Introduction of an Electronic Forum for Annual Development Planning (A Case Study in Banyuasin Regency, South Sumatra, Indonesia)

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Abstract

Indonesian constitution was amended in 1999 and requested for local government to establish bottom up planning process that has been set as a standard approach to accommodate local aspiration in the making of annual development plan. The Musrenbang (Musyawarah Perencanaan Pembangunan/The Deliberation of development Plan) was amended by Law No. 25/2004 as the stages of planning formulation process in which stakeholders and Public Administrator sit down for forum to communicate each other to find best means for local problem solution. Musrenbang need to modify since it tend to not work as become effective mechanism to accommodate aspirations of stakeholders (bottom level) and hand them over to local government (upper level) due to several barriers, such as; geographical distance, limited transportation system, irregular political intervention and bureaucratic red tape. Using Information Communication Technology (ICT) that able to simplify the planning process by utilizing the people's interactions expectedly can make simpler and faster procedure, including maximizing the role of Musrenbang. An Electronic forum for annual development planning will set to improve validity, effectiveness and efficiency. Banyuasin Regency, South Sumatera, Indonesia is now making preparation to introduce this system. PCM method was applied to analyze the problems for its introduction.

Keywords: development plan, information communication technology, local government, musrenbang.

INTRODUCTION

After Indonesian government adopted decentralized government system in 1999, practically bring many changes were introduced in Indonesia public administration system. Local governments were transformed into more powerful institutions that was authorized to have its own resources to administer civil services for citizen. Every local government was obliged to make an appropriate development plan in order to realize continuous development and social welfare.

Indonesian constitution was amended in 1999 and requested local government to establish bottom up planning process that has been set as a standard approach to accommodate local aspiration in the making of annual plan. The *Musrenbang* (*Musyawarah Perencanaan Pembangunan* / The Deliberation of development Plan) became the stages of planning formulation process in which stakeholders and Public Administrator sit down for forum to communicate each other to find best means for local problem solution.

According to Law No. 25/2004, Indonesia's Central and Local Government practices several types of plans; Long Term Plan, Middle Term Plan and Annual Plan. These plans are regarded as a means to realize visions and missions of the mayor whose duty is to respond to local needs and hopes. The Act also regulates the process of development planning that should involve several logical steps.

The Annual Development Planning procedure begins with collecting data and information by creating an initial draft by holding a *Musrenbang*. Local residents along with other local groups sit down together to discuss several problems with government to find solutions. The results of discussions and noted and delivered to sub-district (*kecamatan*) and then passed on to the regency level *Musrenbang*.

Musrenbang is supposed to yield useful and important information for annual development plan formulation (Figure 1 shows the process of annual development planning). *Musrenbang* are held step-by-step starting from village to regency level in order to accommodate people's voices and hopes.

