

POLITICAL DYNAMIC IN COMPOSING RENCANA PEMBANGUNAN JANGKA MENENGAH DAERAH (RPJMD)

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ABSTRACT

Objective of this study is to review and analyze political dynamic in composing process of Rencana Pembangunan Jangka Menengah Daerah (RPJMD) Buru Regency in 2012-2017. Other objectives are to review and analyze obstacles in its composing process. Study method used is qualitative study method using case study approach. Data could be traced back from primary data obtained through interview and secondary data obtained from several related documents. Data validation is using perseverance technique, observation and triangulation which would then analyzed using interactive model analysis from Milles and Huberman. Result of this study revealed that political dynamic in compiling process of Rencana Pembangunan Jangka Menengah in Buru regency 2012-2017 still occurs, that is there were still changes in program's proposition due to political interest conflict between actors involved in composing process, particularly between executive and legislative actors, thus its policy decision result still dominated by elites in regional government. Obstacles in compiling RPJMD of Buru regency are, firstly, low human resources of planner officer in Bappeda which is an important matter in compiling RPJMD of Buru regency; second, limited budget also became a hinder factor due to unbalance number of programs being proposed and amount of available developmental budget, therefore they should established daftar skala prioritas (DSP) of proposition; third, central domination factor which cause regional government to become unable in determining its own needed budget but still lies in the control of central government; and last obstacles would be the existence of problematic in implementation of musrenbang where its forum is always dominated by executive element, thus it is highly influencing policy determination results.

Keywords: policy, political dynamic, obstacles

I. Problematic Background

Regional development planning process composed through several activities. In its relation with development, planning has become the first step that should be fulfilled before implementation of development. Planning is a process to prepare several decisions to be implemented in future time and directed toward certain target achievement (Kunarjo, 2002). Formation of Rencana Pembangunan Jangka Menengah Daerah (RPJMD) which could design the need of regional development within 5 (five) years, in its compiling process, should be done comprehensively and includes all *stakeholders*. Thus, RPJMD is set of government policy which would determine development program of a region for 5 years. Complexity of development problems within RPJMD would raise other complex issues. This condition has triggered interest political dynamic between the involved actors within RPJMD formulation. The existence of this dynamic occurs due to each group or actor involved within it would try their best so that their proposition would be picked and decided. In policy formulation process there were some opinion, interest and means dispute in achieving target, thus these things would create dynamics in policy process.

Subsequently, in RPJMD formulation process it doesn't always run smoothly, since every region has different potential particularly in its personnel or planning actor. Obstacles would still existed and felt by several region. These obstacles could occur due to several factors such as:

1. High sectoral ego in SKPD which could affect coordination implementation done by Bappeda;
2. Development management information system which still not yet optimally used, therefore there is no acceleration in feedback communication process for the related parties;
3. There are new policies which are not facilitated in planning documents therefore the agreed program become neglected.

RPJMD is formulated by special institution called Badan Perencanaan Pembangunan Daerah (Bappeda), as regional government institution which carry the function and main duty regarding development planning in regional area. RPJMD composing process in Buru regency also presumed to be not in line with people's aspiration, since its policy decisions is still determined by certain actors, also implementation of Musrembangdes still cannot be done in every village government, particularly in village government for remote areas in Buru regency – Maluku with low human resources in its governmental officers or its people. Regional development should also involve backwardness aspect.

Next, regional development planning process usually carry interest negotiation between government and planners actors such as with certain institution or agency (entrepreneur/ contractor) which handle development implementation, particularly for physical/ infrastructure development in regional area, thus

RPJMD decisions result would related with interest which directed toward certain entrepreneur.

Based on the above description, issues addressed in this study are formulated as follows:

1. How does political dynamic involved in composing process of Rencana Pembangunan Jangka Menengah Daerah (RPJMD) in Buru regency?
2. What are obstacle factors in the composing process of RPJMD in Buru regency?

