

## Role of Actors in Policy Formulation Process in Development Plan for Land Transport Study Case in Tuban Regency

Anesia Ribka<sup>\*</sup>, Andy Fefta Wijaya

Faculty of Administrative Science, Brawijaya University

### Abstract

Related with policy formulation process in development plan, numbers of actors was involved into it. The roles of actors were matched with main duties and functions of each actor. Those actors were involved since public aspiration activity to formulation and socialization of policy. Every actor in policy making process has their own interest. Sometimes it might cause a conflict among the actors. Policy making process needed involvement from policy maker. To ensure the sustainability and success in transportation development in Tuban Regency, it should be determined by good policy. The policy formulation in local areas, as well as central government, was influenced by many actors and factors. In Tuban regency, the major role should be hold by Department of Transportation because it is a specific department in transportation field, and together with local development planning agency were formulate and implement the policy of transportation. However, the role of department of transportation was not prominent because of political factor and internal factor such as the lack of fund and human resources.

**Keywords:** actors, policy, development, plan, land transport

---

### INTRODUCTION

In line with local autonomy, a number of matters were previously regulated by the central government and later delegated to the regions. One of them was the business of transportation. Development of local transportation was a local obligation in order to support economic, social welfare in local areas.

Local development planning covered all affairs that were delegated from the central government to the regions. One of the affairs was transportation, such as road transport. The successful development of the transportation sector in local areas depended on whether good or poor policy in development planning in each local area (Conyers and Hills, 1990).

Tuban Regency which is one of the districts in East Java and one of the cities in North Coast Road was expected to be a special economic zone in East Java with Tuban Regency's visions including providing seaport, promoting the industrial zone, expanding the area of tourism, strengthening potential oil and natural gas, and supporting Cepu oil mining. Therefore, Tuban Regency needed best effort in transportation planning to support these projects.

Local planning and Development Agency, Department of Public Works and Department of Transportation of Tuban regency was local work units that required providing service. Each department have their own duty, such as do coordination, preparing document and Data about development plan, making technical policy of transportation, solves problem in transportation and provide transportation service for society in Tuban regency. Beside those departments, local parliament and public transport company also appeared in policy formulation process, each of them have interest and role in policy formulation process especially development plan for land transport. Beside those actors, there were also informal actors who get involved in policy making process, such as society, land transport organization and mass media

Transportation problems in Tuban regency required serious attention because the success in economic development of local area was determined by the role of the transport sector. Therefore, the transportation system should be nurtured in order to produce a reliable transport service, highly skilled and integrated organization, and to orderly, safely, comfortably and efficiently support the dynamics of development.

To ensure the sustainability and success in transportation development in Tuban Regency, it should be determined by good policy. The policy

---

\* Corresponding Address:

Anesia Ribka

Email : anesia\_ribka@yahoo.co.id

Alamat : Mondokan Sentosa A 5-6, Tuban, East Java, 62313

formulation in local areas, as well as central government, was influenced by many actors and factors. Every actor in policy making process has their own interest. Sometimes it might cause a conflict among the actors. Transport Policy, Acceptance and the Media (2004) conducted by Bernhard Wieland, explained there was agreement about the factors that determine success or failure of a certain policy. Likewise there is agreement about the groups of actors that play a key role in the transport policy process.

To formulate a policy, some stages should be acknowledged and that matter became the focus of this article.

#### **METHOD**

This research was a qualitative approach and utilized descriptive research method. The goal was to obtain systematic and factual phenomena and the problems to be solved. The purpose of descriptive research was to create a description, picture, systematic factual and accurate information on the facts, and the relationships of the phenomenon under study.

Thus the objectives of this study were conducted to obtain an overview, a description of how the process of development planning in the field of land transport in Tuban Regency operated and the analysis off actors and actors that influenced it. Location of the study was Tuban Regency. The research site was Local Development Planning Agency, Department of Transportation, Department of Public Works, and Local Parliament in Tuban Regency. The site was chosen because it fitted with the title and focus of research.

The researcher conducted face to face interviews with the informants and explore the data directly. With the communicative and dialogical interview to obtained the data with high accuracy. Documentation was the way data collection techniques to collect/gather material from various documents in the form of book report sand written documents that were related to problems in the study, and could later be used for more in-depth analysis, such as Mid-term Development plan for 2011-2016, Spatial Planning Document for 2012-2032 in Tuban Regency, National Transportation System Document, Regional Transportation System Document, Local Transportation System Document, Musrebang Document, Traffic Forum Document, Annual Accountability Report Document and another data from each agency

such as structure organization, duty and function of each agency and employees/officers data (Miles and Huberman, 1999; Moeloeng, 2005).

