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# Performance of Regional Development Planning Through Development Plan Deliberation (Musrenbang) in the Framework of Optimizing Regional Autonomy

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## Performance of Regional Development Planning Policy Through Development Plan Deliberation (Musrenbang) in the Framework of Optimizing Regional Autonomy

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### Abstract

The regional development planning policy carried out through Musrenbang according to the level of government has long been implemented. This research aims to find out the concept and performance of development planning policies through the Development Plan Consultation (Musrenbang) so far, as well as problems and solutions in the future. The research method used is descriptive method with qualitative approach through literature study. The results of the study indicate that the concept and performance of the implementation of regional development planning policies as a whole in order to produce an effective development implementation based on more adequate planning has not been achieved effectively. Implementation of regional development planning policies through Musrenbang is also still faced with a number of obstacles, both internal and external. This is related to factors such as socio-economic and technological conditions, less than optimal public support, attitudes and resources owned by the group, less than optimal support from the central government and regional governments themselves, as well as weak commitment and leadership abilities among several implementing officials at the regional level.

**Keywords:** Public Policy, Policy Implementation, Performance, Development Planning, Musrenbang

### 1. Introduction

The progress of a nation can only be achieved by implementing development in all fields. Development efforts in Indonesia are carried out through national development and regional development which are realized through regional autonomy policies. The implementation of the regional autonomy policy is currently based on RI Law Number 23 of 2014 concerning Regional Government. In the context of regional autonomy policy, the regional government regulates and manages its own government affairs according to the principles of autonomy and assistance tasks, which are directed at accelerating the realization of community welfare through improvement, service, empowerment, and community participation, as well as increasing regional competitiveness by taking into account the principles of democracy, equity, justice, privileges and specificities of a region in the NKRI system. Meanwhile, the financing aspect is based on RI Law Number 33 of 2004 concerning Financial Balance between the Central Government and Regional Governments.

In accordance with the development and demands of the government and global strategic environment, reform efforts in the development planning system are carried out continuously, including the change of development planning mechanisms from centralized to decentralized. The implementation of the development planning process at various levels of government, in addition to the involvement of the government and the private sector, also increased community participation starting from the village, sub-district, district/city to the national level, namely through the Development Plan Consultation (Musrenbang) process (Solichin & Semendawai, 2013). The implementation of Musrenbang itself is regulated in RI Law Number 25 of 2004

concerning the National Development Planning System, which states that the mechanism for preparing development plans, both at the central and regional levels, is carried out through a mechanism called the Development Plan Deliberation (Musrenbang), the purpose of which is so that the aspirations and needs of the community can be accommodated in the planning process for the following year. Musrenbang is a forum between actors in the context of preparing regional development plans. Musrenbang is held once a year in the context of preparing the Regional Work Plan (RKPD) (Sumiati, et. al, 2024).

However, the process of implementing regional development planning policies as a whole to produce an effective development implementation based on more adequate planning (ideal) has not been achieved (Solichin and Semendawai, 2013). In other words, the performance of regional development planning through Musrenbang is still not effective in supporting the implementation of regional development itself and national development so far. For this reason, the process of implementing regional development planning policies through Musrenbang needs to be known for its effectiveness or performance.

In this paper, the problem formulation is: "How is the performance of the implementation of regional development planning policies through the Musrenbang quite effective or not, especially in supporting the quality of regional development planning itself and national development so far?" For this reason, the focus of the problem is directed at: (a) the concept of development planning policy through Musrenbang; (b) the performance of the implementation of regional development planning policy through Musrenbang so far; (c) problems in the regional development planning mechanism; and (d) expected conditions in the future regional development planning mechanism.