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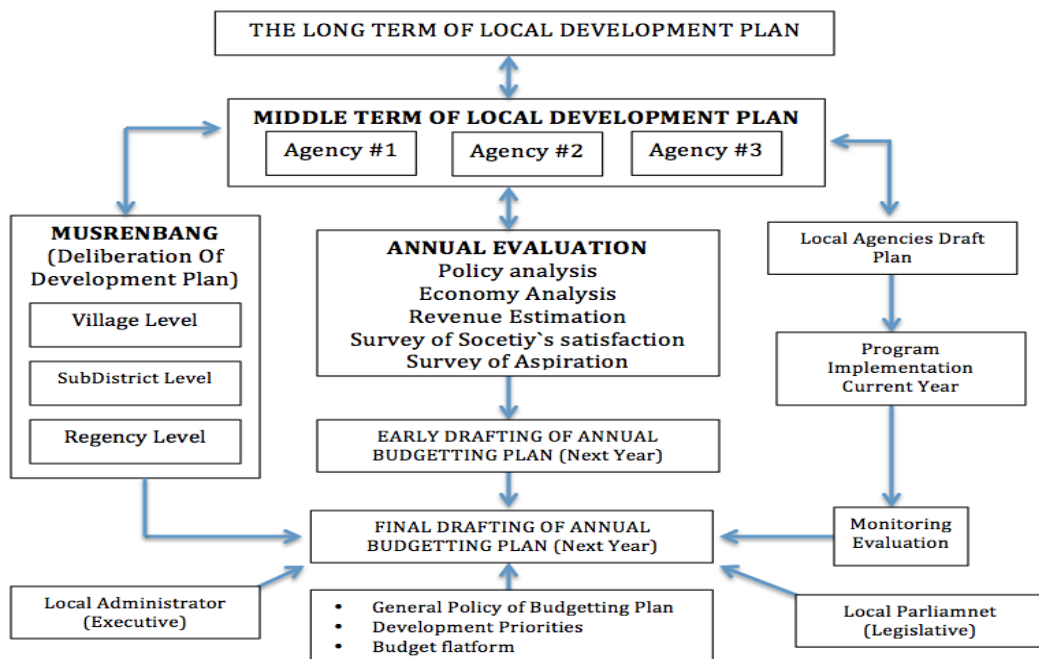
Sources: Local board of Planning and Development of Banyuasin Regency, 2010
Figure 1. The Planning Process in Indonesia

Unfortunately, in its implementation, *Musrenbang* frequently failed since it was disrupted by many irregular interventions. These included internal factors such as delays, lack of human resources, jurisdictional disputes, time limits, and other problems that interrupted the *Musrenbang* process, as well as external factors, such as public transportation problems, political interest and many others.

It was repeatedly pointed out that the *Musrenbang* did not contribute much to the local development planning process. Administrator in Local Government practically determined the planning agenda by modifying previous year's planning drafts or copying from external sources, and then translated it into new drafts of the current year's planning agenda. Thus, the result of *Musrenbang* was neglected, however, the *Musrenbang* process itself must be held due to the constitutional obligation.

On the other hands many discussions were made to deal with the problem with new technology, Information Communication Technology (ICT) is now available to the point where it is possible to simplify the planning process by utilizing the people's interactions. Modifying the planning process by utilizing the information technology can make simpler and faster bureaucracy.

Electronic forum that support the planning process with electronic mail for better communication, recording of the result as well as the adoption/non adoption decisions is now available. Supported by other applications, such as; text messenger, video call and streaming, Voice Over Internet Protocol (VOIP) electronic forum can reduce the time and cost of planning process. At least technically, it will improve its validity, effectiveness and efficiency.

Banyuasin Regency, South Sumatera, Indonesia is now making preparation to introduce electronic system. The Author used PCM method to analyze the problems for its introduction. Banyuasin faces many barriers not only geographic distance, limited transportation system, but also conservativeness that discourages the introduction of new practice.

