

Chapter II Regional Development Planning in Democratization Era: A Perspective of Gowa District, South Sulawesi

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Chapter II

Regional Development Planning in Democratization Era: A Perspective of Gowa District, South Sulawesi

by

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1. INTRODUCTION

Since the New Order era, Indonesia has adopted long and medium term development plans both in the national and local levels. The provision of planning documents has even run for more than three decades. However, despite its length of time, apparently there has not been any change occurring diametrically. The changes are limited to the titles of documents, while the norm, process, mechanism and substance are only slightly different. In the local level, the long-term development plan is respectively named the Basic Principle (Poldas), which is also called the Regional Policy Guidelines (GBHD), and currently is uniformly called the Regional Long Term Development Plan (PRJPD). Whereas, the medium term plan respectively has been named the Regional Five-Year Development Plan (Repelitada), the Regional Development Program (Propeda), the Regional Strategic Plan (Renstrada), and nowadays it is known as the Regional Medium-term Development Plan (RPJMD).

These two regional development planning documents, mentioned above, are aimed at providing guidelines and serving as the main reference in formulating an annual plan, or the Regional Annual Budget (RAPBD). This planning procedure prevails across Indonesia, as a system, both for the integration of sectors and areas, from the central to the local governments. This norm has been formalized in the form of a law, namely Law No. 25/2004 concerning the National Development Planning System [SPPN]. This Law has been consistently reinforced by Law No. 32/2004 concerning Local Government [PEMDA] (Law No. 32/2004). Other relevant legislations in particular are Law No. 17/2003 concerning State Finance [KN] (Law No. 17/2003) and Law No. 33/ 2004

concerning Financial Balance between the Central Government and the Regions [PKPD] (Law No. 33/2004).

Therefore, the procedure, structure, process, and mechanism of development in Indonesia tend to be the same because it is based upon the main regulating stipulations. Moreover, the existing legislation is meticulously elaborated into technical issues, both in the formulation, drafting, and establishing of regional development planning documents. The existing main stipulations have regulated the whole series of a very long process, starting from the central government level to the grass root level in the regions, and vice versa. Consequently, especially in the local levels, the regional development planning is only considered as a technical process.

Normatively speaking, a long series of process in the regional development planning is aimed at realizing the process of a top-down and bottom-up planning, so that the integration between national level and in each autonomous region (province, district, and municipality) is created. Ideally, it is expected that the regional development planning can still reflect the overall interests of the national development, and at the same time, the distinctiveness of each region and the diverse community's aspiration is included in each regional development planning document.

As democratization progresses, especially since 2004, in which the people directly elect the president and the local heads, the formulation and formation of regional development planning have also undergone dialectics. Under the existing laws, once the people directly elect President and Vice President in central government level and the local heads (Governor, District-Head, Mayor and their vices), their leadership vision will give nuance to the Regional Medium-term Local Development Plan (RPJMD) in line with their term of duty holding the office.

From the planning perspective, the heads of national and local governments elected by the people are the ones whose leadership vision is appreciated by the majority of the voters. This leadership vision becomes a political contract between the elected candidate and their voters. This is why this leadership vision is very influential in the medium five-year term regional development planning documents.

For comparison, in the former election system in the local level, the local representative body, the political parties' leaders and the political elites are the ones who have a bigger role in determining the leading figures. In this system, the public trust their aspirations and interests through a representative system, which is done through commissions and political party fractions in the local representative body (DPRD). Thus, regional development planning documents are largely dominated by the interests of a political party and the leader tends to develop accommodative politics in the formulation and drafting of the regional development planning documents.

In addition, it is necessary to observe the important role and strategic position of public aspirations and interests, both in the drafting process and the establishment of development policy, as mentioned in regional development planning documents. In this

new democratization era, which is marked by a system of direct elections, the elected local head not only must give attention to the supervision and political decision carried out by a political party through its legislatives, but must also consider the aspirations and direct interests of the people at the same time. A system of direct election requires the government to be capable of controlling the mechanism of the governance and realizing the vision it puts forward.

This study chose Gowa District (hereinafter known as Gowa), South Sulawesi Province as the object of the study, because this region is considered to have met several necessary requirements. This region is governed by a District-Head and Vice District-Head elected directly through the Local-Head Elections (Pilkada) in 2005. Furthermore, all regional development planning documents required by the prevailing regulations and main provisions have been drafted through a process and mechanism, which is considered more democratic than the previous one. The question is whether the existing regional development planning documents are different, in terms of its substance, process, and mechanism, from the previous regional development planning documents. It is also necessary to examine the role and position of community aspirations in the drafting process of those regional development planning documents. Hence, this study is aimed at comparing regional development planning documents, especially the long term and the medium term ones, during the periods of 2000-2004 and 2005-2010.

2. MAIN PROVISION OF REGIONAL DEVELOPMENT PLANNING DRAFTING

As mentioned before, the existing Law No. 25/2004 concerning SPPN in fact in principle does not change the norms, stages, and mechanism of regional development planning documents preparation. However, it is worth noting that the leadership vision is recognized and taken into account in drafting the regional development planning, which is further explained in detail in the RPJMD. The leadership vision, on one side, is an option to be responded by the constituents/voters while deciding their choice. On the other hand, it has to be supported and afterwards explained further by the local government apparatuses so that in turn the substance of the Vision can be elaborated in the Annual Local Government Working Plan (RKPD).

Therefore, there are some further implications on the changes, which need to be addressed. First, the connection and consistency between the Local Long-Term Development Plan (RPJPD) and the Regional Medium-term Development Plan (RPJMD) are maintained, as to which extent the leadership vision refers to RPJPD. Second, to what extent do the government officials understand and take charge of the leadership vision, which later is reflected consistently in the formulation of the substance of the regional development planning? Third, the RPJPD becomes the main

reference for the DPRD in exercising its supervisory function, including in appraising the execution of the local governments' administration and the implementation of local development. Fourth, the people not only can monitor the consistency of the leadership vision with the substance of the National Medium-term Development Plan (RPJM), but also the people can evaluate its implementation year by year, which will affect the next election period. Fifth, it serves as a reference for the central government as well as the provincial government to relate its relevance to a higher level of planning.