## 2. Theoretical Basis

### Definition of Government Policy

According to Dye (Lubis, 2007) states that "policy is the Government's choice to determine the steps ("to do or not to do"). Meanwhile, Lasswell and Kaplan (Islamy, 2000) state that policy is "a projected program of goals, values and practices". Friedrich (in Abidin, 2004) states that "Policy is a series of action concepts proposed by a person or group of people or government in a certain environment by showing obstacles and opportunities, towards the implementation of these proposals in order to achieve certain goals." Then Friedrich also detailed the main things in a policy, namely the existence of : a) goals, b) objectives, and c) purpose. According to Anderson (Islamy, 2000) that policy is "A purposive course of action followed by an actor or set of actors in dealing with a problem or matter of concern." Easton (Islamy, 2000) defines policy as "the authoritative allocation of values for the whole society."

Based on the description of the definition of policy above, it can be stated that government policy is essentially a government decision to take action or not to take certain actions, in order to achieve certain goals. In the context of local government, local government policies are all decisions that have been discussed and approved jointly by the Local Government and DPRD, and are stipulated by Regional Regulations to achieve certain goals.

### Policy Implementation Concept

Policy implementation is essentially a series of planned, systematic and gradual activities carried out by related parties in accordance with the lines of provisions contained in a policy to achieve certain goals. According to Tachyan (2006) that "the implementation of government (public) policy is a complex process, involving organizational, leadership, and managerial dimensions of the government as the holder of authority." In fact, it is often politically charged, due to the intervention of various interests (Agustino, 2006).

Udoji (Wahab, 2008: 59) says “the execution of policies is as important if not more important than policy making. Policies will remain dreams or blue prints file jackets unless they are implemented.” Meanwhile, Van Metter and Van Horn (Wahab, 2008) formulate the implementation process as follows: “those actions by public or private individuals (or groups) that are directed at the achievement of objectives set forth in prior policy decisions.”

Thus, the policy implementation process directs understanding to the extent to which the actions of implementers are in accordance with the procedures and policy objectives outlined by policy makers. This focus of attention has consequences for attention to organizational or bureaucratic aspects as a measure of the efficiency and effectiveness of the implementation of a government policy. According to the policy implementation model developed by George C. Edward III called “Direct and Indirect Input on Implementation” there are four variables that determine the success of a policy implementation, namely: (1) communication, (2) resources, (3) disposition, and (4) bureaucratic structure. Meanwhile, according to Hoogerwerf, (1983) there are three elements supporting the success of policy implementation, namely (a) the existence of policies to be implemented, (b) target groups, and (c) responsible implementing elements. In addition, the success of a policy is also determined by community support and participation. According to Islamy (2000), government policies will be effective if they are implemented and have a positive impact on community members.

### 3. Method

This study aims to find out the concept and performance of development planning policies through the Development Plan Consultation (Musrenbang) so far, as well as problems and solutions in the future. This study uses a descriptive research method with a qualitative approach and uses a literature study. Data and information were collected from various relevant literatures and analyzed qualitatively to facilitate discussion and then to draw a conclusion.

### 4. Results and Discussion

#### Concept of Development Planning Policy through Musrenbang

The definition of planning according to article 1 paragraph (1) of Law Number 25 of 2004 concerning the National Development Planning System is “a process for determining appropriate future actions, through a sequence of choices, by taking into account available resources.” Meanwhile, the definition of regional development itself, according to Article 1 paragraph (2) of Government Regulation Number 8 of 2008 concerning Stages, Procedures for Preparation, Control and Evaluation of the Implementation of Regional Development Plans, states that: “Regional development is the utilization of resources to improve the real welfare of the community, both in terms of income, employment opportunities, business opportunities, access to policy making, competitiveness, and an increase in the human development index.” Furthermore, Article 1 paragraph (3) also confirms the definition of regional development planning, which is a process of preparing stages of activities involving various elements of stakeholders in it, in order to utilize and allocate existing resources in order to improve social welfare in a regional / regional environment within a certain period of time.

