

Effect of Role Bappeda, Elit Local Law Enforcement and Public Participation on Effectiveness of Regional Development Planning at Nabire District of Papua Province

Christina M. Lewerissa
Student of Doctoral Program
Satyagama University, Indonesia

Abstract- The results of the regional development planning at Nabire district of Papua province are not yet effective. The purpose of this study is to analyze and provide solutions to the role of City's Development Planning Board (Bappeda), local elites, law enforcement and public participation on the effectiveness of regional development planning at Nabire district of Papua province.

This is an explanatory research with quantitative approach, with a population of 11.627 and total of 370 samples and through analysis coefficient of determination in linear regression model. From this research the effect of each variable studied are as follow; (X1) the role of Bappeda, 83.1%, (X2) local elites, 78.7%, (X3) law enforcement, 75.5%, (X4) public participation, 64%, and all variables simultaneously have significant and positive effect on the effectiveness of regional development planning at Nabire district of Papua Province amounted to 75.6%.

The findings in this study are that the role of Bappeda in carrying out organization's administration and management has not yet optimal; local elites still prioritizing their personal interests rather than the public interest, through political Autonomy and political representatives, and Papuanization; Law enforcements are not optimal e.g. legal substances that have not guaranteeing customary rights, the attitude of law enforcement officers toward public and vice versa still need to be improved; low level of public participation due to lack of understanding toward the obligation as participant and the benefits by participating.

Index Terms— Role of Bappeda, local elite, law enforcement, public participation, effectiveness

I. RESEARCH BACKGROUND

Implementation of regional development is an elaboration from vision-mission of local region. The Nabire district's vision for 2010-2015 is to "Opening the Regional isolation to achieve equitable, prosperity, prosperous and independent Nabire". In order to achieve this vision, a tenacity planning is needed. This means that planning must be pro-Nabire and should be made according to the local's need so that the public can benefit from the implementation of the government's development, so that the development planning can be said to be effective.

The main problems of regional development planning board (Bappeda) in carrying its role to promote the effectiveness of regional development planning are lack of professionalism and competence in the field of human resources and management. How far the role of Bappeda in formulating plans that favor the people of Nabire, encouraging the implementation of development programs, monitoring and

evaluating the implementation of development programs in order not to deviate from the plan that has been established in regional development planning discussion forum (Musrenbangda).

The law has not been enforced optimally due to lack of monitoring and supervising toward the rules that had been implemented. Insufficient dissemination to the public regarding those rules that have been set by local or central government so that the public have better understanding and willingness to abide those rules.

Democratization process, in Indonesia, is still ongoing until it's found the desired form and direction, but still the process had brought a major paradigm change on Indonesian's development planning. According to Weber the Mufti (2103:200-2001) "The competition that's going on in terms of democracy occurs because the elite increasingly want to preserve and maintain its own interests. Even in local elections too, the credibility and popularity of specific groups such as the leader of the political elite, is at stake". This becomes relevant if the power of influencing policy.

Local elites often raises public issues such as poverty, wealth, natural resources and human right to influence central government in policy making process in order to get rule that favors them without considering the effect as a whole. An example of such outcome is Papuanization. Papuanization is a policy that promotes maximization of utilization of local's human resources. While the policy seem favor the locals, but without considering the fact that quality of local human resource are still low, the outcome won't be optimal and the policy also creates concerned to non-natives who lives in Nabire to be treated differently. Local elites also seldom use their political power through their representatives to influence public/local opinion to favor their own objectives, thus, creating information that could mislead regional planning process.

Democratization also has changed Indonesian's government system from centralized to decentralized, thus the role of public participation in government development planning process also changed. Decentralized government system requires public to be actively involved in development planning process with expectation the development programs created are suited to local needs. Therefore bottom-up model planning should optimally utilize. However in realization, public's participation still minimum on all phase of planning process. Therefore, in order for the development planning process to keep moving as it should be, the local community leader and government

should actively maintain discussion regarding of local's needs so that the proposed programs are based on reflection of factual condition.

