

Planning Process in Preparing Regional Government Work Plans (RKPD)

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ABSTRACT

RKPD is an integrated planning document, involving long-term and short-term considerations that encompass resources, social impact, the environment, and community needs. Enhancing regional development planning requires further research on stakeholder interaction and communication. This qualitative study offers a comprehensive view of RKPD preparation. Data from government questionnaires are qualitatively analyzed, taking contextual factors into account. Four key aspects in analyzing RKPD preparation include compliance, defining roles of key actors and encouraging public participation, effective management, impact evaluations using the Regional Development Planning Index, and ensuring alignment with community needs and the local government's vision and mission. Bappeda oversees key stages to align with the regional vision. Stakeholder engagement, efficient management, and SMEP evaluations ensure effectiveness. Integration with other plans and capacity building promotes good governance and sustainable development. RKPD serves as a powerful tool for highquality development.

Keywords : *RKPD, Development Planning, Local Government, Governance*

INTRODUCTION

The planning process in preparing regional government work plans (RKPD) is a crucial component of regional development planning. The RKPD helps the government address strategic issues and outline its vision, missions, goals, and work programs (Haryadi et al., 2021). The RKPD planning process involves several stages, including Musrembang (development planning forums) at the village, sub-district, and city/district level (Jonsa & Samsiar, 2017; Sonoville et al., 2018). These forums allow for community participation in the planning process (Sonoville et al., 2018).

The RKPD planning process is closely linked to the budgeting process. The RKPD work plan and funding are used as guidance in the budgeting process, which involves the preparation of Temporary Budget Priorities and Ceiling (PPAS) and the Regional Revenue and Expenditure Budget (APBD) (Sanuari et al., 2017; Karima et al., 2021). Ensuring consistency between the planning and budgeting processes is crucial for the effectiveness of regional development planning (Amin, 2023; Karima et al., 2021).

Challenges in the RKPD planning process include adjusting the budget to align with the proposals, the large number of proposals, and the limitations of supporting documents (Jonsa

& Samsiar, 2017). Additionally, tensions and conflicts may arise between the executive and legislative branches during the planning and budgeting process (Nurhayati et al., 2020). Nashihah et al., (2024) explain that a conflict of interest can occur when a state administrator has or is reasonably suspected of having a personal interest in the use of authority that could affect the quality of their decisions and/or actions. To address these challenges, strategies such as improving the competency of planning personnel, enhancing coordination and cooperation between government agencies and with universities, and utilizing information technology in the planning process can offer effective solutions (Hafsari et al., 2020; Kurnia et al., 2019).

The Regional Government Work Plan (RKPD) is a crucial planning document that supports the development process at the regional government level. According to Ramadhani et al. (2024), the implementation of a robust governance framework combined with effective accountability mechanisms enables regional governments to better meet the needs and expectations of their communities. This contributes to an overall improvement in government performance outcomes. As a strategic document, the RKPD outlines the priorities and directions for regional development within a specific timeframe. Its preparation is a critical step to ensure that limited resources and budgets are managed efficiently to address community needs while achieving regional development objectives. The RKPD encompasses various components, such as an overview of regional conditions, an economic and financial framework, development targets and priorities, work plans and funding for the upcoming year, and the performance of regional government administration (Murti, 2021).

Guidelines for preparing RKPD refer to the regulations contained in Minister of Home Affairs Regulation Number 86 of 2017, which regulate procedures for planning, controlling, and evaluating regional development. This guideline also refers to provisions related to the evaluation of Draft Regional Regulations regarding Regional Long-Term Development Plans and Regional Medium-Term Development Plans, as well as changes to these planning documents. By referring to these regulations, the preparation of the RKPD is based on the framework established by government regulations.

According to Maramis, et al. (2021), planning involves making decisions to determine what series of activities and steps should be taken next, when they will be done, how to carry them out, and who will carry them out. In the context of planning the preparation of the Regional Government Work Plan (RKPD), decision-making involves determining the steps that must be taken to achieve the goals and objectives that have been set which includes selecting activities or projects to be implemented, determining when these activities will be carried out, how these activities will be carried out, and how these activities will be carried out. will be carried out, and who will be responsible for carrying out these activities? About regional government work programs, Soekartawi in Setianingsih, et al. (2015) explained that the importance of the planning aspect lies in its relationship with regional development aspects which can be grouped into two main aspects, namely: (1) planning as a driving tool in regional development; and (2) planning as a measure that determines whether regional development is successful or not.