As a result small scale learning project on a pilot base was found necessary to mitigate the anxiety of high-ranking officials. It is believed that a successful adoption of electronic forum will make an important change that brings better match between the use of resources and problem solving of local people, and there is will be an enlightenment on planning. Interview survey was conducted to examine the readiness of the electronic forum for Banyuasin. It was found that staffs are generally positive to its use but small numbers of high-ranking officials were not much confidence of it.
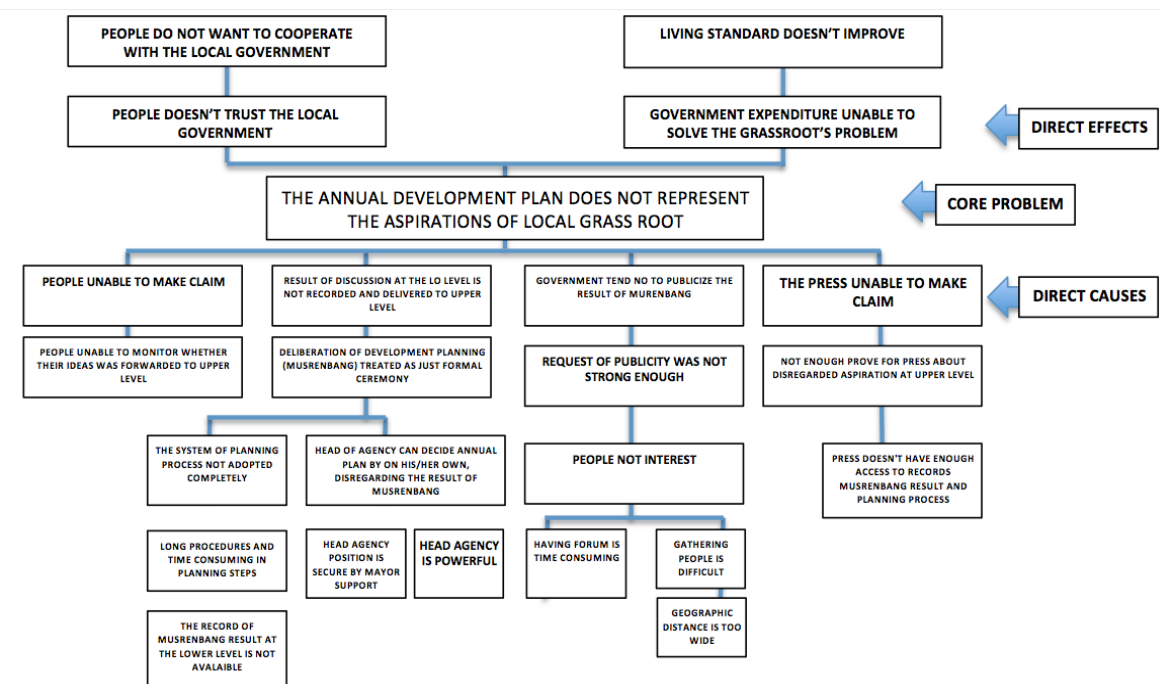
Figure 2. Problem Tree

Research Methodology

In order to find an appropriate solution, it is necessary to analyze the existing issues using a Qualitative method and adopting Project Cycling Management (PCM) model approach to explore the problems. The PCM propose a problem solving by using analysis tree that figures the core problem into structure of cause and consequences of each related problem.

Problem Statement

In order to set up the work out base for this research, it is necessary to determine the core problem as the problem statement, the core problem itself figured as "The Annual Development Plan Doesn't represent the aspiration of local grass root" (see figure 2). Moreover, the core problem also has direct effects and causes as consequences of core problem.

Hypothesis

Furthermore, this study use hypothesis as a temporary answer to respond to the existing problem and worked out based, the hypothesis figured as "*Annual Development Plan in Banyuasin Regency will be faster and cheaper using an electronic forum*".

Ways and Means

Desirable outcomes that could be achieved once problems have been resolved can be determined as objectives that need to be realized involve the reframing of a problem into positive outcomes, so objectives can be figured as a positive restatement of the problem.

The core objective of this study is "*Annual development Plan able to represents the aspiration of local people*" with this point there are several impacts that hopefully will be achieved from the core objective:

1. By constructing a new approach to communication people trust the local government.
2. People would have a channel to explore their aspirations through a responsive communication to government.

Figure 3 explains more about objective tree, a desirable point that core objective is to develop a number of direct representation guidelines. Such as:

1. People able to make claims
2. Results of discussions are recorded and delivered to upper levels.
3. Local Governments publicize the results of *Musrenbang.*
4. The press able to make claims.

