

Formative evaluation of the regional development planning policies: A study on the consistency of the regional development planning in Kebumen regency

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ABSTRACT

This study aims to describe, analyze, and interpret the role of multi-set data consistency in regional development planning in Kebumen Regency, Central Java Province, Indonesia. This study uses qualitative research methods. The selection of informants used purposive and snow-ball sampling. Data collection uses in-depth interviews, observations, and documentation. Data analysis was carried out through open coding, axial coding, and selective coding procedures. The validity of the data is determined through an examination technique based on the criteria of credibility, transferability, dependability, and confirmability. The results of the study show: (1) Regional development planning policies, which regulate the process and stages of the preparation of regional long-term development plans/RPJPD, regional medium-term development plans/RPJMD, and regional development work plans/RKPD were developed in the process of preparing the three regional development planning documents of Kebumen Regency to meet local needs; (2) The process of preparing the 2005–2025 RPJPD, 2006–2010 RPJM, 2010–2015 RPJMD, and 2006 to 2014 RKPD uses a technocratic approach that emphasizes the importance of multi-sector data (3) Factors that affect the process of preparing and documenting regional development planning documents are compliance in the hierarchy of multi-sector existing data administration, the development of regulations for the implementation of regional development planning policies, the existence of existing multi-sector planning data documents national, provincial, and regional development documents related to development planning, as well as the use of technocratic approaches; (4) The 2010–2015 RPJMD is inconsistent with the 2010–2015 RPJPD.

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1. Introduction

Implementation development planning in Indonesia is based on Law (UU) No. 25 of 2004 concerning the National Development Planning System (SPPN) and Law No. 32 of 2004 concerning Regional Government, which has been replaced by Law No. 23 of 2014 concerning Regional Government. The national and regional development planning policy explains the importance of the relationship between national and regional development planning, to realize one of the goals of SPPN, which is to ensure the linkage and consistency between planning, budgeting, implementation, and supervision so as to ensure the achievement of efficient, effective, fair, and sustainable use of resources (paragraph 4 article 2 of Law No. 25 of 2004). The consistency of national and regional development planning according to the perspective of development planning policies is in line with the perspective of experts as stated by Todaro (quoted by Hidayat, 1996), Handoko (1995), Riyadi and Bratakusumah (2005), Hakim (2004), Sjafrizal (2009).

The importance of consistency in regional development planning is interesting to study. Karnitis and Kucinskis (2009) stated the potential for a lack of continuity, continuity, and stability of development strategies due to the change of government as

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one of the risk factors that will affect Latvia's growth, which may also affect the growth of other countries that develop development planning documents. The thesis of Carnitis and Kucinskis (2009) is relevant to the system of direct election of presidents, governors, and regents/mayors, which has implications for national and regional development planning.

As a form of implementation of regional development planning policies, until 2015 Kebumen Regency has compiled regional development planning documents as a unit in SPPN. The documents in question are: (1) Regional Long-Term Development Plan (RPJPD) of Kebumen Regency for 2005-2025 (Regional Regulation or Regional Regulation of Kebumen Regency No. 1 of 2010); (2) Kebumen Regency Medium-Term Development Plan (RPJM) 2006-2010 (Regent Regulation or Kebumen Perbup No. 28 of 2005); (3) Regional Medium-Term Development Plan (RPJMD) of Kebumen Regency for 2010-2015 (Kebumen Regency Regulation No. 17 of 2010); and (4) Regional Apparatus Work Plan (RKPD) as an elaboration of the 2006-2010 RPJM and the 2010-2015 RPJMD.

The results of the analysis of the development planning documents of Kebumen Regency found the main research problem which was described as a *problem statement*. Theoretically, regional development planning has been regulated in regional development planning policies, which show the choice of government actions related to regional development (Ripley, 1985) as well as parties related to regional development (Jones, 1991). The policy regulates the objectives of regional development planning, which to achieve them through a long-term, medium-term, and short-term period (Friedman, 1987; Kartasasmita, 1997; Bastian, 2006). In addition, in RPJPD, RPJMD, and RKPD, there must be a collaboration between *theory of planning* and *theory in planning* in order to achieve effective planning (Faludi, 1973) so as to realize the regional development planning process as a form of *decentralized planning* (Kumar, 2001). In other words, there must be a relationship and consistency in short, medium, and long-term regional development planning because it will affect regional development performance (Handoko, 1995; Riyandi and Bratakusumah, 2003; Hakim, 2004; Sjafrizal, 2009; Carcinoma & Culinskids, 2009; Judge, 2004; Sopiana, 2007, and Mulyati, 2010). Although regional development planning policies have regulated actors, relationships and compliance between actors, because the assumption that the relationships that occur in the regional development planning system do not necessarily run according to the provisions that will have implications for the achievement of regional development goals (Ripley, 1985), it is necessary to evaluate the implementation of regional development planning policies (Ripley, 1985; Palumbo, 1987, Dunn, 1999; Lester and Steward, Jr., 2000; Parsons, 2001; Nugroho, 2009). Empirically, the results of the analysis show inconsistencies between the 2005-2025 RPJPD, the 2006-2010 RPJM, and the 2010-2015 RPJMD. The development strategy choices in the 2006-2010 RPJM appear to be in line with the development agenda and support the agribusiness vision in the 2005-2025 Kebumen Regency RPJPD. However, in the 2010-2015 RPJMD, activities related to agribusiness did not appear to be prominent so that they did not seem to support efforts to achieve the agribusiness vision of Kebumen Regency.

