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Relations of Political Interest in Local Development

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Abstract: The process of urban development planning not only weighs the economic and social problems that occur in the city sphere, supported by statistical data, but also subjects relations in the process of planning implementation to scrutiny in the context of the process of planning arrangements. Preparation of development planning involves not only the Regional Development Planning Board and the DPRD (Local Parliament) but also involves elements of community groups, related bureaucracy and technocrats who have both practical and scientific expertise in developing and providing problem-solving for urban areas. Qualitative methods have been used, supported by the use of secondary literature that emphasises the characteristics of a phenomenon that is studied more specifically to be able to draw a conclusion about the political process and development planning in the city of Mojokerto. The results of this study provide an overview of the implementation of development planning carried out by the city's government and the role and involvement of all subjects in the process of preparation.

1 INTRODUCTION

The National Development Planning System is a single set of development planning procedures to produce development plans in the long term, medium term, and annually carried out by state administrators and communities at the Central and Regional levels. In contrast, development according to Neo Structuralism is a planned and structured development that aims to fight for social conditions to alleviate poverty embedded in the social strategy of development that is still oriented to the structural social context that must find balanced development in various circles.

Competition among actors in the policy process is a study that began to develop especially since the authoritarian regime passed. Public policy is now an arena of interest competition and political efforts in the struggle for ideology through practical action. This policy network emphasises policy changes as a result of a change of preference or belief in some of the most critical policy actors (Halligan, Horrigan, and Nicoll 2012).

In policy practice, policy networks and concepts related to sub-government and policy communities have been the main and dominant analysis tools

often used in studying public policy (Arze, Martinez-vazquez, and McNab 2016). A number of studies have focused on policy networks to study the process of setting agendas and to examine incidents occurring in processes and policy changes over a period of time, revealing that they can be marked by coalition formation, conflicts and changes in the belief system in a sub-specific policy system (Cadman 2012).

The policy network is particularly useful in political systems with federal and non-federal structures that seek to avoid the centralisation of political control by national political elites. Sabatier (Cairney 2016) develops an advocacy coalition framework model.

The public policy network consists of a large number of participants with variable levels who are somewhat reciprocal or highly dependent on others in their own environment (Cairney 2016). It is important to point out here that the two models are not different from either the targets of the policy network continuum, nor the type of ideas found in the real world. This view is in line with Richardson who reveals that there is no conceptual reason why certain problems of the public policy formulation

process do not necessarily correspond to a number of different stage models (Boelens and Roo 2016).

Atkinson and Coleman explain that the concept of network policy is as a network that is equipped with a sufficient number of tools to fight various obstacles to State autonomy (McCann 2017). This is indicated by the assertion that, even though it may be in a centralised political mechanism, the policy-making process is structurally decentralised (Grant, Taylor, and Wheeler 2017).

Dowding (Lapenta, Fattore, and Dubois 2016) notes that a number of policy networks may appear to be full of powers whose targets can be served by the government through various existing programs which, in fact, are gained through systematic luck. The critical point of such a view is that if the dominant ideology legitimises the interests of a particular group as a national interest, then those group interests may be raised and ultimately escape certain representations made by the government (Ba 2017).

Law Number 25 Year 2004 regarding the National Development Planning System is one of the law products whose purpose is to realise equitable and democratic development which is implemented in stages and continuously. The National Development Planning System is a set of development planning procedures to produce long-term (RPJP), medium-term (RPJM) and annual (RPT) development plans implemented by the state and community organisers at the Central and Regional levels, while Development according to the Neo Structuralist is a planned and structured development that aims to fight for social conditions to alleviate poverty that is embedded in the social strategy of development that is still oriented to the structural social context that must find balanced development in various circles.

