



MODEL MEDIUM-TERM PLANNING LOCAL DEVELOPMENT PLAN (RPJMD 2013-2018) IN THE ERA OF REGIONAL AUTONOMY IN KAPUAS DISTRICT, INDONESIA

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Abstract:

This study aimed to describe the planning model document Medium-Term Development Plan (RPJMD) from 2013 to 2018 in the era of regional autonomy in Kapuas. A qualitative approach was used to find out the hidden or unclear on planning models RPJMD documents and constraints faced RPJMD document planning model Kapuas 2013-2018. Data collected by three steps: observation, interviews, and documentation. Informants consisted of two former employees of Bappeda and two employees were still active in Bappeda Kapuas. Based on the results of research that documents the planning models RPJMD Kapuas 2013-2018 there were 12 components. Kapuas RPJMD component consists of RPJMD Time Period 2013-2018, 2013-2018 RPJMD Writing Patterns, Regional General Conditions, Macroeconomic Framework and Sources of Financing, Vision and Mission Regional Head, Regional Development Strategy, Financial Policy Direction of Regional, Local Public Policy Direction, Dimension Development Areas, Program and Regional Development Activity, performance Indicators and Matrix Programs and Activities. All the components are contained in the 2013-2018 RPJMD Kapuas.

Keywords: planning model, RPJMD, autonomy

1. Introduction

Central Kalimantan is a province that has a variety of potential natural resources as basic capital development. Central Kalimantan formed in response to sounds to form a government of Central Kalimantan Province. The idea arose from the Dayak People in 3 District namely: Kapuas, Barito, and Kotawaringin. All three districts are still a part of the Provincial Administrative centered Borneo Banjarmasin. Wishes, desires and Dayak people statements have been presented and distributed through mass organizations or the channel of political parties since 1952, both in the form of statements, motions,

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resolutions and others from political parties and social organizations that support and urge with the main demand is to demand the establishment of the Central Kalimantan Autonomous Province.

Since the establishment of the province of Central Kalimantan, by-stage implementation of regional development has been planned, planned and realized until the current period of achieving the target of regional development (in particular) and national development in general. However, each implementation of regional development is always faced with various problems, obstacles, and challenges that are part and parcel of the implementation of regional development policy. Therefore, to anticipate and minimize any negative effects of the problems that arise, the necessary policy formulation needs careful planning.

One of the three districts in the province of Central Kalimantan is Kapuas, whose territory is adjacent to South Kalimantan Province. During the era of regional autonomy imposed by the central government, Kapuas has been doing development in various fields of growth. However, before carrying out construction in Kapuas, of course, a good development planning has been made with the aim of developing the region.

In this regard and to improve development outcomes, policy evaluation and performance achievements of local governments should be implemented optimally as an essential condition determining the success of development planning. Evaluation of regional development should have integration between the planning documents as an important point in refining all policies, programs, and activities to be implemented in the next period. Thus, the model of a good planning document development affects the implementation of the development.

The development model chosen by the government is a model of growth that put the central government as the initiator, planner and implementer of improvement in Indonesia. The local government acts more as a facilitator of the development program designed by the central government. As a result of a development that occurs more centralized has some disadvantages, such as; 1) the development program drawn up for areas with fewer needs accordingly 2) less stimulate the creativity of local government officials to find new ideas or strategies to support the development of regional development (Soedjono, 2002; Beling & Tottem, 1985).

Factual, development planning becomes an obligation that must be carried out by any government officials. This, therefore, raises certain legal implications. Regional autonomy encourages all regions vying to accelerate the process of regional development to meet public demands (Kuncoro, 2014). Concrete form construction planning activities are the result of the completion of the necessary planning following the applicable provisions (Nurcholish, 2007).

Act 23 of 2014 on Regional Government states that each municipality is obliged to draw up development plans as a unit in the national development planning. Medium-Term Development Plan (RPJMD) is one model of regional development planning documents for five years. RPJMD vision, mission, and programs of the elected Regent translated into goals, objectives, strategies, policies and program priorities for

five years in connection with the election of Regent and Vice Regent of Kapuas on April 25, 2013, then compiled RPJMD Kapuas 2013-2018.

