



## Strategic Development Planning in the Perspectives of Public Accountability

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### Abstract

This study is intended to identify the level of compatibility documents planning (RPJPD, RPJMD, and RKPD) between provincial and city/regency in East Java of Indonesia. Besides, this study also provides a framework in proposing documents for each city/regency in East Java. This research applied a qualitative method using content analysis. This study employed both primary and secondary data to gain a deeper understanding of the existing phenomenon. The primary data was gathered from in-depth interviews, while secondary data was achieved from several documents owned by each city/regency in East Java provincial. The findings of the study reveal that in general, the substance of the RPJMD in the twenty regencies/cities in East Java of Indonesia is following the provincial plan. However, there are several different sections of the format in the placement of chapters and sub-chapters of the naming of chapters. In the broader sense, the substance of the RKPD in the twenty regencies/cities is following the provincial plan.

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### Abstrak

Penelitian ini bertujuan untuk mengetahui tingkat kesesuaian dokumen perencanaan (RPJPD, RPJMD, dan RKPD) antara provinsi dan kota/kabupaten di Jawa Timur Indonesia. Selain itu, kajian ini juga memberikan kerangka dalam pengusulan dokumen untuk setiap kota/kabupaten di Jawa Timur. Penelitian ini menggunakan metode kualitatif dengan menggunakan analisis isi. Studi ini menggunakan data primer dan data sekunder untuk mendapatkan pemahaman yang lebih dalam tentang fenomena yang ada. Data primer diperoleh dari wawancara mendalam, sedangkan data sekunder diperoleh dari beberapa dokumen yang dimiliki oleh masing-masing kota/kabupaten di Jawa Timur. Hasil studi menunjukkan bahwa secara umum substansi RPJMD di dua puluh kabupaten/kota sudah sesuai dengan rencana provinsi. Namun ada beberapa bagian format yang berbeda, misalnya dalam penempatan bab atau sub bab penamaan. Dalam arti yang lebih luas, substansi RKPD di dua puluh kabupaten/kota tersebut telah sesuai dengan perencanaan provinsi.

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## INTRODUCTION

Success and failure in the planning development of a region can be figured from the documents planning for each region (Ginting, 2010; Purwadi, 2013). In general, the documents are related to the regional medium-term development plan (RPJMD), regional long-term development (RPJPD), and regional government work plan (RKPD). The documents can be proposed as a material for evaluation and development activity during a period of government administration (Purnama, 2013; Wijono, 2019). Therefore, the reports of development planning need to be evaluated in ensuring the relevancy compared to the existing government regulations and law (Blakely & Leigh, 2013; Pambudi, 2020). For evaluation purposes, it needs to be synchronized between regional documents and city/regency that make the synergy of development planning which results in maximum performance (Rosita, 2017; Alhasanah et al., 2020).

Regional development plays an essential part in achieving national development goals (Nugroho, 2004; Sumenge, 2013). The national development planning system is an integrated development planning procedure for producing long-term, medium-term, and annual development plans implemented by elements of state and community organizers at the central and regional levels. Thus, regional development must be planned appropriately according to the development needs that are always changing dynamically (Jovovic et al., 2017; Mensah, 2019). Regional development should be able to accommodate two aspirations both the wishes of the superior government and the local community. The current problem in each city/regency is how to align policies from both central and provincial governments with the needs of the community in their respective regions (Afandi et al., 2019).

Regional development planning acts as an important process for determining future actions in the implementation of development in the area (Gumerov et al., 2016; Jovovic et al., 2017). Furthermore, regional development planning is defined as an activity which is the process of systematically preparing for development activities to be carried out to achieve a predetermined goal in which goal selection is carried out consciously based on the scale of needs and with due regard to the existing limitations (Suryawati & Helpiastuti, 2018; Panciroli et al., 2020). When preparing a development plan, then five main things need attention, including the problems and potential that exist, the goals and objectives to be achieved, the policies and ways to achieve these goals and objectives, translating the plan into a tangible program. The timeframe for achieving the goal (Wibowo, 2012). Regional development planning in the narrow sense is development planning to be carried out by the regional government apparatus, while regional development planning in the broad sense is all development planning activities that will be carried out in the region by the regional government, central government, and the community (Wulandari et al., 2017; Hibbard & Prank, 2020).