The problem of consistency in regional development planning in Kebumen Regency is studied in terms of formative evaluation or evaluation of the implementation of regional development planning policies. The selection of formative evaluation is based on 2 reasons. First, in terms of regional development planning policies, the current condition of Kebumen Regency is at the stage of implementing the RPJPD and RPJMD. Second, from a theoretical perspective, the evaluation carried out when a policy/program is being implemented is an analysis of "how far a program is implemented and what conditions can increase the success of implementation" (Palumbo, 1937). Therefore, the implementation phase requires a "formative" evaluation that monitors how a program is managed or organized to generate feedback that can serve to improve the implementation process. Formative evaluation is one of the stages of the *stagnant* approach or cycle that as a whole forms a complete policy cycle (Parsons, 2001). But in reality, this is not the case because the real world is much more complicated and does not consist of neat steps or stages or cycles.

Regarding the above problem statement, a research question was formulated, namely: "How is the consistency of regional development planning in Kebumen Regency?". These general problems are detailed into research questions: (a) What is the process of preparing the 2005-2025 RPJPD? (b) What is the process of preparing the 2006-2010 RPJM and the 2010-2015 RPJMD?; (c) What is the process of preparing the RKPD for 2006-2010 and RKPD for 2011-2014?; (d) How is the support of programs and activities in the 2006-2010 RKPD and the 2011-2014 RKPD on the agribusiness vision of the Kebumen Regency RPJPD in 2005-2025?

2. Literature Review

2.1 Formative Evaluation in the Public Policy Cycle

The phenomenon of RPJPD, RPJMD, and RKPD in Kebumen Regency is studied from the perspective of formative evaluation of public policy so that the discussion cannot be separated from the concept of public policy. Public policy is a series of government action choices (in the sense of *government* and *governance*), including the choice to take no action, in order to answer challenges related to public life and interests (Dye, 1978; Edwards and Sharkansky, 1978; Anderson, 1979; Lester and Stewart, 2000; Suharto 2008). Based on this understanding, Law No. 25 of 2004 and its derivatives such as Kebumen Regional Regulation No. 28 of 2005, Kebumen Regency Regulation No. 1 of 2010, and Kebumen Regency Regulation No. 17 of 2010 are a form of public policy because they are made to respond to public issues, especially those related to efforts to improve

the use of available public resources in an area so that the desired goals of the region can be achieved. One of the policy analysis frameworks that serves as the basis for policy process analysis and analysis within/and for policy processes is a staged or cyclical approach. That policy is a stage in the policy life cycle, and to explain or analyze the policy process is carried out by describing the life cycle or step by step the process of formulating a policy. The explanation of the policy life cycle process is known as *the stagist* model or "*textbook* approach" (Parson, 2001; compare with Lester and Stewart, 2000). Policy evaluation is one of the scope of public policy analysis studies. The basis for the importance of policy evaluation, because often a public policy contains a risk of failure. Hogwood and Gunn (1986) divide policy failures into 2 categories, namely *non-implementation* and *unsuccessful full implementation*. The definition of evaluation was put forward by Dye (1978), which is an objective, systematic, and empirical examination of the effects of public policies and programs on their targets in terms of the goals to be achieved. Dunn (1999) explained, in general, the term evaluation can be equated with appraisal, rating, and assessment, words that express efforts to analyze policy results in the sense of a unit of value.

