BUREAUCRATIC REFORM IN IMPLEMENTATION OF E-MUSRENBANG PROGRAMS

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Abstract

This paper aims to assess the participation of village or community institutions in the village development process and also analyze regional development planning through the implementation of e-musrenbang as a form of bureaucratic reform efforts in public policy. Deficiencies that occur both internally and externally in the planning process can actually be overcome by preparing legal frameworks and legislative instruments that are used as guidelines for mechanisms and processes for public participation to ensure the smooth implementation of good governance. Many factors affect the effectiveness of the implementation of regional autonomy, including the quality of regional development planning. Ideal development planning should be able to translate the needs and aspirations of the community. With public intervention in planning, including through the Musrenbang (Development Planning Conference), bureaucratic structure, and political parties, it can be concluded that the high participation of the community and village institutions is crucial to the success of the implementation of e-musrenbang in village development. It is hoped that the government and village institutions will always be aware of their respective roles, tasks, functions and positions and work together, coordinate, consult, and communicate well in the process of implementing e-musrenbang.

Keywords: regional development planning, participation, e-musrenbang.

1. Introduction

Information and communication technology is developing rapidly. It offers numerous conveniences in almost every field and allows us to interact and exchange information quickly and easily. Information technology makes digital management possible, increasing efficiency and effectiveness. Currently, web-based information system services have also developed, becoming quite popular because they can be easily accessed by clients through a web browser. Musrenbang, or Development Planning Consultation, is a forum for stakeholders to formulate national and regional development plans. The use of information technology, combined with the implementation of Musrenbang, is expected to be more effective and efficient. In this information system, data is stored in a database and can be accessed quickly and easily at any time. Similarly, government agencies utilize information technology to provide faster and easier services to the public, improving service quality. Furthermore, the government prioritizes the quality of human resources (HR) to develop employee performance in delivering good public services.

According to [the Indonesian context], public service is a form of service provided by the government to the public. The function of public service is directed at meeting needs in accordance with the wishes and expectations of the community. According to Minister of Administrative and Bureaucratic Reform Decree No. 63/KEP/M.PAN/7/2003, public service is "all service activities carried out by public service providers to meet the needs of service recipients and to implement statutory provisions" (Menpan, 2003).

Public services provided to the public must meet high quality standards that meet public expectations and demands. The quality of government services is often used as a benchmark for a government agency's success in developing professional public service performance. Good public service should be accessible to all segments of society, both rich and poor, and encompass all service sectors, such as education, health, and other areas. Public service is based on principles that serve as guidelines for the implementation of state governance, including transparency, accountability, conditionality, participation, equality of rights, and a balance of rights and obligations (Fanida, Eva Hany & Karuniawati, 2010).

The many demands and expectations of the community today have pushed the government to carry out its functions and obligations in providing equitable public services without regard to community levels, namely the function of public services, development functions and general government functions by upholding the quality of services in order to implement good governance. According to Andrianto (2007) the launch of electronic government in Indonesia began with the issuance of Presidential Instruction No. 6 of 2001 dated April 24, 2001 concerning Telematics (Telecommunications, Media and Informatics) which states that government officials must use telematics technology to support good governance and accelerate the democratic process in an effort to support government performance. Electronic Musrenbang (e-musrenbang) is a National Development Planning System that requires Regional Governments to prepare Regional Government Work Plans (RKPD) which function as regional planning documents for a period of 1 (one) year. Where development proposals from the community are not done manually but are facilitated by an application system (online) that can be accessed on the website. The existence of e-musrenbang (e-musrenbang) has been marked by numerous issues related to proposals submitted in hard copy. The recapitulation process has been

delayed due to time-consuming processes and inaccurate budget allocations. Therefore, the Development Planning Agency (Bappenas) has implemented the musrenbang system in the planning process.

2. Literature Review

Bureaucratic reform through e-Musrenbang aims to increase transparency, public participation, and accountability in regional development planning, while transforming traditional mechanisms into digital ones. This application encourages inclusive planning from the neighborhood unit (RT/RW) to the city level, in line with the principles of good governance and bureaucratic effectiveness. Challenges include changing the mindset and commitment of leaders.

The following are key points based on the literature review:

1. Objectives and Benefits of e-Musrenbang: e-Musrenbang serves as a forum for accommodating public aspirations in the form of suggestions or criticism, ensuring a more participatory and less centralized development process. This tool increases transparency and accountability in the preparation of regional government work plans (RKPD).
2. Role in Bureaucratic Reform: e-Musrenbang embodies good governance, based on the principles of openness, accountability, participation, and the rule of law. It transforms traditional planning procedures into more efficient ones.
3. Implementation Challenges: Despite its effectiveness, the success of e-Musrenbang is often hampered by rigid bureaucratic mindsets, a lack of leadership commitment, and the need for better integration with other planning systems.
4. Regional Implementation: Examples of successful implementation, such as in the city of Surabaya, demonstrate that well-implemented e-Musrenbang can improve the quality of public services and responsiveness to community needs.