II. THEORETICAL REVIEW

II.1 Policy Formulation

A policy decision would include act of an official or official institution to agreed, change or reject a chosen policy alternative (Winarno, 2014). In its positive form, policy decision can be statute decision or release of executive orders. Policy decision stage is not selection from several policy alternatives, but it is an act concerning what can be chosen. This option usually mentioned as the chosen policy alternatives, which according to the supporter of this act can be approved or agreed with. During when policy process moved upward toward decision making process, several proposition would be accepted while others would be rejected and some others would probably being narrowed down. In this stage, opinion difference would be narrowed down and bargaining would occur so that for several things, policy decision would become only a formality (Winarno, 2014).

II.1.1. Stages in policy formulation process

1. Problem Definition

Recognizing and formulating problems is the fundamental step in policy formulation. In this stage, problematic issues within the agenda would be re-discussed to determine the subsequent problem, Paumbo in Parsons (1997) (citation Mardiono, 2009). To be able to formulate the policy, public issues should be well-recognized and defined. Public policies basically made to solve problems exist within community. Therefore, how much contribution given by public policies in solving issues within community would become an interesting question in public policy evaluation.

2. Policy Agenda

Not all issues would be considered in policy agenda. Issues in policy agenda would compete one another. Only certain issues would be put into the policy agenda. When an issue is going to be put into policy agenda, it should meet certain requirement, such as, does this issue have great impact for the people which require immediate handling? Public issues within policy agenda would be discussed by all policy formulation actors, such as legislative element, executive element, and governmental agents or also by judicative element. Those issues would be discussed based on its urgency level.

3. Choosing Policy Alternative

After public issues are well defined and policy formulation actors have agreed to put the issue into policy agenda, the subsequent step would be making problem solving. In here, policy formulation actors would meet alternatives for policy options which could be taken to solve the issue at hand. This stage also include activities in compose and develop a set of acts to solve problems which include alternative identification, definition and formulation of alternative option, assessment toward each available alternatives, and choosing the best alternative, Paumbo in Parsons, 1997 (cited by Mardiono, 2009). The best alternative or set of alternatives can be decided as the decision proposition, but not all policy propositions could become a decision since it would highly depends on its *policy adoption* process.

4. Policy Decision

After one of those alternatives were decided and chosen as the means to solve the issue at hand, last stage in this policy formulation is determining this chosen policy to possess the binding law. Policy alternative which was taken basically is a compromise of several interest group involved in this policy decision making. Policy determination can take form as statute, jurisprudence, presidential decree, ministerial decree and others.

II.2 Developmental Politics

II.2.1 Political Dynamic in Development

Development mostly formulated as a planned changing process from one situation into another which assumed to be in higher position, Katz (in Moeljarto, 1995). In other words, development would include improvement process. Though there is political dynamic, value, concept and development strategy shifts were mostly pushed by empirical reality under the surface thus it is hard to trace. But it is appropriate to say that development concept and strategy in global level and development empirical reality and dynamic among Indonesian people would also determine the form of development dynamic which are selected results in new *range of alternatives*, Seer (Moeljarto, 1995).

Political dynamic occur in regional area has cause low effectiveness of development planning implementation. Intervention and political interest could be found during planning process or in implementation and evaluation stages. If its regional head has low *political will* toward the success of regional development, thus decision and policy taken would very easy to be influenced by its supporting political party people. Form of political intervention in the process of making development plan such as certain directives from regional head toward head of agency who implemented this planning project, if scientifically reviewed, those directives are not in line with rationale and scientific analysis. Such are tendency of planning

which directed toward certain interest group whether toward certain businessmen or politician.

Political system in Indonesia nowadays has experiencing a democratization process which carry several consequences not only toward national political dynamic but also toward regional area related with development implementation. Democratic political system development is directed so that it would capable in giving great support toward national and regional development implementation. Political development is expected to be able in maintaining the integration of all regions in Republic of Indonesia and tightening the coalescence of Indonesia which would give broader space for the realization of social justice and even distribution of prosperity for all citizens. Besides, success in building democratic political system should be supported by professional nation implementer and free from any corruption, colution and nepotism (KKN) practice also could optimally use most form of mass media and broadcasting (Bappenas, 2015).