The above explanation points out that Law No. 25/2004 has placed the leadership vision as an important and strategic element in the preparation of regional development planning, in fact it has confirmed the political dimension and democratic process in the administration of government and development in the local levels. Thus, it is also essential to gain a more detailed comprehension on the norms, stages, and mechanism of preparation of regional development planning documents to be discussed below.

2.1. Drafting Norms

The democratization era should bring important implications in the drafting and preparation of regional development planning documents in Indonesia, especially in the autonomous districts and municipality levels. This is vital to develop awareness that the central government is no longer the sole actor in the development process, and that other parties, which take part in development, especially the people, need room to directly place their aspirations and needs in the local development planning. For that reason, regional development planning not only accommodates the District-Head and Vice District-Head's leadership vision, but also ideas and suggestions for development coming from the people. The prevailing ordinances and stipulations appear to have placed norms that accommodate the above-mentioned issues, although it will take time and process to materialize.

In the early implementation stage of the provisions and stipulations, it faced some technical problems. The leadership vision as the main substance in the RPJMD drafting, which is the early stage of regional development planning documents provision after the District-Head and Vice District-Head have been voted, still needs to be examined as to what extent does it relate to the RPJPD (or the Basic Principle) that is usually already available. This analysis needs to be done because the RPJPD or the Basic Principle is a document produced by the DPRD (in the form of Regional Ordinance [*Perda*]). Fortunately, under the existing ordinance, it is possible to adjust both documents to be consistent and relevant to the leadership vision.

Another obstacle is the fact that the legal framework regulating the RPJMD is not yet synchronized or it shows some inconsistency. Law No.25/2004 states that the RPJMD is ratified by the Local Head Ordinance (Governor/District-Head/Mayor), while Law No.32/2004 states that RPJMD is ratified under a Regional Ordinance (*Perda*).

Since this issue is related to the ratification of a higher level of regulation, commonly in the level of autonomous regions a form of understanding is established with the legislative branch in stipulating the legal framework of RPJMD.

Another obstacle is the limited comprehension and acquisition of the local government institutions (SKPD) to manage and accommodate the substance of leadership vision. This is understandable, since the leadership vision is not only a new issue, but also since the Local Apparatus Working Unit (SKPD) usually refers to the medium-term plan or the institutions' strategic plan, which is available even before a local head is elected. This particularly happens in many cases, in which the SKPD is often bound to a program plan of a higher level of a local government (provincial and departmental). To overcome this obstacle, a new stipulation was issued to regulate the SKPD to be directly involved in the drafting of RPJMD and that each SKPD is expected to be able to adjust their strategic plans.

In any case, the synchronization and consistency between RPJMD and SKPD's strategic plan is still necessary. Only by achieving that, the synchronization and consistency of both documents in the annual plan can be maintained. In the level of autonomous regions, the annual plan is included in the Annual Local Government Working Plan (RKPD) document, while in the SKPD level it is included in the SKPD's Working Plan document. Also through the synchronization and consistency of regional development planning, the learning process is expected to take place, both in improving the process and mechanism, the drafting and controlling of the documents as well as evaluating the regional development planning documents.

Therefore, the regional development planning documents need to be prepared in a systematic, guided, integrated, and comprehensive manner in order to accomplish the following things: (i) well-organized coordination among development agents; (ii) integrated and synchronized actions across regions, spaces, time, government functions and local working units both in the planning regions and the observed areas; (iii) assurance in the relevance and consistency amongst planning, budgeting, execution, and supervision; (iv) optimal participation and contribution of the community; and (v) assurance in the efficient, effective, fair, and sustainable utilization of natural resources.

From the perspective of the Gowa 2005-2010 planning documents preparation, apparently there are some efforts to accommodate the changes through systematic measures. Those efforts include, among others: the former programs and activities of local governments were more of a list of suggestions or just a shopping list, but nowadays the programs are in the form of working plans. The working plan is designed by taking into account inputs and development resources. Moreover, the local government's activities are seen more as a process that ultimately generates outputs or outcomes, having short-term effects and long-term effects on the welfare of the people.

2.2. Structure and Mechanism

The regulation has stipulated that within three months after the District-Head and Vice District-Head have been instated, the RPJMD must be ratified. For that reason, every region has to prepare a drafting stage that is able to assure that the top-down and bottom-up processes run well, under the established norms. Explicitly, it is mentioned in Law No. 25/2004 that the stages of document drafting should be a series of processes, starting from technocratic process (planning institution mechanism), participative process (top-down and bottom-up mechanism), to political (local representative body's mechanism) to obtain the legal power.

As a system, all stages to produce various regional development planning documents take place across the calendar year, starting from the grass root level (community) to the national level. The complete stages include: (1) the Village/Hamlet Community Development Planning Meeting (Musrenbang); (2) Sub-district Community Meetings; (3) SKPD Forum/Combination of District's/ Municipality's SKPD; (4) Development Planning Meeting (Musrenbang) in Districts /Municipality; (5) SKPD Forum/Combination of Provinces' SKPD; (6) Provincial Community Meetings; and (7) National Community Meetings.

Having examined the mechanism and stages mentioned above, it appears that there is no substantial change in the process, except in the naming of each planning stage being executed and labeling its administration management. From the naming perspective, formerly it was named the Village Community Meeting (Musbangdes) in the village level and a development work meeting (UDKP) in the sub-district level, now it is known as the community meetings in all levels of governments. Whereas, in the management perspective, the community meeting is implemented in a relatively more scheduled and structured manner, especially in response to the local-interest and advancement-based government activities.

