

POLICY MAKING OF STRATEGIC PLAN IN SUCCESS OF FIVE YEAR DEVELOPMENT AGENDA OF PANDEGLANG REGENCY OF BANTEN PROVINCE - INDONESIAN

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Abstrak

Pembuatan kebijakan rencana strategis lima tahun substansinya, melibatkan partisipasi dalam proses perumusan kebijakan melalui Musyawarah dalam desentralisasi otonomi daerah. Artinya, ia memberikan kewenangan pemerintah pusat kepada daerah otonom dalam menentukan kebijakan (otoritas politik) dan menerapkan kebijakan (otoritas administratif), berdasarkan suara lokal dan pilihan lokal. Pemerintah daerah diharapkan untuk mengidentifikasi kebutuhan, merumuskan tujuan pembangunan, dan membuat rencana strategis yang sesuai (Renstra) untuk mencapai tujuannya.

Penelitian ini menggunakan metode kualitatif dengan pendekatan deskriptif dengan mengumpulkan berbagai data dari berbagai sumber dengan teknik triangulasi. Tujuan dari penelitian ini menjelaskan tiga hal, yaitu menetapkan agenda, perumusan kebijakan dan penganggaran dalam formulasi partisipasi pemangku kepentingan.

Hasil penelitian: Pertama: partisipasi dalam perencanaan pembangunan dalam tahap tokenisme dan elitis, kemitraan antara masyarakat dengan birokrasi dan pejabat politik masih merupakan persekutuan subordinasi. Dialog yang diadakan masih semu dan pengambilan keputusan tidak dilakukan dengan tawar-menawar di antara para aktor. Kedua: Kualitas perencanaan masih buruk, karena belum mampu menjawab kebutuhan masyarakat dan tidak ada substansi yang saling berhubungan antara dokumen satu dengan lainnya.

Kata Kunci: Kebijakan Membuat Rencana Strategis, Pengembangan Agenda Sukses Kabupaten Pandeglang Lima Tahun.

A. Background

Writing articles making Strategic Plan Policy (Renstra) Pandeglang Province Banten Province of Indonesia is the result of research and community service on Public Administration Studies Program Faculty of Social and Political Sciences Universitas Prof.Dr. Moestopo (Religion). Implementation of the research is done from the start of the formulation process to the stabilization of Policy and Implementation of Strategic Strategic Plan (Renstra). According to Abdullah, Assegaf Ibrahim, (1995) is to provide an overview and documentation review from the start of the process of policy formulation as reinforced by Yamit, Julian, (2001) in preparing five yearly planning for the Regional Device Work Unit (SKPD). As stated

in the Regional Regulation (Perda) of Pandeglang Regency Number 6 Year 2008, regarding Formation, Organizational Structure and Work Procedure of Regional Devices of Pandeglang Regency.

This regulation is used as a reference for the drafting of the Work Plan (Renja) and Development Policy Development of Pandeglang Regency as stated in the Pandeglang District Medium Term Development Plan (RPJMD) as the implementation of regional autonomy (Munir, Badrul, 2002) and according to Law No. 25 of 2004, on the National Development Planning System and Law Number 32 of 2004, on Regional Government (Pemda). In this case the Regional Government of Pandeglang Regency as the object of research writing scientific articles. There are three substances that are submitted in article writing that is, first; writing is a scientific study of all documentation of the formulation and policy making of the development of Pandeglang Regency as outlined in the five-year Renstra at the Regional Government of Pandeglang Regency (Perda No. 1/2008, on Pandeglang District Government Affairs). Secondly, as a scientific study of operational technical planning and a technical translation of the RPJMD, including regional financial arrangements as the implementation of derivative programs of the RPJMD, (Permendagri No. 13/2006, Guidelines for the Administration of Regional Finance).

The author also outlines the Vision, Mission, Direction of Technical Policy and Indication of Program Plan of each Field of Authority and or Function of Pandeglang District Government (Permendagri No: 13/2006). Second; writing refers to the main duties and functions (Tupoksi) implementation of local government as a constitution that makes the process of formulating policies and public services, in addition to various policies and priorities Pandeglang local government program (Bastian, Indra, 2001).