Planning and the development process are two things that are interrelated with each other. In the planning stage, the development implementation process that will occur within the planning period is expected to be in accordance with the planning framework that has been prepared previously. Thus, planning is a temporary answer to development problems faced by the community. The planning aspect, including planning in the field of regional development, needs to be carried out before the main/main activities are carried out, namely in the form of

implementing regional development plans according to their respective fields. Thus, without effective planning, it is feared that a regional development program / activity cannot be carried out effectively, efficiently and accountably and sustainably. Therefore, planning is not only a development tool but also a tool in budgeting and as an evaluation tool.

According to Albert Waterston (Turner and Holme, 1997) that in essence “planning is a conscious, organized, and continuous effort to choose the best alternative from a number of alternatives to achieve certain goals”. According to Siagian (2003:88) planning is defined “as the whole process of thinking, and determining carefully about things that will be done in the future in order to achieve predetermined goals”. Tjokroamidjojo (1995) formulates the meaning and function of development planning as follows: (a) Planning in its broadest sense is a process of systematically preparing activities that will be carried out to achieve certain goals; (b) A way to achieve goals as well as possible (maximum output) with existing resources so that they are effective and efficient.

According to Tjokroamidjojo (1995) that in development planning, it is necessary to know five main things, namely: First, are the development problems of a society associated with the sources of development that can be sought, in this case economic resources, and other resources; Second, are the goals and objectives of the plan to be achieved; Third, are the policies and ways to achieve the goals and objectives of the plan by looking at the use of its resources, and the selection of the best alternatives; Fourth, translation in programs or concrete business activities; Fifth, is the time period for achieving goals.

Furthermore, Tjokroamidjojo (1995) also emphasizes in general, that the main elements contained in development planning are: (a) Policy or basic strategy of the development plan, also known as the direction, objectives and priorities of development, including development targets. This element is the basis of all plans which are then poured into the elements of planning; (b) Estimated sources of development, namely sources of development financing which are also very important to know in the preparation of development planning; (c) The existence of a planning framework, also called a macro planning framework, in this framework various development variables are connected and the implications of these relationships; (d) Description of a consistent policy framework, various activities need to be formulated and implemented, and also these development policies must be harmonious and consistent with each other. Policies in this regard include fiscal, budgeting, monetary policy, and other sectoral activities; (e) Investment program, this program is carried out sectorally such as agriculture, industry, mining, education and so on. This sectoral investment program is carried out in conjunction with the preparation of planning objectives, seen from economic development and development in harmony with reasonable cost possibilities; (f) Development administration, this is important in the planning process because an administration is needed.

According to Kartasasmita (1994), the definition of development is: “as a process of change for the better through planned efforts.” Thus, the goal of development to be achieved is to improve the standard of living of the community and the use of resources according to the potential of the region. Based on the above definitions, there are four basic elements of development planning as stated by Arsyad (Robinson, 2002), namely: (a) Planning means choosing; (b) Planning is a tool for allocating resources; (c) Planning is a tool for achieving goals; and (d) Planning is future-oriented.

Furthermore, Alexander Abe (2001) states that : “planning is the activity of people and organizations to develop optimal strategies related to team actions into the future to achieve a set of dreamed goals, to overcome real problems in a complex context, and supported by finance and the desire to allocate resources and act as needed.” Therefore, in the process of preparing regional development planning, it is also necessary to pay attention to the available resources or potentials of the region, both regarding natural resources and the resources of the apparatus



that manages them, as well as paying attention to the ability of the budget to finance the development process.

In the context of implementing regional development planning policies through Musrenbang, in accordance with article 14 paragraph (2) of Law of the Republic of Indonesia Number 25 of 2004 concerning the National Development Planning System, it is emphasized that: The Regional Development Planning Agency (Bappeda) prepares the initial draft of the Regional Medium-Term Development Plan (RPJMD) which is an elaboration of the vision, mission, and program of the elected Regional Head whose preparation is guided by the Regional Long-Term Development Plan (RPJPD) and pays attention to the National Medium-Term Development Plan (RPJMN).