Based on above background conditions, the researchers were motivated to conduct research with the title "The Effect

of Role Bappeda, Local Elites, Law Enforcement and Public Participation on Effectiveness of Regional Development Planning at Nabire district of Papua Province."

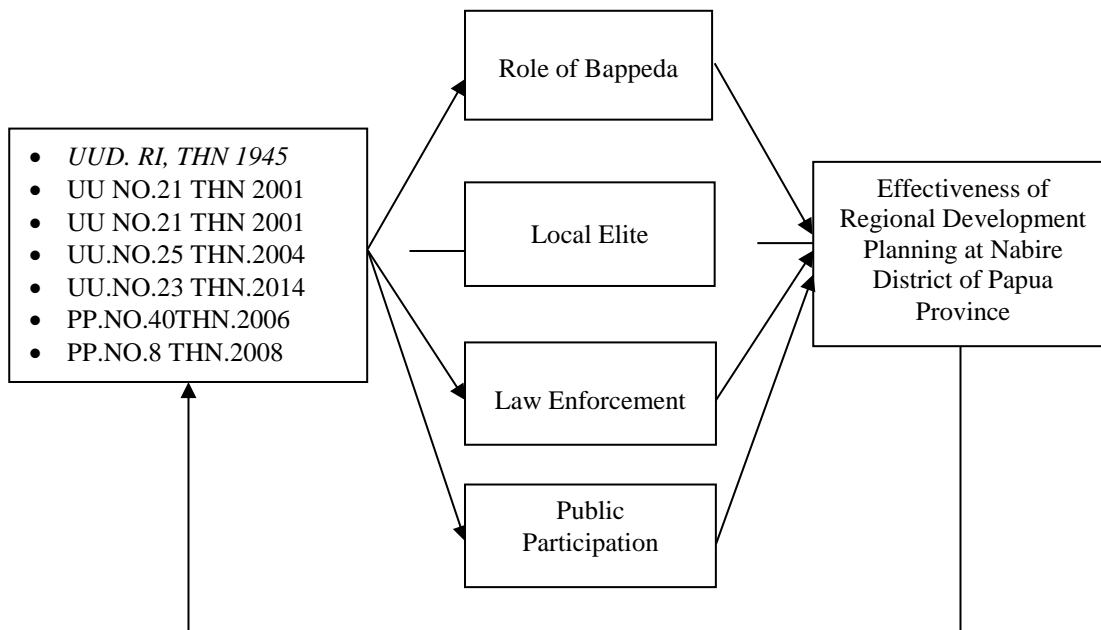


Figure. 1
Research Framework

II. RESEARCH METHOD

This is an explanatory research with quantitative approach, with variables are classified into four parts, which consist of four independent variable, Bappeda's Role (X_1), Lokal Elite (X_2), Law Enforcment (X_3) and Public Participation (X_4) and a dependent variable Effectiveness of Regional Development Planning (Y).

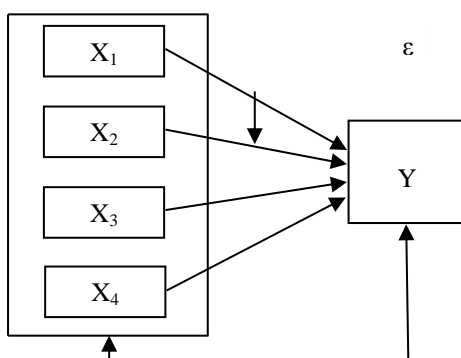


Figure. 2
Research Design

Research Design

The population used in this study are those who related to effectiveness of regional development planning, various group / community considered to be related to the research subject which are civil servant of Bappeda, member of legislative and politicians, academician, security apparatus, entrepreneur, public figure (ethnic elder, religion, political party), medical personnel, NGO, young generation (student, youth) totaling to 11,627 people. By using Krejcie and Morgan table a sample of 370 respondents are obtained. Data collection techniques used are literature study and field research by observation, questionnaires and interviews. While the data were analyzed using the following methods: (1) Descriptive statistics (2) Validity and Reliability, (3) Classical Assumption Test (Normality Test data and Multicollinearity), (4) Analyst Determination, (5) Analysis of Linear Regression simple and multiple and hypothesis Testing with t test and F test count. This research was conducted at Nabire district of Papua province.