From the objective tree, research will continue to take actions by selecting the focus and divide each other with special respond. There are four actions as known as Project Selection, in order to attain the desirable conditions:
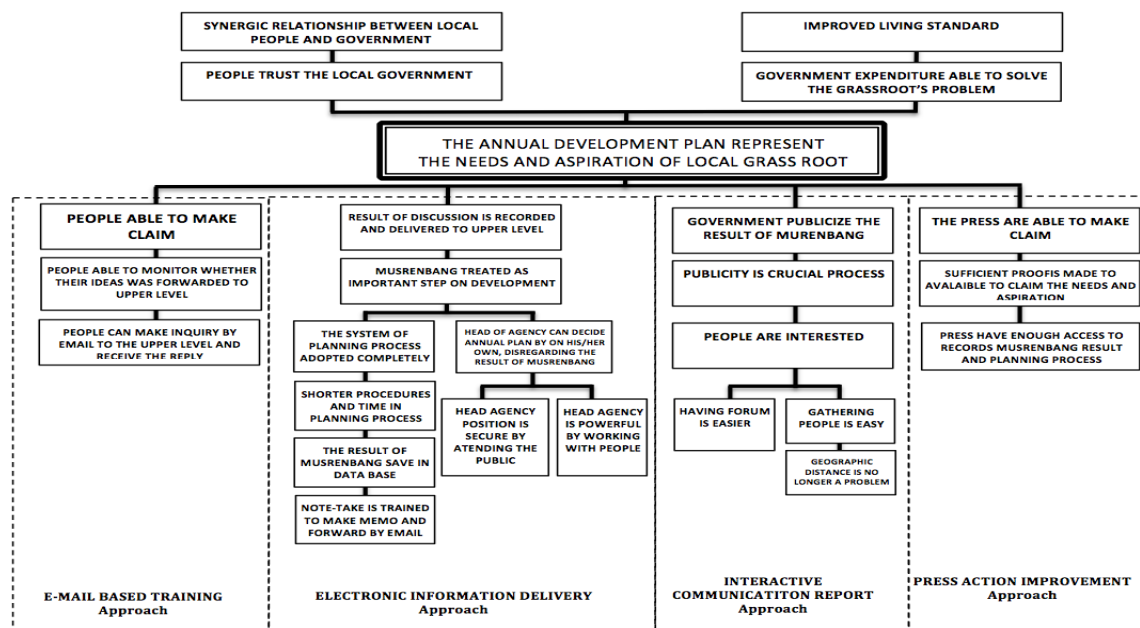
Figure 3. Objective Tree

1. E-mail Based System

Musrenbang should interactively discuss and deliver local requests to upper levels. On the other side, people also have a communication line to express their aspirations whether they are forwarded to upper levels or not.

2. This project will emphasize email usage so that the discussion result from Musrenbang will be digitally recorded and sent to upper levels. On the other side, people will easily monitor requests by sending email inquiry or question to upper levels, and appropriate departments will be able to answer the email with quick responses that are recorded.

3. Electronic Information Delivery

Adopting Information Technology, technically, will shorten up the time requirements for the planning process. This project will introduce an alert system for discussions, web display for the approval/disapproval status, the standardized communications, email address providing, the target day for adoption/non adoption request, and introduce a Helpdesk for users.

4. Interactive Communication Report

To ensure transparency and accountability of Musrenbang, it is necessary to take into account publication because people need to know the procedures and to be informed about the progress of their request. Although it appears limited and restricted, the result publication still needs to be modified. It will improve interest and expectedly will invite many participants that make valid and qualified planning. Technically,

Interactive communication will make the forum easier and eliminate obstacles such as transportation problems and geographical distance.

In this project, the Author introduced several approaches that expectedly will make the planning process more effective and efficient. The approaches are as follows; the monitoring system by web, access control for planning, limitation for publicity of discussion result, and setting the login system for planning system.

5. Press Access Improvement

It is known that press hold important role on government affairs, the role of press should be encouraged due to transparency and accountability needs. By using standard rules and regulations, government can provide sufficient information for the press to report accurately on the development planning process.

To ensure access for the press, the project will conduct socialization for the press and stakeholders, although the socialization has limitation for selected and registered participants only.