In connection with this, it is necessary to prepare a RPJMD document which becomes the legal basis for regional development budget planning, including Regency / City Regions in the economic, infrastructure and socio-cultural fields which are systematic, measurable, comprehensive, transparent and accountable based on the process in a Musrenbang. Musrenbang is basically a bottom-up development planning mechanism. With this mechanism, it is expected that there will be community involvement from the beginning in the development process. Musrenbang is carried out in stages, starting from the village, sub-district, district/city, provincial to national levels. The function of this Musrenbang is a forum for friendship between the community, between the community and the government, between the community and other stakeholders.

The basis for organizing Musrenbang in each fiscal year that will run, starting from the village level to the national level, is based on the mandate of related laws and regulations concerning local government and state / regional financial management, and more specifically related to Law Number 25 of 2004 concerning the National Development Planning System. The implementing regulation is Government Regulation No. 8/2008 on the Stages, Procedures for the Preparation, Control, and Evaluation of the Implementation of Regional Development Plans. In outline, the time mechanism for implementing the Musrenbang is regulated as follows: (1) Musrenbang at the village/kelurahan level was held throughout January, and by the end of January all villages/kelurahan had conducted it; (2) Sub-district-level Musrenbang is held throughout February, and by the end of the third week of February at the latest, all sub-districts have completed the sub-district Musrenbang; (3) The Regional Government Work Unit (SKPD)/groups regency SKPD forum is held between the second week of February and the first week of March; (4) Sub-Province-level Musrenbang is held throughout March; (5) Central-level Musrenbang is held at the end of March; (6) The Provincial SKPD/Gabungan SKPD Forum is held no later than the 2nd week of March; (7) Provincial-level Musrenbang is held no later than the end of March; (8) The National Development Plan Deliberation (Musrenbangnas) is held at the end of April.

Furthermore, for optimal planning results, the community must submit a prioritized scale of development activities in the development planning process at all levels of government (village, sub-district, regency/city, Provincial and National) and needs to be balanced with inclusive consultations with the executive and legislative parties as well as non-government stakeholders who have a direct influence on development issues and problems in the Musrenbang forum. Then in article 2 paragraph (2) of Government Regulation No. 8/2008 mentioned above, emphasizes that: “regional development planning is carried out by the regional government together with stakeholders based on their respective roles and authorities.”

In this regard, there are three components of stakeholders that are also the pillars supporting regional development, namely the regional government, the private sector and the community. The involvement of these components in development planning is intended to achieve the goals and objectives of development planning at various levels of government. In

addition, in order to optimize the regional development planning mechanism, it is expected that regional development planning is formulated in a transparent, efficient, effective, accountable, participatory, measurable, equitable and sustainable manner.

### **Performance of Regional Development Planning Policy Implementation So Far**

One approach that can be used to determine the implementation of government policies on regional development planning through Musrenbang includes the policy implementation model developed by George C. Edward III. In this model approach, there are 4 (four) variables that determine the success of a policy implementation, namely: (1) communication, (2) resources, (3) disposition, and (4) bureaucratic structure. Broadly speaking, the performance of regional development planning policy implementation through Musrenbang so far can be described as follows:

#### **1) Communication**

The communication aspect seems to be a fairly important variable that has influenced the successful implementation of regional development planning policies so far. Communication carried out by the parties involved in the development planning process through Musrenbang, especially from the government to other stakeholders, in this case for example with the private sector and the community. Each party at least understands and knows what they have to do in relation to development planning. In addition, there are policies that will be communicated, although the accuracy of information and consistency need to be improved. The communication aspect seems to have been realized as important by the relevant parties, so that decision makers and implementers will be more consistent in carrying out every policy that will be implemented in the community.

Judging from the transmission indicator, there is a channeling of communication, although miscommunication is still possible, this is because communication occurs through several levels of government bureaucracy, so what is expected may be distorted in the middle of the road. While the clarity indicator, that the communication received by the policy implementers is quite clear and not confusing. Likewise with the consistency indicator, that the orders given in the implementation of communication are quite clear and not confusing.

