



## Consistency and Reconciliation Model In Regional Development Planning

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Permalink/DOI: <http://dx.doi.org/10.15294/jejak.v9i2.7628>

Received: April 2016; Accepted: April 2016; Published: September 2016

### Abstract

*The aim of this study was to identify the problems and determine the conceptual model of regional development planning. Regional development planning is a systemic, complex and unstructured process. Therefore, this study used soft systems methodology to outline unstructured issues with a structured approach. The conceptual models that were successfully constructed in this study are a model of consistency and a model of reconciliation. Regional development planning is a process that is well-integrated with central planning and inter-regional planning documents. Integration and consistency of regional planning documents are very important in order to achieve the development goals that have been set. On the other hand, the process of development planning in the region involves technocratic system, that is, both top-down and bottom-up system of participation. Both must be balanced, do not overlap and do not dominate each other.*

**Keywords:** regional, development, planning, consistency, reconciliation

**How to Cite:** Suryawati, D., & Helpiastuti, S. (2016). Consistency and Reconciliation Model In Regional Development Planning. *JEJAK: Jurnal Ekonomi Dan Kebijakan*, 9(2), 240-260.  
doi:<http://dx.doi.org/10.15294/jejak.v9i2.7628>

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## INTRODUCTION

Development planning is indispensable and the best way to overcome the poverty in the developing countries. Good planning is needed to address the inequality of income distribution, to increase the national and per capita income, to enhance the employment opportunities and the overall development (Arsyad, 2010: 162). Regional development planning is the first step of the local government to realize its development. Until now, the local governments continue their efforts to reduce the poverty, unemployment and inequality of the income by improving the performance of development in their local areas.

The goals and the main targets of the regional development planning, according to Sjafrizal (2014: 26), are in the following: 1) to support the coordination among development actors, 2) to ensure the establishment of the integration, synchronization and synergy among the regions, 3) to certify the relevance and consistency among the planning, budgeting, implementation and monitoring, 4) to optimize the community participation in planning, 5) to ascertain the effective, efficient and fair use of the resources. Regional development planning in the perspective of regional autonomy is expected to drive the existence of a region in the global era by consistently considering the culture of the local community (Fafurida, 2009: 146).

The relevance and consistency of the planning are very important in the development planning at the levels of regency/city and province. In line with the mandate of Law No. 25 of 2004 on National Development Planning System (SPPN), the main target of SPPN is to improve the coherence and synergy between the central and regional planning as well as inter-related regions. It is

very important for the region in the regional autonomy era, in which the regions are given broader authority to set their own directions and priorities of development in accordance with the local conditions and potentials.

One major shortcoming felt along the time in the national and regional development planning systems in Indonesia is the lack of integration, either in the cross-sectors, between the province and central board, among the adjacent provinces, or between the regencies and cities (Sjafrizal, 2014: 115). As a result, each of the regional development programs set less mutually supports each other, so that the synergies expected to boost the overall development processes cannot be achieved maximally.

Under the Law No. 25 of 2014 on SPPN, in order to realize the synergy and coherence between the national and local development, the regions must make a Regional Long Term Development Plan (RPJPD) which refers to and guided by the RPJPN (National Long Term Development Plan). In other words, RPJPD must not be in conflict with RPJPN and must also be in line with the potential and circumstances of each region with its own style and peculiarities. With reference to the existing RPJPD, then the elected Regional Head within a maximum period of three months after the inauguration shall make a RPJMD that contains the directions and strategies of regional development policies and programs of Local Government Unit of Work (SKPD) both cross-sectors and cross-regions.

RPJMD that has been made is subsequently used as a basis to draw up RKPD (Regional Government Work Plan). RKPD is an annual operational plan. The role of RKPD is very important; that is, to operationalize and to concretize RPJMD that is still less

operational. RKPD contains the regional development work plan within one year, both programs and priorities as well as the fundings.

Conceptually, the synergy and coherence among the planning documents ranging from RPJPD, RPJMD and RKPD and Renja (Work Plan) SKPD are absolutely necessary in order to realize the development processes directed effectively and efficiently. However, in reality and practice, the consistency among the development planning documents still cannot be realized properly due to the differences between the programs created by SKPD and those contained in RPJMD (Sjafrizal, 2014: 127-128). This happens because in developing its programs and activities, SKPD lacks of attention to RPJMD and another possibility is that the technical institutions consider that they know more about the programs and activities needed to implement their *tupoksi* (main duties and functions) than Bappeda (Regional Development Planning Agency). Inconsistency also occurs when Bappeda is less serious, less able or not authoritative to align the programs and activities made by each SKPD with those contained in RPJMD. This alignment is carried out in the SKPD forum held every year. If Bappeda does not have the power to synchronize RPJMD and Renja SKPD, the public trust in the government will be affected.

The classic problems that are often found in the development planning of regencies/cities (RKPD) are that the arrangement tends to copy the previous programs that do not keep up with the present reality and many project proposals found are the copy-paste of the past and less visionary activities. The data presented tends to be less valid and based on highly superficial

analysis, so that the target achievement, monitoring and evaluation of progress tend to be ignored. Another thing often faced is the predominance of the technocratic (top down) rather than the participatory (bottom up) planning.

Related to the above reality, Ma'arif et al (2010: 57) conducted a research in Semarang City, which shows that there is a predominance of top-down planning and no consistency of programs that come from bottom-up planning discussed in *Musrenbang* (development planning forum). Most programs coming from top-down planning got funding in the budget, but not all programs from the bottom-up planning could be included in RKPD let alone in the APBD (Local Government Budget). Ma'arif et al (2010: 53) further argued that the weakness of the participatory approach (*Musrenbang*) is that the performance and coordination among the government agencies and the public have not been integrated and there is no guarantee of keeping the public participation that makes the allocation of the development programs and the public needs are unguaranteed. In fact, the the principle underlying the sustainability of development is that the concept of the conventional (top down) approach for the development will be gradually changed to focus on people as the main target of development; indeed, the development must be based on the needs and visions of society through the community participation (Abiona and W. Niyi, 2013: 49).

Terminology of planning and strategic planning is a complex subject that involves an interaction among the institutions, so a social process is required to integrate and coordinate the actors, stakeholders and institutions to provide the decision framework (Vasilevska and Milanka, 2009: 19-

20). The preparations of the local development plan in Indonesia from RPJPD, RPJMD, RKPD to Renja SKPD are actually a complex and systemic process. There are several stages and parties involved in the preparation of these planning documents, so the stages and parties involved in the planning process are parts or sub-systems of the planning process itself. Therefore, this research would like to see the reality of the problem of regional development planning by systems thinking with soft system methodology.

