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'Coping with Challenges in Intergovernmental Relations Landscape'

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INDONESIA



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BACKGROUND OF ICOGPA2021

Recent research indicated that public administration will be facing grand challenges in the year of 2020s and onwards due to a rapidly evolving international, economic, social, technological, and cultural environment (Gerton & Mitchell, 2019). One of the grand challenges identified is about managing intergovernmental relations including public affairs especially within the COVID-19 pandemic. The 2nd ICOGPA 2021 will focus on this issue to help governments at all levels to improve their operations so that they can confront new public problems in new ways and earn the public's trust. New approaches need to be discussed to further strengthen the relationship between government institutions and the public, especially in relation to government services and the re-evaluation of the people's responses to the emergence of the Industrial Revolution 5.0.

Objectives 2nd ICOGPA 2021 are:

1. To provide a platform for academicians, practitioners, professionals and students to discuss and exchange key and current issues associated with government and public administration as well as efficient bilateral relations between government and society.
2. To encourage public discourse among academicians, practitioners, professionals and students on the importance of public and government relations and the need for good relations between these entities.

A MESSAGE FROM THE VICE CHANCELLOR OF UNIVERSITI UTARA MALAYSIA



All praises to ALLAH SWT, the Lord of all creation, as we are able to gather virtually for the 2nd International Conference of Government and Public Affairs (ICOGPA2021). I hope that the conference, organised by the School of Government, UUM COLGIS and Post Graduate Programme (*Program Studi Magister Ilmu Pemerintahan*), Universitas Islam Riau as the co-organiser will provide a platform for academicians to interact with professionals and practitioners from various fields. In addition, the conference also serves as a place to exchange knowledge on current issues associated with government and public administration, as well as efficient bilateral relations between government and the society.

The theme of the conference, “Coping with Challenges in Intergovernmental Relations Landscape,” conveys strong message to us in dealing with the current situation of COVID-19 pandemic. The conference is expected to contribute inputs in terms of knowledge and to strengthen important institutions in government that ultimately leads to prosperity for the society and the nation. I believe that the conference will uplift the quality of research and create high impact for government, industry and community.

I therefore would like to congratulate School of Government, and the Committee of ICOGPA2021 for their hard work and efforts in organising this conference. May Allah SWT bless us with His Mercy and Love. With that I hope all of us would gain benefit from the conference.

Thank you.

**YANG BERBAHAGIA
PROFESSOR DATO' DR. AHMAD BASHAWIR HAJI ABDUL GHANI**

A MESSAGE FROM THE RECTOR OF UNIVERSITAS ISLAM RIAU



It is an honor for us to join and welcome all participants of the International Conference on Government & Public Affairs (ICOGPA 2021) which is very well organized by the School of Government, Universiti Utara Malaysia. I am pleased to see this as good work as part of the collaboration between the School of Government of Universiti Utara Malaysia and the Program Studi Magister Ilmu Pemerintahan Pascasarjana, Universitas Islam Riau. On this occasion, I would like to congratulate all participants for their scientific interaction and willingness to share their findings and experiences in this event.

The increasing challenges in intergovernmental relations in the era of the COVID-19 pandemic require concrete solutions to realize good governance to bring public welfare. I believe that this belief can play an important role in supporting and embracing cooperative, collaborative, and interdisciplinary research among engineers and scientists to find the best solutions.

I hope that similar events will be held in the future as part of activities in education, research, and social responsibility universities, research institutes, and international industry. I dedicate my deepest gratitude to the program committee and the organizing committee of the School of Government of the Universiti Utara Malaysia, and the Program Studi Magister Ilmu Pemerintahan Pascasarjana, Universitas Islam Riau for their generous efforts and contributions towards the success of the International Conference on Government & Public Affairs (ICOGPA) 2021.