2.2 Planning Theory

One of the important perspectives related to the concept of planning is the theoretical perspective of Andreas Faludi. Faludi (1973) explained, planning is divided into two types, namely *procedural* and *substantive*. *Procedural theory* is related to planning methodologies. Substantive theory refers more to the substance of the field being planned. Good planning should consider *both procedural* and substantive theories because good planning is impossible by ignoring the essence of the problem being discussed. However, in practice, it is the *substantive* theory that has a greater contribution through the analytical methods absorbed by *procedural theory*. Another important concept related to the concept of planning and closely related to the theme of this research is the concept of strategic planning. In the field of planning, strategic planning has emerged as an alternative paradigm to replace the old (conventional) planning model, namely long-term planning and planning based on objectivity. The logic underlying strategic planning is the occurrence of rapid and erratic external changes that require an organization to make internal adjustments or changes in order to be able to maintain its function and role in providing good and appropriate services to its target group in a certain period of time. An organization is required to be able to overcome its external environment, as well as constantly review its internal capabilities and weaknesses which are prerequisites for maintaining and maintaining its existence. Based on the old paradigm, planning departs from the setting of long-term goals, which are then managed with all resources to achieve organizational goals. Thus, strategic planning has a different logic from conventional planning. With regard to the definition of strategic planning, Olsen and Eadie, as cited by Bryson (2008), define it as a disciplined effort to make important decisions and actions that shape and guide how an organization (or other entity) becomes, what an organization (or other entity) does, and why an organization (or other entity) does such a thing. Another expert, explained that strategic planning is a management instrument, which, like every management instrument, is used to optimize organizational tasks. Through strategic planning, organizations can focus their attention on the organization's vision and priorities. This step is an answer to the changing environment and ensures that the work of the members of the organization is on the same page. In other words, strategic planning is a systemic process that the organization agrees to and builds buy-in among key stakeholders -- regarding the priorities that are fundamental to the organization's mission and responsive to the operating environment (Allison and Kaye, 2005).

2.3 Regional Development Planning

Riyadi and Bratakusumah (2005) that regional development planning is a development planning process that is intended to make changes towards a better development direction for a community, government and its environment in a certain area, by utilizing or utilizing various existing resources, and must have a comprehensive, complete orientation, but still adhere to the principle of priority. The description of regional development planning that has the opportunity to better understand regional needs, is in line with the perspective of Kumar (2001), which states as follows.

Decentralized planning connotes a better perception of the needs of local areas, makes better informed decision-making possible, gives a greater voice in decision-making to the people for whom the development is meant, and serves to achieve better co-ordination and integration among programmes enabling the felt needs of the people to be taken into account.

Kumar stated that decentralized planning has a better connotation in understanding regional needs, can provide better information to decision-makers, provides better inclination in decision-making for local communities, and can carry out better coordination and integration in implementing programs that are perceived as the needs of the community itself.

2.4 Consistency Concept

The focus of this research is the consistency of regional development planning in Kebumen Regency. Lexically, consistency, in *the Oxford Learner's Pocket Dictionary*, is interpreted as *not changing, in agreement, etc.* In *Plan Compatibility/Consistency*, consistency can be interpreted as the extent to which a plan that is more strategic in nature is adopted by a more operational plan. Or in further elaboration of consistency with local plans, consistency can be interpreted as the goals of local or local communities and economic development are recognized so that they are evident in the review of the objectives of the

comprehensive city and multi-city plans. Meanwhile, Saris and Sniderman explained that consistency can be a synonym for harmony. Interpreted as alignment, the consistency index of the predictability of citizens' positions takes on specific issues given their general political orientation. In addition to the above understanding, in *the Principles of Good Regulation*, as referred to by Gerry J. Fitz Gerald and Ray Bange (2007), Stella Fearnley and Tony Hines, (2007), and Richard Harries and Katy Sawyer (2014) it is explained that consistency is one of the 5 principles of *the Better Regulation Task Force* which was designed in 1997, through which through these five principles a policy intervention will be fair, effective, affordable, and gain broad trust from the public.

In the *Policy-maker's checklist* table in *the Principles of Good Regulation*, it is explained that consistency is interpreted as government regulations and standards that must be implemented simultaneously and well or fairly. In order to realize this consistency, there are 4 things that must be considered, namely: regulators must be consistent with each other, and work together; the new regulation must take into account the applicable regulations or other proposed regulations, whether domestic, EU or international; regulations must be predicted to provide stability and certainty for those regulated; and enforcement agencies must implement regulations consistently across the country. The provision that the new regulation must consider the applicable regulations or other proposed regulations as quoted above, is substantive and the same as referred to in Sjafrizal's explanation in the preamble. Sjafrizal (2009) explained, the RPJP is used as the basis for the preparation of the RPJM and other related planning documents. Related to this explanation, in terms of the time of its preparation, the RPJP is certainly prepared first than the RPJM and RKP/D of an RPJM. The substance of the *Principles of Good Regulation* as described above, is also closely related to the explanation of Riyandi and Bratakusumah in the introduction in advance. Riyandi and Bratakusumah (2003) explained that the relationship between development plans and strategic plans, both on a national and local scale, should always be maintained and maintained consistently. The development plan referred to by Riyandi and Bratakusumah is a short-term development plan (1 year), while the strategic plan is identical or the same as the medium-term development plan. Riyandi and Bratakusumah added that the need to maintain consistency between the development plan and the strategic plan is so that what is done and planned by each element of the government can support and complement each other in order to build the Indonesian nation and state as a whole and comprehensively. The substance of Riyandi and Bratakusumah's description is essentially the same as the meaning of consistency and principles in *the Principles of Good Regulation*. These substantive similarities can also be seen with the explanation of Hakim (2004), which states that long-term development plans must provide the basis for medium- and short-term plans.