#### **2) Resources**

The resource variable as a whole has supported the implementation of this policy. The resource indicator consists of several elements, namely (1) implementing staff, (2) information, (3) authority and (4) facilities. The implementing staff element seems to be the main resource in implementing this policy. What is found in several regions is that there is still a limited number of adequate staff, in addition to their lack of competence, especially in the field of planning. Efforts to increase staff as policy implementers still need to be carried out, in addition to efforts to adequately equip implementing staff with the necessary expertise and abilities. Nevertheless, the presence of delegates who represent the implementation of the next level of Musrenbang is very helpful for implementing staff, both in formulating and making decisions at each level of Musrenbang.

Regarding the aspect of information needed in the implementation of this policy, it appears that information related to how to implement policies, in general, policy implementers know what they have to do when they are given orders to take action, however, regarding information on compliance data from implementers with established government rules and regulations, the average implementer does not know whether other people involved in implementing the policy comply with the law or not.

In the authority aspect, in general, the authority possessed by the implementers is formal, so that the various orders they receive can be implemented properly according to their authority.

However, the effectiveness of authority is still needed, so that the authority it has is not misused by implementers for personal or group interests. Likewise, there are aspects of facilities that are quite supportive, both in the form of facilities and other infrastructure in supporting the implementation of these policies.

### 3) Disposition

The disposition variable or attitude of policy implementers shows that there is a fairly supportive attitude in implementing the policy. Apart from that, policy implementers not only know what must be done, but also have the ability, although still quite limited, to carry it out, so that in practice it does not become biased.

However, in terms of the appointment of bureaucrats, namely the selection and appointment of policy implementing personnel, this does not fully take into account personnel who are dedicated to the policies that have been established. To overcome the tendency of implementers to manipulate incentives, by increasing certain profits or costs which are expected to be a motivating factor so that policy implementers carry out orders well. This can be seen from the existence of regional budget items, especially for planning costs which are quite large in each upcoming budget year.

### 4) Bureaucratic Structure

The bureaucracy as the implementer of policies regarding regional development planning can generally support the policies that have been decided, by coordinating. However, the coordination that has been developed in general is still less effective. However, there are two characteristics that can boost the performance of the bureaucratic structure, namely implementing standard operating procedures (SOPs) and implementing fragmentation. SOPs are routine activities that enable employees or policy implementers/administrators/ bureaucrats to carry out their activities every day in accordance with established standards. Meanwhile, the implementation of fragmentation is an effort to spread responsibility for employee activities or actions among several work units.

In addition to the factors described above, some regional development planning performance including, according to Arifin & Kurniadi (2024) found that there are still 3 aspects that have not been fulfilled, namely aspects of Interest Affected, Resources Committed, Compliance and Responsiveness. This results in the low number of community proposals that are accommodated due to the incompatibility of community proposals with the established Musrenbang policies. Nazaruddin et.al (2021) showed findings in the field that did not provide benefits during the process of the E-Musrenbang program, which was supposed to be an ideal program to convey community needs, became an abandoned project. This problem is caused by a lack of socialization between program organizers and the community. Aslinda, et.al. (2020) shows that the administrative accountability of the development planning deliberation in Bone Regency is carried out very well in terms of the planning aspect of conducting early socialization before the Musrenbang, and building communication with interested stakeholders in formulating preparations until the needs that will be prepared at the Musrenbang.