Systems thinking is a discipline that seeks to understand the complexity and dynamics. Maani and Cavana (2000:7) defined the systems thinking as "a way of thinking about and describing dynamic relationships that influence the behavior of systems". There are two approaches in systems thinking i.e. hard and soft systems thinking. Hard system thinking addresses the clearly structured issue, while soft system thinking faces a problem situation that is less well-defined (Muluk, 2007: 317). This research attempted to outline the unstructured issues using the structured approach as it is the 'spirit' of the soft system methodology. Checkland and Scholes (1990:1) stated that the soft system methodology (SSM) will help the managersto structure and organize the messy/unstructured issues, or, in other words, SSM is a structured method to solve the unstructured problems.

A research on the regional development planning in the perspective of soft systems was once carried out by Aziz et al with the research location in Malang. The difference between this research and the one conducted by Aziz et al., covers two aspects. First, the research conducted by Aziz et al focused on RKPD, but the focus of this research is on

RPJPD, RPJMD and RKPD. Second, the difference is on the viewpoint of the problem and the design of the conceptual model produced. This research seeks to identify and formulate all the problems that exist in the process of the regional planning from RPJPD to RKPD and then to find the root of problems and the solutions to be taken. Based on the problems above, it is interesting to study how to identify the problems and to find a conceptual model in the regional development planning.

### THEORETICAL BASIS

A development planning actually stems from the economic planning that aims to improve the social welfare. This fact can be seen from the important development of the economic planning science towards the development planning, as stated by Tjokroamidjojo (1996: 2-3) that the economic planning is preceded by the macroeconomic analysis of John Mynard Keynes, who analyzed the role of macro-economic variables such as income level, saving level, consumption level, and investment level used as the tools for the government to formulate the policies that can affect the growth of development. Furthermore, Kuncoro (2012: &) stated that the economic planning is the government's efforts made deliberately and carefully to coordinate the long-term economic decisions. The economic decision itself intends to influence, direct, and even control the growth level of the main economic variables such as income, consumption, investment, export-import, and others, which end goal is the achievement of the development goals set earlier. In fact, Development Planning itself is required due to three factors, among others: (1) the existence of the market failures, (2) the uncertainty of the future, and (3) the provision of the clear development direction

with the ultimate goal to meet of the predetermined development goals (Kuncoro, 2012: 7).

The journey of development planning in Indonesia itself, as summarized in Sjafrizal's paper (2014: 8-14), is actually not something new. The development planning during the old order started on 12 April 1947 by the establishment of the Economic Strategy Thinker Committee that then managed to arrange the basis of the first development planning in Indonesia entitled *Dasar Pokok Daripada Plan Mengatur Ekonomi Indonesia* (Basic Principles of Indonesia Economic Plan), headed by Mohammad Hatta. During the administration of the New Order government President Suharto utilized the technocrats from UI (University of Indonesia) and formed Bappenas (National Development Planning Agency), which formulated a new planning document in the form of Repelita (Five-Year Development Plan). In the next period, which is the reform era, the planning document changed to PROPENAS (National Development Planning Program) and PROPEDA (Regional Development Planning Program) but still with the same implementation system as the new order. The year of 2001 was a milestone for Indonesia due to the change of governmental system from centralized to decentralized system, in which it was also very influential in the development planning system in Indonesia, which was then stipulated in the Law No. 25 of 2004 on SPPN (National Development Planning System). The regional autonomy that has been taken into effect since 2001 has provided a wider space to the regional leaders to determine the direction and policy of the regional development. The purposes of providing the regional autonomy (province/ regencies and cities) are to improve the services and to

develop the regional potential and creativity in improving the development. The fundamental change that occurs in the region in the development is in the pattern and system of the development planning that are all arranged in the Law No. 25 of 2004 on the National Development Planning System that aims to integrate the national and regional development plans with the regional autonomy principle. The fundamental changes related to the development cover two main points: 1) the regional governments are granted a greater authority in managing the development (decentralization of development) and 2) the regional governments are given the new financial resources and the greater financial authority (fiscal decentralization). Such things are to make the regional governments empowered and able to create the new breakthroughs in order to push the process of development in their respective regions in accordance with the conditions, potentials, and aspirations of the local community (Sjafrizal, 2014: 14).

SPPN is a unity of development planning procedures to produce the development plans in the long term, medium-term and annual term implemented by a component of the state and society implementers at the national and regional levels (Kuncoro, 2012: 52-53). The purposes and targets of the development planning according to the Law No. 25 of 2004 on SPPN are: 1) to support the coordination among the development actors, 2) to ensure the establishment of integration, synchronization and synergy among the regions, spaces, time, government functions, or between the central and regional authorities, 3) to certify the relevance and consistency among the planning, budgeting, implementation, and monitoring, 4) to optimize the public participation, 5) to ensure the achievement of the use of resources

efficiently, effectively, equitably and sustainably.

Four approaches in the development planning process as stipulated in the Law No. 25 of 2004 are: 1) the political approach which emphasis is that the elected regional leader is the people's choice gained through a political process; every regional leader candidate brings his/her own vision and mission, so that, when elected, the vision and mission are the basis of the medium-term planning for the region; 2) the technocratic approach is conducted through the scientific methods and frameworks of thinking by the professional planners or institutions or organizational units that functionally carry out the functions of planning; 3) the participation approach involves the public and stakeholders in the process and preparation of the development planning including through *Musrenbang* forum; 4) the top-down approach is a planning made from the dissemination of the plans or programs of the higher government level or of the organizational unit of the local government itself, 5) the bottom up planning is a planning built from the lowest level of government such as small villages, villages submitted to the higher unit such as districts, regencies, provinces, and national.

The five approaches mentioned above should be run and collaborate proportionally, which means that they should not dominate each other. In fact, the process of the regional development planning in Indonesia still faces many obstacles, among others the emergence of the sectoral ego, regional ego, and the less utilization of public participation in the formulation of development planning so that the nuance of regional development planning is still strong with the nuance of top-down planning, which makes the planning not in

accordance with the local community wishes and aspirations (Sjafrizal: 2014: 88-89). Theoretically, some weaknesses of the top-down approach are proposed by Paul Sabatier (1986) as quoted by Pissourios (2014: 85) those are: 1) the top-down decision-making tends to ignore other actors, 2) many directions and inputs are from various parties, but none of them is considered, 3) there is a tendency to crumble and ignore the strategies used by the bureaucrats and the target groups in order to achieve their own goals.

