

The Policy Formulation of Multi Stakeholder Consultation Forum for Development Planning

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Abstract

This current study aims to describe and to investigate the policy formulation of a multi-stakeholder consultation forum for developing (Musrenbang) in Baubau, moreover, to identify the supporting and inhibiting factors of the policy formulation of multi-stakeholder consultation forum for developing (Musrenbang) in Baubau. To achieve the intended goals, this article uses a qualitative approach to literature studies on some documents and data sources, which address the framework of the Baubau City Development Planning Policy in the phases following the introduction of the Musrenbang process. Such papers, either in study reports or data from different government agencies, as well as news from certain mass media. The data are then qualitatively evaluated using the theoretical framework available for Musrenbang and group involvement. The results of this research suggested that the policy process for the establishment of a multi-stakeholder consultation forum was underway. the mechanism of the implementation was mandated by law, the priority program as a reference in proposing each program discussed in the musrenbang agenda from the level villages, districts, and cities. The supporting and inhibiting factor in the process of the musrenbang policy formulation was the number of proposed programs executed but the realization from local government was poor, so the community's perceptions decline in pretending the musrenbang as a forum that could realize what the community objectively needs in real terms.

Keywords: *formulation, policy, forum, multi-stakeholder, planning, development*

I. Introduction

Community participation in the development policy process is slowly governed by the Joint Circular of the Minister of Home Affairs and the Minister of State for National Development Planning / Chief of the National Development Planning Agency Number: 008/M.PPN/01/2007.050/264/SJ on the Technical Guidance for the implementation of the Musrenbang year 2007. This suggests that the development policy process is elitist, in this case, the government is the decision-maker of development policies, while the position of the community is to provide input to the government on what the community needs [1]. One of the facilities offered by the Government to the Community to engage in regional development is the Multi-Stakeholder Development Planning Consultation Forum (Musrenbang) on Laws and Regulation No. 25 of 2004 on the National Development Planning Framework, as well as Regulation No. 86 of the Minister of Home Affairs of 2017 on the Drafting Procedures..

The planning process requires community participation, such as by public consultation or *musrenbang*. The effective *musrenbang* will be able to build an understanding of urban village interests and progress by capturing the potency and the available development sources either inside or outside of the village [2]-[3]. One of the areas necessarily observed in the implementation of *Musrenbang* is a town of Baubau. In the process of implementation, it occurred the unique phenomenon related to the procedure of community and stakeholders' involvement to balance the development plans proposed in

every level of government by *musrenbang* in a sub-district. The basic objective of this qualitative exploratory study is to discuss the processes and outcomes of multi-stakeholder partnership frameworks for the governance of urban water projects and to develop potential frameworks for building collaboration between stakeholders for the governance of water bodies [4].

The unique phenomenon was described by the lack of understanding of forum participants toward a development plan. As the interview result on January 16th, 2019 in some sub-districts in Baubau, such as Betoambari, Wolio, Batupoaro, Sorawolio, Kokalukuna, Lea-Lea, Bungi, and Murhum, those indicated that the process of urban village consultations was not facilitated by urban village facilitator in (pre-musrenbang) so that the community and the head of the village pretended that musrenbang held by village staff was only the proposed process of activities or work program as community's need. The facilitator in the level of the urban village should be provided to hold pre-musrenbang so that the community was able to identify the main issues happen in that village either the issues of environment, economic, development, or social and culture, even to explore the economical potency that can build the independent economically in an area because the government of Baubau has applied application-based online namely E-musrenbang. The structure for shared governance is inclusive in a variety of respects. First, our interpretation of collaborative governance is wider than what is generally seen in the literature, and our framework draws on and applies information and principles from a wide variety of fields (such as public policy, dispute resolution, and environmental governance, among others) to collaborative governance [5].

Besides, the community's perception was also apprehensive and less understanding of musrenbang. Some people pretended that musrenbang was the ceremonial program, it was not more than the proposed program only. The effort of all aspects was less to encourage the community to maximize musrenbang as control function so that the government seriously concern on every proposed program [6].