Meanwhile, Kurniawan (2018) states that the e-musrenbang application implemented by several local governments in Indonesia contributes to increasing community participation in development planning as well as the various challenges and obstacles faced in realizing it. Research by Sumiati, et.al (2024) shows that community perceptions from the cognitive aspect, namely regarding the implementation of the musrenbang, the musrenbang proposal template and the realization of the results of the musrenbang implementation, are quite good because they have previously been given socialization. A study conducted by Astuti (2024) concluded that regional development plans have not fully reflected the true value of publicity, and the



policy environment is still not conducive to the completion of regional development plans that are actually able to realize regional development goals, which in turn can foster regional competitiveness. On the other hand, planning performance in Bappelitbangda is still focused on outputs and not focused on outcomes, which is characterized by an unbalanced proportion between the funds spent (inputs) and the outcomes produced. Bappelitbangda needs to carry out a planning improvement strategy in the future by considering aspects of the composition of the drafting team, work mechanisms, and the drafting team's understanding and meaning of the importance of planning documents (Wukak, et.al 2024).

### Some Problems in Regional Development Planning Mechanisms

The change in development planning mechanisms in the era of regional autonomy has brought implications for regional development planning programs. As described earlier, the main problem at this time is that the overall development planning process to produce an effective development implementation based on more adequate planning has not been achieved (Solihin & Semendawai, 2013). Effective regional development planning is essentially a series of success rates in development planning and plan implementation in achieving development goals and objectives effectively, efficiently and sustainably by utilizing various resources according to existing potentials and problems.

In connection with the above problems, Solihin & Semendawai (2013), stated that the conditions encountered, both at the Center and in the Regions are the same. These include the discussion of the proposed programs/activities of each ministry/agency that has not seen effective coordination. Each ministry/agency runs independently, even though it is certain that there will always be interrelationships between one ministry/agency and another to achieve the effectiveness of achieving common goals. In addition, there are still many ministries/agencies' programs that go to the regions that are not in accordance with the conditions, needs, and aspirations of the regions as stated in the RKPD of each province and regency/city.

It was also mentioned that many existing laws and regulations are not compatible with global demands. Therefore, the era of decentralization is characterized by many changes in laws and regulations and the birth of new laws. Another issue related to legal products is the lack of coordination across sectors and the urgent need for a legal product often leads to inconsistencies between one legal product and another. For example, the regulation of RPJMD, in Law No. 25/2004 on the National Planning System mandates that "RPJMD is stipulated based on the Regional Head Regulation, while in Law No. 32/2004 on Regional Government, RPJMD is stipulated based on Regional Regulations. This has led to disharmony between the local government and the DPRD, especially in regencies/cities. Furthermore, the quality of human resources, especially in the planning sector, is still limited. In this case, human resources are needed that have specifications or expertise in the field of planning, because they can play an important role in providing advice on policy making (Solihin & Semendawai, 2013).

The problems related to the implementation of regional development planning policies, among others, can be seen from the still not optimal formulation of regional vision, which is very important as a guideline including in the implementation of development in the region (Solihin & Semendawai, 2013). Government Regulation No. 8/2008 on Stages, Procedures for Preparing, Controlling, and Evaluating the Implementation of Regional Development Plans states that "the long-term vision that has been determined in the Regional RPJP document must become a corridor and direction for the vision of each annual regional head". So far, the visions and missions that have been prepared in the National RPJP document, for example, have been carried out through in-depth studies. In this regard, each region must be able to translate these visions and missions as guidelines in the preparation of its Regional RPJP and Regional RPJM documents.

The new format of regional development planning based on the visions and missions of the regions (Regency / City and Province) is not yet optimal because the National RPJP document mandates development visions and missions as guidelines for the regions, while each region has different characteristics (Solihin & Semendawai, 2013). This is often the main problem, so that synergy of visions between levels of government is needed, both Regency and City regions with Provinces and National. In addition, cases were also found in several regions, where there was no synergy of vision between districts and cities with the relevant provinces or with the national government. This condition also indicates a lack of coherence and synergy between the visions and Renstrada that have been prepared so far. In this regard, the importance of synergy and synchronization efforts between district/municipal, provincial and national development planning is still needed.