All of the stages mentioned above have been executed in Gowa according to the schedule, which had been set beforehand. The Regional Development Planning Agency (Bappeda), as an institution responsible for the entire planning process, has an important role in facilitating those stages. However, it is worth noting in the technical implementation side, there seems to be no difference from what had been implemented previously.

2.3. Regional Development Planning Documents

Based on the stages, structure, process, and mechanism mentioned above, the regional development planning documents produced by Gowa District are the following:

2.3.1. The Regional Long-term Development Plan (RPJPD)

This regional development planning document has a long-term perspective. This document includes the Local Vision and Mission and the Local Development Directions for the next twenty years. In its drafting, this document refers to the RPJPN. If this RPJPD is suitably and consistently followed, the Vision and Missions - put forward during the four consecutive terms of the government administration - should refer to the Local Vision and Missions which ideally have been formulated in that RPJPD.

2.3.2. The Regional Medium-term Development Plan (RPJMD)

This regional development planning document has a medium-term perspective. This document outlines the explanation of Vision, Missions, and Programs of the Local-Head. In its drafting process, it is guided by the RPJPD and taking into account the RPJMN. From the perspective of its substance, the RPJMD includes local development strategies, general policies on local development, local financial policy directives, programs within and across SKPDs, and regional programs. In addition, the drafting of RPJMD should give attention to spatial directions in the form of Regional Spatial Plan (RTRW).

2.3.3. Annual Local Government Working Plan (RKPD)

This regional development planning document has an annual dimension, which is an elaboration of the RPJMD and refers to the RKPN. Substantially, the RKPD includes local macroeconomic framework, local development priorities, work plan and its budgeting framework. In the drafting process, the RKPD should give attention to the direction of data and information derived from RTRW as well as from the SKPD strategic plan.

2.3.4. SKPD Strategic Plan

This regional development planning document is a medium-term document (5 years) that is drafted by the Local Apparatus Working Unit (SKPD). In its drafting, the SKPD strategic plan refers to the Local RPJM and describes the SKPD's contribution to the accomplishment of Vision and Missions of the region-head. From the substance perspective, the SKPD strategic plan includes the Vision, Mission, Strategy, Policy, Program and Indicative Activities of the SKPD.

2.3.5. SKPD Work Plan

This regional development planning document is the annual explanation of SKPD strategic plan. In generally, the SKPD Work Plan includes policy programs and activities of the SKPD within each fiscal year. This SKPD Work Plan later on guides the drafting the RAPBD of the respective year.

2.3.6. Regional Budget/National Budget

All of these regional development planning documents boil down to the Regional Budget and the details of the Budget which will be executed in one fiscal year. The Budget document includes two main aspects, namely: (1) the financial policy in the form of APBD (formerly known as the Financial Notes), and (ii) the details of the Budget which include details of activities, prioritized activities, and targets of the annual local government activities.

In the drafting of those numerous regional development planning documents of Gowa, especially RPJPD and RPJMD, three processes take place.

First, it is a political process, in which the Vision and Mission of the RPJPD/RPJMD incorporates the elected local-head's Vision and Mission. With the assumption that the people vote the local-head based on the Vision and Mission he/she offered, those Vision and Mission become a political contract that binds the local-head to execute it when he/she is elected.

Second, it is a technocratic process, in which the Vision and Mission of the elected local-head need to be contextualized with the local condition and local problems, environmental dynamics, and the tendency of future development, by referring to the RPJMN. This process is executed by the Local Apparatus Working Unit, which is responsible for the regional development planning sector (Bappeda: Regional Development Planning Agency).

Third, it a participative process, in which the regional development planning draft produced through political and technocratic processes, is deliberated with various parties, so that it gains input and advice for improvement.

The above-mentioned series of processes show the flow of the regional development planning drafting which is top-down and bottom-up by nature. Nonetheless, it appears that the technocratic approach is still very dominant in the drafting of Gowa's regional development planning documents; whereas the participative approach is relatively minimal. The participatory character is no more than simply putting forward advice, criticisms, and comments in a briefly-held event called Musrenbang or the Development Planning Meeting. Apparently, the Gowa government needs to seriously formulate and devise accurately the planning process, which opens more room for the actual public's participation. The Community Meetings should be designed in such a way based on the

characteristics and levels of the community and the regional development, so that the forum can produce regional development planning documents optimally.

Furthermore, in several regional development planning documents, there appears to be an effort to articulate the regional development process as an integrated unity, not only within the cross-regional governments and development, but also to position the local development objective as an inseparable unity with the national development objective. This character distinguishes it from the previous planning document. The previous regional development planning documents put more emphasis on sectoral development, which means the local development becomes a small version of the national development, so that the national development is the sum of all local developments, both in the provincial and districts/municipality levels.

Nowadays, all those regional development planning documents are formally available in Gowa. However, some old 'ill-practices' in planning have not been proven to be cured; for example, the relevance and connection between one document and another. In general, in Indonesia, Bappeda as the planning coordination body is not yet considered effective in carrying out the planning supervisory function. In addition to that, programs and activities supported by funds from the provincial and national government - known as de-concentration programs - are still more influential in the regional planning.

3. PLANNING VIEWPOINT: FROM THE GOWA DISTRICT PERSPECTIVE

3.1. General Viewpoint

Nowadays, the local governments are required to carry out several adjustments in facing the development dynamics, which progress very rapidly and become complex meanwhile people are becoming more and more critical. These adjustments are at least interrelated to several issues.

First, in terms of democratization and good governance, the local government is expected to wisely respond to the needs and problems of the community, and later on, they are able to translate these needs into government and development functions in a normative framework of accountability, transparency, and participatory.

Second, in relation to the globalization trend, presenting numerous challenges and opportunities, the local government is expected to skillfully interpret and analyze the global dynamics and respond to them in the form of local strategic actions and policies.

Third, in relation to decentralization and the regional autonomy agenda, the local government is required to empower themselves to carry out auto-activities in utilizing and managing the local potential, and also to empower its people so that they can

contribute and become the central government's partner in solving the problems or meeting their own needs.

