the Regional Regulation of Pandeglang Regency Number 6 of 2008, concerning the Formation, Organizational Structure and Work Procedure of the Regional Apparatus of the Pandeglang Regency, the Organizational Structure of the Regional Secretariat of the Pandeglang Regency consists of:

- (1) Regional Secretary (Setda);
- (2) The Government and People's Welfare Assistant is in charge of: Public Administration Division, Legal Division, People's Welfare Administration Section.
- (3) The Assistant for Economy and Development is in charge of: Development Administration Section, Natural Resources Administration Section, Economic Administration Section,
- (4) The General Administration Assistant is in charge of: General Affairs, Public Relations and Organizations.
- (5) Group of Functional Positions.
- (6) Expert Staff.

In carrying out its duties and functions, the Regional Secretary is assisted by: A. Government and People's Welfare Assistant: Government and People's Welfare Assistant who has the task of formulating policies, implementing guidance and coordinating:

- (1) Inspectorate;
- (2) Regional Secretariat;
- (3) Education Office;
- (4) Health Service;
- (5) Social, Manpower and Transmigration Service;
- (6) Youth and Sports Service;
- (7) Department of Population and Civil Registry;
- (8) Community Empowerment Agency and Village Government;
- (9) National Unity, Political and Community Protection Agency;
- (10) Women Empowerment, Child Protection and Family Planning Agency;
- (11) Regional General Hospital;
- (12) Civil Service Police Unit;
- (13) District; and Kelurahan.

The Assistant for Government and People's Welfare, has the following

functions: 1. To formulate policies and formulate plans in the areas of government administration, people's welfare, and law; 2. To coordinate the implementation of the activities of the Regional Office and Regional Technical Institutions; 3. Monitoring and evaluating the implementation of regional government policies in the field of general government administration, people's welfare, and law; 4. Administrative and apparatus development in the General Government Administration Section, the People's Welfare Administration Section, and the Legal Section; 5. Implementation of other duties assigned by the Regional Secretary in accordance with his duties and functions. Assistant for Economy and Development Assistant for Economy and Development who has the task of formulating policies, implementing guidance and coordinating: 1. Public Works Office; 2. Spatial Planning, Cleanliness and Gardening Service; 3. Department of Transportation, Communication and Information Technology; 4. Office of Cooperatives and Micro, Small and Medium Enterprises; 5. Industry, Trade and Market Service; 6. Agriculture and Plantation Service Office; 7. Animal Husbandry and Animal Health Service; 8. Marine and Fisheries Service; 9. Forest Service; 10. Mining and Energy Service; 11. Culture and Tourism Office; 12. Regional Development Planning Agency; 13. Agricultural, Fishery, Plantation and Forestry Extension Agencies; 14. Office of the Environment; and 15. Office of Food Security. The Assistant for Economy and Development has the following functions:

1. To formulate policies and formulate plans for economic administration, development and natural resources;

2. To coordinate the implementation of the activities of the Regional Office and Regional Technical Institutions; 3. Monitoring and evaluating the implementation of regional government policies in the areas of economic administration, development and natural resources; 4. Administrative and apparatus development in the Economic Administration Section, Development Administration Section, and Natural Resources Administration Section; 5. Implementation of other duties assigned by the Regional Secretary in accordance with his duties and functions.

General Administrative Assistant General Administration Assistant, which has the task of formulating policies, conducting guidance and coordinating the fields of general administration, public relations, and organizations, regional offices and regional technical institutions: 1. Financial, Revenue and Asset Management Office; 2. Regional Civil Service Agency; 3. Integrated Licensing Service Agency; 4. Office of Libraries, Archives and Documentation.