3. Research Methods

This research was carried out in Kebumen Regency, Central Java Province, using qualitative research methods (Denzin and Lincoln, 2009). Qualitative research requires a research focus (Strauss and Corbin, 1990). This study focuses on the consistency of regional development planning in Kebumen Regency. In detail, the focus of this research includes: (1) The process of preparing the RPJPD 2005–2025; (2) The process of preparing the 2006–2010 RPJM and the 2010–2015 RPJMD; (3) The process of preparing and implementing the RKP/D for the years 2006–2010 and the RKP/D for the years 2011–2014; (4) Support for programs and activities in the RKP/D 2006–2010 and RKP/D 2011–2014 to the agribusiness vision in the regional development of Kebumen Regency in 2005–2025. The research informants were selected by *purposive* and *snow-ball sampling*. The informants who were selected *purposively* were the Regent, Regional Secretary, and Head of the Program Preparation and Budgeting Division of the Regional Development Planning Agency or Bappeda (member of the RPJPD and RPJMD preparation team of Kebumen Regency), the Head and Secretary of the Agriculture and Livestock Service, the Head of the Forestry and Plantation Service, the Head of the Marine and Fisheries Service, and the Head of the Food Security Office. The informants selected by *snow-ball* are: (1) former RPJPD and other RPJMD drafting teams, namely the Head of the Integrated Investment and Licensing Agency, the Head of the Regional Secretariat Development Administration Section (Setda), the Secretary of Bappeda, 2 members of the Civil Society Forum (Formation) of one of the Non-Governmental Organizations (NGOs), as well as one of the heads of sub-fields in Bappeda; (2) members of the DPRD who *are concerned* with the regional development planning process, members of the KPUD, agribusiness lecturers at Jenderal Soedirman University (Unsoed) and the Nahdlatul Ulama Islamic Institute (IAINU) Kebumen who *are concerned* with the regional development planning process, as well as the management of the Mainstay Farmers and Fishermen Group (KTNA) of Kebumen Regency. The data collection process uses in-depth interviews, observations, and documentation. The data collection process is carried out openly so that the researcher introduced himself as an Unsoed lecturer who conducted a study to prepare a dissertation in the doctoral program at the University of Brawijaya Malang. Data analysis was carried out through open *coding*, *axial coding*, and *selective coding* procedures (Strauss and Corbin, 1990). The validity of the data is determined through an examination technique based on the criteria of *credibility*, *transferability*, *dependability*, and *confirmability* (Lincoln and Guba, 1985).

4. Research Results and Discussion

4.1 Research Results

4.1.1 The Process of Preparing the Kebumen Regency RPJPD for 2005–2025

The process of preparing the 2005–2025 Kebumen Regency RPJPD is carried out for 3 years because the preparation of the RPJPD must be carried out in stages, and refers to the Regional Spatial Plan (RTRW) policy which is prepared in stages from

the national to the district/city level. In addition to the RTRW, the preparation of the RPJPD must be preceded by the preparation of the Strategic Environmental Assessment (KLHS) as a mandatory document that is an input for the preparation of the RPJPD (Permendagri No. 54 of 2010). The integration of the three documents is intended to be in harmony with the goals, policy directions, and main goals of regional long-term development in the RPJPD with the objectives, policies, and structural plans and regional spatial pattern plans in the RTRW, as well as the principles of sustainable development have become the basis and integrated in the preparation of the RPJPD. The length of the process of preparing the 2005-2025 RPJPD is due to the demands of regional development planning policies and other related policies. The process of preparing the 2005-2025 RPJPD begins with an initial discussion; formation of a drafting team, consultation with the provincial government and the consultant team, data collection, FGD preparation meeting, FGD implementation, preparation of the initial draft of the RPJPD, preparation of the RPJP musrenbang, RPJPD musrenbang, preparation of the final draft of the RPJPD, consultation and discussion of the final draft of the RPJPD with the consultant team, final discussion of the results of the consultation with the consultant, discussion of the final draft of the RPJPD together with the DPRD, and determination of the final draft of the RPJPD to become the definitive RPJPD for the year 2005-2025 through regional regulations.