The mandate to optimize the participation and role of the public in the preparation and implementation of the development planning in Indonesia has actually been stated in the Law No. 25 of 2004. The optimization of the public role and participation in the development planning is reflected in *Musrenbang* (Development Planning Forum) from the levels of small villages, villages, districts, and regencies; however, the problem still arise technically, among others, that the implementation of *Musrenbang* is sometimes still merely considered as a ceremonial and formality. This is because people assume that their proposals are in vain. Anyway, at the end, the plannings used are those set by the local government itself.

Moreover, the Law on SPPN also mandates the integration and synergy between the central and regional planning and among the inter-related regional planning documents. Five planning documents specified in SPPN are: 1) Regional Long Term Development Plan (RPJPD), 2) Regional Medium Term Development Plan (RPJMD), 3) Institutional Strategic Plan (Renstra SKPD), 4) Regional Government Work Plan (RKPD), 5) Work Plan of SKPD. Two integrations that must be implemented in the

regional development planning are the integration between the regional and national planning and the integration among the existing planning documents in the region (ranging from RPJPD, RPJMD, RKP/strategic plans of SKPD to work plan of SKPD). The relationship among the regional planning documents is described as follows in Figure 1.

The regional development planning should refer to and be in line with with the national planning. In addition, the relationship among the regional planning documents should be considered. RPJP is composed by the region as the ideal region for twenty years to come. RPJP is made as a basis or guideline in preparing RPJMD, or in other words, RPJM as the reflection of the vision and mission of the elected regional leader (next five years) should be in harmony with the existing RPJPD. Similarly, the drafting of

SKPD and RKP must have foundation and is the elaboration of RPJMD that has been made.

**RESEARCH METHODS**

This research used the system thinking approach by using a soft system methodology. This method was used to identify the processes and problems in drafting the directions and priorities of the regional development based on RPJPD, RPJMD and RKP.

The method was used because of the complexity of the issues in the preparation, implementation and evaluation of regional development planning. Soft Systems Methodology (SSM) is an appropriate method to examine the unstructured issues using a structured approach. The data analysis was carried out with reference to the seven stages of soft systems. The seven stages, according to Checkland and Scholes (1990: 162), are described above.

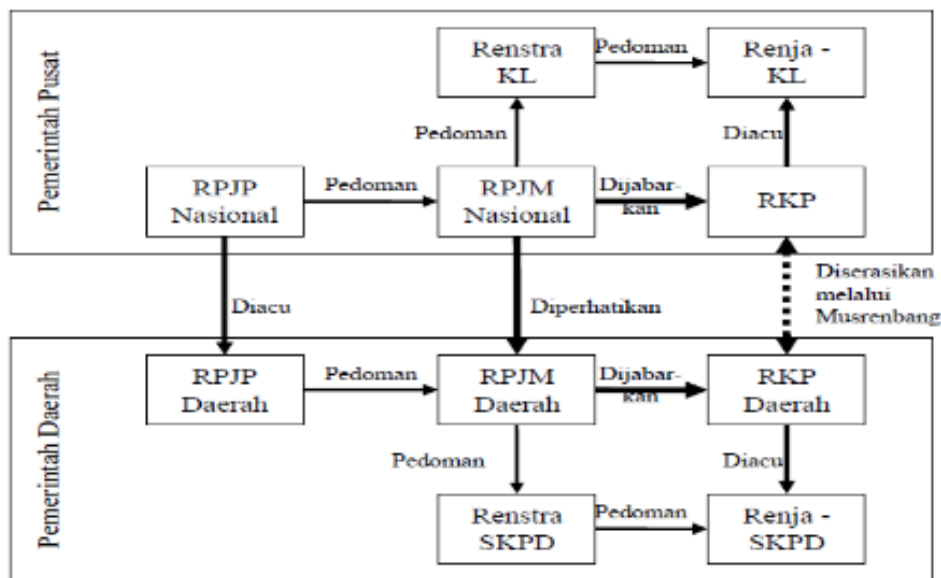
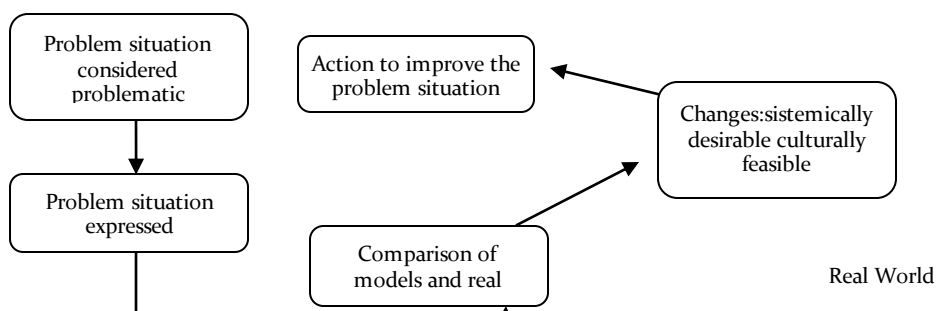


Figure 1. Relationship between Regional Development Planning Documents



**Figure 2.** The Conventional Seven-Stage Model of SSM

Source: Checkland and Scholes (1990: 27)

Based on the figure above, the seven stages in SSM models applied in this research include:

- (1) Identifying the situation of the problem situation. At this stage the activities undertaken are to collect various information related to the problems based on the structures and processes that occur in various activities in accordance with the phenomenon studied. At this stage, observations, interviews, and focus group discussions are conducted with the relevant parties (Bappeda, SKPD, Districts, and Villages) to explore the data and information related to the problems, expectations, and desires of the parties involved in the regional development planning process in Bondowoso Regency.
- (2) Exploring the situation of the problem. At this stage, structuring of the problems is conducted based on the data and information related to the happening process. Structuring of the problems is conducted by mapping the problems, the processes, and the parties involved. Thus, the problems that have been explored in the first stage could be classified.
- (3) Making the definition of the problem system. In the second stage the researchers conduct the problem structuring, so the next step is defining the problems. This stage aims to reflect

the problem situations that have been explored with the solutions or the problem solving problems needed. This stage also includes the solution identification of the problems; that is, how the problems should be solved, who should do that, and how the linkage among the planning institutions is. Checkland (1990: 35) formulated this linkage called CATWOE (Customers, Actors, Transformation Process, Worldview, Owners, Environmental Constraints), which is described as follows: (a) Customers are "the victims or beneficiaries of T (Transformation)", which are the parties harmed or benefited in the process (the preparation of the regional development planning); (b) Actors are "those who would do T (transformation)", which are the parties that will carry out the activities (changes); (c) Transformation Process is "the conversion of input to output" or an activity that changes the input into the output; (d) Worldview or mindset at a reality; that is, the "worldview which makes this T (Transformation) meaningful in context" or how the various parties understand the existing reality; (e) Owners are "those could stop T (Transformation)"; which are the parties that can stop the transformation; (f)



Environmental Constraints or. "elements outside the system which it takes as given" or the constraints from the external elements (environment) that cannot be avoided.