PROFESSOR DR. H. SYAFRINALDI, SH., MCL

**REGIONAL DEVELOPMENT PLANNING IN REGIONAL
AUTONOMY CONTEXT IN THE REGIONAL GOVERNMENT OF
SIAK DISTRICT, RIAU PROVINCE OF INDONESIA**

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***Abstract:** The government is an institution that is given legitimacy to regulate and manage community affairs and community interests, one form of managing community interests is implementing development. Development carried out by the government must be preceded by planning that is oriented towards the interests of the community. In order for the interests and needs of the community to be accommodated in regional development planning, Law Number 25 of 2004 concerning the National Development Planning System and Law Number 23 of 2014 concerning Regional Government have mandated that the formulation of regional development planning must be carried out through the Regional Development Planning Conference. This study discusses the implementation of the Development Planning Deliberation (Musrenbang) at the local government of Siak Regency using qualitative research methods and descriptive qualitative data analysis. Research variables of Musrenbang implementation are analyzed with seven indicators of management functions, namely; Planning, Organizing, Staffing, Directing, Coordinating, Reporting and Budgeting. The results showed that the implementation of Musrenbang at the local government of Siak Regency was in accordance with the processes and procedures stipulated in the prevailing laws and regulations. The inhibiting factors found in this study were related to the implementation of Musrenbang at the local government*

of Siak Regency, including; The factor of availability of quality Human Resources with skills in planning skills using information technology systems, as well as the availability of time in planning formulation discussed in the Musrenbang is still lacking.

Keywords: Local Government, Deliberation, Planning, Development

INTRODDUCTION

According to Law No. 25 of 2004 on the National Development Planning System, what is called planning is a process to determine appropriate future actions, through a sequence of choices, taking into account the available resources. Regional development planning refers to planning principles, namely formulated in a transparent, responsive, accountable, participatory, measurable, just and sustainable manner which includes the Regional Long-Term Development Plan (RPJPD), namely planning documents implemented for 20 years, the Regional Medium-Term Development Plan (RPJMD) is a planning document that is implemented for 5 years, the Regional Government Work Plan (RKPD) for a period of 1 year.

The annual planning stages are in accordance with the Siak Regency Regulation No. 07 of 2013 concerning the Regional Long-Term Development Plan describes the stages in the implementation of development planning, namely:

1. Village / sub-district Musrenbang;
2. Preparation of the initial draft RKPD;
3. District Musrenbang;
4. Preparation of SKPD Renja;
5. SKPD Forum / SKPD Joint Forum;
6. Field coordination meeting;
7. Preparation of draft RKPD;
8. Musrenbang RKPD;
9. Determination of RKPD;
10. Preparation of KUA and PPAS;
11. Preparation of RKA-SKPD;
12. Preparation of RAPBD;
13. Preparation of APBD; and
14. Preparation of DPA-SKPD.

In the implementation of the regional development plan, it is carried out to ensure conformity between planning with the goals and targets that have been set, in accordance with the Government Regulation of the Republic of Indonesia No.8 of 2008 that controls are carried out by the Minister of Home Affairs for regional development between provinces, then in the scope of inter-Regency / City control. implemented by the Governor, then in the district / city scope it is carried out by the Regent / Mayor.

Based on these provisions, in the implementation of regional development planning in the Regional Government of Siak Regency, control by the Governor, Regent / Mayor in its implementation is carried

out by the Regional Development Planning Agency (Bappeda) for the entire regional development planning and by the head of regional apparatus organizations for programs and activities in accordance with the task, principal and function. Monitoring carried out by Bappeda in accordance with the given authority includes monitoring, supervision and follow-up on deviations towards the achievement of goals so that programs and activities are in accordance with regional development policies.

In addition to exercising control, Bappeda also has the main task of supervising according to the authority given by the Siak Regent, the form of evaluation carried out by Bappeda includes the implementation of the formulation of regional development planning documents and the implementation of regional development programs and activities as well as collecting, analyzing and compiling the results of evaluation of the heads of regional apparatus organizations, in order to achieve regional development plans. The results of the evaluation are then used as material in the preparation of regional development plans for the next period.

Based on the descriptions and phenomena above, the authors are interested in conducting research on the implementation of regional development planning deliberations in the regional government of Riau Province, Siak, with the title "Implementation of Regional Development Planning Deliberations in the Context of Regional Autonomy in the Regional Government of Siak Regency, Riau Province, Indonesia.