The stages in the process of preparing the 2005-2025 RPJPD in accordance with the regional development planning policy are the preparation of the preparation, the preparation of the initial draft of the RPJPD, the implementation of the RPJPD musrenbang, the preparation of the final draft of the RPJPD, and the determination of the 2005-2025 RPJPD. The stage that is the development of the regional development planning policy is the formation and consultation with the UGM team as a consultant and the accompanying technical aspects. The process of preparing the 2005-2025 RPJPD is more technocratic, because of the dominance of the use of planning techniques and their emphasis on the substance of long-term planning. The policy demands that the development planning deliberation process (musrenbang) for the RPJPD take place participatory, constrained by the unequal access to information in the RPJPD draft and the large number of musrenbang participants. The RPJPD of Kebumen Regency for the year 2005-2025 was stipulated by regional regulations on March 24, 2010. The determination of the RPJPD in 2010 caused the RPJPD drafting team to 'squeeze' or accommodate and set the 2006-2010 RPJM which has been running as the first of the 4 stages in the 2005-2025 RPJPD. Thus, the 2006-2010 RPJM that has been implemented, has a 'cantolan' or policy umbrella within the framework of regional development policies. This condition is a consequence of the provisions in the regional development planning policy. Bappeda apparatus has a central role in every stage of the preparation of the RPJPD. NGO representatives play an active role as members of the RPJPD drafting team. Legislative elements play a role in the Focus Group Discussion (FGD) stages, the RPJPD musrenbang, the discussion of the draft regulation, and the determination of the 2005-2025 RPJPD regional regulation. Factors influencing the process of preparing the 2005-2025 RPJPD are the development of regional development planning policies, the existence of RPJPN and provincial RPJPD, and technocratic approaches.

4.1.2 The Process of Preparing the Kebumen Regency RPJMD

The Process of Preparing the RPJM of Kebumen Regency in 2006-2010

The process of preparing the 2006-2010 RPJM refers to Law No. 25 of 2004 and Law No. 32 of 2004, taking into account Presidential Regulation No. 7 of 2005 concerning the 2004-2009 RPJMN and refers to the Circular Letter (SE) of the Minister of Home Affairs No. 050/2020/SJ of 2005 concerning Guidelines for the Preparation of RPJPD and RPJMD Documents. The preparation of the 2006-2010 RPJM cannot be guided by the district RPJPD or pay attention to the provincial RPJMD. At that time, the two regional development planning documents had not been prepared. The existing provincial regional development planning document is the Strategic Plan (Renstra) of Central Java Province for 2003-2008 which was stipulated by the Central Java Provincial Regulation No. 11 of 2003. The stages and processes of preparing the 2006-2010 RPJM are: (a) the preparation stage: (i) equalizing perceptions regarding the RPJMD and SE of the Minister of Home Affairs No. 050/2020/SJ of 2005, (ii) forming a team for the preparation of the RPJMD draft, namely the steering team, the drafting team, and the secretariat team; (iii) determining the UGM team as a consultant for the preparation of the RPJMD; (b) the first consultation of the drafting team with the consultant team, discussing the steps and stages of preparing the RPJMD; (c) clarification of the vision, mission, and program of the elected regional head; (d) meeting to prepare the initial draft of the RPJMD; (e) meetings and discussions in the field of regional, economic, and socio-cultural infrastructure development, discussing data and an overview of each field; (f) FGD preparatory meetings; (g) FGD that results in mapping and narrowing down problems in the field of regional, economic, and socio-cultural infrastructure development; (h) meeting for the preparation of the initial draft of the RPJMD, including the vision and mission of regional medium-term development, referring to the vision and mission of the elected regional head; (i) SKPD prepares a draft of the strategic plan-SKPD, referring to the initial draft of the RPJMD; (j) the refinement of the initial draft of the RPJMD using the draft strategic plan-SKPD as input, into the draft RPJMD; (k) consultation on the draft of the RPJMD and discussion on the preparation of the RPJMD musrenbang material with the consultant team; (l) RPJMD musrenbang; (m) preparation of the final draft of the RPJMD; (n) submission of the final draft of the RPJMD to the elected regent and the determination of the Kebumen Perbup No. 28 of 2005 concerning the Kebumen Regency RPJM for the year 2006-2010. The stages in the process of preparing the 2006-2010 RPJM in accordance with the regional development planning policy are the preparation of the preparation, the preparation of the initial draft, the implementation of the RPJM musrenbang, the preparation of the final draft, and the determination of the 2006-2010 RPJM. The stage in the process of preparing the 2006-2010 RPJM which is the development of the regional development planning policy is the

formation and consultation with the UGM team as a consultant and the accompanying technical aspects. Regents and officials from Bappeda have a central role in every stage of the preparation of the 2006–2010 RPJM. Legislative elements play a role in the FGD and RPJPM musrenbang stages. The technocratic approach is more dominant in the process of preparing the 2006–2010 RPJM and emphasizes more on the substance of medium-term planning. The development of regional development planning policies, the existence of RPJMN and provincial strategic plans, and technocratic techniques are factors that affect the process of preparing the 2006–2010 RPJM