III. DISCUSSION AND RESEARCH FINDING

Before the findings of the study are discussed, the following section highlights the result of the tests to examine the data.

2.1. Reability Test

To see the coefficient reliability of the questioners, Alpha Cronbach was calculated by using SPSS, and the results of reliability test for all variables were significant (0.737-0.812). Bappeda's Role (X_1) has $\alpha = 0.795$, Local Elites (X_2) has $\alpha =$

0.616, Law Enforcement (X_3) has $\alpha = 0.737$, Public Participation (X_4) has $\alpha = 0.737$ and dependent variable Effectiveness of Regional Development Planning (Y) has $\alpha = 0.812$. From the results, it can be seen that the questionnaires used for each variable are reliable, because all their coefficient reliability is higher than 0,6.

2.2. Validity Test

The validity of each point in the questionnaires was calculated by using "product moment" correlation technique. From 15 questionnaires responded by 370 subjects ($n=370$), α value was 0,05. If we compare this value of r_{table} which is 0,098, it can be concluded that each point in the instrument of all variables were valid (0,123-0,621). Bappedda's Role (X_1) has value of (0,250-0,538), Local Elites (X_2) has value of (0,123-0,393), Law Enforcement (X_3) has value of (0,321-0,539), and Public Participation (X_4) has value of (0,221-0,525) while dependent variable Effectiveness of Regional Development Planning (Y) has value of (0,237-0,621).

2.3. Hypothesis Test

Based on the result of hypothesis testing using SPSS 16 for Windows, the obtained calculation result of the five hypothesis testing are as follow:

- $\hat{Y}_1 = 4.191 + 0,241X_1$
- $\hat{Y}_2 = 4,507 + 0,315X_2$
- $\hat{Y}_3 = 4,055 + 0,562X_3$
- $\hat{Y}_4 = 3,964 + 0,830X_4$
- $\hat{Y} = 3,919 + 0,344X_1 + 0,470X_2 + 0,516X_3 + 0,757X_4$

2.4. Discussion

The result of this study shows that all of the hypotheses are significant. Of the four independent variables studied, Bappedda's Roles (X_1) has affected the most on Effectiveness of Regional Development Planning, then follow by Local Elites (X_2), Law Enforcement (X_3) and lastly Public Participation (X_4).

2.4.1. Role of Bappedda influence on the Effectiveness of Regional Development Planning District at Nabire district of Provinsi Papua

Bappedda's role (X_1) provides significant and positive effect amounting to 83.1% on Effectiveness of Regional Development Planning at Nabire district of Papua Province. Therefore, in order to improve the effectiveness of regional development planning at Nabire district of Papua Province can be done by increasing the effectiveness the role of Bappedda.

The problems that existed in order to create a better role for the Bappedda were, (1) Lack of the most recent data regarding the actual conditions and needs of the locals; (2) Lack of coordination among Regional Work Unit (SKPD), (3) The quality of human resources still not optimal, (4) ineffective monitoring and evaluation process.

Based on problems mentioned above, Bappedda should make improvement by increasing the quality of human resources and professionalism through training, technical guidance, and courses related with development planning. According to, Riyadi and Bratakusuma, (2005:15), A successful development planning can be obtained because of following condition; (1) political stability and security; (2) performed by those who skilled in intended areas; (3) realistic, in accordance with existing resources and funds; (4) good

coordination; (5) Top down and bottom up planning; (6) A continuous monitoring and supervision.