- (4) Building the Conceptual Model. At this stage, the researchers try to create a conceptual model based on some previous stages.
- (5) Comparing the conceptual model and the situation of the problem ( comparison of stage.4 with stage 2 ). This stage is to analyze the existing problems in the field (real world) with a system thinking offered in order to create the solutions to the existing problems.
- (6) Designing the desired model change. At this stage, the researchers try to create a desirable model change based on the a debate between the real world and the systems thinking that has been conducted before.
- (7) Action to improve the problem situation. This stage is not conducted in this research because it can be performed if the model recommended has been applied. It will surely take quite a long time.

### **Research Location and Information Collecting Practice**

Based on any consideration either academically or practically, the location selected was Bondowoso Regency. The location determination was also supported by the list of Disadvantaged Areas in Indonesia especially in East Java (in Kuncoro, 2012) one of which is Bondowoso Regency.

Data and information collected are as follows: 1) The secondary data is obtained from Bappeda of Bondowoso Regency in the form of RPJPD (2005-2025), RPJMD (2009-2013), and RKPD (2013); 2) The primary data is

obtained by a) interviews with related parties namely Bappeda, SKPD, Districts, and Villages, and b) FGD with the stakeholders (Bappeda, SKPD, and Villages).

## **RESULTS AND DISCUSSION**

### **Process and Issues in Preparation of Development Planning from Soft System Perspective**

Soft system perspective used in this research consists of six phases, namely: 1) Identifying the situation of the problem, 2) Exploring the situation of the problem, 3) Making the definition of the problem system 4) Building the conceptual model, 5) Comparing the conceptual model and the situation of the problem (comparison of stage 4 with stage 2), 6) Designing the desired model change.

#### **1. Identifying the Situation of the Problem**

Regional development planning is a complex process and integrated with the national development planning. The effort to create an integration between the central and regional planning are by creating linkages between the planning documents either with the central or regional documents.

In accordance with the mandate of the Law No. 25 of 2004 on SPPN, the regional planning in Indonesia is a combination of the top down and bottom up models. Top down model is seen from the reference and attention of the development planning itself, as RPJPD that should refer to RPJPN (National Long Term Development Plan), RPJMD should refer to RPJMN, and also the preparation of SKPD work plans should refer to RKPD. Bottom-up model appears on the process of holding *Musrenbang* from the villages, districts, or in SKPD forum in which the results of *Musrenbang* are used as the materials in the preparation of RKPD and

SKPD work plans. The preparation process of the regional development planning is described as follows in Figure 3.

In the process of identifying the situation of the problem, two things that become the focus of attention are: first, the linkages between the documents of RPJPD, RPJMD as the basis in preparing the annual plan of RKPD, and second, the reconciliation process of planning between top-down and bottom up.

The linkages between the planning documents made by the central and provincial levels and the linkages among the regional development planning documents of RPJPD, RPJMD, and RKPD are the concern of issues because the relevance and consistency of planning will surely bring the regional development to the integrated, systematic, and consistent development.

The second concern in this research is the reconciliation plan that is top-down and

bottom-up. This central concern begins with how the process and problems of the region (Bappeda) prepare and formulate the strategies of the work plan of regional development (RKPD draft) that are fundamental to the scale of priorities set out in RPJMD (top down) and how if the top-down process meets the bottom-up one. The bottom-up process itself starts from the forums at the levels of small villages, villages, and districts, then the SKPD forum, and meet in *Musrenbang* of Regency.

## 2. Exploring the Situation of the Problem

The initial problem situation in this research is the consistency of the planning document. In this research, the processes and problems in preparing the regional development planning start from PRJPD (Regional Long Term Development Plan), RPJMD (Regional Medium Term Development Plan), and RKPD (Regional Government Work Plan).

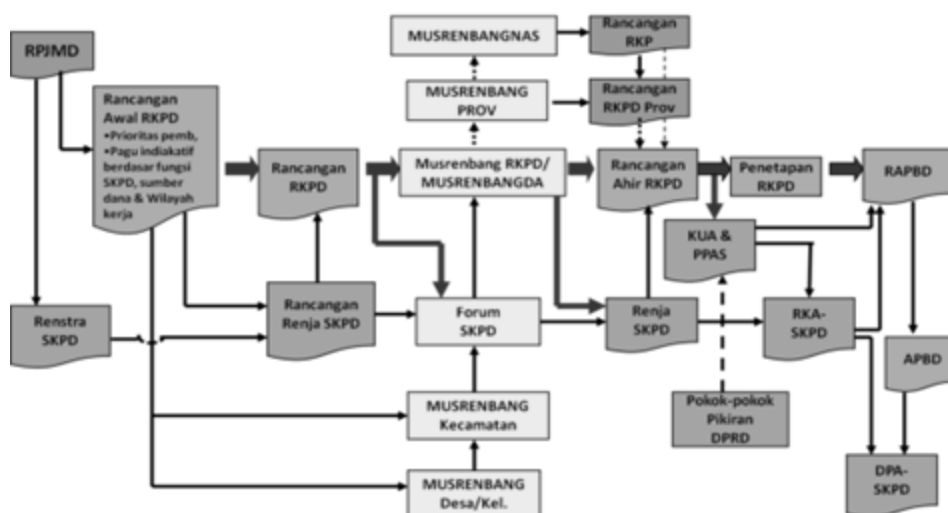


Figure 3. Process of Local Planning and Budgeting

There was the time inconsistency in the preparation of RPJP of Bondowoso Regency. It was drafted in 2010 while the development plan contained in RPJP ranged from 2005 to 2024. The time inconsistency will certainly

have an impact on the achievement of the vision and priorities of development that have been determined. RPJPD of Bondowoso Regency is divided into four periodizations covering the years 2005-2009, 2010-2014, 2015-