4.1.3 The Process of Preparing the Kebumen Regency RPJMD in 2010–2015

The 2010–2015 RPJMD is a medium-term development plan phase 2 seen from the framework of the RPJPD. Although informal, the process of drafting the 2010–2015 RPJMD began when 2 pairs of candidates conducted a second round of campaigns for the election of the regent and deputy regent of Kebumen Regency. During the second round of the campaign, Bappeda collected data on the vision, mission, and program of 2 pairs of participants in the regent and deputy regent elections because of the short time for the preparation and determination of the RPJMD, which is no later than 3 months (according to article 19 paragraph 3 of Law No. 25 of 2004) or 6 months (according to article 15 paragraph 2 of Government Regulation No. 8 of 2008) after the regional head is inaugurated. If the data collection process awaits the winner of the election, or even the inauguration of the elected regional head, it is feared that Kebumen Regency cannot meet the provisions of article 19 paragraph 3 of Law No. 25 of 2004. Collecting data and information about the vision, mission, and programs of 2 pairs of candidates for regents and deputy regents to help Bappeda translate the vision, mission, and programs of the elected regional heads into their goals, strategies, policies, priority programs, and performance benchmarks. In the end, the election of the regent and deputy regent was won by H. Buyar Winarso, S.E and Djuwarni, Amd.Pd, who were inaugurated as the Regent and Deputy Regent of Kebumen on July 26, 2010. After the inauguration of the Regent and Deputy Regent of Kebumen, Bappeda continued the process of formally drafting the RPJMD. After the 2010–2015 RPJMD drafting team was formed, some team members clarified the vision, mission, and programs of the elected regional heads so that they are in line with the vision and mission of the 2005–2025 RPJPD and can be described and translated into goals, strategies, policies, and priority programs as well as performance benchmarks. Bappeda Kebumen has tried to minimize the possibility of misalignment of the vision, mission, and program of the regional head candidates with the vision and mission of the 2005–2025 RPJPD through the socialization of the substantive aspects of the 2005–2025 RPJPD to the successful team of the regional head candidates. In the end, Bappeda still has to adjust the vision, mission, and program of the elected regional head with the 2005–2025 RPJPD. The low compliance of the successful team and regional head candidates is due to: first, the regional head candidates prefer to offer populist programs rather than referring to the 2005–2025 RPJPD. Second, in the initial registration process, the candidates for regional heads have been asked to submit their visions, missions, and programs to the supporting political parties and KPUD. After the socialization of the 2005–2025 RPJPD, the candidates and their successful teams chose not to change the vision, mission, and programs that had been submitted to the supporting political parties and KPUD. Third, there are no sanctions for elected regional head candidates, even though the vision, mission, and programs they carry out are inconsistent with the 2005–2025 RPJPD. The drafting team of the RPJMD also reviewed the programs of the elected regional heads to be in accordance with regulations and can be included in the draft RPJMD. The study is intended to make the necessary adjustments so that these programs can be implemented by the elected regional heads.

The stages and processes of preparing the 2010–2015 RPJMD, in summary, are: (a) the informal process, Bappeda began to collect data on the vision, mission, and program of regional head candidates participating in the second round of elections; (b) the formal process, starting with the preparation stage, includes: (i) equalization of perceptions regarding the RPJMD and Government Regulation No. 8 of 2008 as the implementation regulations of Law No. 25 of 2004 and Law No. 32 of 2004; (ii) the formation of a team for the preparation of the draft RPJMD; (iii) the determination of the UGM Yogyakarta team as consultants; (c) the first consultation of the drafting team with the consultant team, discussing the steps and stages of preparing the RPJMD; (d) clarification and alignment of the vision, mission, and programs of the elected regional heads with the 2005–2025 RPJPD; (e) meeting to prepare the initial draft of the RPJMD; (f) meetings and discussions in the field of regional, economic, and socio-cultural infrastructure development; (g) FGD preparatory meetings; (h) the implementation of FGD, resulting in mapping and narrowing down problems and strategic issues in the field of government, people's welfare, regional infrastructure development, and economy for the next 5 years; (i) meeting for the preparation of the initial draft of the RPJMD, including the preparation of the vision and mission of regional medium-term development, which refers to the vision and mission of the elected regional head; (j) SKPD prepares a draft strategic plan-SKPD, which refers to the initial draft of the RPJMD; (k) refinement of the initial draft of the RPJMD by using the draft strategic plan-SKPD as input, into the draft RPJMD (l) consultation of the draft RPJMD with the consultant team; (m) musrenbang RPJMD; (n) preparation of the final draft of the RPJMD; (o) discussion of the final draft of the RPJMD with the DPRD; (p) refinement/evaluation of the draft RPJMD by the Central Java Provincial Government team; (q) the determination of Kebumen Regency Regional Regulation No. 17 of 2010 concerning the Kebumen Regency RPJMD for 2010–2015.