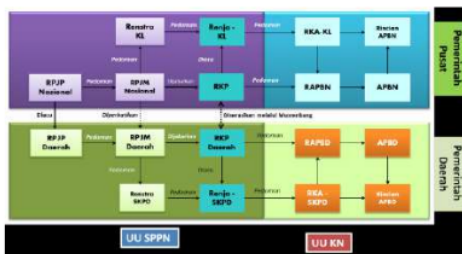


Figure 1: Linkage between RPJMN (UU SPPN) and other Planning Documents (UU 17 Year 2003 on State Finance)
Source: Directive for Implementation No. 3/JUKLAK/SESME N/06/2014 on Procedures for the Formulation of the

National Medium-Term Development Plan of 2015-2019
DATED 26 June 2014

The Long-Term Development Plan of the Regions still refers to the top-down National Long-Term Development Plan with the Government acting as a service provider to the community as the main source of administrative and budgetary capacity, while the bottom-up combination at the time of the Musrenbang is highly relevant to Neo Structuralist theory which regards the community as an object in the development planning.

There are general and specific planning and budgeting constraints. Common obstacles are: 1) weak coordination in the management of data and information so that the target is not right; 2) weakness of planning process link, budgeting process and political process in translating planning documents into budget documents; 3) lack of civil society involvement; 4) weak system of monitoring, evaluation and control (safeguarding); 5) weak coordination between central government and local government; 5) reliance on international funding from donors and international agencies (Graaf and Paanakker 2014).

The Regional Medium-Term Development Plan is prepared by taking into account the internal and external conditions of the region summarised in strategic issues through the analysis of Strengths, Weaknesses, Opportunities, and Threats (SWOT). The Regional Medium-Term Development Plan is prepared with the stakeholders based on their respective roles and authorities.

The process of preparation of the Regional Medium-Term Development Plan is full of the interests of actors who have a role in the process. The identification of the actor includes at least political actors, bureaucratic actors, technocratic actors and community actors including interest groups and NGOs. The involvement or interaction between actors is a necessity because the process of preparing the development plan documents requires coordination among actors and the participation of all development actors through a forum called the Development Planning Council or Musrenbang. The agenda is not only a routine planning agenda involving politicians and bureaucrats, but also other stakeholders such as communities, technocrats and various subjects and objects influenced by development planning.

The process of developing regional medium-term development plans is evidently full of the interests of actors who have a role in the process. Identification of these actors includes at least

political actors, bureaucratic actors, technocratic actors, community actors including the interests of non-governmental organisations. This was accommodated in the concept of social development with social justice, and the involvement of these actors included the adoption of Neo Structural Development Theory in the SPPN Law which can be seen from the planning process. In particular, this included:

- Political Approach: the election of the President / Regional Head results in a public choice theory¹² planning, specifically the elaboration of Vision and Mission in the long-term national and regional development plans.
- Technocratic process: using scientific thinking methods and frameworks by institutions or work units that are functionally assigned to it.
- Participatory approaches: implemented by involving all stakeholders, such as through the Development Planning Consultation (locally known as *Musrenbang*).
- Top-down and bottom-up processes: implemented according to the level of government

The involvement or interaction between these actors is a necessity because the process of preparing the development plan document requires coordination between actors and the participation of all development actors, through a forum called the Development Planning Meeting or *Musrenbang*. The agenda is not only a routine planning agenda that involves politicians and bureaucrats alone, but also other stakeholders such as society, technocrats and various subjects and objects influenced by development planning.

2 RESEARCH METHODS

This study uses qualitative methods by emphasising the uniqueness of a phenomenon that is studied more specifically to be able to construct conclusions based on the characteristics of the object under study, namely the special characteristics of the phenomena that arise at the time of the preparation of medium-term development planning in the district/city. The area that is the scope of the Research on Local Elite and Regional Development Relation Interests includes politicians, technocrats, bureaucrats and communities in development planning in regencies / cities which are government institutions, regional level DPRDs (DPRD) of regencies / cities and related work guidelines in districts / cities (SKPD).