#### **RESULT AND DISCUSSION**

In government organization – in this case is local government – main duty and function of employee in local government are regulated in article 151 paragraph 1 and 2 Acts no. 32 year 2004 on local government states local government agency formulate strategic plan which is consist of vision, mission, strategy, policy, program and activity of development in accordance with duty and function, and guided by Mid-term development plan.

Main duty and function of organization very related with effectiveness of organization. Organization consist of individual and group, therefore, effectiveness of organization also included by individual and group effectiveness. Through synergy between individual and group effectiveness, organization will get higher effectiveness. In other word, main duty and function in organization can influence effectiveness of individual and group.

Main duty and function that has been made correctly were contained in a job description. Job description in organization, both in private or governmental organization, are set of information about job and outline about the obligation, responsibility, and authority that should be hold by employee. Moreover, job description also explains about procedure of the duties in order to achieve organization goal effectively and efficiently.

Policy actors have relation with policy formulation process. According to Howlet and Ramesh (1995) states, actors in policy formulation process can be individuals or groups, which are these actors involve in certain condition as policy sub-system. Howlet and Ramesh divided actors of policy into 5 categories, namely:

1. Elected officials, consist of executive and legislative
2. Appointed officials, as bureaucrat assistance, usually role as basic key and central figure on policy process in policy sub-system.
3. Interest groups, government and politician sometimes need information that provide by interest groups in order to effectiveness achievement in policy making or attacking their opposition.
4. Research organization, formed universities and expertise or consultant of policy.

5. Mass media, as crucial relation networking between state and society, as socialization and communication media, reporting the problems that combine passive role of reporter with active analysis role to advocate solution.

There are important differences between actors in policy making in developing and developed countries. In developing countries, policy making structure more simple rather than in developed countries. Trend of policy making structure in developed countries more complex. These differences caused by actors that get involved in policy formulation. In developing countries, where policy formulation is controlled by elite with less society influence, so that policy process more simple. Meanwhile in developed countries, every citizen has interest in policy in their country, this condition make policy making process more complex.

According to James Anderson, the actors who got involved in policy making process were divided in to two groups, namely official participants or non-official participants. Official participant are government agencies (bureaucrat), president (executive), Legislative and Judicative. While, non-official participants were covered interest groups, political parties, and citizens (Anderson, 1979).

Public policy is whatever government choose to do or not to do. This definition is perhaps too simple and fails to provide the means for conceptualizing public policy (Dye, 2002).

To understand about the public policy of certain problem, it was necessary to allow more involvement of agencies to determine the policy as government apparatus. Government agency became important actor in policy making process. Moreover, government agency also became main source on policy proposal in political system. Government agency was actively doing persuasion and using pressure in policy making process.

At local level, legislative along with governor/regent/mayor made local regulation. Every regulation related with public matters should get approval from legislative. Moreover, involvement of legislative in policy formulation was seen in meetings, hearings, investigations, and contacts that they did with government agencies, interest groups, and others.

Interest groups were non-official participants that played an important role in policy making almost in every country. The differences might

depend on democratic or authoritarian countries, modern or developing countries. Those differences were concerned with relationship between government and those interest groups. In democratic system, interest groups played their role bigger than in authoritarian system. In democratic system, freedom of speech was protected and all citizens had their political involvement. Even in those systems, interest groups were different in relationship and activity. In every system, interest group had articulation function to state their demand and to give alternative for policy action. Interest groups also gave information to the public and most arose information given was technical information about consequences that probably rise as effect of policy. In this case, interest groups gave benefit as rationality in policy making.

Policy making process needed involvement from policy maker. To understand who formulated the policy, we had to understand the habit of each actors or participants about the role that they performed, the authority they had and how they interacted with each other.

According with explanation above, policy formulation in development plan for land transport, the official participants were Department of Transportation, Department of Public Works, and Local Planning and Development Agency as executive and Local Parliament as legislative.