### **Expected Conditions in the Future Regional Development Planning Mechanism**

In optimizing the implementation of regional autonomy, especially those related to the expected regional development planning mechanism, according to Solihin and Semendawai (2013) concerning the following matters: (1) In order for the regional development planning mechanism to be optimal, it is expected that regional development planning is formulated in a transparent, efficient, effective, accountable, participatory, measurable, and sustainable manner; (2) In the implementation of Musrenbang, in order to produce optimal outputs in accordance with regional priority programs/activities, and touch the needs of the community, and ensure more intensive community involvement, at each stage/mechanism, from preparation to post-Musrenbang, it is necessary to be facilitated by adequate facilitators; (3) The implementation of Musrenbang is carried out by always paying attention to the principles of: (a) inclusive, namely ensuring the involvement and representation of stakeholders; (b) relevant, namely involving stakeholders who have concerns, competencies and roles in the process of solving problems in the implementation of mandatory/elective functions and affairs of the regional government; (c) gender sensitive, namely ensuring that men and women have equal access to regional development planning decision-making; (d) participatory and interactive, namely the discussion process involves all stakeholders in a balanced manner, both in the delivery of information, analysis, and the development of agreements for decision-making; 4) Stakeholders are expected to understand that Musrenbang has an important meaning in deciding program/activity plans which are not only local, but broader, namely cross-SKPD, cross-sectoral, and cross-regional; (5) The preparation of the vision, mission and direction of long-term development is expected to be in line with the direction of national development and in accordance with regional conditions and potentials; (6) The substance of the Regional RPJP contains a vision. The mission and direction of regional development are in accordance with regional potential, oriented towards the public interest and empowerment of marginalized groups and consider global development goals (Millennium Development Goals); (7) The direction of development must have consistency in the long term, in the sense that regardless of the regional head, the programs developed must support the achievement of long-term development directions. On this basis, formulating the direction of development must be based on the synergy between the potential development of development policies, both on a local, regional and national scale; (8) The substance of the Regional RPJP as a regional vision has provided a clear picture/indication of where the region wants to go in the long term. Furthermore, the Regional RPJP has provided phasing in the form of medium-term development, so that it can be used as a reference for regional head candidates in formulating their vision, mission and main program in relation to the regional head election process.

Furthermore, according to Solihin and Semendawai (2013) that in the context of optimizing regional autonomy, the ideal planning is planning that has the following

characteristics: (1) Have participatory principles, i.e. the people who will benefit from the planning must participate in the process; (2) The principle of continuity, i.e. planning should not stop at a certain stage, but should continue so as to ensure that there is continuous progress in welfare, and no regression; (3) The holistic principle, i.e. problems in planning and implementation cannot be seen from just one side (or sector) but must be seen from various aspects, and in the integrity of the overall concept; (4) Containing a system that can develop (a learning and adaptive system); (5) Open and democratic planning (a pluralistic social setting).

As for several factors that influence the successful implementation of policies on regional development planning, in general, it is also influenced by aspects such as : (a) socio-economic and technological conditions that are quite supportive; (b) public support, both central government, local government, private sector (private) and the community; (c) attitudes and resources owned by groups; (d) support from the central government, especially through regulations, norms and standards in development planning including budget support in accordance with applicable laws and regulations; (e) the commitment and leadership capabilities of implementing officials at the regional level, although this still needs to be improved.

Along with the times and the need to increase community participation in the regional development planning process and with rational decision making, the Musrenbang forum is now not only carried out manually and formally. E-Musrenbang is an innovation in development planning that utilizes and adopts advances in technology, information and communication (Yunas, 2017). E-Musrenbang is also a manifestation of the application of the e-government concept, allowing people from various levels to provide their aspirations regarding development that suits their needs (Rafinzar & Kismartini, 2020).

However, in its own implementation, E-Musrenbang also experiences several obstacles, such as low levels of community participation. One strategy to identify problems related to the low level of community participation in E-Musrenbang is to use the Problem Tree Analysis strategy. Problem tree analysis is a tool used to map a problem along with its causes and effects and can be used to find strategies in achieving a goal. The E-Musrenbang application assists Bappeda in optimally performing its functions as planner, controller, and evaluator. This system automatically organizes the Musrenbang process, produces informative outputs for various parties, and assists the government in harmonizing, clarifying, and agreeing on the proposed activity plan against the draft RKPD regency/city.