The purpose of the implementation of regional development aims to increase and equity-related to community income, employment opportunities, business field, access and quality of public services, regional competitiveness (Vasilevska & Vasić, 2009; Tuasikal 2013; Jovovic et al., 2017). In carrying out development, every local government requires planning that is formulated transparently, responsively, efficiently, effectively, accountably, participative, measurably, fairly, and environmentally (Westerink et al., 2017; Harrison et al., 2020). In acquaintance with regional development planning, each program at the city/regency level is contained in the RPJPD, document for 20 years, RPJMD for five years, and the RKPD for one year. These documents are by the Indonesian Law No. 23 of 2014 elaborating the vision, mission, and program of the regional head which contains the goals, objectives, strategies, policy directions, regional development, and regional finance, as well as regional apparatus and cross-regional program programs accompanied by a funding framework indicative (Septria & Heryanto, 2018; Hamim et al., 2019)

The planning document becomes the key to the success of the development carried out by each local government. Planning is a process for determining appropriate future actions through a sequence of choices, taking into account available resources (Hindun, 2015; Urbanic et al., 2017). National development is an effort carried out by all components of the nation to achieve the objectives of the state. Development planning consists of development plans that are prepared in an

integrated manner by ministries/agencies and development planning by the regional government by their authority (Saksono, 2013; Ashari, 2015). In the Indonesia context, the preparation of the national and regional planning must be guided by the applicable laws and regulations including Law No. 25 of 2004 concerning the national development planning system; and government regulation No. 20 of 2004 concerning government work plans. In more detail, Law No. 25 of 2004 concerning the national development planning system, consisting of the long-term development plan, medium-term development plan, regional development activity plans (Rahmawati, 2020).

This study provides three major contributions: First, provides scientific information that can be applied for the government in achieving their performance by comparing the regional document plans of the provincial and each city/regency. Second, this study offers a potential solution for the provincial government on how to provide a clear document for its regional planning. Third, this study also investigates the possibility of evaluation and decision-making for the policymaker.

## METHOD

This study adopted qualitative research by using a content analysis method. The fundamental rationale for using the content analysis method is that this technique is relevant in concluding by identifying the specific characteristics of a message objectively, systematically, and generalists. The final result of the synergy development activities is the formation of a scheme for the preparation of the development plan (RMDP) and the local government work plan (LGWP) city/regency in East Java Province. The sources of data used in this study include primary and secondary data. Primary data obtained from interviews and observations are directly related to the process of planning and evaluating regional development planning. While secondary data in this study are development planning documents including medium-term development plans, regional development activity plans owned by each city/regency. Data analysis in this study is using an interactive model revealed by Miles and Huberman (1984). It is expected that with this model a synergy model for regional development planning documents in East Java can be found. Following the plot of the interactive model proposed by Miles and Huberman (1984).

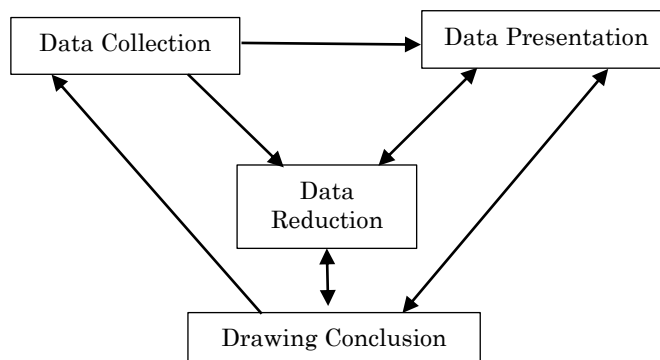


Figure 1. Interactive Model of Data Analysis  
 Source: Adapted from Miles and Huberman (1984)

## RESULTS AND DISCUSSION

### The Existing Evaluation Process of RPJMD and RKPD for Each City/Regency in East Java

In general, from the twenty samples in cities/regencies surveyed, all of them have conducted the RPJMD and RKPD evaluation process referring to the government guidelines provided at Permendagri No. 86 of 2017. Evaluation of the suitability of the RPJMD has been carried out by the guidelines and using all forms in the Minister of Home Affairs Regulation Permendagri No. 86 of 2017 concerning procedures for planning, control, and evaluation of regional development, procedures for evaluating the draft of regional regulation on regional long-term development plans, regional medium-term development plans, and regional government performance plans, for example, as carried out by Jombang regency.