#### **1. Department of Transportation**

Department of transportation has function as policy implementer, department of transportation do their job to fulfill the demand in road infrastructure and public transport service. Furthermore, department of transportation also has a role to give proposal, suggestion, and data/information to support policy making process. These roles already implemented according to Regent Regulation No. 37 year 2008 on Description of Duties, Function and Work Procedure of Department of Transportation of Tuban Regency.

One of the roles of department of transportation is to develop and maintain facility in transportation. This role has aim to improve the facilities of public transportation which can accelerate economic growth in Tuban Regency. It can be seen from performance indicator of department of transportation (Department of Transportation of Tuban Regency, 2008).

Table 1. Performance Indicator of Department of Transportation in Tuban Regency

No	Program	Performance indicator	2011 (early condition)	Target (%)					Performance condition in the end of mid-term plan	Outcome
				2012	2013	2014	2015	2016		
1	Administration office service program	Orderly office administration	15,00	30,00	45,00	60,00	75,00	90,00	100	1.Improvement in facility and infrastructure of transportation quality 2.Improvement transportation role in accelerating local economic growth 3.Society and government Empowerment in transport implementation 4.Increasing in local revenue especially in transportation field
2	Improvement in apparatus facility and infrastructure program	Increasing in apparatus facility and infrastructure amount	10,00	25,00	40,00	55,00	70,00	85,00	100	
3	Improvement in apparatus discipline program	Increasing in apparatus discipline	10,00	25,00	40,00	55,00	70,00	85,00	100	
4	Development of transportation facility and infrastructure program	Increasing in transportation facility and infrastructure amount	7,00	10,00	20,00	30,00	40,00	50,00	70	
5	Maintenance in traffic facility and infrastructure program	Increasing in traffic facility and infrastructure maintaining amount	7,00	10,00	20,00	30,00	35,00	50,00	70	
6	Improvement in transport service program	Increasing in transport service	15,00	30,00	45,00	60,00	75,00	90,00	100	
7	Traffic controlling and monitoring program	Increasing in traffic monitoring and control	15,00	30,00	45,00	60,00	75,00	90,00	100	
8	Improvement in vehicle feasibility program	Increasing in feasible vehicle amount	20,00	35,00	50,00	65,00	80,00	95,00	100	

The other role of department of transportation was socialization to take aspiration from society. The society was asked to more active in development of land transport. For example department of transportation made some activities such as competition of student obey traffic (Pelajar pelopor taat lalu lintas) and good public vehicle driver (supir angkutan eladan).

In the other hand, the role of this department is not significant when it related policing infringement (this is happen because sectoral ego between department of transportation and traffic police unit). This role should be strengthened because it could decrease the number of public vehicle which is not roadworthy. This condition is more difficult because the ownership of public vehicle in Tuban regency still owned by individual. The other issue is the lack of quality of human resources.

Indicator of human resources quality can be seen from education level. Furthermore, there must be provision about number of staff that needed.

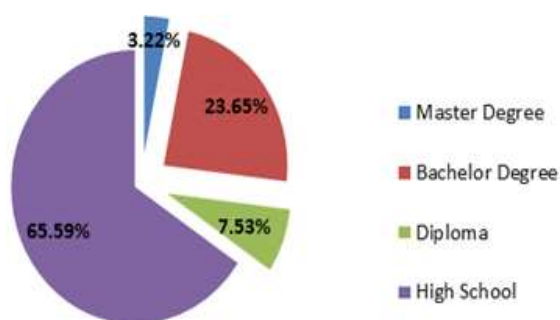


Figure 1. Numbers of Staff and Education level of Department of Transportation in Tuban Regency (Source: processed from interview)

According the chart above, this department should be equipped with the employees who

have expertise in transportation techniques. Lack of quantity and quality of human resources especially related with development plan in land transportation will give influence to technical policy making in transportation. It will give bad influence when government agency doing drafting, planning and gathering the data about transportation problem.

**2. Department of Public Works**

Department of Public Works has main function to formulate technical policy in irrigation, road infrastructure, spatial and settlement field according to autonomy principle. Department of Public Work is a policy implementer. It carries out programs and activities that have been prepared by local planning and development agency. Furthermore, in formulation process, it has same role like department of transportation, to give proposal, suggestion and also giving any data and information about transportation or other problem that related with their task. Some affairs were done by department of public works such as building and maintenance the roads and bridges. Those activities were part of Department Public Works.