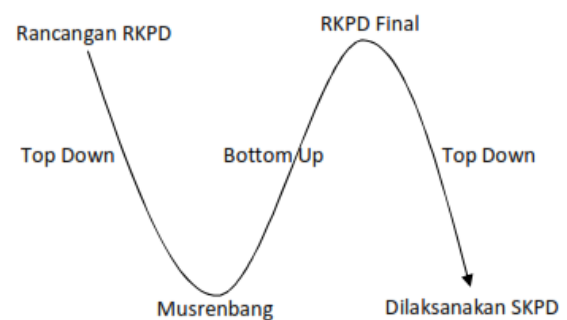
2019, and 2020-2024. Thus, it is necessary to have a question on: How was the achievement of the priorities in the first period (2004-2009) made? The regional development certainly runs without referring to RPJPD.

Under the Law No. 25 of 2004, RPJMD should be in accordance with RPJPD. If in the period of 2005-2009 the region did not have RPJPD yet, how would RPJMD refer to? Another thing is that in the RPJP of the region there are the vision and mission which target achievement is for the next 20 years that are divided into four periods (each five-yearly). Certainly, this would be a guideline for the next regional leader to make the vision of the region (which would be stipulated in RPJMD) so the vision created by candidates and the elected regional leader is in accordance with the basic development goals to be achieved in RPJPD. This is certainly a recommendation for the region that before making a new vision, the next leader of the region must first know the vision and mission of the region that have been set out in RPJPD, so that at the time he/she is in service, the targets or achievement desired by the region have been identified instead of showing selfishness and personal desires of the next leader of the region. Although the principles of creativity and innovation are put forward, the goals are still on the track of the regional long-term goals.

The top-down planning process at the regional level (annually) is when the region (accommodated by Bappeda) has prepared a

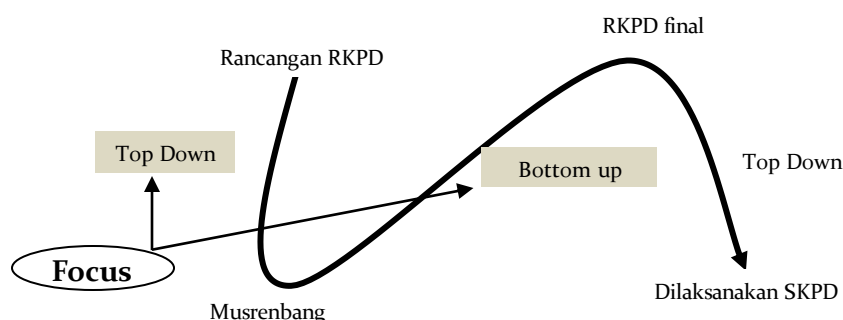
preliminary draft planning of the development priorities (RPJPD and RPJMD) that will be described in RKPD. The development priorities become the basis or reference in the bottom-up planning process that is *Musrenbang* at the villages, districts, and regencies. The scale of priority is the guide in formulating the development planning from the village level to the district level because the development priority scale is the elaboration of the vision and mission of the region (contained in RPJMD). The circumstances described above are the same as the figure presented by the Study Team of PKP2A III LAN Samarinda as follows in Figure 4.

The second focus of concern in exploring the situation of the problem is how to reconcile the top-down and bottom-up planning between RKPD draft prepared by Bappeda and the proposals or results of *Musrenbang* at either the village or district level. It is described as follows in Figure 5.



Source: Study Team PKP2A III LAN Samarinda

Figure 4. "S Shape" in Development Planning Preparation



Source: Study Team of PKP2A III LAN Samarinda (modified)

**Figure 5.** "S Shape" in Development Planning Preparation

The situation of the problem in this context begins from the top-down. First, how the RPKD draft that is certainly the elaboration of RPJMD could be properly socialized to SKPD and at the village and district levels. Second, the top-down process, how the capacity of the village, district, and SKPD could accommodate the suggestions from the community including how both meet in a reconciliation, and how the parties overseeing the proposals from the bottom can reach the 'up' and they could be realized. Based on the description above, the focus of concern in the research related to the regional planning is: first, the consistency of planning documents and, second, the reconciliation of top-down and bottom-up, which is described in details as follows:

#### **A. Consistency of Planning Documents**

1. Coherence of the mission and timeline in RPJPD is not so clear. In RPJP of Bondowoso, Regency there are seven missions, each of which has its own indicator or direction of development in which the indicators are formulated into four periods. However, in the elaboration of periodization, each period also has the indicator; although the indicator is the same, the items are different. This is certainly less systematic and will lead to overlapping of activities. The missions to be achieved in RPJPD are supposed to be included in four stages/four periods with clear targets or indicators and time achievement.

2. Stages of five-year development (periodization) in RPJPD seem to be a formality because the vision of the elected regional leader does not refer much to the five-yearly stage. The vision stated in RPJPD is **"To realize Bondowoso Regency as the leading Agribusiness, Religious, Justice-Based and Prosperous Region"**. RPJMD 2009-2013 and RPJMD 2014-2018 have no much change in the vision stated in RPJMD 2009-2013 that is: **"To realize the Religious, Empowered and Dignified Society of Bondowoso"**. Meanwhile, based on RPJMD 2014-2018, the vision of Bondowoso Regency is: **"To realize the Sustainable Religious, Empowered and Dignified Society of Bondowoso"**. The vision contained in RPJMD 2014-2018 is not much different from the previous one because the elected Regent is the incumbent. However, besides being less in line with RPJPD, there is no innovation and creativity; it just continues the previous programs with less obvious performance indicators, which means what performance or targets that have not been achieved so the vision of the previous period should be continued again
3. Development priorities in RPKD are less in line with those in RPJMD and there is an inconsistency in the quantity on the development priorities set out in RPJMD. There were 23 regional development priorities (in RPJMD) in 2013, but in RPKD document in 2013 on pages 112-126 there

were only fifteen RPKD priorities. The priorities served are less systematic, so it is difficult to identify the priorities of the regional development (RPKD) that are based on the program priorities in RPJMD. Ideally, the priority programs in RPJMD in 2013 referred to those in RPJMD in 2009-2013. The presentation of programs and activities should be systematic to avoid the overlapping activities.