Specifically for development function, a paradigmatic change in the development practice will bring some implications on the development policy and management to be implemented in the region. In terms of development units, there has been a shift from a central-based planning and implementation to a local unit based planning and implementation. Meanwhile, in terms of development substance orientation, there has been a shift from sectoral orientation to area orientation; and in terms of development agents, there has been a shift from the central government, as the sole development agent, to the collaboration of local governments, private sectors, and the community. These paradigmatic shifts clearly demand changes in the policy formulation and development management in the region, which in turn demand new competencies for local government apparatuses.

More specifically, the planning activities in the region will be affected by numerous dynamics and paradigmatic shifts as explained above. The conceptual viewpoint, which underlies the planning, will undergo some changes: the policy and planning management will need contextualization; and the planning technique and method will need significant adjustments. The implications of these shifts are apparent in terms of sustainable capability building and institutional strengthening for the planners and for the planning institutions in the region.

The complexity of development management in Indonesia can be seen on three aspects of development, namely: first, the aspect of development agents. The more advance the progress of the community improvement is, the less responsible the government is, in terms of development execution and the more participation from all the nation's components is expected. This situation requires redesigning in planning, organizing, resources management, controlling etc.

Second, the aspect of development institution. The growing number and the wide array of the development agents also imply the various and complexity of development institutions, starting from the government institutions, private and public institutions, to the external foreign institutions. If such institutions are not managed wisely, they may have negative impacts and become a constraining factor in development.

Third, the aspect of development content and substance. Development which has a broad dimension is no longer directed to settle the underdeveloped community's economy, instead it has a very extensive scope and also deals with non-economic issues such as equality, freedom, human rights, environment and sustainability, the society empowerment and participation in development, from the planning process, development implementation to the benefits of the development outcomes.

Those three aspects show how the responsibility of public service and development implementation is becoming more and more complex. For that reason, it needs actual measurement in designing an effective development management or public sector

management to encourage high productivity in achieving the aim of enhanced welfare for the community at large.

The affirmation of the government policy on local development, especially on the development of regional autonomy capacity should be endorsed by its supporting tools, such as the human resources, natural and technological resources, and institutional resources. This affirmation is viewed as a very substantial change and improvement in the execution of government and development, both in local and national levels. However, the required economic framework does not necessarily mean that it is just a classic issue adopted into the new paradigm. As a result, the development substance and its change does not serve as a new discourse in the implementation of government functions, development and community functions by government institutions, both in the central and more importantly local levels.

The implication of the situation is that every autonomous local government is not only required to have the ability to manage and accommodate the demands of the community, it is also expected to show the actual ingenuity, initiatives, and creativity, especially when carrying out the functions as the stimulator, catalyst, and innovator of its own regional advancement.

Law No. 32/2004 states that development functions have been integrated in the government functions. This is shown by the fact that the word 'development' in the discussions of the legislation is not frequently used. It needs to be emphasized that the current decentralization and regional autonomy era is an era in which the success of the autonomous government is highly determined and affected by the condition and improvement of the community itself. Accordingly, it is the community that should always be the reference and basis in executing the functions and main tasks. Therefore, the self-reliance dimension is highly required. Self-reliance in the local government itself, which is closely related to the community's self-reliance, should result in an integrated self-reliance within the area of the government.

This perspective requires the ability to integrate each main function and task, both in the government and development sectors which later on is expected to: (i) guide the formulation of its implementation policy, (ii) prepare its technical framework, (iii) improve effectively the implementation activities, (iv) become a basis in controlling and supervision, and (v) be able to be administered well.

It is widely acknowledged that the implication of Law No. 32/2004 will bring some changes in the government practice in every local apparatus in the future. The main implication is the analysis and description of the tasks in elaborating the main government functions and tasks needs to be re-examined. In fact, it is predicted that the form and structure of government institution apparatuses will experience some adjustments. On the other hand, it is envisioned that the elaboration in each autonomous region does not need to be identical or uniform.

One of the important changes is the assertion that the local government is no longer the main nor the sole development agent, which executes the development tasks and functions in the respective autonomous region. As a matter of fact, it has been agreed that the main role of the government is merely the provider of directives and the facilitator in development. Thus, the government's role is expected to bring out the ingenuity, initiative, and creativity especially in carrying out the functions of a stimulator, catalyst, and innovator of the respective regional advancement. Accordingly, the government as the provider of the directives and as the facilitator must execute the activities simultaneously, by running the government, executing the development plan and taking care of the community.

The activities of the government, the development and the community should not be segregated anymore. Those three aspects should be integrated in a system of program development and an activity to be carried out by the government apparatus. Therefore, to integrate the roles, it is necessary to consolidate a basic viewpoint of its planning. As a reference, one of the methods that can be applied to explain in details the functions and main tasks of the integration process is by consolidating them in a thinking pattern in a form of a matrix. Each element in the matrix has its operational formula as a benchmark. Therefore, each function and main task will become clearer for the purpose of its operational implementation.

Actually, the Ministry of Home Affairs has long recognized that the government and development are, basically, two sides of a coin. However, generally in the local level, apparently there is not enough attention given to support the goal, although it is clear that the way of thinking should apply a matrix pattern for the initial stage of the implementation. As an illustration, a thinking frame with a matrix pattern will be discussed as an effort to integrate the administration of the government and implementation of development as a reference.

3.2. Government Administration Dimension

If we pay a close attention to the main implication in the decentralization and regional autonomy era, both the central and local governments need to learn how to deal with the consequences of the changes from the vision, style, to the practice of government. The central government should be less arrogant and minimize its intervention towards the local government. On the contrary, the accountability and independence of local governments should be optimized.