The evaluation is carried out starting from the preparation process, the implementation

process, and the providing results. After the document is finished, an evaluation will be carried out. The planning documents used are by Permendagri No. 86 of 2017. The evaluation form adjusts to several conditions, in the format, there is adjusted to the needs, such as achievement. The form still refers to Permendagri No. 86 of 2017 as in Pasuruan Regency, it also involves the Provincial regional planning agency in the process of preparing the RPJMD and RKPD for example in the Batu city. In Malang, the initial preparation of the RPJMD and RKPD was carried out by an internal team from the planning and reporting field. The results of the evaluation from this province were followed up by Malang city, henceforth the RPJMD and RKPD were refined and ready to be issued as Malang Mayor Regulations.

In aligning regional development documents with the development documents of East Java Province, some regencies use evaluation forms and also do listening inputs which are footnotes, for example, Lamongan Regency, also, some are using e-planning applications where the review process and also internal revisions were also made by referring to e-planning applications for example in Malang regency. Regencies/cities have also made various efforts to accelerate so that the RPJMD design is immediately completed and meets the government guidelines within a period of preparation of the RPJMD. This acceleration effort was strongly supported by the head of planning agency, the Mayor to the regional representative council, for example in Probolinggo, but was still constrained at the stage of the mentoring process and input and advice from the provincial which was felt to be sufficiently slowing down the work of Probolinggo (Widodo, 2017).

Some regencies/cities form special teams to draw up short, medium, and long-term plans, for example, Blitar city. After that, In Blitar, the city planning agency brought speakers from the ministry of home affairs, to help correct the files that had been prepared and provide assistance until the documents were ready to be evaluated by the province. The resource person was one of the experts who participated in compiling Permendagri No. 86 of 2017. There are also districts/cities that have Regional Development System in which there is e-planning that is used to maintain consistency between the RPJMD and RKPD to the budget implementation document for example in Sidoarjo Regency. In carrying out the evaluation process, everything does not run smoothly, there are also constraints faced by the city/regency, for instance, the evaluation column in Permendagri regulation is too complicated and long, and should be simplified with data that can be easily identified, for example in Pasuruan.

Meanwhile, the regency of Madiun has difficulty synchronizing and maintaining consistency between planning documents, where the difficulty of achieving both is due to the large number of documents that must be evaluated but not supported by applications or systems that support and the lack of socialization of the system or application that will be used. Regional planning agency in Tuban Regency has difficulty in translating any form of activity that can achieve the performance determined by the center and the Province. To ensure that synergy between national and regency/city, regional planning agency of Tuban recognizes that they periodically conduct evaluations with provincial directly.

Also, time constraints that coincide with each other in the preparation of the Provincial RPJMD and Regency RPJMD are experienced by Nganjuk regency, while Kediri regency is experiencing problems in leadership. For Gresik regency, In the synchronization process to ensure compliance with the Provincial RPJMD, there are several obstacles in the field of practice, namely many regional apparatus work units requesting new programs outside the work program that are derived from the District RPJMD. This is due to political factors and due to emergency conditions that have to bring up the new activity, which usually arises from the Regent. Overall, the RPJMD and RKPD evaluation process in these twenty regencies/cities is going very well and is by Permendagri No. 86 of 2017.

### **Level of Compliance between the Provincial RPJMD in each Regency/City in East Java**

In general, the substance of the RPJMD in the twenty regencies/cities is by the substance of the RPJMD of East Java Province. Even so, there are several different parts of the format, for example, in the placement of chapters or sub-chapters or the naming of chapters such as strategic issues, the process of evaluation, strategy and policy direction, regional development process. In more detail, in Madiun District, the two chapters with the lowest conformity format because the naming of chapters is not the same while in Tuban regency the lowest level of conformity is found in the fourth chapter

related to strategy and policy direction. Regional planning agency in Tuban regency explains its strategic issues based on the vision and mission described in the previous chapter and the Tuban Regency RPJMD document, there are no international issues, regional issues, national issues, border area issues.