RPJMD developed with Parliament a planning document that is produced in the era of regional autonomy which is owned by Kapuas. RPJMD five-year planning document as a reference and are translated every year into the Government Work Plan (RKPD). Subsequently used as guidelines for preparing the Draft Budget and Expenditure (proposed budget). RPJMD serves as chief political promises to the community area that is delivered during the general election campaign in the form of regional heads of mission, vision and program priorities can be realized following the expectations of society Kapuas. Concerning the exposure then researchers create articles based on research results document the planning model of the Medium Term Development Plan (RPJMD) from 2013 to 2018 in the era of regional autonomy in Kapuas.

2. Research Methods

The qualitative research approach used in planning models 2013-2018 RPJMD documents to regional autonomy in Kapuas. The method chosen is descriptive. The descriptive method is intended to provide a comprehensive description of the problem under study (Burhan, 2001). The location of this research is Kapuas, Central Kalimantan Province. However, the data collection center on planning models RPJMD document is the Regional Development Planning Board (Bappeda) Kapuas. This is because of Bappeda Kapuas, an institution that granted the authority in preparing planning documents RPJMD Kapuas Year 2013-2018.

The research aimed to collect data and information related to the manufacture of such RPJMD. The informants in this study were four employees of Bappeda Kapuas. Similarly, there are three steps of data collection, namely: 1) observation by means of observations on the props and the socialization of the vision and mission Kapuas, in order to obtain the data to be analyzed were poured into a research report, 2) interview with conducting interviews to informants, 3) documentation, the Kapuas RPJMD collect data to be used as material for research reports and is used to analyze the data.

Analysis of the data on the qualitative approach taken after the data collection takes place. Model Miles and Huberman on data analysis is described as 1) data reduction by choosing things that are the subject and focus on the important aspects that the reduced data will provide a clearer picture, 2) presentation of data in the form of narrative text, 3) conclusion in the form of conclusions description or picture of an object that previously were dim or dark so that after investigation it became clear. Testing the validity or authenticity of data in qualitative research methods use different terms with a qualitative approach (Nasution, 2003; Sugiyono, 2014).

3. Results and Discussion

Sectoral planning is planning of only one field or specific construction sector, for example; agriculture, education, health and others (Sjafrizal, 2016). Such planning could appear as part of regional development planning documents such as RPJMD or prepared specifically for service agencies or separate SKPD commonly known as the Strategic Plan for Regional Work Units (SKPD Strategic Plan) prepared for 5 years.

Preparation of documents RPJMD 2013-2018 planning models that do Bappeda Kapuas has been used as guidelines in doing development in Kapuas in the fiscal year 2013-2018. Preparation of documents RPJMD Kapuas 2013-2018 has been carried out following a predetermined time is six months through various stages. Yet according to the BAPPEDA RPJMD document can be completed for three (3) months. In practice, in the field preparation and adoption RPJMD the three months term is too short and too difficult to realize (Rosidin, 2015).

The stages in the preparation of RPJMD Kapuas which have been run for the preparation of the initial draft, drafting RPJMD, Musrenbang RPJMD, the formulation of the final draft RPJMD RPJMD and determination has been carried out. During the preparation, RPJMD Bappeda Kapuas has invited several experts from universities and consultants to assist in the process of preparing the RPJMD. This illustrates that the 2013-2018 RPJMD Kapuas compiled through both the academically assessment phase of universities and technocratic conducted by the Planning Agency.

In connection with the preparation of documents RPJMD period in Kapuas, in principle, has followed the existing rules is for six months. This is a shared commitment between Bappeda and SKPD in instrumental finish RPJMD documents. Even the RPJMD document of 2013-2018 is a model of the 5 (five) annual development planning document owned by Kapuas since the era of regional autonomy was implemented in 1999. Translation of RPJMD 2013-2018 Kapuas through eighth aspects described as follows:

A. Vision and Mission Regional Head Kapuas

The vision and mission of regional heads of Kapuas contained in Chapter 5 RPJMD 2013-2018 is discussing the vision, mission, goals, and objectives. Determining the vision and mission of steps performed for each element of the organization and the community for directing and mobilizing all available resources to create the Kapuas as aspired. The vision of regional heads of Kapuas is "*The Kapuas a More Advanced, Welfare and Self Development through the Fair and Equitable and Sustainable*".

Determining the vision of regional heads of Kapuas conforms to the general conditions and the prediction area has been done long before. So, the vision of the regional head reflects a strong desire in achieving development and prosperity for the people of Kapuas. Vision of the regional head is not usual wishful thinking and illogical, but something that is embodied in a certain time.

