

DPDS Screening
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Question 1-

This question asks you to identify some core ideas in your profession and also to link them with the literature in a field. Please start by selecting a paradigm of planning and development that you have found helpful. Please make your selection explicit to the reader (not merely by naming the paradigm but by explaining it or by contrasting it with another paradigm). Show how your selected paradigm might illuminate important issues in your area of professional practice. [Remember that we do not ask you to focus on a particular project but more broadly in your area of interest such as housing policy or economic development]. In what ways does this paradigm help you in solving the day-to-day practical problems that you might encounter in your work?

Question 2-

In the social sciences Pareto improvement is said to occur when at least one person is made better off without anyone being made worse off. In practice, as you well know, this is hardly ever the case. Every policy has constituencies, winners, and losers and the wider ranging the policy the more fundamental the conflicts over values and outcomes associated with it. By describing an important political/policy issue that interests you identify its stakeholders and constituencies. What kinds of conflicts do you foresee happening? Using some of the ideas that you may have encountered in course of your studies briefly describe the kinds of strategies and approaches that might help in resolving these conflicts.

Organization of Responses

The responses of the above questions are described on the following paper that related to each respective issue raised on both questions. The response paper is organized to correspond implicitly and explicitly with the general and specific issues of the given questions. There are five different sections on the response paper. Specifically, the response for first question is discussed on the section one to three; i.e. the description of planning approaches, emergence of strategic planning and the overview of the regional development planning in Indonesia. The response for the second question is discussed in the section four and five; i.e. towards the implementation of strategic planning and its possible issues in Indonesia's regional development. The general response of both questions is discussed in the conclusions.

For further discussions, the attachment #1 describes the responses of each respective question in more detail. Finally, in order to give a comprehensive idea and concepts on the proposed project, the chart on the attachment #2 shows such a project framework.

TOWARDS IMPLEMENTATION OF STRATEGIC PLANNING APPROACH IN PROMOTING REGIONAL DEVELOPMENT PLANNING IN INDONESIA

Introduction

A plan helps a community to articulate its vision of what it wants to look like in the future. Future goals need to be based on a realistic understanding of what is possible rather than on a wish list. Planning facilitates development and gives government and citizen control over their future.

There are a number of different planning approaches. No one approach is right or wrong. Rather, different approaches are more or less useful depending upon the needs of the government or community. It is therefore important for government or community embarking on a planning process to identify some important characteristics of the type of plan that it hopes to produce and also to articulate some important characteristics of the roles played by planners in developing and overseeing implementation of a plan.

In determining which planning approach is most appropriate, some attributes should be considered. First, the plan's scale or scope is essential. For instance, is the plan broad (covering a wide range of issues), or is it narrow (focused on only one or two pressing issues)? Second, the plan's time frame is important, implying that decisions need to be made about how far into the future the plan is to direct its attention. Third, the knowledge base upon which the plan is constructed requires careful consideration. Is the knowledge to be primarily technical (scientific), or is it also to take into account political values? Fourth, the role of public interest needs definition: is it unitary (one notion of the public good), or plural (comprising a wide range of special interests)? Fifth, the objectives of the plan need to be specified. For instance, are they design-related (e.g., the coordination of different types of natural resources within an allotted physical space), or, as another example, are they socially motivated such as to empower citizens? Finally, the orientation of the plan needs to be discussed. In other words, how does it presume that planning relates to both the market and the government?

The organization of this response paper is divided into five sections; started with the description of planning approaches and the emergence of one of planning approaches, i.e. the strategic planning approach in the public sector, and followed by an overview of the regional development planning in Indonesia and the prospect of the implementation of strategic planning approach to enhance regional development in Indonesia, and the foreseen issues and conflicts that need to be carefully considered in the implementation.

Description of Planning Approaches

As just stated, according to the typology of planning approach (Talen, 1996), there are four types of planning approaches that will be described further: comprehensive

rational planning, incremental, advocacy, and strategic planning¹. The following table summarizes such approaches.

Table 1. Planning Approachesⁱ—a model

Planning	Comprehensive	Incremental	Advocacy (pluralistic)	Strategic
1. Scale / scope	Large / general	Small / specific	Large / general	Medium to small / general to specific
2. Time-frame	Long term	Short term	Long term	Short term
3. Knowledge base	Technical (design, architecture, scientific)	Technical / political	Political / technical	Technical / political
4. Public interest	Unitary	Plural	Plural, but with different levels of power	Plural, but with different levels of power
5. Objectives	Coordinate physical space	Support government, Resolve short term political conflict	Empower poor, have all voices be heard	Correct market and government failure/limitation by facilitating communication among power holders
6. Orientation	Apply scientific, technical thought; accept market and government institutions as good, but in need of regulation	Accept government and markets as good with minimal need for intervention	Reform government and market with multiple plans to represent multiple interests	Reform government and market, working with power holders to achieve objectives

Source: Talen, E. 1996. Do plan get implemented? A review of evaluation in planning. *Journal of Planning Literature*, Vol. 10, No.3 (February): p. 246.