Romadona and Afandi (2022) state that the RKPD is a planning document that is integrated with other planning documents, which are prepared comprehensively including the Long Term Development Plan (RPJP), Medium Term Development Plan (RPJM), and Regional Government Work Plan (RKPD). So, it is important to remember that the planning process for preparing a Regional Government Work Plan (RKPD) usually involves various stages, from long-term planning to short-term planning. Therefore, those making decisions that occur at each stage need to consider various factors, including resource availability, social and environmental impacts, and community needs. Ultimately, these decisions influence how the plan will be implemented and the extent to which regional development goals can be achieved.

However, efforts to improve the planning process for preparing Regional Government Work Plans (RKPD) which have been carried out in many regions need to be researched more deeply by exploring how actors are involved in decision-making, how data and information are used in planning, and how the process interactions and communication between various stakeholders can influence the results of the RKPD. Departing from this rationale, this journal aims to explain and comprehensively analyze the planning process for preparing RKPD at the regional government level. Through this research, it is hoped that valuable insights will be found about the dynamics, challenges, and opportunities in preparing RKPD which can become the basis for improvements and innovations in future regional development planning. In this way, it is hoped that regional development in the future can run more efficiently and effectively.

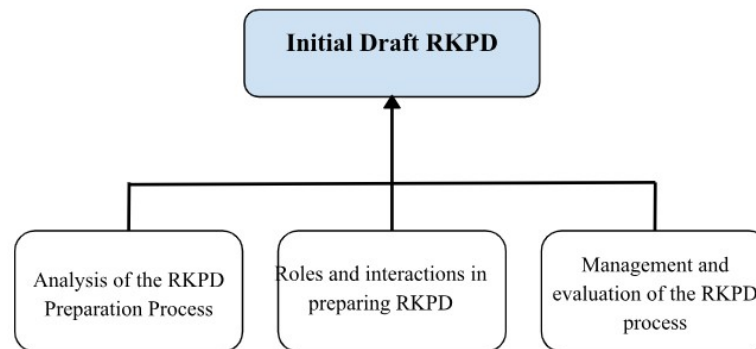
LITERATURE REVIEW

Taufiqurokhman (2008) states that planning is a crucial process for determining future goals and detailing the steps required to achieve them. Maramis et al. (2021) add that planning involves making decisions to establish the sequence of actions to be taken, the timing of their execution, the methods for implementation, and the parties responsible for carrying them out. Effective planning includes reflection, evaluation, and the formulation of strategies to overcome challenges and realize the vision set for the future. Akbariah et al. (2024) emphasize that the results of regional government performance evaluations should be accessible to the public, enabling citizens to understand government performance and provide feedback for improvement. Based on adequate performance evaluation results, planning is not merely a statement of objectives but also a practical guide that directs actions toward achieving those objectives.

According to Rahim (2020), the National Development Planning system is a procedure that unifies development planning to create development plans that are valid in the long, medium, and annual periods. These plans are implemented by government agencies and communities at the central and regional levels. Based on this explanation, it can be concluded that the National Development Planning System aims to create efficient coordination in development planning over various periods to ensure that the development plans that have been prepared can be implemented consistently and purposefully by government agencies and communities in all regions of the country. So this system functions as a framework that helps in preparing, managing, and implementing development plans that are in line with the national development vision and goals. So that in the end, it creates a positive influence on resource management and development at the national and regional levels to achieve predetermined development goals.

On a smaller scale, Patarai (2016) explains that regional development planning is an aspect that has enormous significance because, through this planning, the government can evaluate and project the desired direction for regional development in the future. All of this is done by carefully considering the potential and resources available in the region. Regional planning is not only seen as routine work but is also seen as a strategic effort that supports wise and sustainable decision-making to achieve the regional development vision and goals that have been set.