Substantively that vision of regional heads describes something that is the concrete, measurable and clear deadline for attainment, making something that is realistic. Vision head area is also very easy to measure, the time limits achieved in the development targets set. Besides the vision of regional heads is something short, dense and easy to remember by society.

However, the manufacture of the vision and mission in 2013-2018 RPJMD Kapuas still received less attention from the head area, as submitted by the head of control and statistics Bappeda Kapuas. The election of the regional head should pay attention to the vision and mission. Elected regional heads pay less attention to them and just pay more attention to program development activities in the field of infrastructure for the planned 60 percent of the total government budget Kapuas district.

The vision of the regional head for the development of Kapuas was a more advanced one. Prosperous and self-sufficient achievements have to be done through the development of fair and equitable and sustainable; all this has to be realized with the efforts to implement programs and progress activities outlined in RPJMD.

Mission head area consisting of 14 missions in RPJMD is an attempt to increase the number of sectors that are developed in the spirit of togetherness of Kapuas with appropriate Betang Huma philosophy. These principles are: rewarding and recognizing customary rights over land for the entire community through institutional Kapuas Dayak, enhancing the role of regional companies to encourage the region's economy to realize economic growth, promote harmony, peace, faith regardless of ethnicity, religion, race, and class by involving religious leaders, community leaders, traditional leaders, youth leaders, NGOs, and other communities. This shows that the preparation of the mission RPJMD Kapuas attention oriented development plans and local community development are aimed at achieving the welfare of the entire community.

B. Regional Development Strategy

Regional development strategy in 2013-2018 RPJMD Kapuas is the best way of achieving goals and objectives of regional development following the vision and mission of regional heads of Kapuas. In RPJMD Kapuas is including a development strategy that consists of 18 strategies for achieving development goals that have been prepared by taking into account external and internal factors Kapuas.

Kapuas' regional development strategies have been prepared in 2013-2018 RPJMD made in Chapter 4 (four). Formulate strategies and policy directions are made to be implemented. The regional development strategy of the government of Kapuas lists 18 aspects that need to be fulfilled in implementing development. Preparation of regional development strategies Kapuas also based on positive issues that exist in the sector plans. This matters because when preparing RPJMD BAPPEDA, all SKPD in Kapuas also is required to prepare the strategic plan.

The strategy for improving access to infrastructure and distribution of appropriate housing, increased agricultural production and intensification and

diversification of food production are part of regional development strategy RPJMD Kapuas in 2013-2018. Kapuas District Government seeks to undertake development in infrastructure and agriculture to improve the welfare of the community. This is because people Kapuas mostly are working in agriculture. In addition to the rehabilitation and conservation of natural resources the environment protection has also become important.

Besides, there are strategies to achieve for the development goals of Kapuas regarding enhancing cooperation patterns which absorb the local workforce and revitalizing the role of religious leaders and community leaders in creating spiritual life and society which is more safe and secure. Strategies to achieve the development goals reflect the will of the regional head Kapuas in improving the welfare of the community by involving community leaders in creating a peaceful community life in Kapuas. This represents the commitment of local governments in implementing regional autonomy in Kapuas.

C. Regional Financial Policy Direction

Regional financial policy direction Kapuas contained in the RPJMD Kapuas 2013-2018 contains a general overview of financial management. The formulation of financial policies toward the region Kapuas consists of local income policy, spending policy and public policy area of local finance. These three elements are vital in the preparation of components RPJMD Kapuas because the financial aspect is very important in conducting development activities.

Revenue management policy comes with concrete measures to increase revenue (PAD). It procedures performed through the collection of taxes and levies, and others in order to increase local revenue in Kapuas. While the general policies for creating shopping areas for prioritizing spending are mandatory for governance in Kapuas. Various attempts were made to find new revenue sources through which through increased acceptance of the share of profit/dividend on equity or other local investments. Also, increase revenue (PAD) is realized by utilizing the wealth of local government areas that have not separated and have not been used to manage or cooperation with third parties, thus generating revenue for the Kapuas. The path taken is through equity participation to a third party designated by local regulations Kapuas.

Kapuas district government conducting public revenue and expenditure policies have been done via a memorandum of understanding with the Regional Representatives Council (DPRD) because the Parliament is a partner of the Kapuas district government in running the government. Besides, DPRD Kapuas also has the right to decide on a budget (budget right). So, the budget and expenditures are required through discussion in Parliament Kapuas.