### **B. Reconciliation of Top-Down and Bottom-Up**

1. Preparation of the initial draft of the development plan in RPKD that certainly includes the regional development priorities cannot be properly socialized. This is identified from the fact that some villages still do not know their regional development priorities.
2. The village officers are lack of knowledge of sorting the programs and activities that are funded whether by APBN (national budget), provincial APBD (provincial budget), regency APBD (regency budget) or village APBD (village budget).
3. The involvement of the legislature for the village government and SKPD is considered as a ceremonial endorsement of RPKD that sometimes leads to an intervention on "where and for whom" the programs should be implemented (related to the electoral districts/political programs) and the substantive assessment on the planning draft is very minimal.
4. The public (village/district) cannot take control on their proposals whether their programs or activities can be implemented or not.

5. In accordance with the Regulation of the Ministry of Internal Affairs No. 54 of 2010, the SKPD forum brings together the work plan draft of SKPD and the public proposals from the *Musrenbang* at the village and district levels. The process after the SKPD forum is *Musrenbangda* (*Musrenbang* at the regency level), but it seems that *Musrenbangda* is considered only as a formality of participatory planning forum because *Musrenbang* is held after the SKPD forums, or in other words, all the urgent proposals and issues have been discussed in the SKPD forum, and the executing units have also been determined. Thus, *Musrenbangda* is just a means of legalizing the SKPD forum. *Musrenbangda* is actually a crucial process because it brings the results of the proposed draft of the public facilitated in the SKPD forum.

### **3. Creating Definition System of Problems**

In the second stage, the researchers make the problem structuring, so the next step is defining the problems. This stage aims to reflect the state of the problems that have been explored with the solutions or problem solving that are needed to be conducted. This stage also includes the identification of solutions to these problems; that is, how the problems are resolved, who conduct them and how the planning agencies are linked. Checland (1991: 35) formulates this linkage as CATWOE (Customers, Actors, Transformation Process, Worldview, Owners, Environmental Constraints).

Based on the previous stages (exploring the situation of the problem), there are two main focuses in this research in exploring the problem those are the consistency between

the planning documents and the reconciliation of top-down and bottom-up plans. Before identifying the solutions to the problems mentioned above, there should be a mapping of definition of the problem system based on the CATWOE as presented in the following Table 1.

In the context of problems of planning document consistency, Clients mostly refer to the disadvantaged parties. The inconsistency of planning due to the incoherence and inconsistency of the planning document brings major disadvantages to the society, the local government, and the planning institutions. The public are disadvantaged

because they are the taxpayers, who should get proper compensation for what they do. Indeed, the preparation of planning documents requires a large amount of fund that is taken from the public as the taxpayers. The local government is disadvantaged because the ideals for a long-term (twenty years ahead) contained in RPJPD will be useless when there is no commitment from the elected regional leader to achieve them, and the planning institutions will find it difficult to identify the achievement of development if the existing planning documents are less systematic.

**Table 1.** Definition of Problem System of Planning Document Consistency

NO	Components	Definition
1	Clients/disadvantaged or benefited parties	Public Society, Local Government, Planning Agencies
2	Actors/parties that will perform the activities (change)	Bappeda, SKPD
3	Transformation process/the activities that will change the inputs to be the outputs.	Improvement on system and consistency of planning document preparation
4	Worldview or the viewpoint of a reality on how various parties understand the existing realities.	Consistent and integrated planning
5	Owners are "those could stop <i>T</i> ( <i>Transformation</i> )".	Local Leaders, Bappeda
6	Environmental Constraints or the constraints from the unavoidable external elements	Political/group interest

Source: primary data

Bappeda as the planning institution is the main actor in creating the consistency of the planning documents. This certainly should be socialized to SKPD. The desired transformation process is the systematic

improvement of the regional development planning documents in order to maintain the consistency between RPJPD, RPJMD, and RKPD. Maintaining the consistency and creating the integrated planning are a

worldview or perspective in order to overcome the available problems. The Regional Leader and Bappeda as the owners are the ones who should initiate the transformation by considering all the constraints (environmental constraints) in the form of political or group interests.

The definition of the problem system of top-down and bottom-up reconciliation begins from the clients. Clients are those who gain benefit or disadvantaged in this situation. The disadvantaged parties when the planning is dominated by the top-down approach are the public and private sectors because what they want and need cannot be accommodated. The local government will be disadvantaged when there is a disharmony in the relationship between the government and the public, which then results in the loss of public trust in the government.

The reconciliation of the top-down and bottom-up planning is the process of reconciling and improving the state of planning in a balance state in accordance with the provisions of law and the public wishes. Worldview or perspective creates a balance between the top-down and bottom-up planning, so they do not dominate each other. To create this state, the transformation process that must be made is to create a system and new mechanism in the process of regional development planning. Parties or actors who play an important role for creating these conditions are the head of the region as the owner, Bappeda and the academicians. Actors should have strength and commitment to solve the environmental constraints, especially the interests of certain groups and parties.

**Table 2.** Definition of Problem System of Top-down and Bottom-up Reconciliation

NO	Components	Definition
1	Clients/disadvantaged or benefited parties	Society, Local Government, private parties
2	Actors/parties that will perform the activities (change)	Local government with Bappeda as the coordinator and academicians
3	Transformation Process/the activities that will change the inputs to be the outputs.	New system and mechanism in the process of the top-down and bottom-up reconciliation
4	Worldview or viewpoint of a reality on how various parties understand the existing realities.	Balance between the bottom-up and top-down proposals, so there is no dominance by the top-down
5	Owners are "those could stop <i>T</i> ( <i>Transformation</i> )".	Local Leader
6	Environmental Constraints or constraints from the unavoidable external elements.	Political situation that involves the local representatives (legislation)