In line with Lamongan regency, where the process of evaluating the alignment or suitability of the Lamongan Regency development plan documents with East Java province is by Permendagri No. 86 of 2017 and the Lamongan regency development plan is by the provincial level by making adjustments using forms that have been determined by applicable regulations, However, for systematic document writing there is still a slight difference. In the East Java Province RPJMD, the strategy and policy direction chapter is located in chapter four, while the general policy and regional development are located in Chapter seven. Whereas in the Nganjuk regency's RPJMD, the two are combined into one chapter with the title strategy, policy, and regional development programs. Although systematically different, but in substance can be concluded the same with the provincial RPJMD.

The preparation of the document's Malang regency, RPJMD is by the Provincial RPJMD. This harmony is shown by a joint evaluation with the province during the preparation process and changes in the RPJMD. However, there are differences in the naming of chapters and sub-chapters. For instance, in the third chapter, the RPJMD of Pasuruan regency has entitled an overview of regional financial management and funding framework, while the RPJMD of East Java Province is titled regional economic framework design and funding framework. Nevertheless, the substance in the chapter is the same.

In the fourth chapter of the strategic issues of the Sidoarjo Regency's RPJMD, there are additions related to (1) overview of regencies and cities in the surrounding area of Sidoarjo (2) strategic issues based on RPJPD and Sidoarjo regency spatial planning which contains thirty-two main targets for the development of the fifth year during 2016-2021, RPJPD Sidoarjo Regency 2002-2025, (3) environmental policy review strategic areas of Sidoarjo Regency, and (4) strategic issues of Sidoarjo Regency, while the preparation of RPJMD is carried out by regional agency planning of Blitar referring to Permendagri No. 54. This RPJMD was last compiled for 2016-2021. Another difference is that the general and specific things such as in Malang city which only mentions general areas such as what is prone to disasters. This is different from the provincial RPJMD, which presents detailed disaster threats in each region. While related to demographics, Malang city solely discusses the population and also the age range of the population, so this is different from the Provincial RPJMD which also presents aspects of employment. The substance presented by Malang is the same as the provincial RPJMD, although the form of presentation is less detailed, for example, it does not present in detail the mapping of public health per village. Malang also added information related to poverty levels, social vulnerability, and local legal products, while the Provincial RPJMD did not present them.

On the other hand, Surabaya has the highest level of conformity with the RPJMD format with the province in preparing the RPJMD, paying attention to the suitability of the provincial RPJMD by emphasizing more on the indicators set in the Provincial RPJMD (Hariyoko & Puspaningtyas, 2020). However, some indicators do not refer to the Provincial RPJMD because they are considered inappropriate and are still not appropriate if used in the city of Surabaya can support provincial indicators, whereas, in the RPJMD document, the most significant difference between the RPJMD document in East Java province and Batu city is the number of chapters contained therein. However, it can be said that substantially there has been a match between the East Java Province RPJMD and the regency/city RPJMD. In format, the suitability level of each city/regency can be seen in Figure 2.