While the purpose according to Soenarko, (2000), mentioning can guarantee the creation of synergy and synchronization of development program either vertically or horizontally between work units, considering the work unit is the main implementation with the support of stakeholder element from society and business world including in the management of regional finance , (Perda Kabupaten Pandeglang Number 10 Year 2007). It must be in accordance with the implementation of the Pandeglang RPJMD policy for a period of five years, including in preparing regional spatial planning (Setiawan, Bobi B, 2002).

Third; writing describes the stages and procedures for the preparation of the RPJMD, stating that the RPJMD is a regional development plan for a period of 5 years which is often called the Strategic Plan (Renstra). Operational RPJMD is described for government activities or programs every year in the Government Work Plan (RKP) or often also called the Government Work Plan (Renja) of the Government (Permendagri No. 54 of 2010).

Explanation of the Regulation of the Minister of Home Affairs of the Republic of Indonesia Number 54/2010, stating the position of RPJMD Kabupaten is a document that becomes the guidance in preparing the Government Work Plan (RKP) Kabupaten. While RKP Pandeglang District which is determined through the Regional Regulation (Perda) is a policy process of RPJMD Pandeglang District.

The success of RPJMD in the effort of implementing the development of autonomy in an area according to Munir, Badrul, (2002), is determined by the quality of the RKP prepared for the work program for one year. Therefore, the measurement of the quality of a development work plan is more accurately measured in the operational work plan, ie RKP through assessment at each phase or stage of the planning process (Dunn, 1998). In the Law no. 25 of 2004 on Development Planning System has been stated in Chapter II Article 4 Letter d which states that development planning aims to optimize public participation, (Maddick, Henry, 1957).

Thus, the Act has ensured that in every step of development planning both at the central and regional levels of community participation according to Muluk, Khairul MR, (2005), states mandatory to be heard and considered government. Planning menu according to Conyers, Diana, (1984), done by stages: agenda setting, policy formulation and budgeting. Some obstacles and obstacles in planning and budgeting based on performance, among others, according Kepmendagri No. (2) the budget team has not been fully involved at each stage of the planning (3) lack of knowledge, understanding and also (1) the structure of the Local Government Work Unit (SKPD) has not provided sufficient space for the preparation of integrated planning and budgeting. motivation of employees to implement optimal performance budget (4) limited local budget (Tjokroamidjojo, Bintoro, 1996).

According to Suhirman, (2003), put forward the view of institutional prerequisites for democratic governance in expressing the public interest. Among them is mentioned by Wibawa, Samodra, (1994), which states that the view that democracy basically refers to the right to participate in influencing or determining decision-making, especially those concerning individual interests of community members and public services (Tjokrowinoto, Moeljarto, 1996). Meanwhile, participation can only occur when there is a process of empowerment by a political force which has rights in this case the government, (Wibawa, Samodra, 1994).

Writing articles review the documentation and take to the field from the results of interviews with decision makers, described according to

Abdullah, Assegaf Ibrahim, (1995), on the analysis of the formulation and the making of the Pandeglang Strategic Plan Policy (Renstra) which contains the process of formulating a democratic planning policy in the implementation of Nurcholis enhanced regional autonomy, Hanif, (2005).

The strategic plan is based on the National Development Program (Propenas) and followed by the preparation of the Government Work Plan (RKP) which sets the priorities of the national development budget. Renstra emphasized the program to achieve the mission stated in Propenas.

While RKP provides more detailed programs and activities to link government development plans to the central development budget for the coming year (Yamit, Julian, 2001). Formulating and making a policy is a documentation Development planning can be interpreted as an effort to connect knowledge or techniques based on scientific principles into praxis (practices based on theory) in the perspective of the interests of the public or public (Yamit, Julian, 2001) .

In the era of decentralization, autonomous regions are defined as the unity of the legal community which has regional boundaries authorized to regulate and administer

government affairs and the interests of local people according to their own initiative based on community aspirations (Nurcholis, Hanif, 2005).

Autonomous regional government is a regional government whose governing body is elected by the local population and has the authority to regulate and manage its own affairs (Nurcholis, 2005). Nurcholis, Hanif, (2005), states local authorities are not only providers of services: they also political institutions for local choice and local voice. Delegation of authority given to the region in the form of the authority to set (rules making = regelling) and the authority to take care (rules application = bestuur).