Political stand in development is inseparable, since in its implementation of development it would surely use a method or means to achieve success of development. Besides, politic would also give several direction of nation or regional policy in determining development objectives. Good political policy would affecting the success of good development, in contrast if political policy is not in line with the need and potential of a country or nation, it would affect its development implementation.

II.2.2 Development Planning Politics

Development planning process should be design in a certain way to create national integration with certain virtues where in the last instance would increase national resistance. Such a planning process would still give some space for central government to run its leadership function needed to mobilize or encouraging the people and most subsystem to implement development in order to ensure democratization of planning and objectivity of the planning itself.

Using political approach, it is expected that politics in development planning would able to give greater development result so that it would be truly become a guideline for all stakeholder in implementing developmental activities. Therefore, when developmental planning politics has already enter a public domain and become an instrument in making public decision, it is normal if political science has already become something needed for all the planner to perform its role as mediator or facilitator of planning.

Fundamentally speaking, planning is a political process which raise competition between groups (Conyers, 1981). Therefore, planner's capacity should be in nature and able to take objective act in recommending solution when there is opinion clash in space utilization decision. Democratization occurs in Indonesia has brought a great change in planning paradigm in Indonesia and currently this reformation is

on the way and not yet finding the appropriate direction (Buletin, 2014).

Politics is a tool to gain decision among group of stakeholders. Other than that, politics is the power arena to obtain public objectives. Planning is inseparable from politics. There are several reasons to support this statement. First of all, planning involved lots of actors with its diverse interest (Gede Budi, 2008). Impact for one group is very important to defined, so that planning acceptance would be higher. Second, plans would need legislation process to adopt it. Meanwhile, legislative element, in the context of power distribution, is our representatives who consist of people's representative who responsible for his/her constituents.

This planning agent has the different political relation of one another. In this current context, a planning is an executive product. Several plan products, from national, regional and local level has been designed by executive institution (Bappenas, Bappeda, and SKPD). Planner agents within these executives institution carry an interest to execute public policies. Before plan is decided, executives would discuss it with the people in the level as required by statute regulation. In Indonesia, this kind of participation is still formalistic in nature that is to obtain information regarding approval or rejection, without any obligation for planner in government to follow up. There is dilemma in conducting public participation whereas higher plan means it is harder to do *exhaustive* participation, (Gede Budi, 2008). Not all groups of people could be brought in and asked its opinion in development planning process.

III. STUDY METHOD

This study used descriptive qualitative study method. Qualitative study is a study meant to understanding the phenomenon concerning what is perceived by subject of the study, such as behavior, perception, motivation, act in *holistic* manner and by description in the form of words and language, in certain natural context by using several natural method (Moleong, Lexy J. (2007)). In study with qualitative method, a study method used to study natural object condition, author would become the key instrument (Sugiyono, 2001).

Reason why author use this method is so that he could obtain lots of information concerning facts assumed to be influencing the design of Rencana Pembangunan Jangka Menengah Daerah (RPJMD) in Bappeda of Buru regency. Subsequently, source triangulation technique was done according to Patton (in Moleong, 2007), which is done by comparing and re-checking the confidence interval of information obtained through different time and tools in qualitative study. Triangulation was done by using different type of data source to dig on similar data, with stressing on data source differences.

Then, the data obtain would be analyzed using qualitative analysis for data in the form of words and

not numbers (Miles and Huberman, 1992). In this study, author is using interactive model of analysis suggested by Miles and Huberman (2009) which then completed by Miles, Huberman and Saldana (2014).

IV. RESULTS AND DISCUSSION

IV.1 Stages in composing process and dynamic of RPJMD of Buru regency

1. Formulating policy issues

In composing RPJMD of Buru regency, policy issue formulation is the formulation of issues raised in vision and mission of the selected head and vice head of regional government, which would subsequently became the subject of exploration process and perception equalization. Vision and mission suggested by selected head of regional government before legislative is not entirely used as fix material to be translated into the program and activities done during his leadership period. This vision and mission, in this study it was called "original vision and mission" still need to be fully explored by the composing team.