To achieve the aims and objectives of the research, a variety of secondary and primary information is needed in qualitative and quantitative forms, both oral and written (documented). These data include current conditions, as well as central and regional government policies in districts / cities. Primary data needed in this study will be obtained through interviews and discussions, both formal and informal. Documentative data (secondary data) will be obtained from various relevant agencies, namely, related regulations, related SKPD and internet sites. The method that will be used to obtain the data above is in-depth interviews and observations. To collect secondary data, a literature study of the documentation is carried out, namely to review data that has been documented by relevant institutions.

3. DISCUSSION AND ANALYSIS

3.1 Actor's Relation of Interest in Medium-Term Development Planning

The Medium-Term Plan is a five-year development document for a district/city or province compiled by actors as stakeholders based on their respective roles and authorities. It integrates spatial plans with development plans.

The actors involved in the formulation can be divided into two groups: the acting actors and the unofficial actors. Included among the official actors is, and the government here is an official actor, the bureaucracy that strives for the interests of the continuity of linear development planning with achievement in previous years. This bureaucracy consists of the ranks of Regional Device Organisations coordinated by Bappeda as the leading sector of development planning. Secondly, politicians who struggle for development in their constituency/constituency areas are thus very corrective of the balance of resource allocation planning in their region.

Meanwhile unofficial actors are, first and foremost, communities that participate in the struggle for their local interests and work hard to influence development planning processes and mechanisms by utilising various official channels such as *Musrenbang* as well as political lobbies against their people's representatives. Secondly, the technocratic power that seeks to encourage the professional implementation of development planning is accountable and in certain cases

scientific. In addition to college, this technokratis also includes groups or professional associations that are widely accessible within the community.

Formally, the role of the actor in this official role is more prominent because it holds formal legitimacy at every stage of public policy formation. But, in reality, the field of involvement of actors who play an unofficial role, is often more decisive and, in real terms, the realisation is that the actors play an official role only as a tool for the actors who play an unofficial role. The interaction between actors in real terms in policy analysis is the focus of this research.

The community is also one of the actors in the public policy process having a decisive role in addition to other actors, such as the government, that is formally legitimate in the process of public policy evaluation. In the process of influencing the policy through the government, the people can make demands or otherwise provide support to ensure their interests are represented in the public policy that will be formulated. The process of bargaining for interest takes place inside the conversion box where inputs both in the form of support and public demands and macro governmental considerations are negotiated to become an output in the form of public policy. It is true that people may have bargaining positions or may not be visible in terms of the public policy character that is generated whether responsive, paternalist or authoritarian.

The process of interaction and negotiation between actors also illustrates the running of the policy network in the preparation of the Medium-Term Development Plan.

3.2 Relationship in Determining Local Financial Performance

The annual budget of the region, which is a follow-up and simultaneously a manifestation of local financial management, is determined every year by regional regulation, consisting of income, expenditure and financing. The regional annual budget is prepared based on the Short-Term Regional Development Plan in order to realise the achievement of the government's objectives. In the preparation of the regional annual budget, this is done by using a performance budgeting approach (performance budgeting activity base).

The development of local government financial performance is inseparable from the limitation of regional financial management as regulated in: (1) of Law Number 32 Year 2004 and Law Number 33 Year 2004 regarding Financial Balance Between the

Government and Local Government; (2) Government Regulation Number 58 Year 2005 regarding Regional Financial Management; (3) Permendagri Number 13 Year 2006 juncto Ministry of Home Affairs Regulation Number 59 of 2007 concerning Amendment to Permendagri Number 13 Year 2006 concerning Guidelines on Regional Financial Management.

Based on these provisions, the financial performance of the Regional Government is closely related to the performance aspect of APBD implementation and the aspect of the condition of the regional balance sheet. The performance of the APBD is closely related to the structure and accuracy of expenditures (direct expenditure and indirect expenditures) of regional revenues which include local own revenues (PAD), equity funds and other legitimate revenues. The regional balance sheet will reflect the development of the condition of the Regional Government's assets, the condition of the obligations of the Regional Government as well as the condition of available equity funds.