CONCEPT THEORY

The existence of regional government according to Syafrudin (2006:325), namely: the implementation of the functions of regional government carried out by regional government institutions, namely elements of local government and DPRD. The current regulation regarding regional government is based on Law No. 23/2014 on Regional Government.

Luther Gullick expressed the view of management functions (Papers, 2003:13-14) "Before doing this, however, it is necessary to have a clear picture of the job itself. This brings us directly to the question. "What is the work of the chief executive? What does he do? The answer is POSCORB. POSCORB is, of course, a make-up word designed to call attention to the various functional elements of the work of chief executive because "administration" and "management" have lost all specific content. POSCORB is made up of the initials and stands for the following activities:

1. Planning, that is working out in broad outline the things that need to be done and the methods for doing them to accomplish the purpose set for the enterprise;
2. Organizing, that is the establishment of the formal structure of authority through which work subdivisions are arranged, defined and co-ordinated for the devined objective;
3. Staffing, that is the whole personnel function of bringing in and training the staff and maintaining favorable conditions of work;
4. Directing, that is the continuous task of making decisions and embodying them in specific and general orders and instructions and serving as the leader of the enterprise;
5. Co-ordinating, that is the all importing duty of interrelating the various parts of the work;
6. Reporting; that is keeping those to whom the executive is responsible informed as to what is going on, which thus includes keeping himself and his subordinates through records, research and inspection;
7. Budgeting, with all that goes with budgeting in the form of fiscal planning, accounting and control".

DISCUSSION

1. Planning in the Riau Province Siak District Planning Conference

In essence, planning according to Koontz and Cyril (in Hasibuan, 2004; 40), is; "The function of a manager associated with selecting goals, policies, procedures, and programs from the available alternatives."

a) Substance of Activities Planned in Musrenbang

The implementation of Musrenbang activities in the regional government of Siak Regency, Riau Province, based on the 2019 Siak Regency Regional Government Administration Report (LPPD) book, as a report on the activities of the Siak Regency regional government during 2018, it can be seen that the substance of the activities is included in the planning in The form of the Annual Work Plan (RKT) of the Siak Regency regional government is related to the stages of implementing the Musrenbang, in this case: The Musrenbang activities in the regional government of Siak Regency, Riau Province, are divided into four stages, namely; The Pre Planning Musrenbang Stages, Activities The stages of the formulation of the Siak Regency regional government planning draft, the Siak Regency Regional Government Musrenbang Activities as well as the Siak Regency Regional Government Musrenbang Results Determination Activities.

The substance of the Musrenbang planning activities at the local government of Siak Regency are:

1. Objectives and objectives of Musrenbang activities
2. Participants in Musrenbang Activities
3. Implementing Musrenbang Activities
4. Time and Place of Musrenbang Activities
5. Costs and sources of costs for Musrenbang activities

b) Planning Compiling Elements in Musrenbang Activities

From the document on the 2019 Siak Regency Regional Government Administration Report (LPPD) submitted to the Governor of Riau, which was compiled by related stakeholders together with other related institutions in accordance with the procedures for implementing Musrenbang in the regional government of Siak Regency, Riau Province, in terms of this consists of:

1. Elements of the Regional Secretariat of the Siak Regency Government
2. Elements of the Secretariat of the Siak Regency DPRD
3. Elements of the Inspectorate of the Siak Regency Regional Government.
4. Elements of the Siak Regency Regional Development Planning Agency.
5. Other elements of the Regional Agency of the Siak district government
6. Elements of the Regional Office of the Regional Government of Siak Regency
7. Elements of the District Government of Siak Regency
8. Related vertical agencies.
9. Other Siak district government institutions / institutions.

c) Stages of Planning for Musrenbang Activities

The stages and procedures for planning the planning of Musrenbang activities at the Siak Regency regional government in 2018 were obtained through documentation techniques by looking at the available documents such as the draft activity planning proposal, the minutes of the meeting to discuss

the preparation of planning activities, as well as the attendance list of the meeting to discuss the proposal for planning Musrenbang activities can be known to consist of:

1. Stages of proposing planning activities for the Planning Development Planning Meeting of the Regional Government of Siak Regency.
2. Stages of the formulation of activity planning by the Regional Development Planning Agency of Siak Regency.
3. Stages of Discussion on planning activities of the Siak Regency Regional Government Musrenbang with related agencies.
4. The stages of determining the planning of Musrenbang activities by the Regent of Siak. after obtaining approval and endorsement from the Siak Regency DPRD through the Siak Regency APBD.