In this stage, compose team for RPJMD of Buru regency implementing communication and consultation other than with selected head of regional government, by involving "success team" behind the scene of electoral winning. What is meant by "success team" in this study is a group of supporting people who act as the "expert team" for formulating the vision and mission at hand. This "success team" came from political and bureaucratic environments as in career status of regent and vice-regent pair. Though for supporters from bureaucrats did not formally appear, as suggested by the regulation which forbid PNS (civil employee) to conduct political practice, it cannot be neglected that intellectual actors who formulate Bupati (Regent) vision and mission is working as Pegawai Negeri Sipil (PNS).

2. Composing policy agenda

After lots of policy issues is identified, subsequent act would be put it into policy agenda as a discussion priority. In composing policy agenda, issues being formulated would be competing to one another so that they would deserve to be put into policy agenda. In this matter, policy agenda contain issues which has been formulated in "vision and mission version 1", thus would be processed through the stages of: 1) Input stimulation from stakeholder whereas "vision and mission version 1" is the macro framework in composing RPJMD and delivered toward internal stakeholder from executive branch. Stakeholder meant in here consist of all SPKD and head of region for sub districts; 2) Technical consolidation which is after agreement is reached concerning basic material to be explored, the next stage would be consolidation between composing team and expert team from Pattimura University (Unpatti), Ambon. Consolidation material being discussed is technical things such as *outline* of RPJMD, the necessary primary and secondary data, composing

technique, form of discussion forum, *contact person* of each *stakeholder* and others.

3. Choosing policy alternative

In this stage, alternatives would be determined to be used in solving problems in the agenda. Choosing or selecting alternative policy could be done by involving the people or community. Community involvement in this policy alternative selection can be done through public consultation forum such as follows:

- 1) Public consultation forum I was meant to dig deeper RPJMD composing material by exploring primary and secondary data from stakeholder also to synchronize mission with action plans. In this stage, all program or planning proposition should be in accord with the existing requirement such as there is synchronization between program
- 2) Public consultation forum II or Musrenbang RPJMD. Generally, regulation framework for participatory planning has been developed, starting from initiation stage of initial design composition of RPJMD until implementation of Musrenbang RPJMD. The process has become transparent for the public which involve lots of related stakeholder. However, author suggests that Musrenbang of RPJMD tend to become the limited public forum to collect "proposition list" without critical consideration to produce wise utilization over the limited resources. Although general process of planning has already carry "bottom-up" nature and there is transparency for public to be involved in this, it is still mechanical and even ceremonial in nature. Implementation of Musrenbang only done in 1 (one) day while the issues substances is very complex and actors involved is so many thus Musrenbang felt just as an event to meet the requirement as regulated in statutes.

4. Policy determination

Government in Buru regency has refers to Ministerial Decree for Domestic Affairs No 54 year 2010 concerning Implementation of Government Regulation No 8 year 2008 concerning Stages of Composing, Controlling and Evaluation of Implementation for Regional Development Plan, thus legal product resulted from this is Peraturan Daerah (Perda/Regional Regulation) concerning RPJMD of Buru regency year 2012-2017. Validation period for RPJMD documents has also become an interesting discussion since RPJMD composition process still not yet reaching finalization stage in the mid 2012 while induction for selected Bupati (Regent) and Wakil Bupati (Vice-Regent) has been done in 2011. According to provision in UU No. 25 year 2004, in maximum of 3 (three) months after being induced, selected Bupati and Wakil Bupati should determined RPJMD (article 19 clause 3) while PP No 8 year 2008 in Third Section and Fourth Paragraph, article 15 clause (2) stated the deadline of 6 (six) months after the induction. However, due to very complex issues and lots of actors involved in this discussion, along with

limited budget and resources, RPJMD composing process is very time consuming. In other limitation, RPJMD compiling process has been done together with composing RPJPD.