According to Hoessein (2001, in Nurcholis 2005) the policy making function is performed by elected officials, while the policy executing function is carried out by the appointed officials / local bureaucrats. So that in the local government there are three main actors namely (1) society, (2) elected official / political officer (regional head and parliament), and (3) presented official / bureaucracy. The transfer of authority applied in regional autonomy is open end arrangement or general competence.

Regions are given the discretion to exercise authority based on their own needs and initiatives beyond the authority of the central government. In the concept of autonomy Muluk and Khairul MR, (2005), said that the central government only leaves the foreign, defense, security, yustisi, monetary and fiscal and religious authority. In Law No. 32/2004, on Local Government which is still valid, has a pattern of government administration system and the division of authority between the central and regional governments as mentioned above. The transfer of administrative and political authority to the region has implications for regional development planning. According to Nurcholis and Hanif, (2005) mentions before regional autonomy, central government holds political authority, while local governments exercise administrative authority. However, in the current era of regional autonomy, regions are expected to be able to form policy (policy making function) and able to implement policy (policy executing function).

The regions are expected to be able to identify their own needs, formulate their own development goals and be able to create a strategic plan for achieving goals (Munir, Badrul, 2002). The practice of this bottom up planning approach in local governance is often faced with the following problems: (1) RKP is not a continuous plan because it is only prepared for one year, (2) it is still unclear how and when integrated top-down and bottom-up planning.

So is who is responsible for ensuring integration or what happens if the autonomous region decides to ignore the Propenas from the center, (3) field planning shows a big gap in taking into account the financial capacity of only the annual regional planning that incorporates the fiscal capability, (4) that the plan is too focused on development budgets and projects rather than looking at the overall budget (Nugroho 2004). Although it has been asserted that decentralization concerns the transfer of political and administrative authority, many still assume that development planning is a manifestation of the policy executing function that is the responsibility of the government / executive, especially the bureaucracy (Bappeda).

The legislative task or members of the Regency DPRD only criticize and legitimize while the task of the community provides policy support for the established program. The regional development planning model should be built in line with the authority given by the central government to the LG. Development planning dominated by bureaucracy is no longer relevant to the current system of regional government. The participation of all local stakeholders is needed to plan according to local aspirations and initiatives. For this reason, a participatory development planning system is needed. The development plan is formulated through the Development Planning Deliberation forum (Musrenbang).

In Planning and Development Deliberation (Musrenbang) involves all actors or development actors in the preparation (Setiawan and Bobi B, 2002). And divided into Long Term Development Plan (RPJP), Medium Term Development Plan (RPJM) and Annual Work Plan Development (RKP). RKP is a form of operational plan of RPJP and RPJM. Also referred to as the Regional Development Plans (RKPD) is the guideline for the preparation of Regional Revenue and Expenditure Budget Plan (RAPBD) District. Before the activities are carried out to meet the needs of the proposed community and other stakeholders transformed into APBD ready to be operated, actually has been through a very long planning process, whether it is related to physical planning such as the construction of public facilities, facilities and public and other parasara etc., as well as non-physical development such as the promotion of technical skills as a means for improving the welfare of the public (Yamit, Julian, 2001).

In connection with the writing, discussed is about the process of development planning from the level in the Village, which continued at the district level and up to the district level which ultimately boils down to the activity plan to get certainty financed from APBD ready to be operationalized (Munir, Badrul, 2002) . It is in this process that the various content and interests of stakeholders always put forward their own aspirations and interests (Nurcholis, Hanif, 2005). This condition leads to the bias and deviation of aspirations. Whereas in this case the wider community is defeated by the interests of small groups which certainly only benefit the group. And of course will forget the needs and interests of the wider community.

Meanwhile, in accordance with the Introduction of the Regional Budget Memorandum of Regional Revenue and Expenditure, it is stated that the general policy of Pandeglang Regency Expenditure Year 2015-2016 is mentioned: (a) Regional expenditure is prioritized in the framework of the implementation of both mandatory and optional government affairs; (b) Expenditure in the framework of the implementation of obligatory affairs shall be used to protect and improve the quality of life of the community in the effort to fulfill the regional obligations in order to fulfill basic services: education, health, social facilities and decent public facilities and developing social security system; (c) Regional expenditure shall be based on a work performance approach, oriented towards achieving the outcomes of planned inputs, in order to improve accountability for budget planning and to clarify the effectiveness and efficiency of budget utilization; (d) Investment and strategic development financing; (e) Supporting the effectiveness of the duties and functions of

the Regional Government Work Units in the context of carrying out the regional government affairs under their responsibility.