Nowadays, there are at least five dimensions of government functions supporting the autonomous regional government, namely:

- (a) **Public Service:** This is the main function and task of the government, but the definition and scope of this function and main task needs to be determined at an early stage. This is important for setting up the priorities, range, rationalization in

carrying out the function and main task. The government apparatus themselves need to have a new mindset to be able to have a rational and realistic accentuation of their function under the local planning institution and aligned with the characteristics of the region.

- (b) **Provision of Means and Infrastructures:** In terms of public service function, a basic benchmark is needed to formulate the construction framework and infrastructure improvement. In this connection, there are two issues worth noting, among others are (i) the capacity and ability of society has improved, so that not all of the provision of infrastructure needs to be initiated by the government, (ii) in relation to point (i) the government needs to provide the facilitation, support, and stimulation to the people.
- (c) **Empowerment of the Community Role and Participation:** As mentioned above, the government's function and responsibility is limited only as the provider of directions and as the facilitator. Thus, it is necessary to design and formulate these roles in a structured and systematic manner to encourage the role and participation of the community. So far, there is still an impression that the empowerment is more like a jargon, so it has not been well-planned and directed, in fact, it was not based on a needs assessment.
- (d) **Law Enforcement and Supremacy:** The decentralization and regional autonomy era will induce the government's regulating and controlling functions, both directly (protection) or indirectly (provision, regulation, and policy). Law enforcement and supremacy especially through Local Ordinance and other basic provisions, are important to consider in terms of the substance and the interest in a more structured manner.
- (e) **Patronage/Protection:** In the decentralization and regional autonomy era, the function of the government in providing patronage/protection is one important element that is a priority, before further elaborating it into operational steps. This function needs to be defined in terms of meaning, direction, and scope. This will not only make it easier for the officials to carry out the elaboration of the function and main task, but it also needs to be understood and comprehended by community themselves.

3.3. Development Implementation Dimension

Along with the above-mentioned reformulation of the functions and main tasks of the government, several functions and main tasks in the development sector need to be re-examined. This is intended to strengthen and broaden the prevailing function of government. Development function is defined as an activity and action, which is executed by the government with a purpose to create and enlarge the scope of government function. These activities may include public service, infrastructure

preparation, and strengthening the society's activities. Hence, based on the definition and scope of that government function, there are some important dimensions identified in the decentralization and regional autonomy era, namely:

- (a) **Resources Utilization:** In the decentralization and regional autonomy era, regional development planning and area expansion will be more meaningful. The old saying "the region itself knows best what the region needs" must be proven in the regional development planning formulation. For that reason, the regional government must be able to accurately identify all the potential resources, optimal management and rational utilization. The ability to develop the resources is an indication of the capacity of decentralization and autonomy of each region.
- (b) **Scale Enlargement:** This development dimension should indicate that development is basically an effort to enhance the people's standard of living. One of the main issues is a directed effort to improve the people's quality of life as the desired outcome of development. It means that the regional development planning of each autonomous region must reflect clearly (must be understood by the people) the strengthening of social structure, the supporting of infrastructures, the strengthening of institutions, the roles of each and every agent of development, to achieve the ultimate goal.
- (c) **Accessibility and Opportunity:** Although a region may be self-reliant in carrying out its functions and main tasks, it certainly has some limitation in achieving better results. Every region, on one side, must be able to access a higher level of development; on the other hand, it must also be able to contribute its achievements to the society. Hence, accessibility of contribution should always be reflected in the main functions and tasks.
- (d) **Integration and Connectivity:** Similar to the above-mentioned aspects of accessibility and contribution, higher achievement of the development outcome is only possible if there is integration and connectivity within and across regions. This viewpoint suggests that an autonomous region will be effective when it prioritizes integration and connectivity, both across regions and across sectors.
- (e) **Self-sufficiency:** Since the government's role as the (main) development agent is now minimum, then the aspect of self-sufficiency needs to be reflected clearly in the main functions and tasks. Self-sufficiency in this context is cultivating, discovering, and creating development resources, both in the government and private/public sectors. The ultimate goal of self-sufficiency is the core of all efforts towards decentralization and autonomy capacity

It is apparent that the dimensions of government administration and development implementation require an integrated basic planning viewpoint. Therefore, in preparing

the content of the regional development planning, it is important to have elements in a matrix system that can integrate the dimensions of government administration and the dimensions of development implementation in autonomous regions, particularly in the district and municipality levels. Identifying these essential elements will help to formulate and elaborate the operational activities of each autonomous region. Specifically for Gowa, the matrix pattern mentioned above was once offered as a response to the trial period of autonomy in the mid 1990s, but it did not receive enough attention. By applying the matrix pattern, the government dimension is expected to be more efficient in facilitating the administration of development, and can strengthen the administration of government.

Having that mind, “decentralization and regional autonomy” eventually is expected to be able to push the community’s autonomy. We should understand that “decentralization and regional autonomy” does not automatically bring forward the development of community’s economy in the future. It requires some kind of social preparation, and this is where the government’s role and function are highly expected. Thus, early structuring is certainly required, which will affect institutional behavior and enhance the improvement of the apparatus’ capacity.

For that reason, a comprehensive and integrated government and development management should be made as a priority in regional leadership in autonomous regions. The dichotomy between government management and development management needs to be eliminated. This dichotomy often becomes apparent such like a competition and breeds superiority one over the other. “Decentralization and regional autonomy” era nowadays and in the future should promote a ‘government that envisions development and has the spirit of development, which is totally oriented towards the community’s autonomy.’

The questions posed are: How is the implementation in Gowa? Have the government functions and development functions in Gowa been carried out in an integrated manner with a matrix pattern? These several phenomena to be discussed below at least will describe the situation in Gowa.

First, the functions of government and the function of development seem to run separately. Both of them are still perceived as a dichotomy, which is apparent in the authority regulation in the government level. The Regional Secretariat is viewed as an institution performing the government function, whereas the Regional Service Offices are perceived as institutions performing development functions.