5. Political dynamic

Compiling process of Rencana Pembangunan Jangka Menengah Daerah (RPJMD) in Buru regency has been done by securing data from sets of programmes. Those data are propositional data coming from several prior activities and has been done by low level government started from village government by musyawarah rencana pembangunan desa (Musrenbangdes), and subsequently in sub district level which is known as unit daerah kerja pembangunan (UDKP), and in higher level as results of rapat koordinasi pembangunan daerah (Rakorbangda) or in Buru it is known as musyawarah rencana pembangunan daerah (Musrenbangda). In this level, all program propositions from all SKPD, Badan and Bagian (agency and offices) would be collected as part of material for RPJMD.

From political point of view, in sub district level regarding propositions for development program has already contain interest political dynamic in determining priority scale policy. This occur due to *first*, every village would want that the existing development program proposition would be realized so that they would try hard to fight for it; *second*, DPRD or one member of DPRD who is part of people representatives in his own election area carry the responsibility and task to represents their people particularly his constituents in all field, such as fighting for people's aspiration regarding development program proposition. With this fundamental reason, member of DPRD would try to implement what people want in his election area. Below is one of the interview result of author with one of DPRD member in Buru regency.

We are the representative of the people where we gain trust to represent them in fighting for their aspiration, so our duty is quite heavy. Well.. in this matter, to help people regarding development is something that we do. Actually, not all people would propose development policy, sometimes they would propose program with assisting nature (giving aid) such as in agriculture, business and others. So that... it is became our duty to help them (Interview, member of DPRD in Buru regency, February 29, 2016).

Process in Rencana Pembangunan Jangka Menengah Daerah (RPJMD) of Buru regency has been form through several activities which consist of formulation process until policy determination stage. In its way to achieve policy determination process, it has been done by taking in all consideration and political interest within it by involving several actors for policy formulation. In the process, each actor for policy determination would bring their effort so that their

interest mission in policy determination can be facilitated and stated. Thus, sets of planning process have become an arena for interest conflict between every actors within it.

... every actor would try their best so that their proposition agenda could be accepted and determined. However... it is not possible to facilitate them all, since there is lots of those proposition is out of proportion with our financial condition. That would be it if we are limited by the budget (Interview, Head of Bappeda in Buru regency, March 5, 2016)

Several institution involved as actors in RPJMD process in Buru regency would be executives branch where its existence has a very important role in policy formulation; judicative branch, this institution has carry the role to consider and decide whether acts taken by other branch (executives and legislatives) has already in accord with the constitution or not. If those decisions are in contrast with nation constitution, judicative branch has the right to cancel or nulling the regulation or statute in action; legislatives branch, this branch together with executive branch would hold a crucial role in policy formulation. Every statute regarding public interest should have the approval from legislative branch. Involvement of legislative branch in policy formulation could also be seen from hearing mechanism, investigations, and contacts they have done with administration officials, interest groups and others (Winarno, 2014).

Policy formulation process of RPJMD in Buru regency were also contained other element other than those described above. They would include in unofficial cast within policy formulation, which are interest groups, political parties, and citizens or individuals. These groups were also involved in policy formulation, but they didn't have any binding power to it.

One of the cases in composing process of RPJMD of Buru regency can be seen from the existence of program proposition which has never mentioned before during musrenbang in village, sub district and regency level. This program proposition is proposition taken by one who had important capacity among government line up either from executives or legislative branches. This kind of proposition would normally emerge based on the sudden needs for it. This would make other proposition to be determined become neglected and being replace with the new proposition program. Below are interview cited with Kasubag Perencanaan Bappeda of Buru regency:

Every form of plan before determination/ decision is made can be change. Especially if those propositions came from one with the power, it definitely can... usually this kind of program proposition would use a clear reason, such as highly needed or urgent to be realized. "It's their reason". With this reason,

programmes proposition which supposed to be determine/decided would change (Interview via phonecalls, Kasubag Perencanaan Bappeda of Buru regency, May 20, 2016).

Therefore, this practice has become the common cases being face during development planning compiling process. One proposition should be initiated from the process done by village government through Musrenbangdes, and then being processed in sub-district level through UDKP, and subsequently would achieve Musrenbangda and then being determined/decided as regional development program stated in RPJMD. However, if those propositions without going through the stages, it is a breach in RPJMD composing process since it did not implement fairness value.