This review demonstrates that e-Musrenbang is a crucial component of bureaucratic reform to achieve a more efficient, participatory, and responsive government.

3. Research Method

Research planning requires prior consideration of philosophical worldview assumptions. The research design is related to that worldview, and the specific research methods and procedures used can translate this approach into the research. The four worldviews in research include: post-positivism, constructivism, transformism, and pragmatism (Creswell, 2016: 6-7). Research conducted using a constructivist worldview reflects the understanding that individuals are always trying to understand the world, developing diverse meanings from participants, providing meaning through social and historical construction, and creating or interpreting theory (Creswell, 2016: 10-11).

The research method used is qualitative research. Creswell (2016: 4) defines "Qualitative research as methods for exploring and understanding the meanings that individuals or groups ascribe to social or humanitarian issues." This qualitative research uses in-depth interview techniques, which Dun states, are used to communicate material and encourage open discussion with a single respondent or group of respondents. Interviewers are often trained to explore hidden feelings and attitudes (Ardianto, 2014: 61). In-depth interviews emphasize individual experiences, presenting data in the form of words and activities, focusing on the process of understanding how a phenomenon arises and finding solutions to its problems. However, qualitative research can also present data in the form of numbers if necessary under certain circumstances.

The researcher justified using qualitative methods because this method is related to the objectives of the research topic, namely to measure and describe the implementation of e-

musrenbang based on data and literature from various sources, including journals and the internet.

4. Results and Discussion

The implementation of e-musrenbang (e-musrenbang) held in government agencies in Indonesia was analyzed using George C. Edward III's theory based on several variables. These include the following:

1. Communication

No policy will reach the public without going through a policy socialization process. According to Edward III, communication is a key factor in successful policy implementation. This factor requires implementers to know what needs to be done, and the policy's goals and objectives must be transmitted to the target group, thereby reducing implementation distortions. In this context, the government's socialization of policies or programs plays a strategic role in their implementation. A literature survey revealed that district governments have been conducting public outreach regarding e-musrenbang since the application's national launch by PT. Integra Inovasi Indonesia in 2015 and have intensified since 2017. Prior to the implementation of e-musrenbang, several district governments conducted outreach activities. These activities took place at sub-district/village offices. The clarity of the communication provided included information on new methods related to data input and the use of the e-musrenbang application. The material presented in this new activity was delivered using language easily understood by the target group. E-musrenbang socialization was conducted with village officials and all relevant implementing elements. This socialization also provided direct and indirect consultations. This policy socialization explained the importance of pioneering and ensuring the operational success

of this program, as well as the mechanisms for implementing the e-musrenbang system.

2. Resources

According to Edward III, even if the policy content has been clearly stated, if there is a lack of resources as implementers, implementation will certainly be ineffective. These resources can include human resources, assessed through competency assessments, and financial resources. The resources provided for e-musrenbang services in each district/work unit are considered adequate and competent, and staff availability is sufficient, although improvements and enhancements are ongoing throughout the e-musrenbang system. Information about e-musrenbang is provided through materials during outreach activities, brochure distribution, and banner installation. Currently, each agency/work unit implementing e-musrenbang has a staff of both quality and quantity. This means that the number is sufficient to operate the e-musrenbang. Furthermore, the skills and competencies of these staff meet the standards required to comply with the established system. Although e-musrenbang has not yet been implemented in some remote areas due, among other things, to obstacles in the procurement of competent human resources to operate it. In addition, supporting facilities for the e-musrenbang implementation in each district and agency also consist of equipment and physical facilities. These include computers, printers, and internet connectivity, whose procurement is continuously being ensured in each region that needs them.