The Emergence of the Strategic Planning

In a changing world with limited resources, strategic planning gives better solution as a creative process for identifying and coping with strengths, weaknesses, opportunities and threats. By US Department-HUD definition (1984), strategic planning is a systematic way to manage change and create the best possible future, which more importantly, is focused on the allocation of scarce resources to deal with critical issues.

As characterized in the preceding table, the strategic planning offers a balance between comprehensive rational planning and incremental while working to integrate the participatory lessons learned from advocacy planners. Strategic planning has a medium to small scale *and* a general to specific scope. It also attends to be applied using a short-term time and long-term frame (Talen, 1996).

Although it was developed and based on corporate practice, since the last 20 years it has been introducing and practicing as an approach to more effective public planning (Kaufman, 1987). Comparing with the conventional public planning, especially with regards to the comprehensive planning, strategic planning gives broader room for flexibility and necessary adjustment. By considering its characteristics, that are (i) more

¹ Although it will correspond to the political value, it is not to discuss the planning typology, as categorized by Fainstein (1996) into four kinds of planning: traditional, democratic, equity and incremental planning.

orientation on actions, results, and implementation, (ii) promotes broader and diverse participation in planning process, (iii) more emphasize on external factors, (iv) encourages competitive behavior, and (v) assesses strengths, weaknesses, opportunities, and threats, strategic planning gives a more prospective approach rather than other approaches such as conventional comprehensive planning, incremental, and advocacy planning. By considering other characteristics from US-HUD (1984), strategic planning focuses on the process, concentrates on selected critical issues, considers resources availability, considerably assesses SWOT, and emphasizes on action oriented.

In its practical fields, strategic planning approach gives a broader with shorter range of solution for a changing world with limited resources. More importantly, it focuses and targets on more realistic and feasible solutions, and emphasizes more on local level. Comparing to other planning approaches, strategic planning has better analytical vigorous, broader cross-sections of planning, and achieving more implementation success (Kaufman, 1987).

Furthermore, Lucy (1988) states that in managing policy changes, strategic planning concerns in coping with competition and potential oppositions to achieve common goals. Strategic planning approach deals with process of creating a priority plans, combined with preliminary strategic consideration by employing the following aspects: setting goals, avoiding worst, seizing opportunities, building on strengths, and reducing weaknesses. Strategic planning approach is also relevant and applicable to the local planning process, by employing setting up priority plans that consider full advantage of existing resources and channeled to the strategic planning process (McClendon, 1988). Dealing with possible policy changes, it is also more effective to respond more quickly and specifically to policy changes.

Osborne and Gaebler (1993) in their masterpiece book of "Reinventing Government" also emphasize that the strategic planning is one of the best solution in reinventing government. Their important statement to manage better governance is relied on two basic elements: the (planning) process and the (government) consensus. Strategic planning is also essential in supporting annual budgeting making process, which based on the 3- or 4- or 5-year strategic plans. However, the emergence of strategic planning may be seen as an antithesis of politics (Osborne, 1993), but with more highlight on local and regional governments and considerably changing political system.

An Overview of Indonesia Regional Development Planning

Up to now, Indonesia's development planning approach has based on the combination of top down and bottom up approach. In fact, it was found that top-down as well as sectoral development approach is very dominant. In addition, in term of financial arrangement for development budget, most provincial governments still very much rely on central government funds. Having examined those facts, it can be argued that regional development, and further progress in reducing inter- and intra-regional disparities depends crucially on the development planning approach, which achieved to strengthening the local government. It will continue to have political, social, as well as economic impact in balancing the inequality existing in Indonesia. It is understood that the strengthening of local government will call for an approach to strategic planning. This

approach will consider the role of government as one of providing an enabling environment that frees the private sector to develop efficiently in a deregulated environment and allows regions and sub-regions to effectively pursue their respective comparative advantage.

The current economic crisis rescue and recovery towards a continuing state of economic stabilization is becoming the main issues of Indonesia development nowadays. Considering the seriousness of the crisis, the Government efforts are now being more emphasized on restructuring the system towards enhancing overall economic recovery. In order to meeting such new visions of development transformation and reformation, a program-driven regional development planning and local autonomy are envisioned, as local governments and communities are expected to play a key role in accomplishing the required tasks such as providing basic service to the people, creating employment opportunities, improving levels and distribution of income, sustaining of natural resources, and human resource development.

Regionalization and decentralization process in Indonesia has a strong basis and has been strengthened for the last 25 years. From the old law on regional governance (5/74) to the new one (22/99), there are significant enhancements of decentralization and regional autonomy. Both laws prescribe the implementation of decentralization and deconcentration principles and allowing for the execution of support functions in the form of co-administration at the local district level. A region's right of autonomy places priority to the creation of harmonious environment and implementation of democratic principles.

