

Policy Making of Strategic Plan for Success of Five-Year Development Agenda of Local Governance

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ABSTRACT

The policy making of the five-year strategic plan of its substance, involves participation in the process of policy formulation through Development Deliberation discussion in decentralization of regional autonomy. That is, it delivers the authority of the central government to the autonomous regions in determining the policy (political authority) and implementing the policy (administrative authority), based on local voice and local choice. The local government is expected to identify needs, formulate development goals. The research used qualitative method with ethnography approach by collecting various data from various sources with deep-interview technique. The purpose of the study describes the three things, namely setting agenda, policy formulation and budgeting in a formulation of stakeholders' participation. For contribution: First: participation in development planning in tokenism and elitist party stages, partnerships between communities with bureaucracy and political officials are still subordinate union of partnership. Dialogue held is still pseudo and decision making are not done by bargaining among actors. Second: The quality of planning is still bad, because it has not been able to answer the needs of the community and there is no interconnected substance between documents with one another.

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1. INTRODUCTION

Writing articles making Strategic Plan Policy The strategic plan Pandeglang, Province Banten Province of Indonesia is the result of research is done from start formulation process to stabilization implementation. Providing an overview and documentation review from the start of the process of policy formulation (Abdullah and Ibrahim, 1995) as reinforced by Julian, (2001) in preparing five yearly planning for the Regional Device Work Unit (Regional Work Unit). As stated in the Regional Regulation 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 and Development Policy Development of Pandeglang Regency as stated in the Pandeglang Regency Medium-Term Development Plan 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 (local regulation). 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 the strategic plan at the Regional Government of Pandeglang Regency (local regulation number 1/2008, on Pandeglang District Government Affairs). Secondly, as a scientific study of operational technical planning and a technical translation of the Regional Medium-Term Development Plan, including regional financial arrangements as the implementation of derivative programs of the Regional Medium-Term Development Plan, (Minister of Home Affairs Regulation Number 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 (Minister of Home Affairs Regulation Number: 13/2006). Second; writing refers to the main duties and functions (Job and function) 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, (Local regulation Pandeglang Regency Number 10 Year 2007). It must be in accordance with the implementation of the Pandeglang for Regional Medium-Term Development Plan policy (hereafter referred to as RPJMD) a period of five years, including in preparing regional spatial planning (Setiawan, 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. 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 of the Government Minister of Home Affairs Regulation Number 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 is a document that becomes the guidance in preparing the government work plan regency. While Government work plan Pandeglang regency which is determined through the regional regulation is a policy process of regional medium-term development plan Pandeglang regency.

The success of Regional Medium-Term Development Plan in the effort of implementing the development of autonomy in an area is determined by the quality of the Government Work Plan prepared for the work program for one year. (Munir, 2002). Therefore, the measurement of the quality of a development work plan is more accurately measured in the operational work plan, i.e. Government Work Plan 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, 1957).

Thus, the Act has ensured that in every step of development planning both at the central and regional levels of community participation states mandatory to be heard and considered government (Muluk, 2005). 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

Decree of the Minister of Home Affairs Number (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 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, 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 Samoedra (2009) 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, 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, (Samodra, 2009). Abdullah, (1995), on the analysis of the formulation and the making of the Pandeglang Strategic The strategic plan which contains the process of formulating a democratic planning policy in the implementation enhanced regional autonomy (Nurcholis, 2005).

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

While Government Work Plan provides more detailed programs and activities to link government development plans to the central development budget for the coming year (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 (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, 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. 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 = retelling) and the authority to take care (rules application = bestir).

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, justice, 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 (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).

In Planning and Development Deliberation National Development Conference involves all actors or development actors in the preparation (Setiawan 2002; Fitriani *et al*, 2019). Divided into Long Term Development Plan, Medium Term Development Plan and Annual Work Plan Development (Government Work Plan). Government Work Plan is a form of operational plan. Also referred to as the Regional Development Plans is the guideline for the preparation of Regional Revenue and Expenditure Budget Plan District. Before the activities are carried out to meet the needs of the proposed community and other stakeholders transformed into Regional Expenditure Budget 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 parasternal etc., as well as non-physical development such as the promotion of technical skills as a means for improving the welfare of the public (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 Regional Expenditure Budget ready to be operationalized (Munir, 2002; Pratama *et al*, 2019). It is in this process that the various content and interests of stakeholders always put forward their own aspirations and interests (Nurcholis, 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.

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 and the Development Work Plan contained in the five-year Regional Development Work Plan 2015-2016. From the explanation and referring to the identification of existing problems, the question problem formulations 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 strategic plan Pandeglang 2015 - 2016?

The purpose of writing is: to conduct a documentation review on the analysis of the formulation of policy implementation Strategic Plan Local Government of Pandeglang Regency Year 2015-2016. So, it is expected to be an input for readers and policy makers in making Strategic plan in another 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 20015-2016.

2. METHODS

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, 2005)

Specific objectives: (1) Proactively anticipate changes that occur within the scope of the Organization of Regional Devices, 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 Stratifies policy placement in the district and district secretariats. The research methodology used qualitative method approach, with approach of description of phenomenon or social reality.

This study uses a qualitative approach with observations conducted annually quantitative data collection with data collection analysis. Then for the qualitative data analysis used is item-by-item gap analysis and dimation-by-dimation gap analysis. Followed by qualitative data collection on ethnographic techniques, and triangulation analysis through FGD in the second phase which was built based on the results of comparative analysis. This research was carried out with the stages of work that was being done and that had been done in 1 to 2 years.