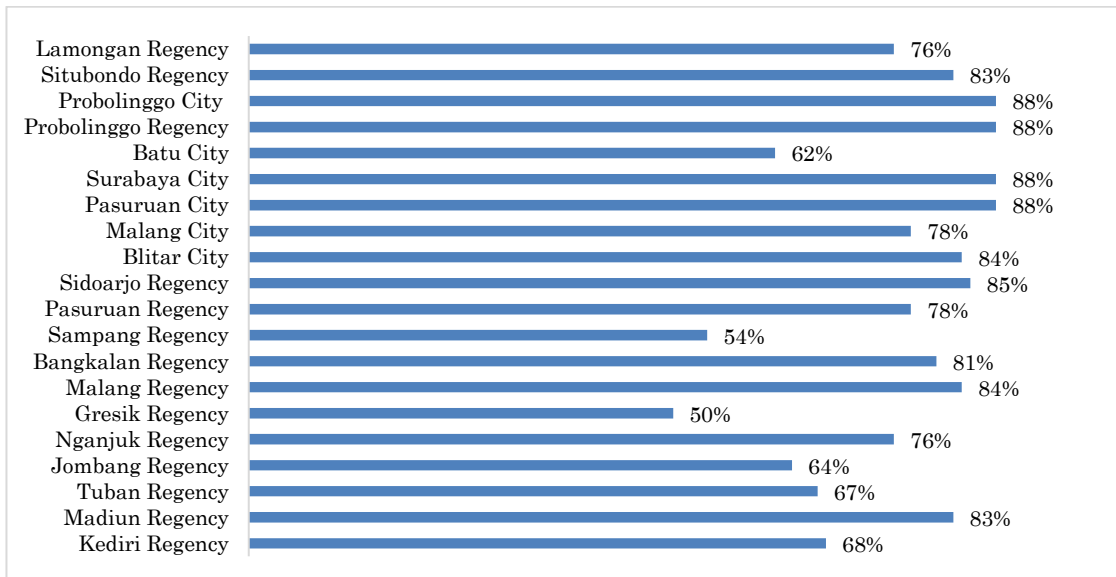


Figure 2. Comparison of the Compliance Percentage of RPJMD in each Regency/City and East Java Province

Figure 2 provides information about the suitability percentage of the city/ regency and province of East Java's RPJMD. The majority of cities/regencies in East Java have a suitability level of more than 75 percent although some cities/regencies still have conformity levels under 75 percent. The highest conformity percentage of 88 percent was found in Surabaya city, Probolinggo regency, and city while the lowest conformity rate was 50 percent, namely in Gresik regency. Other results show that four cities, namely Pasuruan city, Malang city, Pasuruan regency, and Nganjuk regency with percentages ranging from 70 percent to 80 percent. However, several cities that were also of concern include Kediri Regency, Tuban Regency, Jombang regency, Sampang regency, and Gresik regency with a percentage that is still below 70 percent.

### Level of Conformity of Provincial RKPD and each Regency/City in East Java

In general, the substance of the RKPD in the twenty regencies/cities is by the substance of the RKPD of East Java Province. Even so, there are several different parts of the format. The most noticeable difference in format is usually in the number of chapters, for example, in Kediri regency with six chapters while in the province there are eight chapters and Tuban regencies as well. In Tuban Regency, combining development policy directions and work plans and regional funding into one chapter, namely, chapter five in the term of policy development direction. Also, in the RKPD document, no chapters are discussing the performance of regional government implementation, there is no standard structure in writing the preparation of RKPD documents between provinces and regencies city. Likewise, the Pasuruan city RKPD only contained six chapters while the East Java Province RKPD contained eight chapters. There are some differences in naming the chapter, sub-chapter, and placement, but it does not change the substance.

In Madiun Regency, systematic and writing differences have been provided. However, some differences are in naming sub-chapters, laying sub-chapters, merging sub-chapters, and adding sub-chapters to a total of only seven chapters where there is no development policy direction chapter. In Jombang district, the suitability of regional and provincial planning documents has been substantively appropriate based on the alignment form used both originating from Permendagri No. 86 of 2017 and the East Java team while in general, the Nganjuk regency RKPD systematics is by the East Java Province RKPD systematics. Although there are differences in naming chapters, in terms of substance can be said to be the same. Some of the contents of Malang Regency RKPD in 2019 are by the RKPD of East Java Province, although the order of presentation is not the same. Some substances such as in chapter five which is related to development direction and policy are also not available in Malang RKPD.