In the way of development plan for land transport, beside get involved in musrenbang event, department of public works with the other agency has role in public aspiration activity by conduct the Traffic and Public Transport Forum. this forum has function to do coordination among agencies that need integration in planning and finishing problem in traffic and public transport. This forum is Ad Hoc board; it means every problem is handled by different leading sector. In this forum, there are three affairs discussed that related with traffic and public transport, namely:

1. Government affairs in road field by Department of Public Work accordance with the scope of its authority
2. Government affairs in facility and infrastructure of traffic and public transport by Department of Transportation accordance with the scope of its authority
3. Government affairs in registration and identification of vehicle and driver, law enforcement, management operational and traffic engineering by Police Resort in Tuban regency.

Based on Regent Regulation No. 8 year 2012 on Traffic and public transport forum of Tuban regency, this forum was held in order to do coordination among agencies on traffic and public transport, which the member consist of The regent of Tuban; head of Police Resort in Tuban regency; state owned-enterprises; local owned-enterprises whose business activities in the field of traffic and public transport, association of public transport company in tuban regency; academics; expert on traffic and public transport; NGOs whose the activities in the field of traffic and public transport; and observers on traffic and public transport in Tuban regency.

Corporation or society in traffic and public transport organizer can propose problem or suggestion through government agency based on their main duty and function. Discussion in this forum should be resulting agreement such a solution in planning or problem solving on traffic and public transport.

**3. Local Planning and Development Agency**

Local Planning and Development Agency is a government agency to do formulation and implementation policy in local development planning area.

Table 2. Performance Indicator of Department of Public Works in Tuban Regency

Program	Performance indicator	2011 (early condition)	Target (%)				Performance condition in the end of mid-term plan	Outcome
			2012	2013	2014	2015		
Road and bridge	Regency road percentage in good condition	80,45	89,36	92,75	96,14	99,5	100	1. Increasing in quality of local facility and infrastructure 2. Increasing in local transportation service
Development, rehabilitation/ maintenance	Village road axis percentage with hot mix asphalt	93,60	94,88	96,14	97,4	98,66	100	
	Bridge percentage constructed	80.71	84,56	88,41	92,26	96,11	100	
	Bridge percentage constructed in village	77,93	82,34	86,75	91,16	95,16	100	

They have main function to formulate technical plan in economic, socio-culture, physical and infrastructure for Tuban regency. Local Planning and Development agency has roles in development planning since Musrenbang process from village level to regency level and involved in Long-term and Mid-term development Plan or another planning document making process.

Local Planning and Development Agency as one of the government agency, Local Planning and Development Agency had duty to make plans about development in one area. One of phase to make development plan was conduct the public aspiration activity called Musrenbang. Musrenbang activity begins from lowest level such village level, sub-district level in to regency level. Development paradigm now put society as main actor in development process. It means, government not as provider and executor anymore, but become catalyst and facilitator of development dynamic. From planning until implementation process, society has right to get involved, give suggestion and take decision, in order to fulfill their basic rights. It can be done by using Musrenbang Process as one of the way. Development will not move forward if one of the three component of governance (government, society, and private sector) is not working. Therefore, Musrenbang activity was educational forum for society to make them more active in development process. This is the dominant role of Local Planning and Development in policy formulation in development plan.

#### **4. Local Parliament**

Role of parliament related with policy formulation is legislation function; in this case, local parliament makes local regulation together with head of regency. Besides making local regulation, local parliament also gets involved in public aspiration activity, such as Musrenbang and recess.

Local Parliament had given approval and politic consideration in term of policy making process. Their role also can be seen in recess. Recess process is an obligation for leader and member of local parliament in the way of taking public aspiration continually to meet constituent in constituency. This process is to improve quality, productivity, and performance of local parliament to create equality and people welfare and also, to create local parliament function in developing checks and balances between the parliament and local government.

Recess process is local parliament activity outside trial season. Recess conducted three times a year or fourteen times in a period of 5 years tenure of Parliament. Recess is two-way communication between legislative with constituent through working visit periodically. The aims of recess are to absorb and follow up constituent and society aspiration in order to give moral and politic accountability to constituent as a manifestation of the people's representation in the government.

Moreover, for Non-official actors were society and public transport company.

##### **1. Land Transport Organization**

Land transport organization is profession organization, which a place for public transport owner in unitary form. In Tuban Regency this organization has function as representative body to build bridge between government and public transport business group and also with other parties both inside and outside the country. In addition to giving suggestion for government, this organization also helping in policy socialization especially related with land transport problems.