3. Disposition

According to Edward III, disposition refers to the character and characteristics of the implementer, such as commitment, honesty, and democratic character. If the implementer possesses a positive disposition, they can effectively implement the policy as intended by the policymaker. When the implementer has a

different attitude or perspective from the policymaker, the policy implementation process becomes ineffective. The spearhead of e-musrenbang implementation is the staff in each region who operate it. Staff work in accordance with established standards and procedures. Commitment and honesty are key attributes that staff must possess when carrying out their duties, inputting data on aspirations resulting from previous village forum agreements. The acceptance or rejection of policy implementing agents significantly influences the success or failure of public policy implementation. This is very likely because the policies implemented are not formulated by local residents who are familiar with the problems and issues they experience. However, public policy is usually top-down, making it very likely that decision-makers are unaware of or unable to address the needs, desires, or problems that must be resolved. Staff attitudes are strongly influenced by their perspectives on a policy, which is carried out by observing and assessing the policy's impact on organizational and personal interests. Edward III explains that policy implementation begins with a filtering process through the implementers' perceptions of the limits within which the policy is implemented. There are three types of response elements that can influence their ability and willingness to implement a policy: first, knowledge (cognition), understanding and deepening (comprehension and understanding) of the policy; second, the direction of their response (acceptance, neutrality, and rejection); and third, the intensity of the policy. Understanding the general intent of a policy's standards and objectives is crucial. Because even if policy implementation is successful, failure (frustration) can occur when implementers are not fully aware of the standards and objectives of a policy being implemented. The disposition of policy implementers toward policy standards and objectives is also crucial. Implementers can fail in the implementation process because they

reject the policy's objectives. The initiators of e-musrenbang in each region must recognize the importance of this disposition. Each regional head ensures that e-musrenbang can run smoothly, so prior human resource capacity development is carried out. Officers, as required by Edward III, will be equipped with an understanding of the implementation SOPs. Furthermore, there are no incentives for implementers' performance, as this service is free of charge. Therefore, there are no specific incentives for policy implementers.

4. Bureaucratic Structure

The bureaucratic structure referred to by Edward III is the organizational structure tasked with implementing policies that has a significant influence on policy implementation. Aspects of organizational structure are SOPs (Standard Operating Procedures) and fragmentation. Standard Operating Procedures are created and developed as an internal response to the time and resource constraints of implementers, and represent a desire for uniformity in the work systems of complex and widespread organizations. Routine SOPs designed for typical situations in the past may hinder policy changes because they are not appropriate to new situations or programs. SOPs are very likely to hinder the implementation of new policies that require new ways of working or new types of personnel to implement the policy. The greater the policy requires changes in the routine ways of an organization, the greater the probability of SOPs hindering implementation (Edward III, 1980). Fragmentation is explained by Edward III as originating primarily from pressures outside bureaucratic units, such as legislative committees, interest groups, executive officials, the state constitution and the nature of policies that influence the organization of public bureaucracy. Fragmentation is the distribution of responsibility for a policy area among several organizational units. "Fragmentation is the dispersion of responsibility for a policy area

among several organizational units." (Edward III, 1980). The more actors and agencies involved in a particular policy and the more interconnected their decisions, the less likely its implementation is to be successful. Edward stated that in general, the more coordination required to implement a policy, the less likely it is to succeed (Edward III, 1980). E-musrenbang implementing officers in each region who input the forum results in the form of community aspiration data through the integrated e-musrenbang website are guided by Law No. 25 of 2004 concerning the National Development Planning System as explained in Article 1 paragraph 21.

Alur E-Musrenbang

The accountability or fragmentation of data input officers regarding village community aspirations through e-musrenbang is at the sub-district musrenbang which consists of a team selecting aspirations from the village musrenbang results in the OPD forum, before finally being accounted for at the district musrenbaang which is the outlet for the minutes of the results of community aspirations from the village level, sub-district level, which have been accommodated, entered, selected and revised/perfected proposals at the district level.

5. Conclusion

The conclusions drawn from the research are:

1. Based on the explanation above, it can be concluded that the implementation of development planning through the e-musrenbang program has been running as expected. This is evident from the analysis of various literature sources and previous research using indicators of communication, resources, disposition, and bureaucratic structure. Good communication between structures and with target parties. Sufficient human resources to implement the system. Clear disposition with established standards. A well-established bureaucratic structure. The combination of these four indicators enables the implementation of electronically integrated services to run smoothly.

2. The challenges encountered and requiring immediate solutions are the dissemination and procurement of supporting infrastructure for e-musrenbang, particularly the equitable distribution of internet access and staff skilled in the program. Efforts have been made to improve the development planning model and system, starting from the village level, towards greater efficiency. Inputting Musrenbang results can be done more quickly and transparently, making them directly accessible to the public. However, many implementers still fail to complete the data entry process properly, sometimes resulting in development plans that appear rushed or inappropriate for needs. This is due to issues with comprehensive outreach to implementers. Some implementers are also unfamiliar with the e-musrenbang system.

1. The government or e-musrenbang implementing officers should conduct more frequent and creative outreach so that implementers can strive to achieve completion by fulfilling their commitment to proper data entry.

2. The public should always be observant, provide constructive criticism, and monitor the outcomes of the aspirations discussed in the musrenbang forum.

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