RESULT AND DISCUSSION

Several questions related to existing problem were directed to number of officials in order to explore and finding the best way to solve the problem. In this case, the list of questions was prepared by breaking down the hypothesis into concrete questions. These questions are used for interviews.

On research field, Before the interviews were conducted, respondents were reminded that the interview would be recorded and also given a brief overview as to how the questions were constructed and the content meaning including about how the system works, and what the electronic forum is by using short explanations on paper, prologue interview and diagrams of the system to ensure the respondent has a clear understanding of the project.

Respondents were asked to share as much information as they knew about a subject. The author conducted interviews with several respondents from February to March 2013 that included many structural bureaucracy leader related fields. This implied that they represent certain selected positions and important roles on Banyuasin annual development plan making process.

Moreover, this research results number of consideration in order to respond above points; Responding to issue No. 1, People Unable To Make Claim,

1. It is necessary to introduce the project initially in a small-scale pilot in order to learn from the experimentation. The pilot project is also necessary to promote understanding between both the high-ranking and middle-ranking officials since their anxiety about the project idea requires giving them clear picture about how the system works and how to adapt it to the actual community.

2. Regarding budget allocation, the interviews were able to show that the project has to obtain understanding and support from parliament. The possibility of funding from Cooperate Social Responsibility (CSR) and Central Government Aid should be acknowledged.

Responding to issue No.2. Result of lower Musrenbang discussions not delivered to the next level.

1. The monitoring system for displaying approval/disapproval status is generally accepted by all levels of officials, though it invites some concern about how to avoid conflict between government and stakeholders. Well-prepared socialization including the detailed explanation on how Musrenbang participants can submit their request and how to check the discussion result in new system of Musrenbang along with step-by-step training should be properly provided.

2. With regard to providing email addresses for participants, the project will utilize the existing email program and try to expand the server in media centres and purchase supporting equipment.

3. Regarding the alert system for the neglected aspirations, the high-ranking officials were unconfident since the actual solutions are presently considered irregular political intervention and personal interest. Thus, the project will respond by performing the small-scale pilot project that will provide a better picture. The pilot project needs to provide evidence for high-ranking official about how the system will solve the current problem and how it works.

4. Regarding the target day that should be set for adoption/non adoption of the request, the anxiety of the high-ranking officials about the compatibility between the way the system works, geographic distance or mayor's interest as barriers for implementation also need to be accommodated by the pilot project which will provide a better picture about how the system works.

5. Lack of Helpdesk manpower was highlighted as a difficulty that was derived from the local government regulation controlling the total number of government officials. Internal recruitment for human resource fulfilment will utilize the existing personnel of Banyuasin Regency Local Government, and would require personnel to be trained and developed to achieve a certain degree of IT skills.

Responding to issue No. 3, The Publicity of Musrenbang result is limited.

1. Regarding the monitoring system, the project will perform simulated demonstration during socialization by showing directly how the program will work and also providing training for participants and officials with step-by-step programs.

2. Regarding access control, almost all respondents choose strict control over loose control. General consensus is for strict access control, which means each participant should be registered and identified by the system. A login system is necessary for this purpose meaning that every participant who is involved should go through a security check. The system needs to have sufficient records of digital information for the participants and officials as evidence to track and record activities.

3. Regarding the limitation of publicity, the response from the high-ranking officials is that responsibility of publicity should be given to a

chosen unit along with an information crosscheck mechanism. Thus, the project will set a mechanism to control publicity that determines the agency or unit to have this authority. A crosscheck mechanism involving high-ranking officials also should be established in order to provide valid and responsible information from one source of the local government. Moreover, the project also needs to develop a system that is able to distinguish external and internal users.