3.3 Relations in Determining Medium Term Development Plans

This Medium-Term Development Plan is a concern for truly important development issues. Strategic issues are conditions or things that must be considered or put forward in regional development planning because of their significant impact on regions with important, fundamental or urgent characteristics, and in determining the objectives of local governance; the strategic development issues are formulated based on the problems of regional development, the challenge and the potential future regional development, covering the physical-environmental, socio-cultural, economic-financial and legal-institutional aspects.

The strategic issue represents one of the enrichments of external environmental analysis of the planning process. If the external dynamics, especially over the next 5 (five) years are well identified, local governments will be able to maintain/improve service to the community. Local governments that do not align themselves equally on their strategic issues will face potential failures in implementing governmental affairs that are their responsibility, or fail to carry out regional development. Strategic issues are conditions or things that must be considered or put forward in development planning because of the impact that is significant for future entities (regions/communities). A condition/event that becomes a strategic issue is a

situation which, if not anticipated, will lead to greater losses or otherwise, in the case of not being utilised, will restrict opportunities to improve the welfare of society in the long term. Characteristics of a strategic issue are conditions or things that are important, basic, long-term, urgent, which develop/organize and determine the goals in the future. Therefore, to obtain the formulation of strategic issues, it is necessary to analyse the facts and information that have been identified for selection as strategic issues. For more successful regions to create information systems for regional development planning, then regular efforts must be made to monitor the opportunities and threats of the external environment. Therefore, the policy of Local Government is no longer reactive but more anticipative. Without it, many important opportunities will be lost, with unidentified or anticipated threats.

4. CONCLUSION

The process of orientation and interaction of actors is a process of negotiation between stakeholders that describes the negotiation mechanism that occurs between actors and describes the course of the policy network in the preparation of the RPJMD. The process of interaction between actors in the preparation of RPJMD is described conceptually as involving policy stakeholders. The process of interaction between actors in the preparation of the RPJMD is conceptually described as involving a policy stakeholder; that can include the following:

- Actors' / stakeholders' policies consisting of Bureaucracy, politicians, technocrats and the community;
- The RPJMD is prepared with clear instructions from the Minister of Home Affairs;
- Stakeholders make it possible to carry out a bargaining mechanism for resources between them;
- The process of drafting the RPJMD within a certain period of time is sufficient to carry out the bargaining process among actors;
- The bargaining process allows the coalition between actors to dominate the results of the RPJMD formulation policy, and
- Community actors are primarily actors who have the least access to the policy process while bureaucratic and political actors are dominating actors and technocrats tend to

maintain balance between actors and the quality of policy formulation.

Orientation and interaction of actors in policy formulation found interesting phenomena that are not part of this research and interesting to be studied further. This phenomenon is how the policy formulation process is able to analyze the linkages between policy actors with the involvement of actors who are vertically above them such as provinces and nationally and regionally around their research areas.

The process of actor orientation and interaction is a process of negotiation between stakeholders that describes the negotiation mechanism that occurs between the actors and describes the running of the policy network in preparing the Regional Medium Term Development Plan. The process of interaction between actors in the preparation of the Regional Medium-Term Development Plan is described conceptually as policy stakeholders.

Policy recommendations based on the orientation and interaction among actors mentioned above, and referring to the analysis of internal and external problems above, then within the framework of development The research area of the next five years there are several strategic issues that need to be recommended. First in terms of public services, which is an attempt to meet the needs or interests of the general public in accordance with prevailing norms and rules. Secondly, economic problems are related to the ability and competitiveness of product development and economic performance among the surrounding areas, as well as overcoming the problem of poverty which is a crucial problem. Third, the food security of the main problem is the limitation of agricultural land owned by a very narrow research area. Fourth, the performance of public services as core business from the Government is an absolute measure of achievement given to the community. Fifth, infrastructure is a sector that plays an important role in supporting the priority sectors of education, health and purchasing power. Sixth, environment and disaster, in handling flood and puddle still needed improvement of program effectiveness and community participation.

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