The development planning process from the lowest level requires active participation of all stakeholders in the area (Muluk, Khairul MR, 2005). Currently, the participation of stakeholders, including the community is still often ignored. To implement this system requires fundamental changes in attitudes of actors in regional development planning (Islamy, Irfan M, 2003). This system requires a change of public attitudes from passive to active, the parliament from criticizing to creating and bureaucracy from mastering to facilitating. Description of how the process of preparing an annual development plan that starts from the lowest administrative structure of the Kelurahan, continued at the sub-district level and eventually to the district level is necessary.

This is important, because in every level of government this is a good aspiration from the community, other stake holders bureaucracy submitted is expected to be realized, (Faisal, Sanapiah, 2005). The problems that often arise in the Strategic Plan development process are quality issues. The planning process will produce a quality plan. A quality plan tends to accommodate the interests of the various parties concerned with the implementation of a plan. The Analysis of the Formulation of Policy Implementation of Renstra in the implementation of development in Pandeglang Regency to date has not shown good coordination among the Local Government Work Units (SKPD), which impact on the implementation of development that is not touching the interests or needs of the community, especially in the field of people's welfare , labor), further described Ostrom E. (1985), on variables involving public policy variables.

In the description above, it often shows in the development planning process according to (Tjokroamidjojo, Bintoro, 1996), mentions that there is still empirically high percentage of school-aged children who do not get primary education, poor people not covered by the Public Health Insurance (Jamkesmas) unabsorbed workforce in employment (Pandeglang Dalam Angka, 2016).

According to Islamy, M Irfan, (2003), states that quality is a dynamic condition associated with products, services, people, processes and environments that meet or exceed expectations. Conyers, Diana, (1984), states that to improve the effectiveness and efficiency of regional planning and budgeting, it is necessary to improve the planning and budgeting process, among others related to the flow of planning and budgeting process and the preparation of planning and budgeting documents should be consistent. In this regard, the quality of the process can be assessed from the planning and budgeting flow consisting of stages (1). Setting agenda setting, (2). Preparation of policy formulation and (3). Budgeting, and the linkage between planning and budgeting documents. In relation to the quality of development planning, the authors argue that quality development planning is a plan that can meet the needs and desires of stakeholders and consistent from the agenda setting, policy formulation and budgeting. Based on the background of the problems described above and related to the development planning process, the following issues are identified: (a) The mechanism of the planning process despite the applicable rules, but the stakeholders involved have not represented the community; (b) Weak

enforcement of regulations in the development planning process, in the absence of sanctions for violating provisions in the development planning process; (c) The existence of interventions of interest groups in the development planning process, making it difficult to apply priority scale in financing the activities that have been proposed.

Starting from the various problems identified above and looking at the problem above, the analysis of the formulation and implementation of the Policy of the Strategic Plan which constitutes the embodiment of the National Program (Propenas) and the Development Work Plan contained in the five year Regional Development Work Plan (RPJMD) 2015-2016. From the explanation and referring to the identification of existing problems, the question of the Problem Formulation of the authors are: (a) How is the participation of the community and stakeholders in the Pandeglang District Government Strategic Plan 2015 - 2016? (b) What is the quality of Ranstra Pandeglang 2015 - 2016? The purpose of writing is: to conduct a documentation review on the analysis of the formulation of policy implementation Strategic Plan (Renstra) Local Government of Pandeglang Regency Year 2015-2016. So it is expected to be an input for readers and policy makers in making Renstra in other Kota District. General Purpose of writing: (a) To describe the participation of stakeholders in development planning in Pandeglang Regency in 2011-2016; (b) To describe the quality of development planning in Pandeglang Regency for budget year 2015-2016. Specific objectives: (1) Proactively anticipate changes that occur within the scope of the Organization of Regional Devices (OPD), so that service can be done primarily through the intensity of communication with all Stakeholder; (2) Determine the performance benchmarks of a program to conduct annual performance evaluation of the Pandeglang District Secretariat; (3) reading reference materials for other LGs that will make the Plan Strategis policy placement in the district and district secretariats. The research methodology used qualitative method approach, with approach of description of phenomenon or social reality.