The government of Indonesia is embarking on a process of decentralization that will make regional and local governments more autonomous². This process of decentralization, although has been support for almost 25 years, is still mainly a part of a broad political will to strengthen regional autonomy in Indonesia. Concerning institutional arrangements, the decentralization process will give, among others, the following changes: Consequently, local governments will be allowed to approve their budget and pass their regulations without any prior approval by the central government. Coordination of local governments activities will be executed by deconcentrated central government agencies operating at provincial level. Towards an effective implementation of the decentralization of government institutions, it requires supports of a well-defined gradual process of devolution of responsibilities and of finance.

The new law of regional governance aims to decentralize the more effective provision of public services in Indonesia. A consensus appears to be focusing on the following distribution of responsibilities: (i) the central government would retain responsibility for foreign affairs, defense, judicial affairs, monetary and fiscal policies, and strategic and policy coordination that needs to be performed at the national level; and (ii) all other public services would be decentralized to the local government level.

² To understanding more about administrative decentralization in developing countries, Cohen (1999) classifies the forms of decentralization on the basis of objectives: political, spatial, market, and administrative. Then he gives specific attention to three types of administrative decentralization: deconcentration, devolution, and delegation.

Increased responsibility at the district level would be backed up by enhanced political autonomy and accountabilityⁱⁱ.

Law 22/99 on regional governance eliminates the hierarchical relationship between the provincial and the district governments. The new law also makes all deconcentrated central government ministries at the province and the district the responsibility of the respective local government. This change promises a major reorganization in the way in which public services will be delivered in Indonesia.

Another law related to the regional autonomy is Law 25/99 on the fiscal balance between the central government and the regions adjusts the transfer process and procedure from the central to local governments. Both new decentralization-related laws would transform and reform intergovernmental relations in Indonesia.

Having devolved significant degree of power, responsibilities and resources to the local governments, the central government roles would focus their activities more on formulating policies and responsible to supervise, guide, control and provide assistance to the local governments (UNDP, 1999). At the same time, it will provide the central government with a planning framework precisely defining the basic needs and aspirations of local people. Consequently, the local government will be engaged mostly with operational development planning, with more effective mobilization of its own resources and those transferred from central government.

To support efficient operations and enhance accountability, implementing regulations would need to clearly distinguish between decentralized, deconcentrated, and co-administered functions. Fragmentation in the sources of funding for the decentralized functions would need to be reduced. The decentralized functions would need to be funded through the budgets of the higher governments.

Towards the Implementation of Strategic Planning Approach in Indonesia

There are policy frameworks and issues that support the implementation of the strategic planning approach in Indonesia's regional development planning scheme. Having evaluated by the World Bank (Hill, 1997), there is consensus and political will from the central government to decentralize power and responsibilities to the sub-national and local level of governments, that are relevant and suitable for the implementation of the decentralized strategic planning approach. The improved capacity of local governments has been considered by the central government in decentralizing and delegating the power and responsibilities to the sub-national and local level of governments. It is also broadly convinced in Developing countries like Indonesia that centralized system is unnecessary, inefficient and costly.

Moreover, other policy frameworks have been promoted in enhancing decentralization and regional autonomy, such as the improved laws on local governance and fiscal relationship between central government and the regions, and the implementation of the local autonomy pilot projects that have been continually implemented to all local governments in Indonesia.

The other important issues regarding the possible adoption of strategic planning approach in Indonesia's regional development are related to the administrative and

coordination issues. This especially regards to the implementation of the regional development planning and coordination, from the village-level coordination upwards to the national level consultation, which provides the basis for the composition and funding of the development budget for the following year.

The economic and political legally of the current economic crisis will accelerate the pace of the rescue and recovery phase of Indonesia development through: democratization, decentralization, accountability and transparency, and fiscal pressures. These changes would give an opportunity to improve government services while continuing the efforts to stabilizing macroeconomic. To implement such changes, it needs to modify the main roles of government in policy formulation, planning, budgeting, implementation, and evaluation. It endorses a new vision for the new policy, planning and budgeting system.

The vision on policy, planning, budgeting and implementation drives Indonesia to the path of changes, and directed to a more transparent, accountable and performance-oriented government (The World Bank, 1999). Furthermore, The World Bank also focuses on the long-term strategic planning in Indonesia, that needs to be shorten and simplified to be more reactive and effectively responding such changes. Specific policies are developed of the broad strategic plan through a participatory process.