Second, the government function has yet to be inherently contextualized with the development function, and vice versa. The execution of the government function is merely considered as a government task and has neither a direct nor indirect impact on development activities, and vice versa. Consequently, both functions fail to demonstrate optimal outcomes.

4. DIRECTIONS OF PLANNING POLICY OF GOWA DISTRICT

For several centuries, Gowa has been one of the major kingdoms, not only in South Sulawesi, but also in the national level. The Gowa Kingdom reached its golden period during the 16th century. The historical heritage has made Gowa as a center of prevailing cultural values, and the people of Gowa are very much aware of this. Therefore, nowadays the Gowa people have a growing self-confidence and a fighting spirit later reflected in the traditional slogan "Rewako Gowa" (Gowa Be Brave), a suggestive expression of self-confidence that promotes a fighting spirit to move forward, never surrender and never give up easily.

This is in fact a real potential and the core foundation for Gowa in developing its region and people. This potential should be combined harmoniously with other potentials, such as the natural resources, the human resources, the geographical location and accessibility, institutional tools, infrastructure availability and so forth, so that Gowa can turn itself into a leading region in South Sulawesi and become level with other great regions in Indonesia.

Geographically, Gowa is located in the south-western peninsula of the Sulawesi island, with a 1,883.33 square kilometer, or about 3.01% of South Sulawesi province, which covers about 80.17% high land (with an average temperature of 18-21 Celcius degree) and about 19.83 % low land (with an average temperature of 22-28 Celsius degree). It should be noted that in the early 1970s, during the division of Makassar City, Gowa handed over two sub-districts. In 2000, administratively Gowa had 12 sub-districts (kecamatan) and 151 villages (desa) and hamlets (kelurahan), while in 2005, the numbers increased into 16 sub-districts and 154 villages and hamlets. In 2000, the population in Gowa was 507,507 people, and in 2005 the population was 565,252.

Gowa is a strategic region, not only because it has a direct border with the capital of South Sulawesi province, Makassar, but also because this region is located in the intersection of all regions in the south-western peninsula of the Sulawesi island. This positions Gowa as a significant contributor to the development of southern regions of South Sulawesi province. In the North it has a direct border with Makassar City, Maros District and Bone District; in the East, with Sinjai District, Bulukumba District, an Bantaeng District; in the South with Takalar District and Jeneponto District; and in the West with Takalar District and the Makassar Strait.

From the leadership aspect, apparently there has been a natural pool of leadership resources in this district for quite a long time. In the field of government, since the Dutch and Japanese occupation, the elite of Gowa people have held numerous important government positions in South Sulawesi.

With this long history of leadership resources and the participation of the Gowa community, it is understandable that establishing and formulating a long term vision on

government and development of this region is not difficult. Even the history has recorded that centuries ago the Gowa Kingdom had a relationship with other prominent kingdoms in Indonesia and in other countries. Thus, since the independence of Indonesia, Gowa has had the status as a *Swatantra* region, meaning a region that is recognized for its autonomous government administration.

Having these potentials, the 2010 Gowa Vision which is **“Achieving a position of Gowa District that is equal to the most advanced regions in Indonesia and becoming a basis in South Sulawesi Province in enhancing the welfare of its people to be physically and mentally prosperous”** was formulated and ratified in 2000. This vision is principally not much different from the Vision established in 2005. All the key words were retained, only the structure of the sentence was simplified, and the time line was extended. This means that the people’s strong determination should help guide the leadership vision of Gowa in a long term perspective.

In 2005, the 2025 Gowa Vision was reformulated in its structure as follows: **“Gowa becomes basis of South Sulawesi and is equal to the most advanced regions in Indonesia in enhancing the welfare of its people.”** By maintaining the key words of the previous Vision formula, they realize that achieving this vision is not simple nor is it achievable in one decade.

However, the emphasis of the Vision has shifted, as reflected in the Mission of the respective Vision mentioned above. Vision 2010 is directed to carry out five Missions, namely to become an attractive region for investors; to become a pioneer in the development of regional cooperation; to abide by the principle of sustainable and environmentally-friendly development; to enhance self-reliance in development financing; and to improve the people’s standard of living. Whereas in Vision 2025, the Mission consists of three points, namely: to achieve competitive value of the region; to achieve self-reliance on sustainable development; and to achieve fair distribution of development.

Despite having no principle change in the Vision, there were some changes and simplification in the mission as an achievement outline. This indicates that the policy direction in regional development planning documents will also shift. For that reason, before investigating it much further, it should be noted that the mechanism of formulating both Vision and Mission are different. A very significant difference was that Vision 2010, established in 2000, was relatively simpler so that its technocratic process was dominant. Whereas the 2025 Vision, formulated and established in 2005, appears to be more complex and have a longer process as it fulfills all the regulations of the regional development planning drafting mechanism. The mechanism starts from the technocratic process (which is preceded by a special training for the drafting team), then the participatory process (besides top-down and bottom-up processes, and also enriched with focus group discussions) up to the political process for ratification by the Local Parliament.

Although the Vision and Mission are verbal formulas that are quite easy to discuss, it is in fact an important and basic subject in giving directions, for leadership vision, for the formulation of medium-term development strategy. The Vision and Mission can serve as a reference for the development agents or for the government and the community. For that reason, the elaboration of the regional development planning documents in the last two different periods of office in Gowa district government needs to be examined further.

If we pay a close attention, it is obvious that the development concept executed in Gowa, as it appears in numerous regional development planning documents, emphasizes on economic development. This can be observed from the strategy and policy of the local government that are developed in Gowa, for instance, the increase of the regional original revenues (PAD), the management of natural resources, the increase of investment and development financing sources, the improvement of the local competitive edge, the increase of income per capita, etc. The economic development is expected to be able to become the motor and accelerator of development in other sectors.