Regional spending policy is based on a work performance-oriented approach to the achievement of the planned input, while the preparation of regional spending is prioritized to support the effectiveness of the implementation of the tasks and functions of the regional work units (SKPD) in Kapuas. But the increase in budget allocation

planned by each SKPD must be measured followed by improving the performance of services and improving social welfare.

Public policy Kapuas shopping areas are also carried out with the interests of obligatory and efficiency of the budget. Besides shopping areas are done with process-oriented development that does more expenditure on public services and capital spending, while spending less related to the development process has been reduced. This is following the wishes of the regent of Kapuas. Development programs are executed in Kapuas more to be directed on the field of infrastructure development.

Local finance general policy direction Kapuas in RPJMD also discussed the framework of the funding and calculates the total capacity of regional finance allocated to finance spending/expenses periodic mandatory and binding. Therefore, the Kapuas RPJMD displaying the form setting goals and targets of local financial revenue and expenditure quantitatively, so that it becomes more concrete, measurable, and easily guided by implementing a development plan. Based on the general policy direction finance that has been done, the previous has been exercising its authority as an autonomous region to organize and manage household own area. This proves that the Kapuas district has been able to implement regional autonomy through a series of policy development plans undertaken.

D. Regional Public Policy Direction

The general policy direction of the area is a general policy; Kapuas is the key demand in determining the development programs undertaken by the government. The general policy contains nine (9) development policy Kapuas for 5 (five) years. The goal for the conditions and the results achieved in development programs and activities can be realized well.

The general policy direction region of Kapuas contained in RPJMD 2013-2018 contains 9 (nine) policy which outlines the infrastructure development efforts, both for transportation and agricultural inputs. Improvement of health infrastructure and education and his service, is also part of the general policy direction of the area. Local economic development and respect for cultural values as the identity of the Kapuas, community empowerment, rural development, and the district as well as to reform of the bureaucracy are part of the common policy of Kapuas. Based on several matters related to the public policy area Kapuas contained in the RPJMD, public policy areas is related to development are based on authority owned by the government of Kapuas. Therefore, in principle, the Kapuas district government has been implementing regional autonomy well. This can be seen from some of the public policies that promote the development of the development program oriented to regional development.

E. Dimension Development Region

Development assumed by the Kapuas have to pay attention to the Spatial Plan (RTRW) for each improvement which require space and growth centers. The determination of the development is still based on the Decree of the Minister of Forestry of the Republic

of Indonesia Number 529/Menhut-II/2012 dated 25 September 2012 concerning the amendments to the Decree of the Minister of Agriculture No. 759/KPTS/UM/10/1982 on forest area designation in the region of the Province of Central Kalimantan Level I of \pm 15.3 million hectares as forest area.

Preparation time RPJMD 2013-2018 RTRW issue has not received special attention. These circumstances lead to weaknesses in planning for the conduct should be the emergence of centers of economic growth and development in Kapuas. Besides the development program in the case of integration RPJMD use function of land available for development. For Regional Regulation on Spatial Planning (RTRW) this should need to be made, resulting in the preparation of RPJMD the years to come could consider the development dimension of the region.

The benefits gained from the development dimension of the area taken by the government are directing the development policies following the potential and problems that are owned by the Kapuas. Development dimension in Kapuas region also realizes synergies and integration of development among regions and encourages the use of available land more efficiently. However, in 2013-2018 RPJMD Kapuas not fully discuss the development dimension of the region as a whole, but only a portion of which has been discussed in the RPJMD.

F. Programs and Regional Development Activity

Designing development programs created in 2013-2018 RPJMD amounted to 57 programs implemented by all SKPD and District. Development programs are more focused on development programs that lead to the development of infrastructure. However, Bappeda also draws up development programs aimed at lifting potential local economy as well as local culture Kapuas. This explains that since the era of regional autonomy, the regions contribute more actively to advance their respective areas, leaving them in making development planning, oriented improvement program for local economic and cultural growth.

Supposedly, the three elements of the development program can be met simultaneously, but the third element in the form of policy direction, description and specification of the objectives of the program development and program objectives is achieved in the implementation of the program is separated for the preparation of RPJMD Kapuas for better integrating the three elements of the formulation of development programs to be used as one.