##### **2. Society**

In policy formulation process, society can give their opinion, suggestion, or even critique for the regulation draft. Society has role as supervisor so that the policy output can give positive impact for people. Society also has role as road organizer, either as individuals, groups, and business group. According to Regulation of Minister of Public Work No. 1/PRT.M/2012, society, either individuals, groups, and business group may has role as organizer, supervisor, and developer. This role can be applied in National Road, Provincial road, and regency road. Form of society role is giving suggestion, proposal, information even funder (Ministe of Public Work, 2012)

##### **3. Mass Media**

The role of mass media in Tuban regency was only as the place to society giving their opinion and as a tool of government do socialization of the policy that they made. The role of mass media still cannot advocate the society's problems.

From explanation above, it can be seen, Department of Transportation has a bigger portion instead the other actor without override it. Department of Transportation as Government agency involved in formulation public policy. This is related with understanding about policy as what government do in certain problem so that,

agency involvement as government apparatus in the way of determine policy is more open. With that understanding, government agency becomes important actor in policy making process. Moreover, government agency also becomes main source on policy proposal in political system, in this case because Department of Transportation has technical ability. Department of Transportation could actively doing persuasion and using pressure in policy making process in land transport.

The local regulation based on Acts No. 12 year 2011 on Formation of Regulation was established by local parliament with mutual agreement of head of region. In other word, local government had regulation that was established by local parliament with head of region, whether in province or regency/city. In terms of Acts No. 32 year 2004 on Local Government, this regulation was set in order to implement of *Tugas Pembantuan* in line with local autonomy (Local Government, 2004)

Draft of local regulation should be derived from local parliament, governor or mayor/regent. If in time during the trial, governor/regent/mayor and local parliament submitted a draft of local regulation with the same material, then the draft from local parliament would be discussed while the draft from governor/regent/mayor was used for consideration.

The formulation procedure was activity starting from planning until the stipulation. Local regulation making process consisted of 3 (three) steps, namely (Indonesian Government, 2011):

- a. Preparation of local regulation draft, a drafting and designing in local parliament area or in local government area.
- b. Approval process, a discussion in local parliament.
- c. Legalization by head of region (governor/regent/mayor) and enactment by local secretary.

Those processes of local regulation process can be explained as follow:

- a. Process of preparation of local regulation draft in local parliament area

According to amendment I and II article 20 paragraph (1) Constitution 1945, the house of representative hold power to make acts and according to article 21 paragraph (1) constitution 1945, Parliament member can propose acts draft. This also happen in local area, local parliament has power to make local regulation and propose local regulation draft. Discussing local regulation draft base on local parliament initiative should be coordinated with local secretary or work unit

that was appointed by head of region. After that, establish assistance team with local secretary or in law section.

- b. Process of preparation of local regulation draft in local government area.

In preparation process of local regulation from local government initiative can be seen in Regulation of Minister of Interior No. 53 year 2011 on Procedure of formation of local regulation. In this regulation, Government agencies (head of agency, head of department, and head of board) can propose initiative through Local Secretary; it is containing urgency, argumentation, aims and objective, the material that would be set linkage with the other regulations included in local regulation draft (Minister of Internal Affairs, 2011)

After the initiative reviewed by Local Secretary regarding with the urgency, argumentation, and main material also philosophy, sociology and juridical consideration, then local secretary would be take decision and commissioned from head of Law Section to do harmonization of the material and synchronization of regulation.

If Local secretary approved, then the head of government agency should prepare the draft and discussing with Law Section, work unit (SKPD) who related with, and society. Afterwards, government agency can delegate local regulation draft to Head of Law Section to do preparation and discussion about it. The formulation of local regulation should be done through inter-government agency team which leads by official government agency leader that appointed by Head of Regency and Head of Law Section as secretary team. Furthermore, after discussion of local regulation draft finish, the official government agency leader will convey to Local Secretary through Head of Law Section. The local regulation draft that pass the stage above would be submitted by Head of Regency to Local Parliament and would be discussed together with local government.