4. Login system needs to be installed to make it possible that every document, data or result are viewed and accessed by only the authorized users. The project will accommodate the request by inviting the IT expert from external sources to design a friendly user interface and simple login system. It is also possible for the project to purchase licenced special software able to provide requested needs. Responding to the issue no. 4.The inability of the press to make claims the socialization for the press, only the mid-ranking officials noted that only the invited and registered press should be given socialization. The project should establish the registration system for press members with ID cards, Press ID card, and other necessary document.

5. Regarding socialization and training, the respondents from different parties request training material that needs to be friendly and easy to understand for most people. To respond this request, it is necessary to create training material classified by job function of each agency and local interests, along with easy and adaptable content. The training materials for technical support officials will refer to system maintenance and troubleshooting, while the officials' materials will refer to operating the system for Musrenbang forum purposes. The training material also given to local residents and other Musrenbang participants will need to be adjusted to current needs and purposes.

Based on the data and information above, it was found that the action plan has to be taking the following points into consideration:

1. High Ranking Officials do not have confidence to introduce the new system to support Musrenbang by using electronic forum system. It is, therefore, necessary to take step-by-step approach, starting from small-scale pilot project where information technology related knowledge and skills are most available amongst officials and residents.

2. Socialization and training needs to have a sufficient time frame, so that learning from experimentation can be feedback for the making of easy-to-use training materials. Constant monitoring is necessary during the pilot project phase to ensure the feasibility of the introduction.

3. Involvement of the outside stakeholders such as the press needs to be handled with extra care so that misunderstanding will not hinder the introduction process. Existing practice of face-to-face dialogues under the Musrenbang system need to be maintained; yet simple and straightforward methods to record the result of the discussion needs to be worked out. Tracking the result through internal web system needs to be made possible to facilitate the crosscheck.

Considering the above points, the action plan is outlined in the following table presenting as Project Design Matrix. The project will be implemented in the two following phases. First, Pilot Project Phase as a trial action focused on starting steps to identify several incoming problems. Second, Full Phases Project that will cover wider range of territory and more institution will involve.

Project design Matrix will focus on the Objectives, Activities, Inputs, Important assumption and Variable Indicator. Those points are summarized from the work of project selection. The project should be specified to achieve overall goal.

After summarizing the work, the project will continue to specify action to produce the Outputs by effective use of the inputs (PCM Method guide book, p.173). Using specific calculation of inputs produces several activities. From this point of view, some of agencies in Banyuasin government will involve in small range trial implementation of the project. The project also followed by minor investment from local government's fund.

Activities will implement with well prepared of time schedule. Based on Project Design Matrix and other information, the plan operation is set as an effective management and monitoring the project including evaluating the output.

Three years duration of pilot project expectedly identifies the treats and circumstances, and then the project will easily prepare the project design for full phase purpose. The full phase project is ready to implement the project with larger distribution of involvement.

Table 1. Project Design Matrix

Narrative Summary	Objectively Variable Indicators	Means of Verification	Important Assumtions
Overall Goal 1. Necessary Instrument installed and tested 2. Socialization and training approach established 3. Appropriate system involving local stakeholders established.	Purchased new equipment by 2014 such as PC, Large Monitor, Server 100 officials, 10 press member, and 5 person from each sub district/village able to operate the system by 2017 Local religious and traditional leaders join the Musrenbang	10 High-Ranking Officials agree to adopt the system.	The Mayor and Local Parliament agree to adopt the system.
Project Purpose Low cost and simplified procedure for annual planning process	• 15 villages able to adopt the system completely by 2017. • Time schedule of annual planning process 25% faster than previous system by 2017. • The Cost of annual planning process 25% lower than previous system by 2017.	Report paper of The Local Planning Board of Banyuasin Regency	Majority of Local resident did not reject the system.
Outputs 1. Local government official accept the system adoption in pilot Project. 2. Local govt able to respond to the email inquiry 3. Result of forum recorded and forwarded in pilot Project 4. Local Stakeholder and Press accept and involved in projecting Pilot Project.	1. 3 Agencies adopt the system by 2015 2. 20 village able to adopt the system by 2015 3. Helpdesk record 20 result of Musrenbang from village level by 2015 4. Press endorses 15% of planning result by 2015	Project report paper. Local Development Board report paper.	No serious problem occurs in electric Power supply