G. Performance Indicators

Components made by performance indicators in 2013-2018 RPJMD planning aimed to be concrete and measurable. RPJMD performance indicators in 2013-2018 made a more thorough macro or can be set as a performance indicator of regional development Kapuas. This illustrates that the determination of performance indicators made in 2013-2018 RPJMD Kapuas are following the local development performance indicators contained in the pattern Permendagri No. 54 of 2010 which was placed in chapter 9.

Kapuas performance indicators contained in the 2013-2018 RPJMD predetermined performance targets at the beginning of the performance condition, namely in 2013 they became the target gains of over 5 years determining the 5-year performance targets at the beginning of 2014 until the end of the period. Making RPJMD that performance indicators in RPJMD prepared has followed the applicable rules in Regulation No. 54 of 2010.

Determination of performance indicators is one element of the Kapuas RPJMD which assists in achieving the concrete and measurable plan. It is therefore not only an indicator of performance or input and output performance, but indicators of performance results. So, that documents such RPJMD can be used as a guide in implementing development. Planning model such RPJMD document was created to carry out the task of government in the effort of decentralization in Indonesia.

H. Matrix Programs and Activities

RPJMD Permendagri pattern No. 54 of 2010 was concretized and programs and activities contained in the annex of the planning documents were required to prepare a matrix of programs and activities for 5 years. But the preparation of 2013-2018 RPJMD Kapuas constitutes only a matrix for program development, while development activities are not included in the matrix. The number of events held each SKPD and District may not be made in the RPJMD matrix.

Preparation of program development matrix contained in the 2013-2018 RPJMD Kapuas begins with the account code and then load the field of government affairs and program development priorities, then loaded program performance indicators (outcomes) with a unit for measuring the program. Having created the unit and then inserted condition and performance targets made performance targets and the indicative ceiling of each year starting in 2014-2018. After being made a target for 5 years and their performance indicative ceiling, the final condition of the gains made in 2013-2018 RPJMD Kapuas has been measured.

One of the benefits of using a matrix development program in 2013-2018 RPJMD Kapuas is a more concrete and facilitated preparation of the annual proposed budget prepared by the Regional Head. This occurs because the matrix formulation of the development program as well as a list of programs can also be viewed as indicators and performance targets of each individual for each year. But in the discussion, RPJMD Kapuas discussed with Parliament, which is certainly through the political process, so the use of matrix development program in RPJMD will be determined by the perceptions and views of the head and the DPRD Kapuas.

2013-2018 RPJMD deliberation process through the political process in parliament, so RPJMD was passed into law. Therefore, in the preparation of RPJMD Kapuas through technocratic and academic process determined a final determination and the establishment of permanent RPJMD through the political process. RPJMD Kapuas is a planning model of development that is owned by Kapuas since the implementation of regional autonomy. So the result is expected to be a development

plan documents for 5 (five) years; it will be used as a reference in the preparation of the next period RPJMD by Kapuas and the local government in Indonesia.

4. Conclusion

Model 2013-2018 planning document RPJMD Kapuas in an era of regional autonomy is a development planning model made Planning Agency containing guidelines for the development of 5 (five) years. The model includes a macro planning model (aggregate) as it concerns the macroeconomic framework, which contains the strategy, policy and objectives, and targets of its overall development. RPJMD Kapuas is composed by twelve (12) components with a period of preparation for 6 months according to the writing scheme based on Regulation No. 54 of 2010.

A general overview of the state of the region has demographic and geographic aspects, aspects of social welfare and aspects of regional competitiveness in Kapuas. The economic framework consists of aspects of economic growth represented by the GDP growth indicators and GDP per capita; while the source of financing comes from local revenue, balance funds, and other revenues. The vision and mission of the Regional Head in RPJMD, while the mission of the Regional Head of Kapuas regency consists of 14 missions meant to carry out the vision. Kapuas regional development strategies that increase access to infrastructure and appropriate housing and improvement of agricultural infrastructure, financial policy toward the region in RPJMD is their shared commitment between the head area with DPRD Kapuas.

Programs and development activities in RPJMD contain 57 development programs, while development activities are organized into SKPD and the District Strategic Plan. RPJMD performance indicators in 2013-2018 are an indicator of regional development which is based on aspects of public welfare, public service aspects and aspects of regional competitiveness, matrix RPJMD development program in 2013-2018 and the indicative ceiling load targets and outcome indicators (*outcome*) of the development program.

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