Descriptive research is intended for exploration and clarification of a phenomenon or social reality, by way of describing a number of variables related to the problem and the unit under study. As explained above, in the regional annual development planning process involving various stakeholders, this will be able to know how much participation and how the quality of the resulting plan (Faisal, Sanapiah, 2005)

B. Concept of Regional Development (Territory).

Katz (1971) argues that development as a planned process of change from one national situation to another national situation is higher (in Tjokrowinoto, 1987: 3). Esman (1991) states that the essence of development is a steady and steady progress towards improving human living conditions (in Tjokrowinoto, 1996: 91), whereas Todaro (1986) argues that development is a process of improving the standard of living of society as a whole dynamic.

Henry Maddick (1957: 34), decentralization includes the process of deconcentration and devolution. Deconcentration is the delegation of sufficient authority to release special functions to staff from a central department outside the

head office. Devolution is the legitimate granting of power to dispose of specified functions or residual functions on locally-enforced formal authorities (Setiawan and Bobi B, 2002).

Maddick, Henry, (1957), decentralization adopted in Indonesia embraces the concept of open end arrangement which means that the center delivers authority to the region based on its own needs and initiatives outside the central authority (Nurcholis 2005: 76). In Law No. 32/2004 on Regional Government, the central government leaves only foreign, defense, security, yustisi, monetary and fiscal and religious national authorities. So the scope and extent of development is more a decision of the local community. Munir (2002) affirms the essence of regional development is a central issue in regional development lies in the emphasis on development policies based on the peculiarities of endogenous development by using local human resource, institutional and physical resource potentials.

From some of the above understanding it can be summarized that regional development is a process of planned change in accordance with the characteristics characteristics, aspirations, and creativity of the region, covering all areas / functions submitted to the region to achieve the objectives set by using the potential resources in the framework of regional autonomy (Faisal, Sanapiah, 2005).

C. Concept of Planning Policy Discussion

The definition of development planning can be seen from several aspects. In terms of activity Conyers (1984: 5) states that planning involves matters involving decision making or choices about how to make the most of the resources available to achieve certain goals or future realities.

From the aspect of substance, planning is the setting of goals and the determination of alternative actions, such as the statement of Widjojo Nitisastro (1963) reveals this plan in principle revolves around two things, the first, is the conscious choice of the concrete objectives to be achieved within a certain period of time basic values held by.

The same is stated by Mayer (1985: 4) that the formulation of objectives and the design of alternative actions (programs / activities) became the most dominant thing in the planning. The purpose of regional development planning as presented by Mayer (1985: 4), is in order to answer the needs of the community to achieve certain goals. According to Munir (2002: 41) based on the timeframe, planning can be divided into: (a) Long-term planning, usually has a time span of 10 to 25 years. Long-term planning is a development blueprint that must be implemented over a long period of time; (b) Medium-term planning, usually having a time span of 4 to 6 years. In medium-term planning though still common, but goals in large groups (sectoral targets) can already be clearly projected; (c) Short-term planning, has a time span of 1 year, usually called annual operational plan. When compared to long-term and medium-term plans, short-term plans are usually more accurate (Islamy, M Irfan, 2003).

From the above definitions, conclusions can be drawn about the annual regional development planning can be defined as the process of preparation of plans that have a period of one year which is the operational plan of the long-and medium-

term plan that contains the steps of setting goals and policy / program / activity selection to address the needs of local communities as well as the control of implementation of the implementation program on public sector analysis, (Ostrom (eds.) 1986).

D. Plot of Regional Development Planning

In the author's opinion, for the seventh to the ninth step is not part of the planning, but is part of the execution process. The explanation of the first step up to sixth is: (a) Determination of goals The goal is an expression of a value associated with an ideal future condition to be achieved. Source of destination is usually from the Constitution or the Law which has been established previously; (b) Assessment of needs Requirement is the demand for a better state. Needs assessment is a determination of the size of the conditions occurring in society, where decision makers are expected to improve or fulfill them; (c) Specification of objectives In this step is to set targets or outcomes to be achieved / measurable which is an operational definition of a predetermined objective; (d) Design of alternative actions This step is to identify or design some alternative actions to be taken by decision-makers to achieve a predetermined goal.