Source: primary data

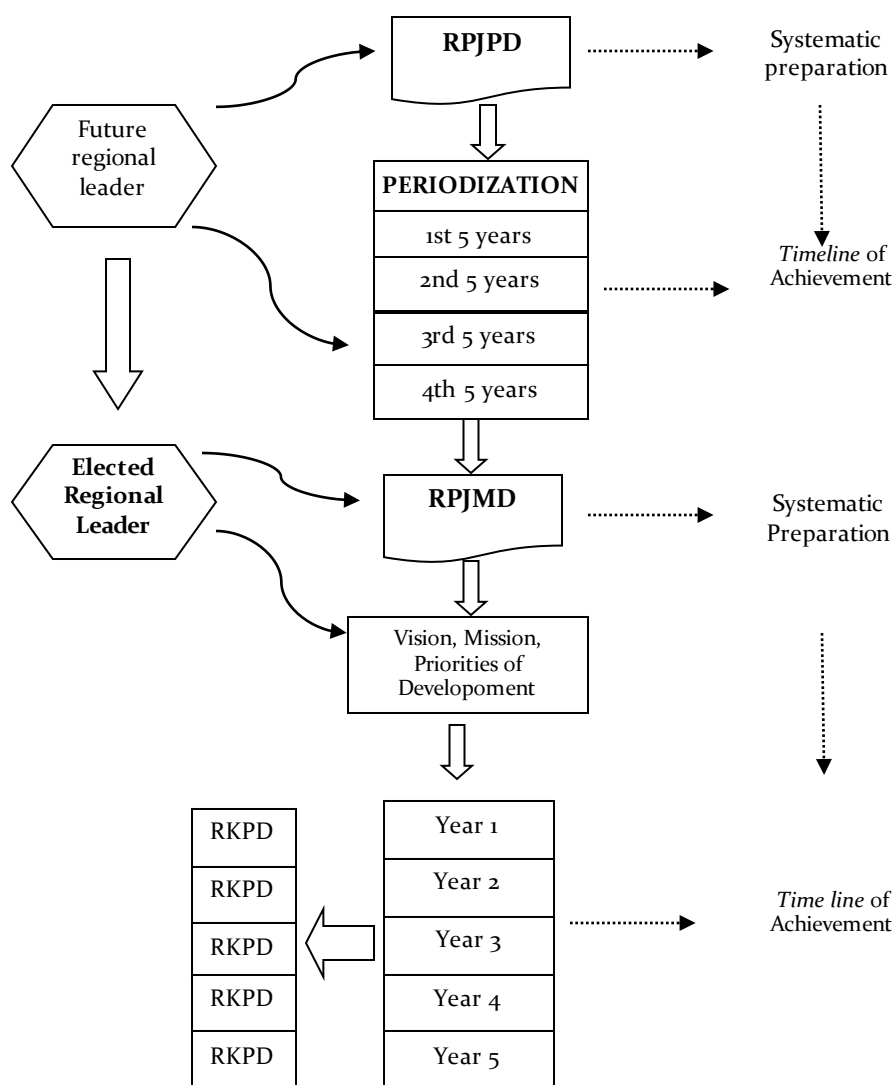
#### 4. Building a Conceptual Model

Building a conceptual model is done after making the definition of problem system. Building a conceptual model must meet three requirements of formal system

concept those are components, interaction process and environmental constraints (Supriyono, 2007: 273). Component is the part of system as a whole unity that interacts in an interconnected level. Process requirement

means that the system has a mission or purpose in a process and a performance measurement regarding the decision-making process; through the process, there is a setting of action and goal achievement. Meanwhile, the environmental restrictions means having limitations and being separated from the wider environment, having resources and guarantees on continuity in the long term.

Based on the focus of research, the conceptual model in this research is built on two main concerns those are. the consistency of the planning documents and the reconciliation of the top-down and bottom-up planning as described below:



Source: data and information processed

Figure 6. Consistency Model of Regional Planning Documents

Based on the model above, the consistency of the regional development planning documents starts from RPJPD. RPJPD contains the vision and mission of the region

for twenty years. RPJPD must be systematically prepared by the timeline of achievement, which means that what to be achieved in the first five years of the mission and the next period has been accompanied with a



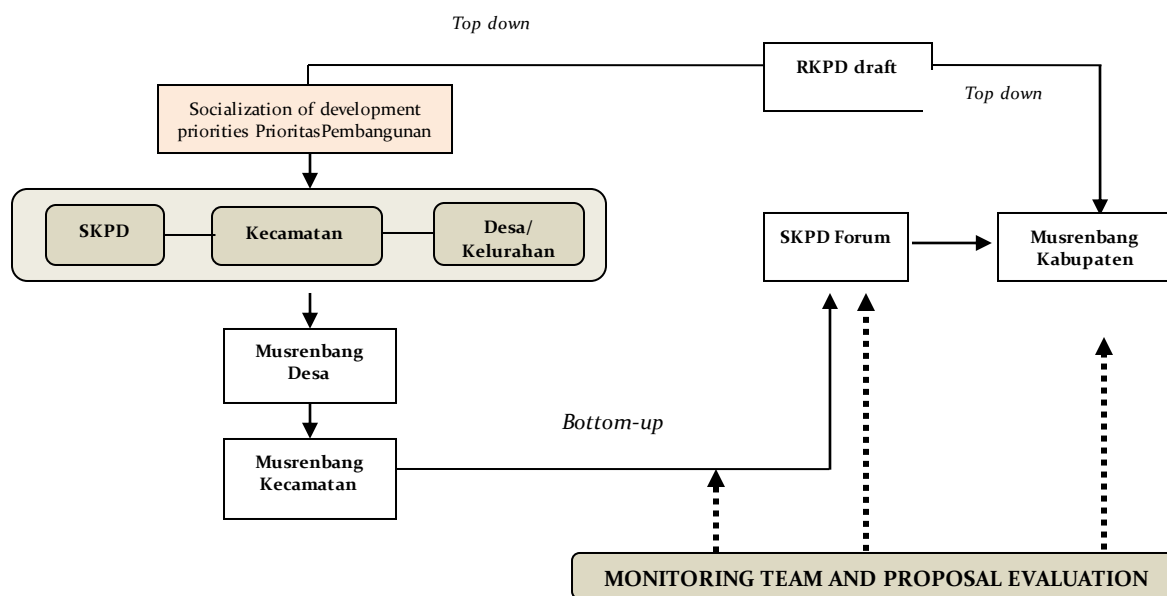
guideline to the local development plans. Consequently, every candidate of the regional leader should bring the vision and mission in accordance with the direction of development to be achieved based on RPJP document; this, of course, does not mean to lessen the regional leader’s creativity and innovation in making directions to the regional development.

The elected regional leader, within a period of at least three months, must make RPJMD. The vision contained in RPJMD must remain consistent with the periodization available in RPJPD. For example, the elected regional leader is now in the fourth period in the periodization of RPJPD. Consequently, the vision in RPJMD must be in line with the direction of development that has been listed in the periodization.