Table 2. Plan of Operation for Pilot Project

Activities	Inputs		Important Assumption

1.1 Purchase necessary equipment.
1.2 Formulate the new system.
1.3 Creating alert system for disregarded request.
1.4 Enlarge existing Media Center Server and Storage.
1.5 Establishing Helpdesk Unit
2.1 Providing email address for Official and Participant.
2.2 Check the result of response to inquiry.
Testing and Feedback
Experimentally use model with small-scale experimental project involving few people.
3.1 Train the officials and technical support.
3.2 3.2 Socialization to Local stakeholders.
3.3 Formulate internal Website for Information System.
4.1 Setting the rules of Communications between officials and Stakeholders.
4.2 Setting the new approach for musrenbang forum.
4.3 Determine the limitation of publicity a teach level (Sub-districts, Districs and Regency)
	Agency of Transportation, Communication and Information Technology Service
	
	Project Leader 3 M/M
	Project Coordinator 8 M/M
	IT consultants 3 M/M
	IT Programmer 3 M/M
	Technical Support 20 M/M
	                        100 Million
	
	Software Licensed Purchase 30 Million
	IP Equipment 300 Million
	- Network Established
	- Computers and peripherals
	- IT Maintenance
	Web Establishment 10 Million
	Documents and paper 10 Million
	Training facilities 40 Million
	- Modules
	- Food and Beverage
	- Tutor 3 M/M
	Transportation 20 Million
	
	Total
		Agency of Local Planning Board
		
		Helpdesk Unit 10 M/M
		Project Leader 1 M/M
		Project Coordinator 3 M/M
		
		                        30 Million
		
		Software Licensed Purchase 300 Million
		IP Equipment 200 Million
		- Network Established
		- Computers and peripherals
		- IT Maintenance
		Web Establishment 10 Million
		Documents and paper 10 Million
		Training facilities 20 Million
		- Modules
		- Food and Beverage
		- Tutor 10 M/M
		Transportation 50 Million
		
		Total 1,260 Million	

Larger focus followed by wide range operation should be maintained in full phase project, the overall goal also followed by larger variable as indicators of achievement. The Project design also prepares a schedule with larger funding and manpower support.

Table 3. Schedule of Operation Plan

Schedule of Plan Operation	: Electronic Forum for Annual Development Planning (Pilot Project)

No	Activities
1-1	Purchase necessary equipment
1-2	Formulate the scheme of new system.
1-3	Creating alert system for disregarded request.
1-4	Enlarge existing Media Center Server and
1-5	Establishing Helpdesk Unit
	Testing and Feedback
2-1	Experimentally use model with small scale experiment project involving few number of people.
	Providing email address for Official and Participants.
2-2	Check the result of response to inquiry
3-1	Train the officials and technical support
3-2	Socialization to Local stakeholders
3-3	Formulate internal Website for Information System.
4-1	Setting the rule of Communications between officials and Stakeholders.
4-2	Setting the new approach for musrenbang forum
4-3	Determine the limitation of publicity on each level (Sub-districts, Districts and Regency)

(Schedule columns span 2015, 2016, 2017 by month 1–12)