Towards the strategic planning implementation to enhancing regional and local development, the government actually has already committed itself to decentralization as a strategy that will meet the requirements of regional development. However, the government willingness to further decentralize is not sufficient to free the private sector to make an optimal contribution to regional development. However, decentralization is a complex process, which result in greater accountability for service delivery and development activities if the lower levels are prepared to accept such responsibility. It is also important to ensure that the sub-national and local level of governments are characterized by good governance; that the people are able (and willing) to articulate their needs and that the various levels of government are willing to meet those needs. In a similar manner, the commitment of government to further simplification and transparency in the enabling environment is laudable and necessary.

Having analyzed that strategic planning approach compatible with a supportive to local-level planning and decentralization, the implementation of such approach has to consider its contributions to:

- Facilitate participatory planning and generation of proposals from the community level that reflect the needs and aspiration from the bottom
- Encourage participation of non-governmental organization, private sectors at the local level
- Facilitate local authorities to develop/manage and mobilize their own resources for development
- Promote synergistic effects and efficiencies in integrating programs/projects implementation, including appropriate integration of sectoral and regional components in the development process of sustainability (UNDP, 1999)

- Promote involvement of private sectors to expand investment opportunities as the public sector's partner of development
- Enhance availability of adequate and reliable data and information to support decentralized planning at the local level and the communities.

However, the implementation of the proposed strategic planning for Indonesia's regional development scheme needs to consider the current comprehensive national development planning scheme that has been widely implemented in integrating the national and lower-level plans and linking social, economic and physical factors in the policy formulation process at the sub-national (regional) and local level.

Finally, the government can encourage the development of mechanisms which will allow people to make their needs clearly known and which will introduce incentive structures which encourage sub-national levels to be accountable to the people in their administrative jurisdictions.

Issues on the Implementation of Strategic Planning Approach

Giving attention to policy implementation can do the evaluation of planning process, however the evaluation is not easy because the planning itself is complex. Talen (1996) developed a typology of planning evaluation into four categories: evaluation prior to plan implementation, evaluation of planning practice, policy implementation analysis and evaluation of the implementation of plans. Based on the sources that can be compiled to evaluate in-depth planning process, the evaluation for planning approach that will be evaluated follows a typology of policy implementation analysis. In this category, the evaluation will focus on the administrative process involved and why that the new approaches and policies may or may not have gone wrong. Similarly, Baer (1997) also gives important division of plans that need to be carefully considered before reviewing and evaluating such concepts of a new implementing plan.

It is understandable that to implementing new policies and plans, the new government has to deal with forward and backward mapping, which comparable with top-down (decision makers) and bottom-up considerations (Bryson, 1994). Implementation of new policies and plans also need to facilitate consensus and political will from different political arenas, not only from the legislative, but from executive and administrative arena as well.

Goldshack (1992) also gives such point of view in coping with possible policy conflicts by the implementation of new policies and plans. He points out that to overcome potential policy conflicts, such as issues, disputes and impasses, it is necessary to involve possible negotiations and resolutions.

Patton and Sawicki (1986) state that it is important to incorporating political factors into planning analysis, which is essential to promote an effective plan with a careful political consideration (McClendon, 1988). Furthermore, other point of view of McClendon also considering that an effective strategic planning needs supports of other associated factors such as autonomy, entrepreneurship and innovations. However, to operate such related factors effectively in supporting the implementation of strategic plan,

there are political constraints and technological opportunities that need to be considerably taken into account.

There are several approaches applied in Indonesia's regional development planning practice. An approach that closely meets the regional planning principles supportive of decentralization and regional autonomy is the integrated area development planning (UNDP, 1999). The integrated regional development planning for a planned development of a local function administrative entities in Indonesia, also become very feasible and relevant as it will provide spatial development dimension to the formulation and implementation of sectoral programs and projects administered by sectoral ministries according to their own priorities.

The World Bank evaluation on regional development practice in Indonesia also proposes that decentralization and devolution of power and responsibilities will of course succeed only if there is broad-based support for the concept among senior echelons of the bureaucracy. The mechanics of reform are so complex and that one powerful department would be sufficient to frustrate a genuine reform effort (Hill, 1997). Other interesting evaluation feature of the World Bank regards to the possible opponents from departments and line ministries that will have a major effect on the course of the reform in their area of jurisdiction. By the new laws of regional autonomy and balanced fiscal relationship, such departments' role would obviously be greatly diminished.

Nevertheless, there are supportive agencies to the implementation of the new policy reforms, such as the Ministry of Finance and the National Development Planning Agency, along with the Ministry of Home Affairs, that somewhat, as evaluated by the World Bank, is probably least sympathetic to the reforms.

From the alternative development strategies, the appropriate strategy depends upon the operational policies adopted in the relevant sub-national and local level of governments (UNDP, 1999). The selected development strategy should be refined in order to effectively integrate national policies and priorities with the local needs and aspiration at the regional and local levels. Effectively adopted strategic planning also requires a comprehensive integration of economic, social and physical factors, that should be ensured to accommodate sectoral plans both from the top and the bottom.