According to Solihin & Semendawai (2013), in addition to the need for effective involvement of the government, the private sector, and the community according to their authority, in the process of development planning and implementation of planning on the one hand, and on the other hand so that future regional development needs to be carried out in a more targeted and sustainable manner. Community participation according to their authority in development planning is intended to ensure linkages and consistency between planning and budgeting, development implementation, and development supervision at all levels of government. Community participation in accordance with their authority in development planning is intended to ensure linkages and consistency between planning and budgeting, development implementation, and development monitoring at all levels of government.

In addition to the need for effective involvement of the government, the private sector, and the community according to their authority, in the process of development planning and implementation of planning on the one hand, and on the other hand so that future regional development needs to be carried out in a more directed and sustainable manner. For this reason, the concept of long-term, medium-term and short-term (annual) planning is needed consistently and measurably by taking into account various aspects, such as economic, social, cultural, political, legal, and other aspects with the right policy and program priorities, such as poverty

reduction and reducing unemployment, in favor of the people, and rural development based on agriculture, small and medium industries, by utilizing available resources and according to the potential of each region.

Meanwhile, in the process of formulating technical policies, there are factors that support and factors that hinder the running of the Musrenbang process (Nor et.al, 2019; Ismanudin & Setiawan, 2019). Supporting factors include coordination, community participation, and government commitment. Meanwhile, the inhibiting factors are budget readiness, too many proposals, and limited supporting documents. According to Sumiati, et.al (2024), for this reason, efforts are needed from all existing stakeholders in order to achieve community satisfaction with the results of the musrenbang implementation.

Musrenbang is a mechanism that responds to community needs and how the government fulfills them. However, in the implementation process, Musrenbang carried out in several regions almost has similar weaknesses (Nor et al, 2019; Fauziah, 2024), such as: (1) It is impossible to solve all strategic problems at the local level; (2) Performance with coordination between communities and government agencies has not been integrated; (3) There is no guarantee of control over decision making from community participation; (4) Synchronization of the distribution of community needs and development plans cannot be fully guaranteed. For this reason, effective public management is needed in carrying out activities, including Musrenbang, where public management according to Shafritz and Russell (Keban, 2008); Ismanudin, & Luthfi, 2024; Rahmah & Ismanudin, 2024) is defined as the efforts of someone who is responsible for managing an organization and using resources (human and mechanical) to obtain the goals of the organization.

## 5. Conclusion

Based on the description and discussion above, the following conclusions can be drawn: Government policy is essentially a government decision to take action or not to take certain actions, in order to achieve certain goals. With the change in the development planning mechanism in the current era of regional autonomy, it has brought implications for regional development planning programs. The main problem at this time is that the overall development planning process to produce an effective development implementation based on more adequate planning has not been achieved.

The performance of regional development planning policy implementation through Musrenbang can be analyzed with the policy implementation model developed by George C. Edward III by looking at 4 (four) variables that determine success in policy implementation, namely: (1) communication, (2) resources, (3) disposition, and (4) bureaucratic structure, but in general these factors are not fully optimized in their implementation. Therefore, it is necessary to continuously improve the quality of several indicators related to these factors.

The implementation of regional development planning policies through Musrenbang is also still faced with a number of obstacles, both internally and externally. This is related to factors such as socio-economic and technological conditions, (b) less than optimal public support, (c) attitudes and resources owned by groups, (d) less than optimal support from the central government and the local government itself, and (e) still weak commitment and leadership abilities among some implementing officials at the regional level. The weakness of this research is that the research was only carried out based on literature studies. In the future, it is necessary to carry out empirical research with expanded regional coverage in all districts/cities and provinces in Indonesia.



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