Table 4. Project Design Matrix for Full Phase Project

Narrative Summary	Objective Verifiable Indicators	Means of Verification	Important Assumptions
Overall goal 1. Establishing Full Phase Project 2. Government's expenditure correspond to the musrenbang result 3. Projects continue to utilize and to develop for next future.	90% of Agencies in Banyuasin Government involve by 2022 50% of the musrenbang request responded by strategic plan by 2022. Forum participation increased 90% by 2022	1. Public Relation Unit has legal verified record of each result. 2. Investigation report of the Local Planning Board. 3. Investigation report of the Local Planning Board.	The Mayor and Local Parliament utilize the system.
Project Purpose Low cost an simplified procedural in annual plan making process	80% villages in Banyuasin adopt the system completely by 2022. Time consume of annual planning process 80% faster than previous system by 2012. The Cost of annual planning process 80% lower than previous system by 2022.	Report paper of The Local Planning Board of Banyuasin Regency	Majority of Local resident did not reject the system.
Outputs 1. Local government fully utilize the system 2. Local govt able to respond to the email inquiry 3. Local stakeholder involve in system and able to adopt the system completely 4. Government expenditure reduce on planning process activities 5. Reporting system, paper work and note taking activities has recorded digitally and delivered in fast manner.	1. 90% Agencies in Banyuasin Regency adopt the system by 2022 2. 80% village able to adopt the system by 2022. 3. Press endorses 70% of planning result by 2022. 4. 80% budget in Planning activities reduce by 2022 5. 80% result of discussion in Banyuasin has record by 2022.	Project report paper. Local Development Board report paper.	No serious problem occurs in electric Power supply.

CONCLUSION

It was found that the action plan of project has to be taking the following points into consideration as conclusion in the end of project:

1. The small-scale pilot as trial implementation is necessary to give a clear picture about how the system works and how to adapt it to the actual community.

2. The possibility of funding from Cooperate Social Responsibility (CSR) and Central Government Aid should be acknowledged in order to found the adequate funding support.

Table 5. Schedule of Operation Plan for Full Phase Project

Activities	Inputs		Important Assumption
1.1 Recruiting additional technical support. 1.2 Upgrading the scheme of system. 1.3 Upgrading alert system and fixing the problems. 1.4 Establishing Media Information Centre. 2.1 Expanding email address for Official and Participants. 2.2 Upgrading software for respone inquiry. 2.3 Expanding Helpdesk Unit 3.1 Train the officials and technical support. 3.2 Advanced Training material for user. 3.3 Upgrading and fixing any internal malfunction. 4.1 Set standard of procedure for musrenbang. 4.2 Fixing and upgrading reporting system. 5.1 Setting the rule of Communication between officials and Stakeholders. 5.2 Set standard form for each musrenbang activities.	**Agency of Transportation, Communication and Information Technology Service** Project Leader 10 M/M Project Coordinator 20 M/M IT consultants 3 M/M IT Programmer 3 M/M Technical Support 40 M/M 200 Million Software Licensed Purchase 10 Million IP Equipment 200 Million - Network Established - Computers and peripherals - IT Maintenance Web uprading 5 Million Documents and paper 5 Million Training facilities 10 Million - Modules - Food and Beverage - Tutor 3 M/M Transportation 20 Million	**Agency of Local Planning Board** Helpdesk Unit 40 M/M Project Leader 2 M/M Project Coordinator 10 M/M 50 Million Software Licensed Purchase 10 Million IP Equipment 75 Million - Network Established - Computers and peripherals - IT Maintenance Web Upgrading 2 Million Documents and paper 5 Million Training facilities 20 Million - Modules - Food and Beverage - Tutor 10 M/M Transportation 50 Million Total	

Table 6. Schedule of Operation Plan for Full Phase Project

3. The project should be assert a well-prepared socialization including the detailed explanation on how Musrenbang participants can submit their request and how to check the discussion result in new system of Musrenbang along with step-by-step training should be properly provided. In terms of training and education of new system, it is necessary to create training material that classified by job function and current needs.

4. A crosscheck mechanism involving high-ranking officials also should be established in order to provide valid and responsible information from one source of the local government. Moreover, the project also needs to develop a system that is able to distinguish external and internal users.

5. The project will accommodate the request of local people to maintain the traditional local custom and safeguarding the tradition with respecting the custom leader, religion leader and local wisdom.

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