II. Literature Review

Concern regarding public reactions to issues may place pressure on policymakers and/or providers to act quickly in response to new information, that in making public policy, the stages are run through:

1. Agenda setting. Issues will compete before they are internalized in the policy agenda. In the end, several issues internalize the policy agenda of policymakers. At that time, an issue may not be touched at all and several other discussions of the problem are delayed for a long time. The agenda-setting is the stage that will determine whether an issue will be discussed as a policy or vice versa.
2. Policy formulation. Issues that enter the policy agenda are then discussed by policymakers. These issues are defined to find the best alternative problem-solving. The solution to these issues comes from various alternatives. In policy formulation, each alternative will compete to be chosen as the policy taken to solve the problem. At this stage, each actor will "play" to propose the best problem-solving. From the many policy alternatives offered by policymakers, one of the policy alternatives, in the end, was adopted with the support of the legislative majority, consensus between the director of the institution or judicial decision.
3. Policy implementation. A program will only become elite records, if not implemented. At this time, various interests will compete with each other, some implementations have the support of implementers, but some others may be opposed by implementers.
4. Policy assessment. At this stage, the policies that have been implemented will be assessed or evaluated to know the extent of the policies made has been able to solve the problem. Public policy is made to achieve the intended impact. Therefore, it is

determined the criteria or criteria as a basis for assessing whether the public policy has achieved the intended impact [7].

Activities surrounded by the formulation are role interactions between participants in both formal and informal policy formulation. Participants in the formulation of the policy depend on how much the participants can undergo their roles in formulating the policy. Transforming policy goals into practice is a complex process, and deliberately creating the best possible arrangement of policy elements is not always the first thing in the government's mind or even within its power. Many noble attempts by policy-makers have failed due to poor design capability or lack of ability or lack of interest on the part of decision-makers [8]. The policy formulation is the same as the policy development that a variety of alternative selection activities have experienced continuously and never done, including decision-making in this case. It's all about the state (public) policy-making process. Policy formulation includes attempts to address the question of how various solutions are accepted for the issues that have been identified and who is involved [9]-[10]. That groups involved in the public policy process are formal and informal groups such as executive, legislative, and judicial administration bodies [11]. Meanwhile, non-formal groups can consist of:

1. Interest groups, such as labor groups and corporate groups.
2. Political party groups.
3. Individual citizens.

The government has designated the activity of multi-stakeholders' consultation forum for development planning or *Musrenbang* as a means to involve the community in regional development planning. Several initiatives have been taken by several regions to increase the effectiveness of community participation, including by instituting *Musrenbang* procedures in Regional Regulations; developing regional regulations on transparency and participation; involving the Regional House of Representatives in the planning process; cooperating with non-government organizations (NGOs) to facilitate budget discussions, and training the techniques of methodology and prioritization of budget allocation for *Musrenbang* facilitators [12]. Despite a high commitment from the Central Government and Local Governments, the role, function and jurisdiction of civil society organizations in the planning and budgeting process have not been clearly defined. This situation limits the effectiveness of community involvement in regional development planning and budgeting. In [13] stated that *musrenbang* that is highly concerned to be held in regional planning and budgeting are *musrenbang* in village level, sub-district level, Regional work unit level, regency/city level, and provincial level. *Musrenbang* in Sub-district level is a forum for discussion by sub-district stakeholders to obtain input on priority activities from villages in the sub-district as a basis for the preparation of work plans for regional work units of district/city in the following year [14]-[15].

III. Methodology

To achieve the intended objectives, this article uses a qualitative approach to literature studies on some documents and data sources, which address the framework of the Baubau City Development Planning Framework in the phases following the introduction of the *Musrenbang* process. Such papers, either in study reports or data from different government agencies, as well as news from certain mass media. The data are then qualitatively evaluated using the theoretical framework available for *Musrenbang* and group involvement. Scientific study is an analysis of the fundamental concepts and explanations for the occurrence of a particular event or mechanism or phenomenon. It's also called theoretical analysis. The study or analysis of any natural phenomena or pure science is referred to as basic research. In certain situations, fundamental research may not lead to immediate use or use. This is not concerned with addressing any specific issues of immediate interest. But it's either original or basic. It offers a systematic and

profound insight into the issue and enables the extraction of empirical and logical theories and conclusions. It helps to create new frontiers of awareness. The results of basic research shape the bass [16]. The focuses of the research were:

- a. Public policy formulation process.
- b. Model in the analysis approach to formulating public policies.
- c. Actors' behavior in the process of public policy formulation.
- d. Approach to the formulation of the policy agenda and public participation.