This research was structured with a conceptual framework which is described as follows:



a. RKPD Preparation Concept

According to Ramadana and Afandi (2022), development planning aims to ensure that development programs follow the specified direction so that they do not cause problems due to a lack of transparency. The development planning process aims to prepare a good and structured development plan. The Regional Development Planning Agency (BAPPEDA) is an institution at the regional level that is responsible for preparing, determining, controlling, and evaluating the implementation of regional development through the Regional Government Work Plan (RKPD) document.

Furthermore, Patarai (2016) also stated that the scope of regional development planning includes stages, and procedures for preparing, controlling, and evaluating plan implementation, one of which is contained in the RKPD, taking into account the principles of regional development planning which include:

- a) Is an integral part of the national development planning framework;
- b) Carried out collaboratively by local governments together with other stakeholders, concerning their respective roles and responsibilities;
- c) Align spatial planning with regional development planning; and implement by the conditions and potential that exist in each region, in line with dynamic developments at both regional and national levels.

According to Sinaga (2021), to achieve harmony in regional development planning, the government has improved its performance in preparing regional development plans and tidying up its administration so that it runs according to schedule, according to the provisions contained in Permendagri Number 86 of 2017. More comprehensively, Murti (2021) explains that based on Minister of Home Affairs Regulation Number 86 of 2017, the RKPD is prepared in stages:

1. Preparation

The preparation process in preparing the RKPD involves several stages, including forming the RKPD Drafting Team, providing orientation regarding the RKPD, preparing a work agenda, and preparing relevant data and information for regional development planning. The tasks given to the RKPD Drafting Team are then described in the work agenda which is used as a work guide from initial preparation to the adoption of the draft Regional Head Regulation regarding the RKPD for the year in question. Collecting data and information is a crucial aspect in preparing the RKPD because apart from supporting the smooth running of the planning process, it also has a significant impact on the quality of the RKPD document that will be produced. Therefore, it is important to collect regional development planning data and information that is accurate and accountable.

2. Preparation of Initial Design

Article 78 in Minister of Home Affairs Regulation Number 86 of 2017 explains that in the process of preparing the initial RKPD draft, the following elements need to be taken into account:

- 1) Analysis of the general description of regional conditions.
- 2) Analysis of the regional economic framework design.
- 3) Analysis of the real financial capacity of the Region.
- 4) Review of the initial draft of the Regional Apparatus Work Plan.
- 5) Formulation of regional development problems.
- 6) Review of RPJMD targets
- 7) Review of the RPJMD policy direction
- 8) Review of government policies on RKP and national strategic programs
- 9) Review of the DPRK's main ideas
- 10) Formulation of regional development priorities
- 11) Formulation of program work plans and funding

At this stage, all of these elements are taken into consideration in preparing the initial RKP design to ensure the suitability and integrity of the regional development plan.

3. Preparation of Design

According to Article 88 in Minister of Home Affairs Regulation Number 86 of 2017, the process of preparing the district RKP Draft involves the refinement stage of the Regency RKP Initial Draft. This refinement process is based on two main factors, namely:

- 1) The initial plan for the Renja comes from all district regional apparatus and has passed the verification process.
- 2) Review results which include evaluation of the provincial RKP Draft, RKP, and national strategic programs.

The preparation of the district/city RKP Draft must be completed no later than the first week of April and submitted to the Regent through the Regional Secretary as part of efforts to obtain approval regarding the district/city RKP Draft as well as preparations for the implementation of the district/city RKP Musrenbang. The ultimate goal of integrating priority programs and activities is to ensure harmony between the program's indicative ceiling and the activity's indicative ceiling. In other words, the indicative activity ceiling in the SKPD Renja design must not exceed the program ceiling limit, or the total activity indicative ceiling must be by the allocation of regional financial capacity intended for direct OPD expenditure.

4. Implementation of Musrenbang

The district Musrenbang RKP is a participatory mechanism for discussing district regional development programs and activities, involving various parties affected by them. The results of the district RKP Musrenbang are used as a basis for preparing the district RKP draft and as input in negotiations regarding the provincial RKP draft in the Provincial RKP Musrenbang. The district/city RKP Musrenbang is held no later than the last week of March.