5. REGIONAL DEVELOPMENT PLANNING DOCUMENTS OF GOWA DISTRICT

For the purpose of this study, the regional development planning documents will focus on the long term and medium term documents in Gowa for two different periods of government administration. As mentioned previously, for the period 2000-2004, the long term planning documents are known as the Regional Basic Principle of Development (Poldas), meanwhile the medium term planning is named the Regional Development Program (Propeda). For the period 2005-2010, under Law No. 25/2004, these documents are referred as the Regional Long-term Development Plan (RPJPD) and Regional Medium-term Development Plan (RPJMD).

5.1. Long-term Regional Development Planning

In terms of substance, Gowa's Basic Principle (Poldas) and the Regional Long-term Development Plan (RPJPD) are not much different. Both include Gowa District's Vision and Mission. However, from the time-frame perspective, they are different. Poldas is stipulated for a ten-year period, while RPJPD is for a twenty-year period. In line with this issue, there is a special record for each of the two longer-term plans. The directions and the material substance of the Poldas – serving as the framework of the Regional Development Program (Propeda), will be reviewed after the first five-year execution (2000-2004). It seems that the direction and substance in the document is not yet convincing enough especially among the local government and the legislatives.

This could be understood because when this document was being prepared and drafted in 2000, there was neither standard reference nor main regulation serving as guidance. At that time, in general, all of the autonomous regions across the country were relatively free to choose and decide the procedure and mechanism of the regional development planning documents drafting, but they sought not to make any fundamental mistakes.

In the preparation and drafting of the RPJPD, there was clear guidance in the form of laws and several stipulations, which are by far more technical. It is emphasized that RPJPD covers a period of 20 years and includes several other technical stipulations that give directions on their drafting.

A quite significant difference between the two is that the Basic Principle (Poldas) clearly follows the Mission to be carried out by specifying five points as Gowa's 'strong points'. Those five strong points are: (i) optimizing the natural resources management and utilization; (ii) mechanism development of government administration; (iii) improvement of apparatus' capability; (iv) the rise of regional original revenue (PAD); and (v) supervision and control on the administration of government and development. Whereas in the RPJPD, the three missions are only re-emphasized and the achievement indicators are explained to reach the local development goals.

Another difference is in the achievement strategy of the Vision. In Poldas the policy direction and basic strategy are stated, whereas in RPJPD the direction of local long-term development is mentioned. The policy direction and basic strategy underline the characteristics of the sector development, by dividing the direction of policy and strategy into 20 development sectors. This indicates that the influence of the sector development planning approach, adopted during the centralistic government era, which prioritizes sectoral development rather than regional (local) development, is still strong. The direction of local long-term development puts more emphasis on the main indicators of local development, in an effort to implement the mission to achieve the local long-term Vision. This indicates that the RPJPD brings out more macro framework of regional development by positioning the direction of local long-term development to achieve the Local Vision. All sectors or fields of government have their respective moral responsibilities to help realize the goals.

Philosophically, both documents follow the rational comprehensive planning paradigm. It can be seen from the applied planning idea pattern, and the organization and flow of the elaboration, the size of its planning scope, and the assumption used which states that by implementing the proposed programs, the objective and goals of development will without doubt be achieved.

From the legal perspective, both documents also share a common feature - both are ratified in the form of Regional Ordinances (Perda). Before passing as a Perda, the documents are ratified by the local parliament (DPRD), then later legalized by the District-Head and it is incorporated in the Local Gazette. This procedure has been

followed for a long time. From the legal perspective, these documents bind as the main reference among the government, and binds all development agents of this region.

5.2. Medium-term Regional Development Planning

Technically, Regional Development Program (Propeda) and Regional Medium-term Development Plan (RPJMD) are different in several areas. For example, in the First Chapter of Propeda, the Vision and Mission stated in the Basic Principle (Poldas) are mentioned again. Apparently, the purpose is to show its consistency with the direction of the local long-term development, in addition to the fact that the leadership vision has not been regulated yet. The District-Head and Vice District-Head are required to act as the manager in running the government and implementing the development. The strong points regulated in Poldas are explained thoroughly in numerous forms of programs during the period of 2000-2004.

On the other hand, the First Chapter of RPJMD puts forward the procedural aspects related to the position of RPJMD in the regional development planning system, such as the connection between RPJMD and other planning documents, in local, provincial and national levels. It is obvious that RPJMD explicitly wants to confirm its position as an integral part of the National Development Planning System (SPPN).

In terms of substance, the Propeda verbally puts forward five development problems, which become the priority, as follows: (i) the quality of people's economy is poor; (ii) the management and utilization of natural resources has not been optimal yet; (iii) the institutional roles of government and community is still weak; (iv) the life quality of people is still low; and (v) the actualization of religious teachings and cultural values has not yet been optimal. Those five problems lead to the establishment of development agendas, which will be carried out in a period of five years.

However, the RPMJD brings forward issues in five development sectors, which is certainly consistent with the Vision and Mission of the elected District-Head and Vice District-Head, as follow: (i) socio-cultural, (ii) local economy, (iii) government institution and community, (iv) legal system, and (v) natural resources potential. These five problems are explained in more details to raise priority issues or which are urgent in a period of five years.

The interesting point in comparing both documents is that the Propeda puts more emphasis on problems and then later on drafts an agenda to deal with them. Although the problem put forward is in a verbal form, it is in a very strong expression. On the contrary, the RPJMD puts more emphasis on macro dimension of development, which then is in the form of a priority-based program.

Even though the Propeda and RPJMD have different structure and organization of elaboration, the content of the elaboration is not much different. The substance of the elaboration emphasizes on similar local development priorities and agenda. This may

indicate that the regional government has been able to be consistent and maintain sustainability of the local development programs for two periods of local government administration. Coincidentally, as a footnote, the two respective District-Heads of Gowa are brothers, apart from whether that fact has any impact on the set up of local development priorities and agenda. On the other hand, this indicates the importance of examining the achieved development performance especially in the period of 2000-2004, because it has an implication on the program formulation and details of the region's development activities for the period of 2005-2020.