IV. Results and Discussion

Musrenbang in Baubau is an annual stakeholder consultation forum to obtain priority input from activities of the urban village, sub-district, and to agree on cross-sub-district activities in the City of Baubau as the basis for Work Plan preparation of regional work unit in the following year. The Development Planning forum, hereinafter abbreviated as *Musrenbang*, is a stakeholder forum in the context of formulating regional development plans. Meanwhile, the facilitator himself elaborated in Regulation of the Minister of Home Affairs No. 54 of 2010 is a trained or experienced staff in facilitating and guiding group discussions/public consultations that meet the qualifications of technical/substance components and have skills in the application of various techniques and instruments to support participation and effectiveness of activities.

Development Planning Agency at Sub-National Level of Baubau started *Musrenbang* at the urban Village level. After being preceded by the urban village pre-*Musrenbang* activities, then it was proceeded with the urban village *musrenbang* to determine 10 priority activity proposals in each urban village in Baubau, totaling 43 urban villages. The purpose was to accommodate and agree on the priorities of community needs obtained from pre-*musrenbang*, to discuss and agree on the priorities of urban village activities, and to discuss and agree on priority activities that were proposed to be discussed at the *Musrenbang* in Sub-district level. At the urban Village *Musrenbang* in Kaisabu Baru, it was attended by several representatives of the Regional work unit, heads of sub-district, heads of an urban village, the representatives of the Development Planning Agency at Sub-National Level of Baubau, village facilitators, head of neighborhood/hamlet, public figures, youth figures. This activity was officially opened by Sub-district head of Sorawolio and continued by the delivery of directions Baubau development policy in 2019 with the theme of Baubau development year 2019 namely: "Strengthening the role of local governments in optimizing the potential economic, the basic service quality and regional connectivity". In the Regional Development Priorities year 2019 of Baubau, namely: 1. Planning reform. Budgeting and Development supervision; 2. Strengthening the apparatus resources, infrastructure, and government superstructure; 3. Peace stability, public order, and community protection; 4. Strengthening the regional economy through productive services and creative economy; 5. Increasing the quality and access to basic health and social services; 6. Strengthening regional connectivity in the efforts of equitable development.

Based on the elaboration results of the *Musrenbang* implementation in Baubau, obtained by the informant's statements above, the authors believe that the implementation of the *Musrenbang* in Baubau was effective in achieving its goals and the Government has succeeded in holding the government through an online program based. The following points below describes the implementation of *Musrenbang* in Baubau which is theoretically reviewed through both central and regional government regulations and literature to achieve the objectives of the *Musrenbang* implementation, namely:

1. In the implementation, *Musrenbang* of Baubau was a media for encouraging stakeholders either from local government or the community to participate and discuss the decisions of the District Government Annual Work Plan. This was evidenced by the presence of stakeholders and their capacity in contributing ideas, revealing the

problem, and solving a problem. It means that the stakeholders involved understood the importance of the *Musrenbang* in the subdistrict level and reflected their interest in the forum.

On the other hand, *Musrenbang* was not fully implemented because the representatives of the regional house of assembly were absent. As a result, they were currently in recess. According to the Guidelines for the Implementation of the Multi-Stakeholder Consultation Forum for Development Planning at Sub-District level, the Directorate-General for Local Development-Ministry of Internal Affairs in the Community Participation Development Forum states that one of the participants in *musrenbang* expected to participate is a member of the Local House Assembly as it decides on projects.

Related to the ideal preconditions above compared with the implementation of *musrenbang* in the sub-district, it seems that it did not fully meet expectations. Lack of regional house of representative members' concern was not able to facilitate the community's proposal with local governments. They still consider *musrenbang* as an annual program only without considering the chance of the low classes. This caused the community to be pessimistic about the function of the members of the council. Therefore, in the implementation of the next *Musrenbang*, it is required a strong political commitment from the legislature to be able to better optimize its functions and authorities by actively and effectively contributing to the *Musrenbang* when the activity is held.

2. The main points of discussion in *Musrenbang* were the continued development completion which had not been completed in the previous year, by identifying the physical development problems of the supra-village or village and the sorting. From the results of the subsequent discussions, regional development would be agreed to be undergone in the planned year;

In the discussion of the proposals in groups, the discussion and exchange of information about the problems for each urban village from the level of the agreement produced, was quite satisfying and effective because the agreement made based on the *Musrenbang* participants' proposals which were generally urgent or deemed appropriate for immediate realization.