IV.2 Obstacles in composing process of Rencana Pembangunan Jangka Menengah Daerah (RPJMD) of Buru regency

IV.2.1 Low Human Resources

Human resources are a very important factor in development for all fields. Higher human resources availability would results products in advance and competitive development sector. The same goes in planning, human resources of planner has become the main problem in a planning stage since with appropriate human resources it would be possible to create a good and efficient planning. The above issue was also related with regional development (regional autonomy). Development of one area should be done continuously and sustainably. This would involve several human resources potential under possession and able to become the centre which would give contribution for the development of surrounding area. Improvement in human resources has become government's duty to support implementation of regional planning policy intended. This was done in an effort to build synergy to achieve optimum result.

Several issues which become obstacles during planning process, and particularly in planning of rencana jangka menengah daerah (RPJMD) in Buru regency would be low human resources, inappropriate coordination relationship between Satuan Kerja Perangkat Daerah (SKPD) with Bappeda, lots of employees mutation, and regional development budget availability (Interview with Kasubag Perencanaan Bappeda of Buru regency, March 3, 2016)

Low human resources in Buru regency is influenced by education level possessed by people in Buru, this can be seen from data concerning outputs of Complete Education figure in Buru regency, also the available education level in Bappeda of Buru regency.

Table 4.1
Last Formal Education Recapitulation from SKPD
Bappeda T.A 2015

Source: Lakib Bappeda of Buru regency 2015

IV.2.2 Budget constraints

One of the classic obstacles in regional development planning process is limited development budget allocation. And even Anggaran Pendapatan dan Belanja Daerah (APBD) and fund portion allocated for development is very limited. Other than this, the people itself has never know how much does regional government is capable in producing income for its APBD and would be allocated into which activities. It means that socialization has an important meaning for the people. Given the existing limitation (fund source), government of Buru regency would use determination strategy of Daftar Skala Prioritas (DSP). It means that government would only implement or financing activities programme which has become the main priority of regional development.

Problems in limited budget availability have become the obstacles to planning in all development area. But this problem might also occur in other region and not just in Buru regency. By imbalances between financial situations with the proposed developmental programmes, it would be filtered once again through Daftar Skala Prioritas (DSP) for development, and through this DSP we could choose prioritized proposition for funding (Interview with Head of Bappeda in Buru regency, March 5, 2016)

Limited regional finance has become the common problem in a regional area, since the key of planning and implementation of development is highly emphasized on the availability of funding. With this condition, list of accepted and financed proposition by APBD only consists of activity proposition which has the main priority, while next priority proposition would be kept aside and should be proposed for the next periods.

With limitation in regional financial capacity and characteristic of regional expense allocation, not all affairs can be prioritized or related with main target (RPJPD) and also objective of regional development target (RPJMD) in a period. However, it does not mean that the affairs intended in here is not done by Regional Government. Operationally speaking, those affairs should have to be implemented by maintaining performance of the past or meeting the service standard for the people (RPJMD of Buru regency 2012-2017).

IV.2.3 Central domination toward regional

From the balance between central government and regional government financial condition, it revealed a certain gap. From the existing data, total APBN allocated for APBD was only 30 percents (Dadan

Suharmawijaya, 2016). About 70 percents of APBN has also contains allocation for regional development, but its implementation is through ministerial and not the

NO.	P N S		P T T	
	EDUCATION LEVEL	AMOUNT	EDUCATION LEVEL	AMOUNT
1	S2	6 people	S2	-
2	S1	28 people	S1	16 people
3	D3	1 people	D3	1 people
4	High School	12 people	High School	13 people
5	Middle School	1 people	Middle School	-
Amount		48 people		30 people

regional government itself. If allocation was given directly toward Pemda for development, the regional area would be more innovative in build their own region. This would clearly different if the program is directly managed by regional government. They (regional government) could innovate for better regional advancement. As the result of central government policies, regional government has difficulties to build infrastructure, since budget from APBD has already allocated for other field such as for health and education. To deal with this issue, regional government should create new effort for development (Dadan Suharmawijaya, 2016).