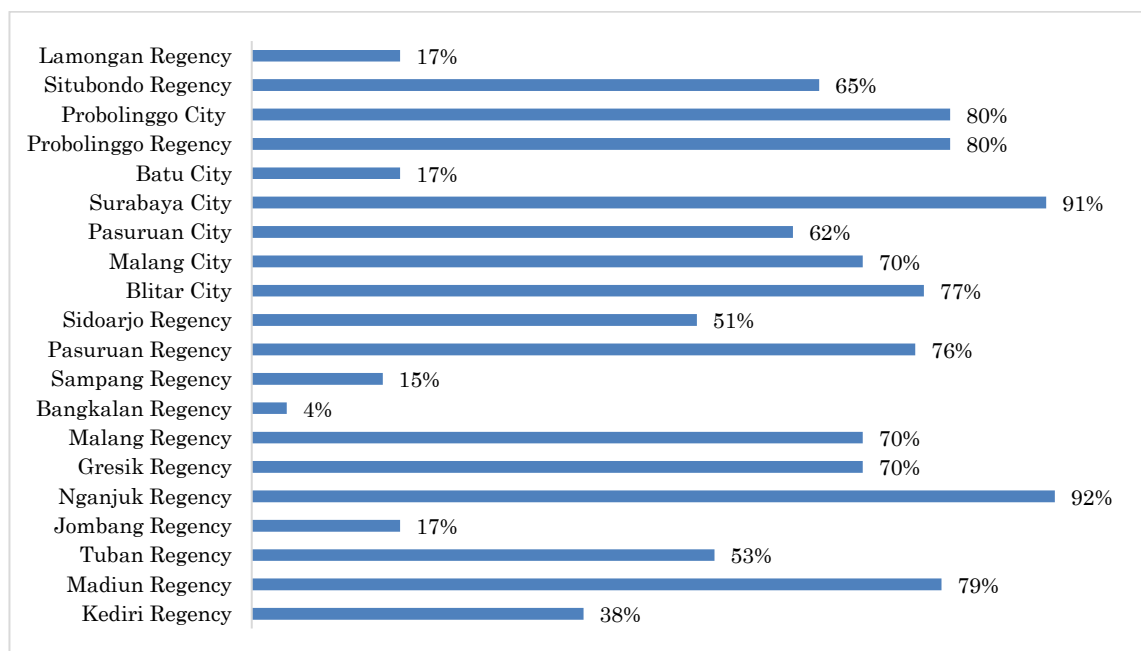


Figure 3. Comparison of Percentage of Suitability of RKP/D in Each Regency / City and East Java Province

Furthermore, in Pasuruan regency, development priority points that should be discussed in the sixth chapter of the regional work plan and funding are discussed in the fourth chapter in the sub-chapter Linkages of regional development priorities with National. Some several chapters and sub-chapters are not listed in the Pasuruan regency RKP/D such as the Direction of Development Policy. In the city of Blitar and Surabaya, it was found that the fifth section does not match the format in East Java RKP/D but the substance is the same. In Batu City, the suitability of regional and provincial planning documents is substantively based on the alignment form used both from Permendagri No. 86 of 2017 and the East Java provincial government team. Even so, in terms of presenting planning documents, there are several different things related to systematic writing. It can be said that substantially there has been a match between the East Java province RKP/D and the regency/city RKP/D (Widiyanti, 2019).

In format, the level of conformity of each city/regency can be seen in Figure 3. It compares the average suitability of the city/regency RKP/D format with East Java Province. From the figure, it can be seen that the level of suitability varies between cities/regencies. The highest suitability percentage is Nganjuk regency with a percentage of 92 percent, followed by Surabaya city with a percentage of 91 percent. While the lowest suitability level is in Bangkalan with a percentage of four percent. There are several regency cities with a percentage of between 70 percent and 80 percent, namely in Madiun Regency, Gresik Regency, Malang regency, Pasuruan regency, Blitar city, Probolinggo regency, and Probolinggo city, respectively.

## CONCLUSIONS AND SUGGESTION

Evaluation of the suitability of the RPJMD has been carried out by the guidelines and using all forms in the Minister of Home Affairs Regulation. In general, the substance of the RPJMD in the twenty regencies/cities is by the substance of the RPJMD of East Java Province. Even so, there are several different parts of the format, for example in the placement of chapters or sub-chapters or the naming of chapters. In general, the substance of the RKP/D in the twenty regencies/cities is by the substance of the RKP/D of East Java Province even though there are several different parts of the format. A key policy priority should therefore be to plan for the long-term, medium-term, and short-term care of an appropriate document with the given guidelines. This study suggests to elaborate and compare several overlooked variables such as community participation and the business sector in supporting the development of city/regency planning.

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