Financial bureaucracy has to be simplified so that regional budget distribution process is faster and on schedule thus not hindering the ongoing government projects. Also, in order to support Bappedda in accomplishing its tasks, monitoring facilities must be build or upgraded.

Furthermore, according to Wiroatmodjo et al (2001:38), planning has a very important position in regional development. Good planning makes regional development process: (1) Conducted systematically and directed in accordance with the objectives and sustainable development; (2) More efficient in the use of funds, manpower and other resources on each activity; (3) More effective in improving regional welfare and preservation of the environment as well as other resources; (4) Has the groundwork for the implementation, control and surveillance; (5) Have the means to record and assess the implementation and benefits of regional development activities. Therefore, planning does not mean only creating or approving proposed project or programs, instead it also must take into consideration aspects of regional-welfare and environmental.

Bappedda is an organization that has duties in the area of regional planning development. If Bappedda has executed its duties according to the established organization provision, it can be said that agency is playing its role optimally. Therefore, it is very important to create a well design role for Bappedda.

2.4.2. Local Elites influence on the Effectiveness of Regional Development Planning District at Nabire Provinsi Papua

Innes (2000) distinguishes planning into several models, namely: (1) Technical/Bureaucratic Planning is based on the judgment of the bureaucracy on the best alternative to achieve the goal to develop a comparative analysis and projections, to make a recommendation for decision-making based on information and assessment of impact politics and the changes you want; (2) Political Influence Planning In this model, planners are the elite of regional leaders or elected legislative members. Planning based on the aspirations/expectations of its constituent; (3) Social Movement Planning is based on the movement of people where there are individuals or groups that are structurally not have strength, joined together with a common purpose; (4) Collaborative Planning, in this model each participant joined forces to develop the mission and objectives, expressed their interests to be shared, to develop mutual understanding and agreement on issues that they need, and then work through a series of tasks in the agreed together to achieve common prosperity.

Based on models above, the planning model at Nabire district of Papua Province allegedly is leaning toward the collaborative planning model, where local participations, aspirations and needs are taken into consideration and formulated by a competent agency/organization, in this case, Bappedda. Unfortunately, on the field tells different story. Lobbying practices have been able to influence on how the Bappedda works. The collaborative planning model that Bappedda's supposedly embraces, instead, it's becoming leaning more toward political influence planning model, and by doing so, local aspirations and needs are no longer become the first priority.

From this study, local elites have a significant and positive effect on the Effectiveness of Regional Development Planning by 78.7%. By considering conditions mentioned above, to improve the effectiveness of Regional Development Planning at Nabire district of Papua Province can be done by eliminating/ reducing negative impacts cause by the local elite such as (a) increasing professionalism of Bappeda's apparatus; (b) Better recruitment process for Bappeda's apparatus; (c) and lowering lobbying practices through law enforcement and corruption eradication commission.

2.4.3. Law enforcement influence on the Effectiveness of Regional Development Planning District at Nabire Provinsi Papua

Law Enforcement has a significant and positive effect amounting to 75.7% of the Effectiveness of Regional Development Planning Nabire district of Papua province. So as to improve the effectiveness of Regional Development Planning Nabire district of Papua Province can be done by; (1) increasing the effectiveness of law enforcement by upholding principle of equality before the law, which all people are subject to the same laws of justice; (2) Increase the awareness, respect and obedience toward applicable law so that it can actually be applied and implemented as a tool of means to control on how all system should interacts and operates; (3) enhancing integrity, ability, skill and awareness for every law enforcement officers about their duties and responsibilities; (4) Providing education and legal counseling, both formal and informal ongoing basis both to the public and law enforcement officer about the importance of law enforcement in Indonesia so that the public aware of the law and comply with regulations; (5) Implementing an appropriate reward and punishment system within law enforcement agency.