The main principle in data analysis is how to make the data or information that has been collected presented in the form of a description, and at the same time provide meaning or interpretation so that the information has scientific or theoretical significance. In this study, the data that researchers have obtained are then analyzed using taxonomic analysis techniques (taxonomic analysis), which forms a more detailed and in-depth analysis in discussing a theme or subject matter. Overall the research flow diagrams are presented through fishbone diagrams as in Figure 3.1 as follows:

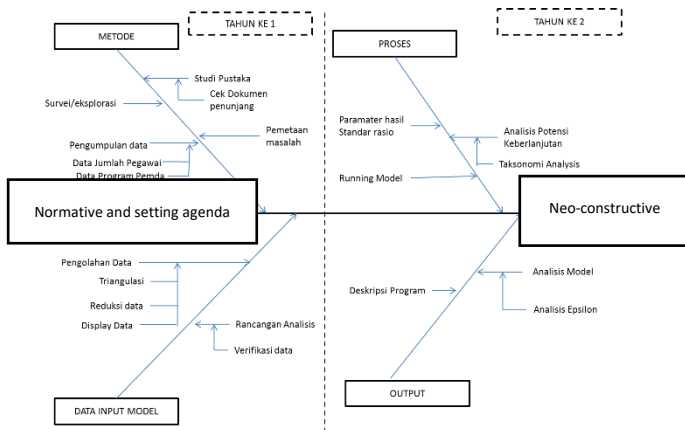


Figure 1. Fishbone Theory Design Model

3. RESULTS AND DISCUSSIONS

3.1 Regional Development and 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.

Maddick (1957: 34), decentralization includes the process of deconcentrating and devolution. deconcentrating 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, 2002). Maddick (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, justice, 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, 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).

3.2 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 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, 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).

3.3 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. 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 cannot 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).

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 body social". Problems cannot be formulated by itself. Policymakers should seek and determine the identity of the problem in the form of opinions or wishes of community members. According to Robert Eystone (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 decisionmakers 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 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 (Islam, 2003: 92-94). The steps presented 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, 1994).

The steps in this activity are (1) identifying alternatives, (2) defining and formulating alternatives, (3) assessing alternatives, (4) choosing satisfactory alternatives (Islam, 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 National Planning Agency, 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 deconcentrating, 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 (Regional Expenditure Development Budget).

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.

3.4 Overview of Local Government Service of Pandeglang Regency

3.4.1 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 (see figure 1.1) consist of: (1) Secretary of Region; (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) The experts. (See table 1.1)



Figure 1.1. Banten Province, Indonesia, (<https://www.sejarah-negara.com/2017/04/peta-banten-lengkap-4-provinsi-dan-4-kota.html>)

Table 1.1.

Area and Percentage of Banten Population

Regency / City	2017	
	Area Size by Regency / City An area (Km2)	Prosentations (%)
Regency Pandeglang	2746.89	28.43
Regency Lebak	3426.56	35.46
Regency Tangerang	1011.86	10.47
Regency Serang	1734.28	17.95
City Tangerang	153.93	1.59
City Cilegon	175.50	1.82
City Serang	266.71	2.76
City Tangerang Selatan	147.19	1.52
Banten Province	9662.92	100

Source: BPS Banten Province, Year 2018

3.4.2 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.

3.5 Strategic Planning for Changing Agenda Policy

Development planning in Pandeglang Regency is an effort to achieve independence so that the planning can provide hope to overcome the problems of village infrastructure. The results of this study also show that strategic planning for regional development in Pandeglang Regency can be implemented. However, the strategy step is not optimal

because there are only a few regions that are still unable to run it. Some programs that have not been running well are due to the involvement of farmers or Gapoktan who are less active in the process of preparing the Pandeglang Regency Strategic Plan and also the factors that are not precisely determining a reference program that will be implemented to the community.

Strategic planning is used to achieve competitive advantage and to integrate all functional areas of the institution by facilitating communication between all levels of managers. Strategic planning is a document used to communicate with the organization, organizational goals and actions needed to achieve these goals and all other critical elements built during processing planning. Strategic management is a comprehensive collection of ongoing activities and processes that an organization uses to systematically coordinate and align resources and actions with mission, vision, and strategy through an organization.

Strategic management activities change the shape of a static plan into a system that provides strategic performance and provides feedback for decision making and allows plans to be involved and grow as requirements and other circumstances change. Strategy execution is basically a synonym of strategy management and the systematic amount of implementation of the strategy. Strategic management is an ongoing process of strategic analysis, strategy creation, implementation and monitoring, which is used by companies with the aim of gaining and maintaining competitive advantage. Strategic management is not about predicting the future, but about preparing for the future and knowing what steps the company will definitely take to implement its strategic plan and achieve competitive advantages.

The Strategic Plan is a guideline for short-term planning. However, the Strategic Plan is not a holy book whose contents cannot be changed. Strategic planning in its journey can be evaluated. In its implementation, often in the preparation of RKA it does not refer to the Strategic Plan. It can even be said that RKA ranks first while strategic plan is not a priority. So that the existence of the Strategic Plan only becomes a display document sought if its physical presence is needed, the performance appraisal component of the agency, and planning documentation for proving a project is not fictitious and according to plan.

The application of SWOT analysis can be started either at the corporate level, divisions, business units, or on shared service units. The most important requirement in starting the application of the SWOT analysis is the existence of executives with a leadership style and management style that emphasizes communication, participation of all parts of the company and desires to encourage its workers to be more innovative. SWOT analysis is done in a group consisting of a key team of an organization. The discussion using SWOT analysis is to discuss the strengths, weaknesses of opportunities and threats. In the SWOT analysis tabulations are made detailing the strengths and weaknesses of the internal

factors, as well as the opportunity and threat factors of the external factors.

4. 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 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.

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 sub-districts level. 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 National Development Conference committee, the determination of the National Development Conference participants and the election of National Development Conference leaders.
- c) 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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