5. Final Design Formulation

After the district RKP Musrenbang is completed, the next action is to adopt the agreement resulting from the Musrenbang into the Final Draft RKP. At the same time, an evaluation is carried out on the results of the national RKP musrenbang and provincial RKP musrenbang relating to districts to obtain additional information or policies that need to be considered or harmonized in the final draft RKP. Thus, the final draft of the district RKP is based on the agreement produced in the district/city musrenbang, taking into account the results of the national RKP musrenbang, to achieve synergy, harmonization, and synchronization of development. The formulation process in this stage focuses more on detailing and refining the material that has been produced in the previous stage so that the activities or steps become more concise.

6. Determination

The draft Regional Head Regulation (Perkada) regarding the updated RKPD will be submitted to the Regent through the Regional Secretary for approval and promulgation. The draft Regional Regulation will be submitted no later than two weeks after the facilitation of the draft Regional Regulation on RKPD is carried out. Once the district RKPD is determined, this will become a guide for perfecting the district's Regional Work Unit Renja (SKPD) design. The Regent's Regulation on RKPD will be used as a guide to detail and perfect the final draft of the district's Renja SKPD, as well as as a reference in preparing the General Policy Draft for the district's Regional Revenue and Expenditure Budget (APBD), including the District's Provisional Budget Priority and Ceiling Draft. The Draft General Policy of the APBD as well as the Draft of Priorities and Temporary Budget Ceiling will be submitted by the Regent to the Regional People's Representative Council (DPRD) to be used as a basis for the process of preparing the APBD draft.

METHOD

This research aims to obtain an in-depth picture of the planning process in preparing Regional Government Work Plans (RKPD). To obtain this picture, research was conducted using qualitative descriptive methods. The descriptive method is a research approach used to describe or explain the current situation of a group of individuals, objects, conditions, systems of thought, or classes of events. The main aim of this descriptive research is to create a systematic, factual, and accurate description of the facts, characteristics, and relationships between the phenomena being investigated. Meanwhile, through qualitative research methods, the research aims to deepen understanding of phenomena related to the planning process in preparing Regional Government Work Plans (RKPD) with a more significant level of depth. In this framework, qualitative descriptive research methods are used to collect data that not only explains "what" happens in the RKPD planning process but also explores the questions "why" and "how" this phenomenon occurs.

The use of qualitative research methods allows researchers to explore differences, complexities, and contexts that have the potential to influence the course of RKPD planning. In this way, the research results can provide a more in-depth and contextual picture of the main aspects of RKPD planning, including factors that influence decision-making, interactions between stakeholders, and the impact resulting from the planning process on regional development. In this research, the questionnaire is used as a tool to explore the local government's perspective, then the data collected from the questionnaire will undergo qualitative analysis by paying attention to various contextual factors that influence how local governments view and experience the planning process in compiling the RKPD, creating a suitable approach. holistic in understanding the phenomenon.

RESULT AND DISCUSSION Analysis of the RKPD Preparation Process

In terms of analysis stages, the RKPD preparation process has been carried out by applicable regulations, including the stages that must be followed, the established writing framework, and the contents of the RKPD document. This shows that the development planning process in the region has complied with existing guidelines and provisions so that the RKPD can be considered a valid document by established standards. In the implementation process, RKPD can be a strong guide in implementing regional development programs by the vision and goals that have been set.

Priority setting is carried out by considering strategic issues that must be resolved in regional development. These issues are certainly not small and must be adjusted to the

capabilities of the APBD. So the priority scale must be the main basis in the RKPD preparation process. In determining scale priorities, it is necessary to consider the Seven RPJMN Priorities as a reference. First, the importance of strengthening economic resilience to achieve quality growth. Second, the importance of regional development is to reduce disparities and achieve equality. Third, it is necessary to improve the quality of human resources and competitiveness. Fourth, a focus is needed on mental revolution and cultural development. Fifth, it is necessary to strengthen infrastructure that supports economic growth and basic services. Sixth, there is a need for efforts in environmental development, increasing resilience to disasters, and adapting to climate change. Finally, it is necessary to strengthen political stability, the legal system, as well as national security, and resilience, as well as transform public services.