2. Organizing in Musrenbang Activities

Organizing according to Terry (in Hasibuan, 2004; 42) is: "the act of seeking effective behavioral relationships between people, so that they can work together efficiently, thereby obtaining personal satisfaction in carrying out certain tasks in certain environmental conditions in order to achieve certain goals or objectives".

a) Institutions Related to Musrenbang Activities

In the Musrenbang activities at the Siak Regency regional government in 2019, based on the book on the Regional Government Implementation Report (LPPD) of the Riau Province Siak Regency in 2019, in this case it is known that the institutions involved in the Musrenbang activities are:

1. Elements of the Regional Secretariat of the Siak Regency Regional Government
2. Elements of the Siak Regency Bappeda
3. Elements of the Siak Regency Inspectorate
4. Elements of the Regional Apparatus Organization of Siak Regency
5. Elements of the District of Siak Regency
6. Relevant vertical agency elements
7. Siak Regency Malay Customary Institution (LAM)
8. Elements of Siak Community Figures

b) Organizational Structure for Implementing Musrenbang Activities

In carrying out the activities of the Siak Regency Musrenbang in 2019 a Musrenbang Team has been formed with the following structure chart:

1. General Chairman, namely the Regent of Siak
2. The chief executive, namely the Deputy Regent of Siak
3. Deputy Chairman, namely the Commander of the Siak Military Resort Command
4. Deputy Chairman, namely the Siak Resort Police Chief
5. Deputy Chairman, namely the Regional Secretary of the Regional Government of Siak Regency
6. Secretary, namely the Head of Bappeda Siak Regency
7. Members, namely Assistant I, II, and III of the Siak Regional Secretariat
8. Members, Bappeda Employees of Siak Regency.
9. Member, Head of General Section of the Secretariat of Siak Regency.

c) Functions of Related Institutions in Murenbang Activities

In terms of implementing the Musrenbang process in the Siak Regency local government, each relevant (competent) institution has different functions from one another, based on the institutional structure of the 2019 Siak Regency Musrenbang activity team:

1. The Regent of Siak functions as the general chairman
2. Deputy Regent of Siak serves as the chief executive
3. The Regional Secretary of Siak Regency functions as the Deputy Chairperson
4. Head of Bappeda Siak Regency serves as Secretary
5. Assistant I, II and III of the Regional Secretariat of Siak Regency to function as members
6. Bappeda employes function as members
7. Secretariat staff function as members
8. Head of Regional Apparatus Organization

3. Staffing in Murenbang Activities

Staffing function according to Terry's opinion (2003: 18), namely: includes all activities to get, place and retain members in positions required by the work of the organization concerned. Employee needs are identified, candidates for positions are selected and elected, officers are rewarded and developed. Emphasized on the importance and quality of managers within the management horizon.

a) Technical Implementing Elements of Musrenbang Activities

In the implementation of Musrenbang activities in the Regional government of Siak Regency, Riau Province based on the Regional Government Administration Report (LPPD) of the Siak Regency Regional Government, as the technical implementer the activities consist of:

1. Head of Bappeda as secretary of the Musrenbang Team
2. Assistant I, II and III as members
3. Employees of the Siak district Bappeda as members
4. Employees of the Regional Secretariat of Siak Regency as members.

b) Recruitment Process for Technical Implementation of Musrenbang Activities

In the implementation of Musrenbang activities in the Siak district government related to technical fields carried out by technical implementing elements based on the 2019 Siak Regency Regional Government Administration Report Book (LPPD) carried out through several stages of the selection process, the selection stages are as follows:

1. Stages of Request for Team members by the Regent of Siak
2. Stages Submitting the names of members of related institutions
3. Stages of Selection of Team members by the Siak district government
4. The stages of determining the members of the Musrenbang Implementation Team through a Decree of the Siak Regent.

c) The Process of Placing Technical Implementers of Musrenbang Activities

In the implementation of Musrenbang activities in the Siak Regency regional government in 2019 related to the process of placing technical implementing elements based on the Regional Government

Administration Report Book (LPPD) of the Siak Regency regional government in 2019, it consists of several stages, namely:

1. Implementation Team Deliberation Stages
2. Stages Division of personnel or members by the implementation team
3. Stages of determining the placement of elements of the technical implementation team

4. Directing in Musrenbang Activities

According to Rahardjo Adisasmita (2011: 165-166), directing is as follows: "implementation (directing): good planning and organizing will not mean much without good directing, which is capable of move its people. Mobilizing which is intended as an effort to direct people or members as expected so that the goals that have been determined can be achieved effectively and efficiently.

a) Driving Elements of the Implementation of Musrenbang Activities

The implementation of Musrenbang activities in the local government of Siak Regency is related to the driving force for the implementation of activities based on the 2019 Siak Regency Regional Government Administration Report Book consisting of: Siak Regent, Deputy Siak Regent, Regional Secretary of Siak Regency, Assistant I, II and III of the Regional Government Secretariat Siak Regency, Head of Bappeda Siak Regency.

b) Elements That Provide Direction in Musrenbang Activities

In the implementation of Musrenbang activities in the Siak Regency regional government related to the elements that provide direction in Musrenbang activities based on the 2019 Siak Regency Government LPPD book, consisting of: Siak Regent, Chairman of the Siak DPRD, Head of related Vertical Agencies, Regional Secretary of Siak Regency, Assistant I, II and III Regional Secretariat of Siak Regency

c) Motivating Elements of Musrenbang Activities

The elements that provide motivation for Musrenbang activities in the Siak district government in 2019 consist of the Siak Regent, the Deputy Regent of Siak, the Chairperson of the Siak DPRD, the Siak Regional Military Command, the Siak Resort Police Chief, the Forkopimda Siak element, elements of other vertical agencies, and Assistant I, II. and III Regional Secretariat of Siak Regency.

5. Coordinating in Musrenbang Activities

Coordinating or what is defined as coordination, according to Brech (in Siagian, 2004; 85), is: "balancing and moving the team by providing suitable locations for activities to each and ensuring that the activities are carried out in proper harmony among the members themselves".

a) Elements That Coordinate Musrenbang Activities

That in the implementation of Musrenbang activities in the local government of Siak Regency, the elements that coordinate these activities are the Regent of Siak, the Regional Secretary of Siak Regency and the Head of Bappeda of Siak Regency.

b) Elements that are coordinated in Musrenbang activities

In reality, in the implementation of Musrenbang activities in the local government of Siak Regency, the coordinated elements consist of elements of the Siak DPRD, members of the Siak Regional Military Command, all elements of the Siak Regency OPD, staff elements of the Siak Regency Regional Development Planning Agency, Head of District, Head of Village / Penghulu and others.

c) Objects / Activities Coordinated in Musrenbang activities

In the implementation of Musrenbang activities in the local government of Siak Regency related to objects / activities that are coordinated in these activities based on the 2019 Siak Regency Regional Government Implementation Report Book, consisting of:

1. Activities to request draft planning proposals from each OPD and District, Lurah and Village Head in Siak Regency.
2. Activities to collect draft planning proposals from each OPD, sub-district, sub-district and village.
3. Activities to formulate the planning draft for Siak Regency.
4. Discussion on the Development Planning for Siak Regency which is coordinated by Bapeda Siak Regency.
5. Activities Synchronizing Activities of each OPD in the Regional Government of Siak Regency.
6. Reporting in Musrenbang Activities