At the sub-national and local level, with more decentralized local planning and decision-making based on participation and bottom-up aspiration, adoption of strategic planning approach would ensure diversification of policy formulation which obviously meeting the needs and aspiration of local communities. The local-level strategic planning would also complement development strategies such as growth centers, as it considers the external effects of the spatial development strategy at the local level.

Furthermore, the local-level strategic planning approach besides capturing the significant social-cultural-economic system linkages, it would also provide a sound framework for linking planning, programming and budgeting system (PPBS) in integrating the mechanisms for the preparation of the local level budgets. At this level, government planning which attempts to accommodate and consolidate the various planning elements such as social, economic and physical factors of development, as well as integrate national and village level plans can be effectively carried out.

Finally, given this strategic regional development planning framework, enhancement of economic rescue and recovery in Indonesia such as improved level of economic income and more equitable distribution of inter-regional income can be planned through the interventions and reforms of relevant development policies such as the new law of regional decentralization and autonomy which will affect the levels and degree of interactions of major factors and determinants in the planning process.

Conclusions

Responding to the questions about what is the most appropriate planning approach to be implemented in enhancing the regional development initiatives in Indonesia, strategic planning has been discussed as one of the approach that intended for the more decentralized regional and local development planning in the country. By considering its characteristics that concurrent to the decentralization and regional autonomy policies, it would give more challenges and opportunities to the sub-national and local level governments in managing their own resources in a more competitive development world.

Having convinced in the planning practice experiences, although rooted at the corporate management fields, strategic planning approach has been successfully adopted in the public sectors in supporting the more effective and efficient local-level planning initiatives. However, to effectively implementing strategic planning in the government sector, it is understandable that the political will and consensus of the central government to decentralize and delegate power and responsibilities would be the main successive factors.

By considering that Indonesia has been seriously promoting decentralization and regional autonomy, it may be well understood that the sub-national and local-level governments would burden a greater responsibility to manage their resources for optimally meeting the needs of and providing services to immediate community in their jurisdictions. The new Indonesia's laws on regional governance and balanced fiscal relationship give a clear and sound policy commitment from the central government that the development initiatives is now on the hands of the regional and local governments.

Nevertheless, in order to effectively implementing new policy and strategy, there will be opponents at the various levels of stakeholders. In the case of the new policies on decentralization and regional autonomy, there are prominent opponents at the national and sub-national level of administration that might be opposing the implementation of the new decentralization-related laws. To cope with such dispute and impasse situations, such political commitment and consensus has to be generated, not only from the executive bodies but also from the legislative and administrative arenas.

Finally, and more importantly, by understanding that the social, economic, and political transformation and reformation phase is still being seriously put into action in promoting the rescue and recovery steps of the economic crisis of the country, the need to choose a more appropriate planning approach for a better development initiatives is inevitable and should be supported by all respective stakeholders of development. It is important and urgently needed for the short-term and medium-term to come.

End Notes:

ⁱ The following shows different approaches of planning in detail (Talen, 1996).

Comprehensive-Rational Planning

Comprehensive rational planning is what most people traditionally think of when they think of planning. This approach is very broad in scope and grand in scale. It takes a long-term perspective on community problems and is based on planners' acquisition of technical knowledge for analyzing community problems. Comprehensive rational planning assumes a unitary public interest and has as its objective the coordination of different types of physical resources. It accepts the market and government as inevitable and appropriate forces affecting future community growth and change.

Incremental Planning

Incremental planning is generally referred to as an alternative to comprehensive rational planning. Advocates of incremental planning assume that it is impossible politically and cognitively for planners to consider all of the technical factors affecting a specific land use decision and all the consequences resulting from it in the real world constraints of governmental decision making. Incremental plans, therefore, use short-term time frames based on technical and political knowledge. They presume that many special interests must be satisfied in reaching an acceptable decision. The objective of incremental planning is therefore to support existing institutions of government and to implement short-term resolutions to a specific political conflict. Incremental plans accept government and the market as good but may also see a need for minimal public intervention in the market.

Advocacy planning

Unlike the two planning approaches discussed above, advocacy planning takes a more critical stance toward the role of the planner. Advocacy planning presumes that planning, like most all activities of the government, has left some group of people out of the picture. These plans tend to be large and general in scale and scope. They take a long-term perspective and are based on both political and technical knowledge. Advocacy plans see the public interest as plural but recognize different levels of power within the various interests. The objective of advocacy planning is principally to empower those with less power, and the orientation of their plan is to reform both the government and markets so as to better represent multiple public interests.

Strategic planning

Strategic planning offers a balance between comprehensive rational planning and incremental while working to integrate the participatory lessons learned from advocacy planners. Strategic planning has a medium to small scale *and* a general to specific scope. It also attends to be applied using a short-term time and long-term frame. It is based on both technical and political knowledge and sees a plural public interest but acknowledges different levels of power among the various interests. The principal objective in the planning approach is to correct shortcomings by the market and government by facilitating communication among various vested interests that need to reach consensus and the direction of policy change.