However, there were some development priorities of 2000-2004 that failed to be incorporated in the local development agenda for 2005-2010, namely, (i) enhancement of human resources quality; and (ii) actualization of religious and cultural values. These two aspects, however, remain as a main issue in the local development for 2005-2010. In fact, the elected District-Head and Vice District-Head for 2005-2010 in their inauguration, in front of the public, made a political contract to overcome several problems in religion education and health facilities within the first year of their office. However, a local development agenda namely the structuring of the legal system which was formerly not a priority was no longer mentioned explicitly. In the former local development priority, this agenda was incorporated in the development program on community security and socio-political and democracy building.

Another interesting point in the drafting of this Regional Medium-term Development Plan (RPJMD) is determining the main local development agenda and its achievement indicators that is related to the people's quality of life. This local development agenda must be executed by the District-Head in the early phase of his/her administration. The agenda brings about other political contracts which are signed by the District-Head, Vice District-Head and the community in front of Gowa District parliament (DPRD) during the campaign period. This is an opportunity for participation that enlightens democratization which is becoming more open in the succession of a local-head. Such political contracts are still rarely found in the regions or in the national government even in this democratization era nowadays.

The planning document in the form of Propeda and RPJMD, which needs to be explained in the SKPD Strategic Plan document, is an issue that we are unable to explore in this study. Nevertheless, these documents may become a critical part for the District-Head and Vice District-Head to gain good marks for their performance during their office. This SKPD Strategic Plan is an illustration of SKPD's responsibilities and functions to be executed in a five-year period and it serves as the SKPD's contribution in achieving the goals or development performance in each local government office, as mentioned in the Poldas and the RPJMD.

Thus, the Poldas and RPJMD, as regional development planning documents, which will be explained further in SKPD Strategic Plan, are very important documents to formulate programs or details of development activity which will be carried out yearly.

This program formulation as well as details of activity has long been awaited by the people both as development agents and development stakeholders, to see whether their aspirations and interests are incorporated in those documents. In the drafting process and the mechanism of these regional development planning documents, the community's roles and involvement have been regulated. Whereas in reality, often times the consistency of the planning substance has not been tested; on the other hand, the attention is more focused on the drafting of Regional Budget rather than towards other regional development planning documents.

6. CONCLUDING REMARKS

Law No. 25/ 2004 regarding National Development Planning System [SPPN], as well as other relevant regulations and their explanations, has brought a new atmosphere in the preparation and drafting of regional development planning documents. One of them is the recognition of the leadership vision, which is closely related to the running of government and the implementation of development as well as protecting the wider community in every autonomous region in Indonesia. However, basically the procedure, structure, process and mechanism of the drafting of regional development planning documents have not changed significantly. It is also worth mentioning that nowadays the preparation of the regional development planning documents takes a longer process of drafting. This could be seen as an effort to uphold the discipline and consistency of the planning as well as the result of the implementation of democratization, from the national to regional level, in which the community's role and involvement are getting more space. On the other hand, the longer process has its own problem, at least in the early stage of its implementation. Therefore, whether this SPPN can run effectively and give optimal results will have to be tested further over time.

The reality in Gowa shows that a longer process of planning tends to create a planning comprehension that leads to a merely technical implementation, instead of having a vision/viewpoint and/or planning substance. Whereas, in relation to the preparation and drafting of planning documents in Gowa, the attention is more focused on the medium-term planning, annual planning, or Regional Budget.

The next most difficult challenge in Gowa is to realize the discipline and consistency in planning. Several well-structured regional development planning documents have yet to be understood completely and comprehensively, among the government and stakeholders. This can be observed, for example, in the explanation of the Regional Budget and the drafting of SKPD Strategic Plan, in which the reference planning documents (RPJPD and RPJMD) are often overlooked.

This empirical evidence shows the importance of understanding the planning management, especially among the government apparatuses and political policy makers;

to prioritize scientific approach and to consider planning as not merely a practical issue. This implies that there should be serious attention towards the reinforcement of institutions and the improvement of the planners' capacity and competence..

To promote democracy, including the planning process, the community as the agent or the stakeholders of development should have good understanding of planning management. Indiscipline and inconsistency in planning, as it has been mentioned in numerous occasions, is not entirely the fault of the government sector only. The community in the grass root level actually is expected to also have a medium term planning framework or document.

Recognition on leadership vision, derived from the role and practice of a democratic political life, in the medium-term planning document actually has a distinctive implication: that every political power in the community must initially have a development policy framework that serves as a competitive platform. The clear platform later becomes a basis for a political party to choose its elites who will appear to hold positions in the government.

Eventually, although the preparation and drafting of national and regional development planning documents is more aimed at the development objectives, their integration with the government administration is a certainty. Therefore, integrating the administration of the government and the implementation of development must be prepared through the planning vision. And this is not yet seen clearly in Gowa. We have to admit that the idea, of having the government and development recognized as the two sides of a coin, has not been fully understood and practiced in Gowa.

Considering all these aspects, from Gowa's perspective, the leadership vision is not merely a technical problem, but it is a matter of planning vision and management. For that reason, the procedure, process, structure, and mechanism of regional development planning documents preparation should also be recognized as an effort to develop and strengthen the learning curve. Therefore, the quality of regional development planning in the future will sustainably be better.

In the future, to promote democratization in the preparation of the regional development planning documents, there are several suggestions. First, the RPJPD content needs to be validated especially to formulate a 'shared vision' among the governments and development stakeholders in Gowa. Second, the legal framework on the norm, process, structure, and mechanism of regional development planning documents preparation should be deregulated in a more implementative manner in Gowa, to ensure the participation of all development stakeholders. Third, all political parties in the region need to have a public service and development platform to attract region-head candidates and this platform will be upheld by the elected region head. Fourth, Gowa needs to have a planning vision integrating the government dimension and the development dimension. And fifth, every leadership vision should be more focused and easily measured.