Mayer (1985: 16) adds that planning is closely related to policy making. In fact both are often interchangeable. According to Mayer the difference is more due to the historical development of the literature and not in the sense attached to the term. James E Anderson (1978: 3) says that the policy is "A purposive course of action followed by an actor or set of actors in dealing with a problem or matter of concern. (B) preparation of the agenda (agenda setting), (c) formulation of proposals, (d) approval of policies, (e) implementation of policies, and (f) policy assessment. In the author's opinion, the fifth and sixth steps are not included in the policy formulation process but are included in the policy cycle.

The formulation of the problem according to Dimock (in Sunarko, 2000: 42) states that: "Public policy is the reconciliation and crystallization of views and wants of many people and groups in the social body." Problems can not be formulated by itself. Policymakers should seek and determine the identity of the problem in the form of opinions or wishes of community members. So it can then formulate the policy issues correctly. Not all issues will be selected to complete. To be able to choose which problem to solve is necessary step formulation of the problem (Islamy, 2003: 80-81).

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According to Robert Eyestone (in Sunarko, 2000: 78) states that "To issue the problem requires the ability of the actors to cover (ie, Islamy, 2003, p 81): (a) the awareness and sensitivity of the community to see its own problems; (b) awareness, sensitivity and decision-making ability to see the problems facing society as a matter

of responsibility to be overcome based on existing innovations including developing existing institutions (Ruttan VW and Hayami Y. 1984).

Agenda Setting: Cobb and Elder (Lester, 2000, p 67) defines the agenda setting as: "a set of political controversies that will be viewed as falling within the range of legitimate concerns; meriting the attention of the polity; a set of items scheduled for active and serious attention by decision making body ". Issues can enter into decision-makers through two agendas (Lester, 2000: 68): (a) Systemic Agenda, covering all issues being discussed extensively, which is expected to be resolved by the government; (b) Institutional Agenda, that the issue has become accepted by the decision maker and is being formulated in its solution, as Lewis C. (eds.) suggests. 1995, in the development of the developing / third world economy.

Formulation of policy proposals: The formulation of public policy proposals by Wibawa, Samodra, (1994), is the activity of developing and developing a series of actions necessary to solve the problem. The steps in this activity are (1) identifying alternatives, (2) defining and formulating alternatives, (3) assessing alternatives, (4) choosing satisfactory alternatives (Islamy, 2003: 92-94). The steps presented by Islamy above is a Comprehensive Rational model. Another model is incremental taken when there is limited time, cost and information owned. Model Formulation of Proposed Policy Analysis The formulation of a policy proposal is an activity to develop and develop a series of actions necessary to solve the problem (Dunn WN, 1994).

The steps in this activity are (1) identifying alternatives, (2) defining and formulating alternatives, (3) assessing alternatives, (4) choosing satisfactory alternatives (Islamy, 2003: 92-94) is a Comprehensive Rational model. Another model is incremental taken when there is limited time, cost and information owned. This model is an attempt to modify the existing programs. (Wahab, 2004: 23; Wibawa, 1994: 11).

Policy approval: Policy proposals will be legitimate policy when adopted or legitimated by an authorized person or body normally conducted by the legislature. According to Tjokroamidjojo (1995: 66), the development plan in order to gain strength in its implementation needs to get a formal status or a certain legal basis. The three patterns are: (a) The first pattern, development planning is discussed and must be validated through a decision of the representative body of the people, although the preparation is of course done by technical planning bodies; (b) The second pattern, development planning is more a government policy alone; (c) The third pattern, the basic policy outlines of a development plan are approved and established by the representative body, while the policies and programs of subsequent development become government decisions (Suhirman, 2003).

Munir (2002: 35-39) taking into account the development planning guidelines issued by Bappenas, there are five stages: (a) policy formulation (b) programming (c) preparation of financing (d) performance monitoring and evaluation (e) program refinement. For step (d) and (e) is not a planning stage.

The process of preparing the development planning (Conyers, Diana, 1984) is as follows: (1) A review of circumstances, (2) Estimated circumstances to be passed by the plan, (3) Determination of plan objectives and election ways of achieving the

objectives of the plan, (3) Identifying the policy and or business activities that need to be done, (4) Approval of the plan.

Programming: In this step a more detailed formulation is needed to implement the objectives and policies that have been set in policy setting. Development plans are classified into various programs by establishing: program objectives, program objectives, and key activities undertaken. The formulation of programs and activities called programming is an annual plan containing the strategic steps (activities) selected to achieve the strategic objectives reflected in the objectives along with the estimated resources (HR, costs, equipment etc.) required for it. Because the program contains activities so that the program can be defined a set of activities planned to realize the achievement of targets that have been set (Tjokrowinoto, Moeljarto, 1996).