To ensure that the strategies proposed in the RKPD are consistent with the vision and mission of the regional government, a comprehensive monitoring process is carried out. This supervision includes the alignment of programs and activities across regional apparatus. This is done through a cascading and crosscutting process in performance assessment and preparation of regional apparatus performance trees. Cascading refers to the approach or process of reducing the vision, mission, and strategic goals from the national level to a more regional level. Meanwhile, cross-cutting refers to certain issues that intersect with various aspects of regional government programs that require cross-sector collaboration. The use of a cascading approach and cross-cutting issues in preparing the RKPD aims to ensure that all regional organizations or apparatus are involved in achieving the regional vision and mission comprehensively. Thus, all regional apparatus assume responsibility for the regional vision and mission and the RKPD can function as a tool to direct development efforts that are coordinated and by regional government objectives.

Roles and Interactions in Preparing RKPD

The process of preparing the RKPD is a collaboration that involves various main actors in making decisions regarding regional development programs and project priorities. In this process, the role of the main actors is very important in ensuring that the RKPD reflects the needs and aspirations of the community as well as the vision and mission of the regional government. The main actors involved in this process include Regional Leaders, Regional Apparatus Leaders, Functional Planners in the Regional Development Planning Agency (Bappeda), and throughout Regional Apparatus, as well as academics. Regional leaders, such as the Regent or Mayor, have an important role in determining the direction and priorities of regional development by the established vision and mission of the regional government.

Regional Apparatus Leaders, together with functional planners at Bappeda and all regional apparatus, work together in preparing the RKPD design by considering various technical, financial, and operational aspects. They play a role in formulating superior programs that are by local government policies. Apart from that, academics can also make valuable contributions through their understanding and knowledge of the latest developments in various areas of development. Collaboration between all these actors in the RKPD preparation process is expected to produce a comprehensive document on regional development needs and potential, especially in making decisions regarding programs and projects to be carried out by the regional government.

In the decision-making process regarding the preparation of the RKPD, stakeholder mapping needs to be carried out as a first step to identify the roles and interests of the various actors involved in this process. These actors include local governments, the private sector, community organizations, and other actors who contribute to regional development. Interest mapping is carried out by inviting all relevant stakeholders, related to the established vision and mission. In this meeting, each stakeholder is expected to contribute to formulating their

respective roles and responsibilities, in line with efforts to achieve the vision and mission of the regional government. This process helps clarify the roles and expectations of each party, to strengthen synergy between various stakeholders in achieving regional development goals.

The interactions that occur in RKPD planning certainly require facilities to maintain relationships between stakeholders. In this case, the provision of facilities in the context of preparing the RKPD is carried out by inviting participation from legislative institutions, the community, and the private sector in various musrenbang forums at the village, sub-district, and district levels. Apart from that, this process is also strengthened through the implementation of public consultation forums which aim to gather input and suggestions from various parties directly or indirectly related to regional development programs to enrich planning accuracy in determining priorities and programs that need to be included. Through such interaction facilities and communication mechanisms, obstacles and conflicts can be resolved properly so that the ongoing RKPD preparation process is not disrupted.

The data used in the interaction and interest mapping process in planning the preparation of the RKPD includes district macro conditions and national and provincial data. Apart from that, data from research and studies conducted at the district level by various parties, including local government, academics, and the private sector, are also used. This data is then collected, analyzed, and processed by academics to provide a comprehensive picture of the regional situation which is the basis for the RKPD preparation process and allows the various parties involved to formulate development programs and priorities that are more relevant and have a positive impact on the progress of the district.

Management and Evaluation of the RKPD Process

Management in the process of preparing the RKPD plays an important role in ensuring effective coordination between regional government units in preparing the RKPD so that program and project priorities are in line with the vision and mission of the regional government. This coordination begins with the division of responsibilities and coordination between units or departments in local government. Bappeda, which is in charge of planning affairs, is the leading sector, and the Rendalev Division acts as the coordinator of the RKPD preparation process. The Rendalev sector is a Regional Development Planning Agency that collaborates with third parties, namely academics, to collect, process, and present data in RKPD documents. Apart from that, the Rendalev sector also coordinates with regional officials regarding data and other aspects deemed necessary to ensure the smooth preparation of the RKPD.