- c. The process to get approval from local parliament

Discussing about local regulation draft in local parliament both by local government or local parliament initiative was conducted by local parliament together with Governor/Regent/Mayor. Usually the discussion would be conducted through several phase of discussion. This discussion conducted in plenary meeting, commission meeting, joint commission meeting, special committee meeting, and would be

decided in plenary meeting. Specifically for local regulation initiative by local parliament, Head of Regency would be assigned local secretary or official working unit to do coordination about the draft.

d. Process of legalization and enactment

If discussion of local regulation in Local Parliament finished and approved by Local Parliament, local regulation draft would be sent by head of Local Parliament to Head of Regency through Local Secretariat to get legitimation. Numbering of local regulation was done by Law Section. Head of Law Section would be done authentication, legalization, and assignation of local regulation for later enacted by local secretary. Whereas, Law Section was responsible in multiplication, distribution and documentation of the Local Regulation.

If found technical mistake in formulation of local regulation, Secretary of local parliament with approval from head of Local Parliament and Head of Regency could be enhanced technical of local regulation formulation before submitted to Head of regency. If still found any errors in local regulation after submitted to head of regency, it could be enhanced by Head of Regency by approval from Head of Local Parliament. After the local regulation enacted, and still found any errors, then local secretary can fix it with approval from head of local parliament without change any substance through Local Document. Local government should promulgate the local regulation, so that society and stakeholders know about it.

e. Local document

In order to have legal force and can bind society, local regulation that have been approved by head of regency should enacted in local document. In order to keep harmony and interconnectedness of local regulation with the explanation, local regulation explanation will recorded in additional local document that established along with local regulation enactment. The official who can enact the local regulation is local secretary.

**CONCLUSION AND RECOMMENDATIONS**

The process of policy formulation influenced by several actors, they are executive (government agency that related with for example Department of Transportation, Department of Public Work and Local Planning and Development Agency), legislative, public transport company, and society. The prominent

role might be shows from department of transportation as technical and policy implementer of transportation policy. Even the role of that department still not strong enough, but it could be increased by strengthened coordination among others agency. The policy formulation process in development plan for land transport in Tuban Regency could be seen from the local regulation making process. Local regulation could be initiated from two sides namely, executive and legislative. Local regulation making process are consist of 3 (three) steps. First, preparation of local regulation draft process. This step was a drafting and designing in local parliament area or in local government area, including formulation initiatives draft, academic draft and legal draft. Second, Approval process was a discussion in local parliament. Third, legalization by head of region (governor/regent/mayor) and enacted by local secretary. These actors get involved since the beginning, gathering the information (demands, needs, suggestions and problems) until discussion of policy formulation process.

In order to improve the roles of actors, job description that contained main duty and function for employees has important role in organization. Therefore, should be formulated clearly and directionally. Tuban regency should prepare the efficient and effective regulation that regulate about main duty and function and also job description for each government agency to prevent overlapping role in policy making and coordination. In order to deal with the inhibiting factors, improvement of quality and quantity of human resources were needed.

**REFERENCES**

- Acts No. 12 year 2011 on Formation of Regulation
- Acts No. 32 year 2004 on Local Government
- Anderson, James E. 1979. Public Policy Making. Holt, Rinehartand Winston. New York.
- Conyers, Diana and Peter Hills. 1990. An Introduction to Development Planning in the Third World. John Wiley and Sons. New York
- Dye, Thomas R. 2002. Understanding Public Policy, Tenth Edition. Prentice-Hall. New Jersey.
- Howlett and Ramesh.1995. Studying Public Policy: Policy Cycles and Policy Sub-system. Oxford University Press. New York.
- Miles, B., Huberman. 1992. Analisa Data Kualitatif. Jakarta : UI Pers



- Moeloeng, Lexy J. 2005. Metode Penelitian Kualitatif; Edisi Revisi. Bandung : PT. RemajaRosdakarya
- Regent Regulation No. 37 year 2008 on Description of Duties, Function and Work Procedure of Department of Transportation of Tuban Regency.
- Regulation of Minister of Interior No. 53 year 2011 on Procedure of formation of local regulation
- Regulation of Minister of Public Work No. 1/PRT.M/2012 on Guidelines of Society Roles in Road Implementation.
- Wieland, Benhard Tina Seidel et.al. 2004. Transport Policy, Acceptance and the Media. Accessed through: [http://www.infraday.tu-berlin.de/fileadmin/fg280/veranstaltungen/infraday/conference\\_2004/papers\\_presentations/paper---wieland\\_et\\_al.pdf](http://www.infraday.tu-berlin.de/fileadmin/fg280/veranstaltungen/infraday/conference_2004/papers_presentations/paper---wieland_et_al.pdf). [April 29th 2013]