ⁱⁱ Cohen (1999) proposes interesting proposals of the effective implementation of decentralization to local-level of governments. He proposes that decentralization only

occurs when local-level government units are: (1) established by legislation; (2) located within clearly demarcated jurisdictional boundaries within which there is a sense of community, consciousness, and solidarity; (3) governed by locally elected officials and representatives; (4) authorized to make and enforce local ordinances related to devolved public sector tasks; (5) authorized to collect legally earmarked taxes and revenues; and (6) empowered to manage their budget, expenditure, and accounting systems.

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Extended Response to Question 1-

❖ **Major idea in the professional work that is connected to the proposed project**

- Policy frameworks and issues on regional development planning in Indonesia, with regards to the economic and political reformation in overcoming the current crisis: rescue-recovery-stabilization phases of development planning initiatives
- Coordination and administrative issues on the regional development planning process: top-down vs bottom-up planning mechanism; and synchronization between sectoral and cross-sectoral and regional plans
- New Law 22/99 on regional governance and local autonomy: a fundamental change in planning process and mechanism
- New Law 25/99 on fiscal balance between central government and the regions: a significant policy reform of budgeting planning process and mechanism
- Various regulations are being prepared for the implementation of the new policies on decentralization and regional autonomy
- Decentralization and delegation of power and responsibility from central government to the sub-national and local-level governments
- Evolution of regional development planning process and mechanism: diversification of development programs; planning-program-budgeting system (PPBS); from partially sectoral and regional planning towards an integrated-strategic regional development planning
- Diminishing role of central government ~ greater role of sub-national and local government in planning, programming and budgeting system and mechanism
- Reorientation of the regional development planning towards a more decentralized, bottom-up, participatory, and local oriented development planning approach

❖ **Connectivity of the idea with the core theoretical and policy literature in field**

- Planning approaches: comprehensive-rational, incremental, advocacy, and strategic planning approaches
- Planning process: top-down vs. bottom-up planning process
- Planning model: traditional, democratic, equity, incremental planning model.
- Decentralization forms on the basis of objectives: political, spatial, market, and administrative

- Administrative decentralization: deconcentration, devolution, and delegation of authority and responsibility and of finance (expenditure and more importantly, revenue mobilization)
- Economic development planning ~ social and political values ~ physical and spatial development planning
- Public policy, public administration and public finance: planning-programming-budgeting system (PPBS)
- Politics of development: decentralization-deconcentration-devolution-delegation
- Coordination and institutional capacity building and bureaucracy and intergovernmental relations in development planning and implementation
- Development planning techniques and management information system for development planning
- Development planning management: implementation, monitoring and evaluation, and organization of development planning

Extended Response to Question 2-

❖ Relevant public policy issues and debates that relates to the proposed topic

- New laws on regional governance (22/99) and central-regional fiscal balance (25/99) stands to be a new paradigm that promises a structural change and implication in Indonesia's regional development
- Recent economic and political crisis in Indonesia presents an obvious implication and consequences in policy making and development planning through its phases of development: rescue, recovery, stabilization, and growth
- New policies and strategies propose a reorientation in development planning and programming to be more emphasize on the process and implementation through the decentralization and regional autonomy
- Political context of development policy making and planning: between executive and legislative, as well as involvement of private sector and non-government participation
- Having implemented ineffective general-central-driven comprehensive development planning (top-down), there is a need to consider a more strategic decentralized and local-oriented development planning process and mechanism (bottom-up)

❖ Dealing the proposed project with the possible prominent issues

- Policy reform in regional development planning: reorientation from general-central-driven comprehensive national development planning to a more strategic local-oriented development planning
- Policy reorientation: from considerably centralized planning to a decentralized local development planning