The management and evaluation of the RKPD preparation process are also used to assess the social, economic, and environmental impacts of the proposed work plan. The information obtained from this evaluation becomes the basis for improvements in planning through the implementation of the Reporting Monitoring and Evaluation System (SMEP). SMEP aims to develop integrated planning, measurement, and budgeting applications and formulate a database that explains operational definitions of performance indicators. Through the SMEP application, every semester, an evaluation of the RKPD achievements is carried out by the District Bappeda. Apart from that, there is also a performance evaluation of each regional apparatus carried out by the Regent periodically.

The SMEP application does not stand alone as the only basis for maintaining the suitability of Regency RKPD planning in social, economic, and environmental aspects. On the other hand, in the District RKPD planning process, efforts are made to increase community participation by holding outreach and technical guidance regarding the planning cycle, starting from the hamlet, village, sub-district level musrenbang, to the district level musrenbang. Apart from that, guidance was also provided regarding the flow and procedures for submitting

aspirations through the Regional Development Information System (SIPD) application. The SIPD application is used as a forum for collecting data on the work and performance of Regional Apparatus Organizations (OPD) which covers various aspects such as general data, socio-cultural, natural resources, infrastructure, economics, regional finance, politics, law, security and incidents that occur. can help increase literacy and community aspirations.

Meanwhile, to measure the success of the interaction process that occurred during the preparation of the RKPD, the regional government refers to the Regional Development Planning Index. The Regional Development Planning Index is a measuring tool used to evaluate and measure the quality of regional development planning from various aspects, including the participation aspect. In 2022, the District developed this index as a way to measure the extent to which regional development planning involves the participation of various parties involved in the process. This index provides an overview of the level of involvement of the community and other actors in preparing the RKPD, which can be an indicator of the success of the interaction process that occurred during the preparation of the RKPD. In other words, this index helps measure whether regional development planning has involved relevant parties and fulfilled participatory principles in its planning.

Apart from evaluating the level of participation of the parties involved in preparing the RKPD, concrete efforts are also being made to strengthen the capacity of relevant institutions to achieve regional development goals. Increasing institutional capacity related to regional planning is carried out through various activities, one of which is the implementation of Technical Guidance (Bimtek) aimed at all Functional Planning Officials in various regional apparatus. This technical guidance is an effort to provide training, learning, and increased understanding to officials who play a role in preparing regional planning documents, including RKPD. With this Bimtek, functional planning officials in various regional apparatuses will increase their knowledge and skills in formulating quality planning documents by applicable regulatory provisions, and increasing institutional capacity through the implementation of Bimtek is expected to support more effective and quality regional development planning.

Ultimately, the preparation of the RKPD is expected to reflect the principles of good governance, transparency, and accountability in decision-making and implementation of development programs. During the drafting process, local governments involve all relevant parties to ensure that various perspectives and interests are considered. Logical Framework principles are used to design programs and activities systematically and measurably so that each step has a logical basis and is closely related to the overall goal. The result is a strong and reliable RKPD which is expected to be able to support development programs that are more effective and efficient in achieving the targets that have been set.

CONCLUSION

The preparation of the Regional Government Work Plan (RKPD) is a structured process and involves various important stages, namely preparation, preparation of the initial design, preparation of the draft, implementation of the Musrenbang, formulation of the final design, and determination. In the process, the Regional Development Planning Agency (Bappeda) has a major role in ensuring that the RKPD reflects the vision and mission of the regional government. However, to achieve success in preparing quality RKPD, stakeholder participation, including the community, private sector, and academics, is also very necessary to determine program and project priorities that are in line with regional needs. In an effort towards integrated and coordinated development, RKPD must be integrated with other planning documents, such as RPJP, RPJM, and RKPD.

Implementing good management and regular evaluation through the Reporting Monitoring and Evaluation System (SMEP) is important to ensure the effectiveness and efficiency of the planning process. Through various efforts including capacity building and Technical Guidance (Bimtek), all of these elements aim to create good governance, transparency, and accountability in every decision-making and implementation of development programs. Thus, it is hoped that the RKPD will not just be a document, but a strong instrument for realizing sustainable and quality development for the community.

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