Reporting function or can be interpreted as reporting, according to Terry's opinion (in Siagian, 2004: 182) is: "the process of submitting reports contains data, the data comes from one part of the organization and provides information on various activities".

a) Objects Reported in Musrenbang

The process of implementing Musrenbang activities for the Siak Regency regional government in 2019 related to objects / activities that have been reported consists of seven activity objects such as form of activity, legal basis for activities, activity implementation team, activity participants, budget and budget sources, and the most important thing to report is physical achievement. and the financial achievements of the Siak Regency regional government musrenbang activities.

b) Elements that Compile the Musrenbang Activity Report

The implementation of the Siak Regency Musrenbang is related to the elements that compile the report in the 2019 musrenbang activities, only two institutions are directly involved in the preparation of the report, namely the Regional Secretariat and the Regional Development Planning Agency of Siak Regency.

c) Duration of Reporting on Musrenbang Development Activities

In the implementation of Musrenbang activities in the Siak Regency regional government in 2019 related to the duration of time for submitting reports in the musrenbang activities based on the 2019 LPPD of the Siak Regency Regional Government, are as follows:

1. Stages Requests for activity reports in January
2. Stages of preparation or formulation of activity reports in February
3. Stages of discussion of activity reports in February
4. Stages of submitting activity reports to the Regent in March

7. Budgeting in the Implementation of Musrenbang Activities

Budgeting or can be interpreted as budgeting according to Terry's opinion (in Hasibuan, 2004: 192), is: "the budgeting process that is prepared in a plan to state the formulation and implementation of the activity budget."

a) Objects / Activities Budgeted in Musrenbang

In the implementation of Musrenbang activities in the Siak Regency regional government related to the objects / activities budgeted for in the Musrenbang activities based on the 2019 Siak Regency Regional Government Administration Report Book, are as follows:

1. Siak District Pre-Musrenbang activities are budgeted in the Siak Regency APBD
2. Activities The formulation of the planning draft for the Siak Regency Musrenbang which is budgeted in the Siak Regency APBD
3. Activities of implementing Musrenbang for Siak Regency which are budgeted in the Siak Regency APBD.
4. The activities for preparing the reports on the results of the Siak Regency Musrenbang are budgeted in the Siak Regency APBD.

b) Elements of Preparing the Budget for Musrenbang Activities

The elements of the implementation of musrenbang activities in the local government of Siak Regency related to the elements that compile the budget in these activities consist of the Siak District Development Planning Agency, the Regional Secretariat of Siak Regency, and the Siak Regency inspectorate.

c) Stages and Procedures for Budget Formulation for Musrenbang Activities

In the implementation of Musrenbang activities in the local government of Siak Regency related to the stages and procedures of budget preparation in the musrenbang activities based on the 2019 LPPD of the Siak Regency Regional Government, are as follows:

1. Stages of requesting activity plans and budgets
2. Stages of preparing a budget plan
3. Stages of discussion of the budget plan
4. The stages of ratification and stipulation of the budget plan

CONCLUSION

Based on the description and analysis related to the implementation of Musrenbang at the Siak Regency Government, seen from the management function side, it is based on Luther Gullick's opinion, namely Planning, Organizing, Staffing, Directing, Coordinating, Reporting, Budgeting. So it can be concluded that in the implementation of Murenbang planning, planning stages have been carried out in accordance with the provisions starting from the pre-planning stage to the stage of determining the results of the Musrenbang. Related to the implementation of Organizing in Musrenbang, it has involved several elements ranging from regional apparatus organizations, vertical agencies to community leaders. Regarding the implementation of coordinating in the Musrenbang, the elements that carry out the coordination are the Siak Regent as the chairman, the Regional Secretary and the Head of the Bappeda of Siak Regency. Furthermore, related to the implementation of Reporting in Musrenbang, namely objects/ activities reported in Musrenbang activities, consisting of the form of Musrenbang activities, time and place of activities, legal basis for activities, number of members of the Musrenbang Implementation Team, number of Musrenbang participants, costs and sources of activity costs and physical achievements. and finance from Musrenbang activities.

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