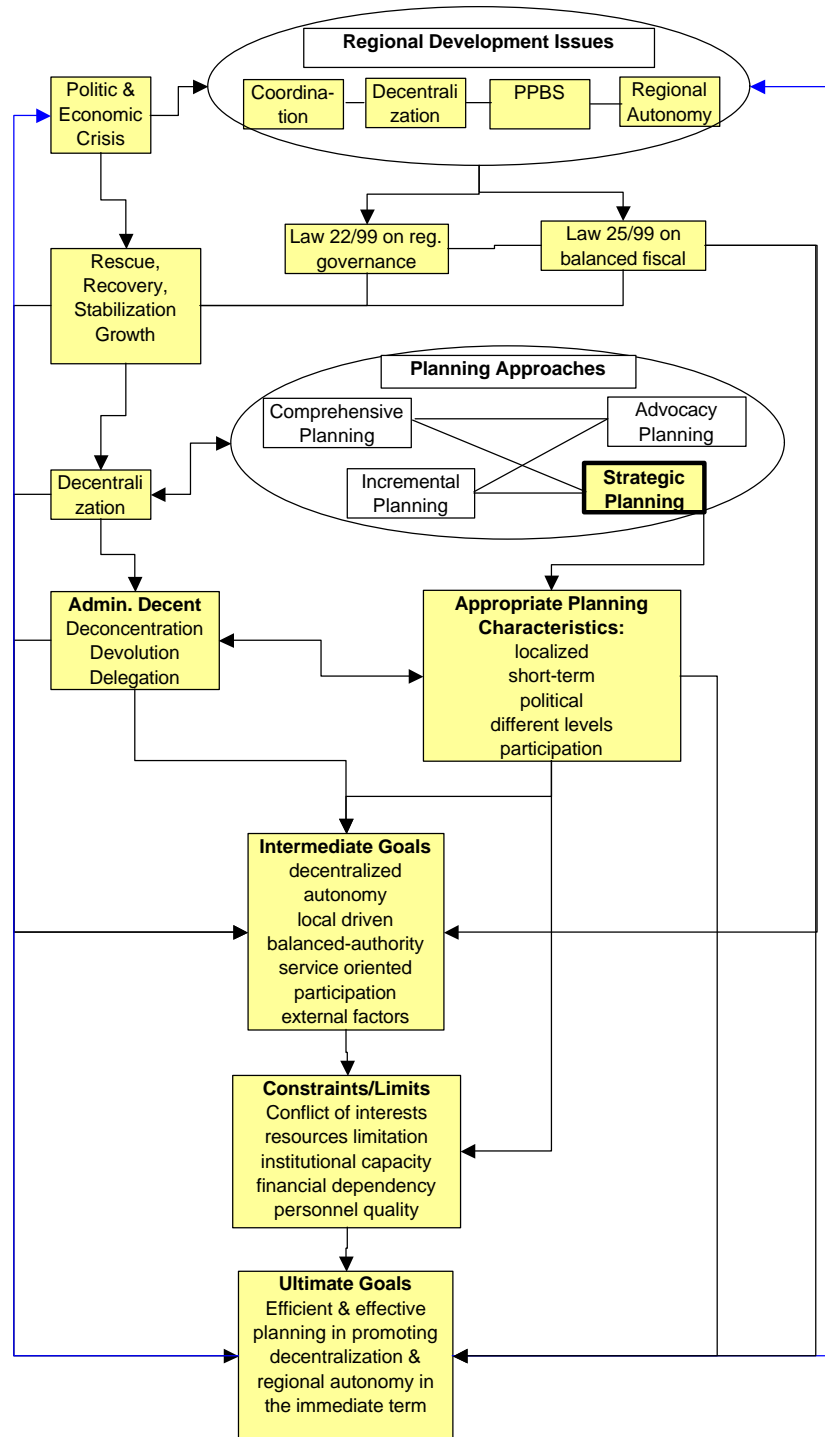
- Policy implications: decentralization and devolution of authority and responsibility; shifting in allocation of budget, personnel and organizations arrangements; policy making and implementation scheme and mechanism; change of relationship between local executive and legislative, and their roles in planning and decision making process to be more participatory and bottom-up
- The prominent issues of the proposed regional development policy reform: conflict of interests between central agencies and the sub-national/local level government entities; decentralization/devolution of power and responsibility to local level needs to be associated by the local government empowerment/capacity building; and participation of private sectors in development and its partnership with local public sector
- Adoption of strategic planning approach by sub-national and local governments would supports the decentralization and local-oriented development initiatives, particularly through budget allocation/resources mobilization and participatory planning with respects to the external factors of local development such as national and international development

❖ **Possible methods and approaches to conduct the proposed project**

- Planning evaluation: prior to implementation, on-going implementation, policy implementation analysis (Talen, 1996, p. 248)
- Planning evaluation criteria: critique, testing and evaluation, comparative plans, evaluating post hoc, and evaluating planning outcomes (Baer, 1997, p. 334); reviewing plan concepts as: vision, blue print, guide, remedy, administrative requirement for fund allocation, process, pragmatic action, and response to mandate (Baer, 1997, p. 336)
- Criteria for policy analysis: technical feasible, economic and financial feasible, political viable (acceptability, appropriateness, responsiveness, legal, and equity), administrative operability (authority, institutional constraints, capability, and organizational supports) (Patton, 1986, pp. 207-218)
- Policy analysis: ex-post, post-hoc, retrospective and evaluative (descriptive); or ex-ante, pre-hoc, anticipatory, prospective (possible outcomes) (Patton, 1986, p. 23); steps of policy analytical process: problems-evaluation criteria-alternate policies-evaluation of alternate policies-display alternate policy-monitoring implementation (Patton, 1986, p. 53); policy evaluation continuum: ex-ante, maintenance, monitoring, and ex-post evaluation (Patton, 1986, pp. 368-369)
- Data collection and information gathering: primary and secondary survey; primary field survey would be conducted by interviewing selected respondents (prominently officials from central, sub-national, provincial and local-level of governments, as well as from the non-government and private sectors) with consideration on comprehensiveness, probability and efficiency (Fowler, 1993, p. 12) by employing comprehensive survey instruments
- Secondary survey would be a data collection from various sources of references and official statistical data (particularly from official publications of the Central Statistical Agency); references of policies study, will be gathered from various