2.4.4. Public participation influence on the Effectiveness of Regional Development Planning District at Nabire Provinsi Papua

In order for regional development planning achieves its goals, according to Kartasmita (1996:63) that the development should be carried out from the people, by the people and for the people. Therefore, public participation is needed in planning process and not because of mobilization by third party, but rather as a form of participation that is based on willingness, consciousness and sense of responsibility toward the direction of their regional development.

The higher level of engagement that is participatory the greater the likelihood of better planning results. These characteristics of participation can be explained through typology of participation created by Pretty, J & Hine, R (1999). In this typology, participations are characterized into seven level, where the higher level of participation is more ideal form of participation. (1) Manipulative participation, in this lowest form, participation is just pretense, where people's representatives that has no power and have to agree on any decisions made. (2) Passive participation, in this form, public's opinion are ignored and informed to public unilaterally (3) Participation by consultation, while public are consulted by external people, such as professionals. These professionals then formulate the solution but there are no obligation for them to carried out public's suggestion into their proposed solution; (4)

Participation for material incentives, this is the most common form to see, where people are participating because the incentives given to them. Once the incentives given process is end and so does the activity; (5) Functional participation, this kind of participation usually doesn't start at in early stage of planning, instead its part of program in order to achieve planning goals. Sustainability of such programs is possible, but they usually depend on external initiator and facilitator; (6) Interactive participation, public play a role in designing new or strengthening local institutions that control over local decisions; (7) Self-mobilization, In this final form, the public take their own initiatives without dependency of external institution to change systems suitable to local needs.

Public participation has a significant and positive effect on the Effectiveness of Regional Development Planning by 64%. So by understanding above participation typology, in order to improve the effectiveness of Regional Development Planning at Nabire district of Papua Province can be done by changing characteristics of public participation so they embrace more characteristics on highest level at typology of participation.

2.4.5. Effect of Bappeda's role (X_1), local elites (X_2), law enforcement (X_3) and public participation (X_4) together terhadap Efektivitas Perencanaan Pembangunan Daerah Kabupaten Nabire Provinsi Papua (Y)

Total effect of all independent variable all together toward Effectiveness of Regional Development Planning District at Nabire Province Papua has significant and positive, 75.6%.

Effectiveness of regional development planning can be seen from the following aspects; (1) process, (2) substance, (3) participation and (4) impact after the plan is implemented. The process aspect views process planning from schedule plan, all the agencies involved, coordination tools and the planning stages are used. Substance aspect views development planning through the list of factors taken into account during the planning process. Aspects of public participation seen the extent to which the role of people who have been involved in the process of development planning. Finally, impact aspects values development planning from the impact of development planning implementation on economic and social indicators. Are there any changes in the conditions of social and economic indicators before and whether these changes resulted from the implementation of development planning. Since all independent variables simultaneously have significant effect on dependent variable, indicators that used as measurement are the quality of regional's; vision, mission, goals, strategic, programs.

IV. SUMMARY

1. Role of Bappeda has significant and positif effect on effectiveness of regional development planning at Nabire district of Papua province. The effectiveness of regional development planning can be increase by improving the quality of the institution itself, Bappeda. Areas in Bappeda that need to be improved are; (1) Management of human resources; (2) budgeting and (3) Infrastructure (4) Administration (5) Monitoring & evaluation.