However, the group discussion held at the *musrenbang* in the sub-district level Baubau did not fully reflect the community's freedom to associate or express the idea because of the strong dominance of some participants. It was caused by the weak competency of the facilitators who guided the multi-stakeholder forum. A lot of participants (especially women) sat quietly and listened to some other participants complaining about their opinions as a result of the priority scale made did not accommodate their needs.

Under Ministerial Decree No. 050-189/kep / bangda/2007 on the Guidelines for the Assessment and Evaluation of the Implementation of the Multi-Stakeholder Development Planning Forum (*Musrenbang*) Consultation Forum, facilitators appointed to encourage *musrenbang* are expected to have organizational skills, research, and open-minded and lose monetary policy, general requirements of facilitator. According to the criteria above, the facilitator should improve the quality of his abilities by creating a learning atmosphere, where each participant feels cared for and free to participate in groups, especially for the voices of the poor and women.

3. Concerning the Decree of the Minister of Home Affairs Number: 050 187/kep / bangda/2007 on the Guidelines for the Assessment and Evaluation of the Implementation of the Multi-Stakeholder Consultation Forum for Development Planning (*Musrenbang*), it is clarified that one of the main factors in the *Musrenbang* success is the correct budget allocation of the regional budget.

We need to understand that one of the objectives of holding a *Musrenbang* is to optimize the use of available funds towards development needs. Here, the role of

musrenbang is crucial considering the community's needs are so complex and should be realized immediately. In the forum, it is also expected that all stakeholders will be able to mix programs/activities referring to community needs.

From the facts, the *Musrenbang* implementation in Baubau was effective in synergizing the proposed plans of the regional government and the community themselves. The seriousness of all stakeholders in responding to a plan was evidenced by the approval of proposals that had previously been discussed in the *musrenbang*. However, in determining the priority scale to be funded by the regional budget was still in the form of a proposal plan and was not accompanied by refund estimation because the regional budget was not able to accommodate all the community's needs. The participants in the *Musrenbang* considered that the program/activity proposed by the community would be quickly realized if they directly proposed to the local government and related agencies without going through the *musrenbang*.

Government Regulation No. 8/2008 provides direction on the preparation of programs, activities, and funding related to what is mentioned in Article 36 paragraph (1). According to Article 36 paragraph (1), programs, activities, and funding are arranged based on:

- a. Performance approach, medium-term expenditure framework, and integrated planning and budgeting
- b. Indicative funding and indicative framework
- c. The priority programs are mandatory functions and optional functions that refer to minimum service standards following the real conditions of the region and the needs of the community.

The article indicates that it is required the inter-time program continuity and alignment of the planning process with budgeting.

From the regulations facts and explanations above, the *musrenbang* should be a place to harmonize between the planning process and the drawing up. While the facts obtained prove that the role of *musrenbang* was still weak to realize the community's needs without estimating funding, and the strong dominance of the government taking over programs without heeding the community's programs. The magnitude of these dominations showed that the community aspirations were *Bottom-up* raw at the stage of determining the agenda and policy proposals. The government's approach through *musrenbang* was limited to gaining recognition that a plan was based on a bottom-up concept, but in fact, the community was forced to accept and implement policies made by the government [17]-[18].

V. Conclusion

To organize the District Government Annual Work Plan, which functions as an annual planning document, the Government of Baubau needs to hold a multi-stakeholder consultation forum for development planning (*Musrenbang*) starting at the level of the Urban Village, Subdistrict and City. Organization of development plans is the result of bottom-up and top-down planning through the stages of preparation, starting from the village level to the central level, combined with control from the center to the urban village. Development activities will be easier and outcomes can be maximized if preparation can be integrated and organized between the Central Government, the Regional Governments, and the Society.

Musrenbang in Baubau was under taken through the mechanism stages for implementing the *Musrenbang* based on the local government Medium-Term Strategic Plan (RPJMD) of Baubau in the period 2018-2023. *Musrenbang* in Baubau was held at the beginning of the fiscal year or the beginning of the year related to the provisions contained in the regulation of the minister of home affairs No. 54 of 2010.

The five main priorities for regional development towards resilient and sustainable Baubau in 2020 are outlined into infrastructure development, strengthening the structure of the community's economy, optimizing the competitiveness of education and health, protecting the security and comfort of the community, and finally strengthening the bureaucratic services.

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