- sources of study publications conducted or published by line-ministries, local governments, non-government organizations, and donor agencies such as the World Bank, Asian Development Bank, UNDP representative in Indonesia, USAID, and other related agencies
- Considering that the capture of the survey would be nationwide, a number of cases would be chosen by selecting some provinces and districts/municipalities as the sample of the primary survey for further evaluation and analysis
 - Dealing with the strategic planning approach with determining factors such as decentralization and participation, the SWOT (strengths, weakness, opportunities, and threats) analysis will be employed towards an integrated and manageable development planning process and mechanism in Indonesia
- ❖ **Proposing the results of the proposed project by possible comparable exemplars**
- The preliminary proposed project would be in line and complement to the concept of new regulations generated from the new laws on regional governance and balance fiscal relationship
 - Case study results would be specific input and feedback for such specific sectors (line ministries), regions (provinces and districts), programs, and projects; and would be providing implications on respected aspects of development planning such as institutional capacity building, planning coordination and management, and planning-programming-budgeting system
 - As an on-going evaluation, the proposed planning approach and process would be exercised and tried-out in the practice, such as in the annual regional and local development planning coordination, as well as in program formulation and budget allocation for project implementation
 - In policy analysis and evaluation, the recommended planning approach and process would be compared by other recommendations proposed by various respected agencies such as the International Monetary Funds, the World Bank, Asian Development Bank and UNDP, which gives options for further policy reforms and transformation in economic, social and political aspects
 - Comparative experiences from other developing countries would be carefully taken into account, which based on the various references of policy evaluations and recommendations from international agencies such as IMF, the World Bank, ADB, UNDP and others
- ❖ **The appropriateness of the proposed project in achieving overall goals**
- Strategic planning as one of the most appropriate planning approach to be adopted in line with the visions of the new laws on decentralization and regional autonomy, by considering its relevant characteristics in focusing decentralized and bottom-up/participatory planning schemes/initiatives
 - Comparing with the national comprehensive planning scheme, the strategic planning approach would gives more options to realize an effective and efficient planning process, and provides more decentralized development authority and responsibility among central, regional and local-level of governments

- Decentralization of development planning process and mechanism to the sub-national and local-level of government, in line with the regional autonomy, requires local government empowerment in resource mobilization, personnel (human resource development) and institutional capacity building, which relevant to the characteristics of strategic planning approach
- Having stated that the preparation of regulations concepts of the new laws on decentralization and regional autonomy should be accomplished by the year 2001, the proposed strategic planning approach would be appropriate as inputs and refinement feedback for such concepts of the recommended regulations
- Given its characteristics that focusing on SWOT and giving more chance in participatory planning and consideration of limited resources, the strategic planning approach would be relevant to the recent development efforts to deal with rescuing and recovering the economic and political crisis (resources limitation)



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Suprayoga Hadi

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- Occupation** 1998-to date Student, Doctor in Planning and Development Studies (DPDS), School of Policy, Planning and Development, University of Southern California
1990-to date The National Development Planning Agency (BAPPENAS), the Republic of Indonesia Jakarta, Indonesia
Head of Division for the Eastern Indonesia Development
- Responsible for planning and programming policies and strategies for the development of eastern part of Indonesia region
 - Member of the Secretariat of the Council for the Development of East Indonesia
 - Responsible for managing the regional development data base for east Indonesia region in BAPPENAS
 - Responsible for the programming and national budget allocation for the Ministry of Home Affairs and the subsidy program for local government
 - Responsible for monitoring and supervising the foreign assisted projects executed by Ministry of Home Affairs and local government of which funded by USAID, AusAID (Australia), JICA and OECF (Japan), GTZ (Germany), UNDP, ADB, and The World Bank
- Working Experiences** 1990–1998 Various Universities and Government Education Agencies Jakarta, Indonesia
Lecturer and Professional Trainer
- Lecturer in “human settlement planning and development” at the Faculty of Technology, University of Tarumanagara Jakarta
 - Lecturer in “regional development planning” at the Faculty of Public Administration, University of 17 Agustus 1945 Jakarta
 - Trainer in “local and provincial development planning course” at the Economic and Community Research Agency of the University of Indonesia, Jakarta
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