Other than this, central government is in the middle of making new policies regarding with regional autonomy. This can be seen through central government plan which would take over the regional affairs into central such as withdrawing regional government function by central regarding issues in forestry and fishery. Therefore, regional autonomy has lessened and carries an impact toward regional income and regional native income. Actually some of the sectors taken over by central government would bring large income for regional government. Therefore, with this policy, regional income and power has become lessened.

IV.2.4 Problematics in Musrenbang

Musrenbang is annual agenda whereas people would meet one another to discuss about issues they were having and deciding short term development priority. When priority has been arranged, it would be proposed toward the higher government level, and through Badan Perencanaan (Bappeda), this list of proposition would be categorized by affairs and budget allocation. Musrenbang in Kelurahan was done in January. Musrenbangdes is Musyawarah Rencana Pembangunan Desa done by all villages. The objectives are to collect aspiration from the people related with development programme in the village. Musrenbangdes usually attended by all village officers, Badan Perwakilan Desa (BPD), and community figures, youth and its organization in the village such as Karang

Taruna, PKK, Majelis Ta'lim, Paguyuban Kesenian and others.

... for this Wanakarta village, obstacles we're having would probably in participation of musrenbangdes where not all actors is attending, due to majority are farmer including the existing village officer were also farmer. But almost all the necessary element in musrenbang does attend the meeting.

From this interview result, it can be concluded that main obstacles in musrenbangdes is only participant attendance. Next, problem lies in proposition determination process, particularly those propositions which cannot be realized and creating dissappointments from the people toward government performance. This can be proven from people's information whose is apathetic in participation regarding development planning, such as interview result below:

Some of the problem which make people didn't feel like going to musrenbang would be due to the low success rate for program proposition in previous year which mostly not realized thus it create apathetic attitude toward musyawarah regarding proposition for subsequent development program (Interview, Ketua Badan Perwakilan Desa Wanakarta, January 22, 2016)

Unit Kerja Daerah Pembangunan (UDKP) in sub district level is the continuation agenda to follow up all propositions from all villages within a sub-district. In UDKP level, it would select proposition of each villages in accord with priority scale determination. Proposition priority scale was intended to see the program proposition presumed to be important and urgent. This was done due to development budget availability is incompatible with amount of proposition by all villages within a sub-district. As result of interview with Camat Waeapo below:

... sub district would select program proposition from all villages in this sub-district to be processed toward Musyawarah Rencana Pembangunan Daerah (Musrenbangda) in Regency. Then.. technique used to select those propositions was using proposition priority scale presumed to be highly needed by the people (Interview, Camat Waeapo, February 24, 2016)

Based on diverse proposition program from all villages, sub district government would compose program proposition from each village into Rencana Kerja Pembangunan (RKP) of villages. Program proposition which become priority scale would be stated in this RKP which subsequently become

proposition material to be discussed in Rakorbangda or in Buru regency was known as Musrenbangda.

In this stage, political dynamic started to happen whereas every village wished that their development program could be decided into proposition priority scale, thus for the village who get priority scale would guard their proposition program which delivered to sub district government in UDKP process until its determination/decision making occur. Below is interview result with Camat Waeapo:

Clearly almost all villages would wish so that their development program proposition would be realized ... thus some people would always ask about their proposition and even sometimes through outsider mediator who was presumed to have the ability in affecting priority scale program determination/decision. Sometimes, this mediator is member of DPRD since they were assumed to be representative of people particularly toward its constituents (Interview, Camat Waeapo, February 24, 2016).

After conducting observation from interview result in village until sub district level, priority scale of program proposition has become the key in determining development policies. Therefore, program proposition delivered by village government toward sub district government should be considering the aspect of urgent and highly needed benefit and timing for general community member.