The next stage in the process of preparing the 2010–2015 RPJMD is in accordance with or is the development of the regional development planning policy. The appropriate stages are preparation for the preparation, preparation of the initial draft, implementation of the RPJMD musrenbang, preparation of the final draft, and determination of the 2010–2015 RPJMD. The stages that are the development of regional development planning policies are the formation and consultation with consultants

along with the informal process and accompanying technical aspects. The Regent and Bappeda apparatus have a central role in every stage of the preparation of the 2010–2015 RPJMD. Legislative elements play a role in the FGD stage, the RPJMD musrenbang, as well as the discussion and determination of the 2010-2015 RPJMD. NGO representatives participated as a team to prepare the Kebumen Regency RPJPD. The process of preparing the 2010–2015 RPJMD is dominated by the use of a technocratic approach and emphasizes the substance of medium-term planning. Factors that affect the process of preparing the 2010–2015 RPJMD are the development of regulations on the implementation of regional development planning policies, the existence of other development planning documents, and a technocratic approach.

4.1.4 The process of preparing the Kebumen Regency RKPD

The RKPD has an important role in the regional development planning system, because it translates the RPJMD into annual plans, programs, and budgeting. The process of preparing the RKPD is important to be studied so that it is known whether the RPJMD can be described into appropriate programs and activities and is able to deliver the achievement of the goals of the RPJMD. The process of preparing the nth year of the RKPD, 2015, for example, is substantive the same as the previous year's RKPD because it is an annual routine activity and the underlying policies of the preparation process are still the same. The process of preparing the nth year RKPD was carried out in n-1. Thus, the preparation of the RKPD in 2015, the preparation process was carried out in 2014. The stages and processes for the preparation of the nth year RKPD are: (1) Preparation of revenue assumptions and indicative ceilings for the nth year, which are divided into sub-sub-activities: (a) recapitulation of regional revenue and expenditure data for the last 5 years from the nth year; (b) coordination meeting (rakor) of revenue of the Regional Government Budget Team (TAPD) with the relevant Regional Apparatus Work Unit (SKPD); (c) Preparation of the ceiling and quota of the nth year of the sub-district (the sub-district quota is a form of innovation in the field of planning and budgeting in the form of an indicative ceiling at the sub-district level so that the community and the village government can know the allocation of the nth year of the village development budget); (d) the Nth year of the District and Village Expenditure Coordination Meeting; Determination of the Regent/Head of Bappeda regarding the Indicative Ceiling of Villages/Districts and District Quotas; Village/Village Musrenbang; Musrenbang District; *entry* for Village and District Renja; (2) Preparation of the initial draft of the nth year RKPD: *review* of the achievement of the 2010-2015 to n-2 RPJMD (within the period of the RPJMD); determination of the theme and priorities of regional development in the nth year; (3) Preparation of sectoral indicative ceilings/SKPD in the nth year: preparation of SKPD indicative ceilings; sectoral expenditure coordination meeting/SKPD for the nth year; SKPD forum/SKPD joint forum; and *entry* of the initial draft of the SKPD Work Plan (Renja); (4) Preparation of the Preliminary Draft of the nth year RKPD (*continued*): (a) identification and collection of data/information; (b) preparation of evaluation of the implementation of the RKPD in year n - 1 and the achievement of performance in government administration; (c) Preparation of analysis of regional conditions and problems; (d) Preparation of priorities and targets for regional development; (e) Preparation of the draft economic framework and regional financial policies; district musrenbang; *entry* Renja SKPD (2); provincial musrenbang; national musrenbang; (5) Preparation of the final draft of the nth year RKPD: (a) review of the final draft of the nth year of the RKP and provincial RKPD; (b) discussion of the final draft of the nth year of the RKPD: (i) final discussion of the evaluation of the implementation of last year's RKPD and the achievements of government implementation performance; (ii) final discussion of the draft regional economic framework and financial policy; (iii) *review* and final discussion of regional priority program and activity plans; verification of the initial draft of the nth year of the SKPD Renja; preparation of the Perbup on the RKPD; the process of legalization of the Perbup and the academic manuscript of the RKPD; determination of the nth year RKPD with the Perbup; Printing of the nth year of RKPD; RKPD distribution in the nth year; ratification of Renja SKPD with the Regent's Decree (SK); (6) preparation of the draft General Budget Policy (KUA) and Temporary Budget Ceiling Priorities (PPAS) for the nth year; preparation of the draft General Policy (KU) of the nth year of the APBD; discussion of the nth year APBD PPAS with the Regional Revenue, Financial Management and Asset Management Office (DPPKAD) and related SKPD; submission of the nth year of the KUA PPAS APBD to the DPRD.