Apparatus Resources

In this discussion, it is illustrated that, the condition of apparatus resources in the scope of the Regional Government of Pandeglang Regency up to January 2019 amounted to 172 civil servants, the composition of the PNS Regional Secretariat of Pandeglang Regency seen from the level of formal education is quite diverse from SD to S2 with the highest level at the level of Undergraduate education (S1) (44.19%) and the lowest is SLTP (0.58%), while the number of Contract Workers and Volunteer Workers (TKK and TKS) in the scope of the Regional Secretariat of Pandeglang Regency are 138 people. This situation does not yet describe the

ideal composition of the group hierarchy that adheres to the pyramid concept from Low Management (Groups I and II) to Middle Management (Group III) to Top Management (Group IV), various attempts have been made to improve the capacity of the apparatus by sending Secretariat personnel. Pandeglang District to educational and training institutions in addition to the formal education that each employee has.

The Regional Government of Pandeglang has sought structural and functional gap education for structural officials through the Level IV Pim Education and Training, the Level III Pim Training, and the Level II Pim Training, while the functional training includes the Regional Treasury Education and Training, Project Management Courses and others. In its implementation, improving Human Resources in the Pandeglang Regency Government still requires training in improving its quality.

CONCLUSIONS AND RECOMMENDATIONS

Conclusion

Participation in development planning in Pandeglang Regency for the 2015-2019 fiscal year is still tokenism, that is, it is still just a symbolic act and is still representative-elitist. The partnership between the community and the bureaucracy and political officials as well as between the sub-district/sub-district bureaucracy and the city bureaucracy is still a subordinate union of partnership. Bureaucracy and political officials have broader access and authority in each planning stage compared to other actors. Dialogue is still ineffective, because the exchange of information between the bureaucracy and political officials and the community has not yet been established.

The public has submitted their proposed activities, but on the other hand the bureaucracy and political officials have not submitted information on strategic issues, policy directions, budget capacity, SKPD programs / activities that serve as a reference for the community in submitting activity proposals. Decision making is not carried out through bargaining between the community and the bureaucracy, because it is only determined by the bureaucracy and political officials hierarchically according to the level of government.

The quality of the Regional Annual Development Planning in Pandeglang Regency is still poor because it is not able to answer the needs of the community, does not have a clear planning flow, and there is no substance relationship between one planning document and another. The planning mechanism still relies on proposed activities in a hierarchical manner from the bureaucracy that is physically oriented and has not comprehensively addressed the strategic issues that arise in society. The merger of development planning as regulated in SEB Number 1181 / M.PPN / 02/2006 and Number 050/244 / SJ, concerning Guidelines for Implementation of the Musrenbang Forum and Participatory Development with budget preparation as regulated in the Minister of Home Affairs Decree Number 29 of 2002 concerning Guidelines Management, Accountability and Supervision of Regional Finances as well as Procedures for Preparation of the Regional Budget, Implementation of Regional Financial Administration and Regional Budget Preparation causes the development planning flow to be reversed where the formulation of programs / activities (policy formulation) precedes the formulation

of general directions and policies (agenda setting) and causes duplication of stages - the development planning stage. So that planning takes a long time. The documents produced from each stage of development planning do not have a clear relationship with one another, in the form of a mismatch between the program/activity and the General Policy and Budget (KUA), differences in priority substance in each planning document, as well as the existence of new activities and activities outside the results of the Musrenbang.

Recomendation

In order to increase participation in development planning, the following suggestions need to be done, namely: (a) Before the community submits their proposals, they should be equipped with information on strategic issues, policy directions, development priorities, budget capacity, and useful indicative SKPD programs / activities. for community reference in submitting their proposed activities. To improve the quality of community activity proposals, bureaucracy officials should be able to become facilitators of development planning up to the village

level. To form a linear collaborative partnership, the community must be given access at every stage of development planning and be given the same authority as the bureaucracy, especially in decision making. . The community is involved in the musrenbang committee, determining the participants for the musrenbang as well as the election for the leader of the musrenbang; (b) Commitment of political officials is needed to be active in every stage of development planning and to respect the results of participatory development planning by not conducting operational interventions. In combining the development planning mechanism with budgeting as a unified process, the Pandeglang Regency Government is expected to use self-modifying power towards national regulations related to development planning (Law No. 25/2004) and state / regional finances (Law No.17). / 2003) in order to reduce duplication of work, reduce time for preparation of development plans and budgets, and make planning sustainable.

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