RPJMD contains the five-year vision of the local government and regional development priorities. The scale of priorities of the

development contained in RPJMD will be translated into a work plan of the local government through RKPD and must be systematically arranged, so there will be no overlapping. Moreover, the target achievement must also be clear, which means that within the next five years there are clear directions and priorities outlined in RKPD. This, of course, takes the seriousness of Bappeda in coordinating the programs created by every SKPD with the development priorities set out in RPJMD.

The second major problem in this research is the bottom-up and top-down reconciliation. The reconciliation here intends to reconcile the two types that are certainly different into a state of balance. The model of reconciliation in this research is described as follows:



Source: data and information processed

Figure 7. Reconciliation Model of Top-down and Bottom Up

The first step in reading the top-down and bottom-up reconciliation model starts from the priority scale of the regional

development (which is the initial draft of RKPD), where the scale of these priorities is derived from the predetermined RPJMD. The

regional development priorities within the budget year must have been socialized to each SKPD, District, Village, and Sub-District. The socialization intends to make the participatory planning (suggestions from the public) based on the development priorities set out in RKPD draft, or in other words, the regional development priorities are an umbrella/house for the proposals from the public. Performing an optimal socialization, especially for the village government, is very important in order that the village administrators will be completely aware that the village development proposal is included in the regional development priority. When the priority scales of the regional development have been well-communicated, especially for the village administration, it is no longer to say "*it is useless to propose if the proposal is said to be not in accordance with the priority*". *Musrenbang* at the village level is really able to accommodate and map the public proposals. This means that the forum can sort out which proposals will be brought to *Musrenbang* at the District and which proposals will be accommodated by the Village APBD (village budget) itself. Similarly, at the district level, to accommodate the aspirations of the village proposal, *Musrenbang* at the district level that is attended by SKPD really recognizes which proposals that are the priorities and which are not. Abiona and W Niyi (2013: 55) argued that the grassroots participation in the development programs and the decision-making processes play the important role in the public development; indeed, the local participation is at the heart of human-centered development paradigm.

The second step in reading the model of reconciliation is at the stage of SKPD Forum. This forum is to synchronize SKPD work plan with the results of *Musrenbang* at the district level or as a means to reconcile the

technocratic approach (top-down) using a participatory approach (bottom-up). The two approaches are dependent and cannot stand alone. Each of the approaches has weaknesses, so the efforts to integrate both approaches are urgently needed. Healey (1997), cited by Pissourios (2014: 93), states that the existence of such law or regulation is very important because it provides the formal rules in the form of procedures to maintain the agreement reached through the participatory process. Another important thing is the framework of the institutional factors to ensure the participatory planning processes (Naku and Sam, 2013: 190). Thus, there are two important elements to bring the top-down and bottom-up plans those are the regulations and institutions. In the local level, this policy is made by the regional leader as the executive by establishing the rules or regulations and institution or executive organs in bringing together the two approaches.

Seen in the reality of regional development planning in Indonesia, the SKPD forum is often considered as a means to confirm the proposals that have been obtained from *Musrenbang* at the district level. At this point the public proposals are distorted because there is still a feeling of sectoral ego and relatively sharp competition between SKPDs. This means that SKPD still feels that it is the most strategic and the most important institution compared with the other SKPDs. If so, to oversee the public proposals and to meet with the government's priority scale, an independent team legally and formally established by the Regional Head is needed to monitor and evaluate the proposals. The existence of this team is as a means of communication channel that connects the community, stakeholders and local governments. Theoretically, the communicative

approach (communicative approach to planning) has been developed since 1980-1990s by John Forester and Patsy Healey (Pissourios, 2014: 90). The main emphasis of the theory of communicative planning is that a planning is a consensus built on the basis of power relations and the context of social relations that will affect the individual preferences. Thus, a planning is an open way to set a discussion (inclusionary) between the stakeholders and the local communities related to innovation and the new ideas (Healey in Pissourios, 2014: 91).

The monitoring team and the proposal evaluation consist of the elements of the government those are Bappeda, representatives of the legislative, communities and, most importantly, academicians. This team will work independently without any "interest" either from the personal or group and without any pressure from any party. The team's performance will be evaluated directly by the regional head. Similarly, in *Musrenbang* at the regency level, the team must also be able to calculate the proportion of the top-down and bottom-up proposals, so that the public proposals may be accommodated maximally, and the team may respond to a problem when the public proposal cannot be accommodated. Thus, *Musrenbang* is not a formality, but it is really the end of the regional development planning.

### **5. Comparing between Conceptual Model and Problem Situation (comparison of 4 with 2)**

Two conceptual models built in this study are prompted by the problem situations that have been described in the second stage. At the second stage, the researchers explore the problem situation. The issues related to the regional development planning process

are classified into two major issues those are the consistency of planning documents and the reconciliation of top-down and bottom-up plans. Meanwhile, the fourth stage is building a conceptual model, in which a model is built in order to overcome the problems as expressed in the second stage.

There are two conceptual models built. First, model of consistency of the local development planning documents. The conceptual model is built on the reality happened in the field. The less inconsistent annual planning of the region (RKPD) toward the medium-term and (RPJPD) and the long-term planning (RPJMD) was the root of the problem. Second, the conceptual model of top-down and bottom up reconciliation. The model is built on the basis of the problems including the lack of socialization of the regional development priorities, "the impression" of top-down dominance in planning and the unguarded public proposals.

### **6. Designing the Desired Model Changes**

The desired model design in this research is to answer the problems that have been explored in the second stage. In the fourth stage (building a conceptual model), the researchers have designed a model that may recommend the settlement of the problems as expressed both in the first, second and third stages. Thus, the desired changes in the model are: 1) the consistency model of the regional development planning documents, and 2) the reconciliation of the top-down and bottom-up plans through the monitoring team and the proposal evaluation that work independently.

### **CONCLUSION**

Two main issues in the regional development planning are a consistency between the

regional planning documents and a reconciliation of the top-down and bottom-up plannings. Inconsistency of the planning document substance occurs from RPJPD, RPJMD, and RKPD. This happens because the elected regional head has a vision that has not fully been adapted to the vision and mission stated in RPJPD. In addition, the timeline of achievement of the missions both in RPJPD and RPJMD is not clear.

The reconciliation process of the top-down and bottom-up plannings is necessary to make the technocratic approach in line with the participatory planning. In order to minimize the dominance of the top-down planning, the monitoring team and the proposal evaluation are required, which can work independently, to oversee the public proposal, so there will be a balance between the top-down and bottom-up plannings.

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