Preparation of Financing / Budgeting: In the process of preparing financing, planned sources of funding to implement development programs implemented based on the principle of deconcentration, decentralization or co-administration (Bastian, Indra, 2001). The principle of efficiency and effectiveness is a major consideration in the preparation of financing priorities, so it needs to be supported by standards of unit price for the components of financing. The preparation of financing contained in the Regional Revenue and Expenditure Budget (APBD). According to Abdullah (1995: 51) budget is the process of elaboration of plans into quantitative figures (money) arranged systematically in the estimates of income, expenditure (and financing), while the Governmental Accounting Standards Board (Basas (2001: 79) defines budget as a financial operation plan, which includes estimates of the proposed expenditure, and the expected source of income to finance it within a certain period of time. The budget is the final result of the process of preparing the work plan that will serve as the basis for implementing the program or activity as well as the control tool.

E. Overview of Local Government Service of Pandeglang Regenc.

1. Position of Main Task, Function

Based on the Regional Regulation of Pandeglang Regency Number 6 Year 2008 regarding Establishment, Organizational Structure and Work Procedure of Regional Device of Pandeglang Regency, Organizational Structure of District Secretariat of Pandeglang Regency consist of: (1) Secretary of Region (Setda); (2) Government Assistant and People's Welfare oversees: Section of Administration of Public Administration, Legal Section, Section of Welfare Administration. (3) Assistant for Economy and Development oversees: Development Administration Section, Natural Resources Administration Section, Economic Administration Section. (4) The General Administration Assistant shall supervise: General Section, Public Relations Division and Organization Section. (5) Functional Position Groups. (6) Staff Akhli.

2. Service Performance

This writing is expected to illustrate the implementation of government tasks in carrying out the development to support the implementation of regional autonomy which is highly dependent on the ability of its apparatus. Therefore, in achieving the expected goal required employees who have the competence and

discipline with the accompanied also the increase and development of institutional and apparatus resources.

Competence is concerned with the level of skills and knowledge, improving the quality and capacity of apparatus resources within the Regional Secretariat of Pandeglang District is very important to be done, since in the era of regional autonomy now demands professionalism of employees in understanding strategic issues to be able to formulate a synergistic policy, with the increasing of Community Resources which will of course have an impact on the demands of improving the quality of public services and it also depends also on the existing facilities and infrastructure at the Regional Secretariat of Pandeglang Regency.

F. Conclusions and recommendations

1. Conclusion,

Participation, in the development planning policy process in Pandeglang Regency for the fiscal year 2015-2016 is still tokenism that is still merely a symbolic act and is still elitist-representative. The partnership between the community and the bureaucracy and the political officials as well as between the bureaucratic sub-districts / kelurahan and the urban bureaucracy is still a subordinate union of partnership. Bureaucracy and political officials have access and have wide authority in every stage of planning compared to other actors. Dialogue is still less effective, because the exchange of information between bureaucracy and political officials with the community has not been established.

The quality of Regional Development Planning in Pandeglang Regency is still poor, because it has not been able to answer the needs of the community, has not had a clear plot of planning, and there is no interconnected substance between planning documents with each other. Planning mechanisms still rely on hierarchical activity proposals from physically oriented bureaucracies and have not yet comprehensively addressed the emerging strategic issues in society.

2. Suggestions

In order to increase participation in development planning the suggestions that need to be done are:

- a) Before the community submits its proposal should be equipped first with information about strategic issues, policy direction, development priority, budget capability, SKPD programs / activities that are indicative useful for community reference in submitting the proposed activities.
- b) To improve the quality of the proposed community activities, the administrators of the bureaucracy can be the facilitators of the development planning up to the Kelurahan level.
- c) To establish a partnership of a linear collaborative partnership, the community should be granted access at each stage of development planning and be given equal authority with the bureaucracy, especially in decision making. The community is involved in the musrenbang committee, the determination of the musrenbang participants and the election of musrenbang leaders.

- d) The commitment of political officials is necessary actively in every stage of development planning and respecting the results of participatory development planning by not intervening in an operational nature.

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