Public service by government officials nowadays still contain much error thus it cannot meet the quality expected by the people. Given the main function of government is to serve the people thus government should keep trying to improve their service efforts. One of the effort to improve public service quality, as mandated in Undang Undang Republic Indonesia No 25 year 2000 concerning Program Pembangunan Nasional (Propenas), there should be index of citizen's satisfaction as the measuring yard to assess service quality level. Besides, index data of citizen's satisfaction would become the assessment material for service element which still need some improvement and become the pushing factor for every service implementation unit in order to improve their service quality, since public service is every service activities done by public service implementer as the effort to fulfill the need of service receiver, also in order to implement the constitutional provision (Kepmen Pendayagunaan Aparatur Negara Number KEP/25/M.PAN/2/2004).

V. CONCLUSION AND SUGGESTION

V.1 Conclusion

Political dynamic in regional development planning process within Buru regency still occurs. Besides, there were still some problems in several aspects such as follow:

- a) Stages in policies formulation is not yet optimum, particularly if seen from low level musrenbang while it is still dominated by certain people (executives) thus it is highly influencing program policies determination which directed toward certain interest group.
- b) Actors involved in formulation of lower level still contain some elements from the people (community member), however those involved in composing teams would dominated by executives member.
- c) Political dynamic in regional development planning process in Buru regency still occurs. This can be seen from RPJMD formulation which is still dominated by certain elite group. Lots of propositions or programs proposed in lower level still not facilitated, while determined/decided programs is not fully the program propose by community member.
- d) Decision maker still assess policies alternatives based on his political party's interest and based on his clientele group. Decision made is based on political benefit viewed as facilities to obtain political party or interest groups' objectives.

Several obstacles emerge in the process of Rencana Pembangunan Jangka Menengah Daerah (RPJMD) of Buru regency were:

- a) On one hand, this is affected by new regional condition and categorized as backward region. With this kind of condition, regional area still has lacking in low human resources problem. Thus, governmental actors particularly in Badan Perencanaan Pembangunan Daerah (Bappeda) also lack of human resources.
- b) Next obstacles in the process of Rencana Pembangunan Jangka Menengah Daerah (RPJMD) of Buru regency is budgetary aspect. In this matter, budget is the basic problem within planning and implementation of development. Budget constraint has caused lots of program proposition is unable to be realized in overall.
- c) Central domination which still intervene affairs in regional government has impact toward process of development planning in regional area, since regional government didn't have the full authority to organize their area but still under control of central government.
- d) People's participation in musrenbang either in the dusun, village, sub-district and also rakorbang level still minimum. On the other hand, there is apathetic attitude from member of community toward programs proposition formulation process since there are dissappointments toward government due to lots of unrealized propositions in previous year.

V.2 Suggestions

- a. In formulation process, composer team for RPJMD shouldn't done communication with success team

- during head of regional selection since it would highly affecting policies making.
- b. Actors involved in RPJMD formulation should not only consist of executives, but also should involve other elements which are representation of the people so that program determination process in RPJMD has supervision by the people.
- c. Change within formulation process is a common things, but this change should reflect the people's interest. Thus product resulted would truly product expected by the people, not directed toward certain interest group.
- d. Rencana Pembangunan Jangka Menengah Daerah (RPJMD) should take justice and fairness principles based on development program, since this proposition is the basic need and directly perceived by the people.

Next, several obstacles in composing RPJMD of Buru regency that should be paid attention to were:

- a. In lack of human resources, particularly in planning labor, regional government should be prioritizing education level of planner in a higher level so that there is sufficient and reliable planning labor,
- b. With limited regional finance as the main capital for regional development, policies regarding Pendapatan Asli Daerah (PAD) should be implemented and improved by maximizing regional tax sources under-implementation as occurs in other region, thus regional finance did not always relies on central government.
- c. Central government should not intervene with regional affairs and also they should give full authority for regional government to organize their own region. Financial sources as the main regional asset should be manage by each region to improve their regional financial income.
- d. Low participation in musrenbang is the form of people's dissatisfaction of determination result for program proposition in prior years, thus people's aspiration should be paid attention and be prioritized. By doing this community's satisfaction toward government performance would recovers.

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