2. Local elites have a significant and positive effect on the Effectiveness of Regional Development Planning by 78.7%. Local elites always try to influence the development planning process so the outcomes would favor them. Local elites would come to a village and try to influence village's elders/leader so the elders voices "their" opinion, that might be contradicted with what local really needs. The lobbying practices are common in Nabire and occur at all level of planning process. Therefore to improve the effectiveness of Regional Development Planning at Nabire district of Papua Province can be done by eliminating/ reducing negative impacts cause by the local elite.
3. Effect of Law Enforcement on Effectiveness of Regional Development Planning Nabire district of Papua Province by 75.7%. In order to improve the effectiveness of the Regional Development Planning should be improvement on: (1) The substance of the law related to indigenous rights, natural resource management, environmental impact; (2) The attitude of law enforcement related to professionalism, integrity, independent; (3) Attitudes toward the law itself; (4) Better Implementation of regulations related internal and external supervision and socialization.
4. Influence of Public Participation on effectiveness of Regional Development Planning Provincial Nabire district by 64%. Democratization process has creates paradigm shift from centralized to decentralized, from top-down to bottom-up, from the object becomes the subject of development. The public must have a better understanding that their level of engagement on regional development planning has increased as the paradigm shift. They must have better awareness that their participation are needed from the beginning to the end of planning process, so the outcome of development planning has better impact to their future.
5. Role of Bappeda, local elites, law enforcement and public participation together has significant and positif impact on Effectiveness of Regional Development Planning Nabire district of Papua Province by 75.6%. The effectiveness of regional planning development can be improves by providing improvement on several aspects; (1) process aspects, by providing better coordination among agency or institution involved, shortenings bureaucracy hierarchy that also resulted in reducing cost. (2) Substance aspect, having an accurate data and information for all factors that taken into consideration. (3) Participation aspect, designing a better public engagement throughout every phase in planning process. (4) Impact aspect, by selecting proper indicators and method for measuring the impact / outcome after the planning being implemented.

V. SUGGESTIONS

Referring to the above conclusion, following recommendation are proposed:

1. As the leading agency on regional development planners at Nabire, Bappeda's officials are expected to play their role optimally in making improvements on all aspects of organization's management and administration so that any counterproductive activity can be minimized. In human resources department, in order to improve the quality and

commitment of Bappeda's officials, training should be given regularly and accordingly. The budget proposing process should be formulated thoroughly and by observing principle of rationality and objectivity so could convince the Regional Government Budget Committee. Concise administrations are needed, i.e, employees duties and obligations, and standard operating procedure that interconnecting between fields or departments, to expedite the implementation of the work. In management area, enhancement of process monitoring and evaluation throughout planning process is recommended, so the proposed plans or programs would not deviate from the what has been established in regional development planning discussion forum (Musrenbangda).

2. As a local government partner in the regional development process, local elites should not have steer public opinion toward their interest, instead, they should encourage people or community to be more actively involved in the development process from the planning, the execution and supervision and together with government attend to overcome pluralism issues such as ethnocentrism, papuanization, so that proposed planning are more acceptable to all groups.
3. Dissemination of the law to public routinely to increase public's understanding about the reasoning why it created, thus also increase public's acceptance and obedience to the law. The dissemination process should be done by holding communal meetings or discussions regularly and through the use of printed or electronic media. Population diversity must be considered and acknowledged to minimize bias treatment by law enforcement officer. These are some suggestion actions to improve upon diversities issues; by (1) diversifying recruitment. (2) Giving law enforcement officers on knowledge about culture from different racial background. (3) Always build positive community relations, by open and continued dialogue with their communal area. (4) Enhance the collection data of act of misconduct and studied the reason why they occur.
4. To increase public's motivation and to reduce public's apathy to participate in regional development at Nabire district of Papua is responsibility of every person. As a major player in formulating regional development planning, Bappeda should promote good public participation, which means involving public participation in every phase of planning process. Local elites should always take sides with locals, without influencing local's opinions, so that inputs and suggestion from locals are truly the reflections of their needs. Law enforcement should maintain its objectivity and pro-active toward any misconduct especially those that could alter the outcome of regional development planning. As mentioned earlier that regional development is everyone's responsibility, so local public, elites, law enforcement and government should continue working together in monitoring throughout the planning process and keep reevaluating the outcomes of implementation of the planning. The outcomes would then become an input factor for the next planning process.

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