The stages in the process of preparing the RKPD in accordance with the regional development planning policy are the preparation of the preparation, the preparation of the initial draft, the implementation of the musrenbang, the preparation of the final draft, and the determination of the RKPD. The preparation of the RKPD is a routine activity of the local government, in accordance with the provisions of the regional development planning policy. The preparation of the RKPD is relatively the same because the regional development planning policy that is the reference is still the same. The actors involved in the RKPD preparation process are the Kebumen Regency Government, ranging from village governments to districts, legislative elements, and community elements, both from NGOs and other community organizations. Executive institutions, in accordance with their level and main tasks and functions, have a central role in the annual development planning process, starting from the village to the district level. Legislative elements play a role in the musrenbang process and the discussion of the KUA PPAS. Representatives from the community, religious/community organizations, NGOs play a role in the musrenbang. Factors that affect the process of preparing the RKPD of Kebumen Regency are regional development planning policies, instructions from the central, provincial, and regent governments, as well as a technocratic approach. Musrenbang is a medium for formalizing and ratifying development program and activity proposals, while the actual discussion process of program and activity proposals is at the pre-musrenbang stage. Musrenbang as a deliberative forum for *regional development stakeholders*, is highly determined by the conditions, dynamics, and characteristics and abilities of executive leaders, the timing of the musrenbang, the similarity of information and musrenbang materials. The process of preparing the RKPD uses planning

techniques and emphasizes the substance of short-term (annual) planning. The KUA PPAS stage is a critical point in the regional planning and budgeting process that affects the final results of the regional planning and budgeting process.

4.1.5 Support for Programs and Activities in the 2006-2010 RKPD and 2011-2014 RKPD on the Agribusiness Vision of the Kebumen Regency RPJPD 2005-2025

The agribusiness vision of Kebumen Regency can be realized in 2025, if the RPJMD and RKPD consistently support it. Agribusiness as a business system, consists of 5 subsystems that are interrelated with each other, namely: (1) upstream subsystem (provision of production facilities); (2) subsystem of cultivation/farming; (3) the result processing subsystem; (4) marketing subsystem; and (5) supporting subsystems. Therefore, it is necessary to study agricultural programs and activities (in a broad sense) in the RKPD from 2006 to 2015.

4.1.6 RKPD Year 2006 to RKPD 2010

The 2006 RKPD to the 2010 RKPD is an elaboration of the 2006–2010 RPJM. The regional policy directions of the 2006 RKPD to the 2010 RKPD are:

- a. RKPD 2006: creating equitable development, especially basic services, with one of the agendas to develop agribusiness/agroindustry to increase the added value of agricultural production and farmers' income;
- b. RKPD 2007: increasing equitable development, especially basic services, with one of the agendas developing agribusiness/agroindustry to increase the added value of agricultural production and farmers' income;
- c. RKPD 2008: increase the equitable distribution of development, especially basic services, with one of its agendas in the agricultural sector, namely: (1) improving infrastructure facilities to support the development of agriculture, livestock, fisheries and marine, especially to support the increase in production; (2) intensification of agriculture and development of people's livestock through efforts to foster livestock health, capital assistance/rowing and improvement of livestock quality; and (3) the development of agricultural crop production centers;
- d. RKPD 2009 and 2010: increasing the role of MSMEs, improving the regional economic structure through the development of regional potential and superior products, increasing the productivity of agriculture, fisheries, marine, and forestry oriented to the agribusiness system, and improving the quality of products in the industrial, trade, and tourism sectors.

The above description shows that in the 2006 to 2010 RKPD, the agricultural sector became one of the agendas of the 2006, 2007, and 2008 RKPD and became one of the development directions in the 2009 RKPD and 2010 RKPD. In terms of documents, the 2006 RKPD to the 2010 RKPD support the vision of the 2005–2025 RPJPD. However, the support for the RKPD was due to a "planning accident", namely the "incorporation" of the RPJM and its RKPD into the 2005–2025 RPJPD because the planning document had been completed when the preparation of the 2005–2025 RPJPD was completed in 2010. An overview of the conformity of the RKPD to the RPJPD from the above document needs to be completed with an overview of the implementation of the 2006 RKPD to the 2010 RKPD, especially the allocation of expenditure for the agricultural sector. As a comparison, the allocation of expenditure for basic services including education, health, and public works is included as the direction of regional policy from RKPD 2006 to RKPD 2008. An overview of this is shown in Table 1.

Table 1

Proportion of Number of Programs and Activities for Agricultural Affairs and Budget for Basic Services and Agricultural Affairs to the Number of Regional Programs, Activities, and Expenditures in 2006 – 2010

No.	Proportion (In %)	Fiscal Year				
		2006	2007	2008	2009	2010
1.	The proportion of the number of programs for agricultural affairs in a broad sense with the total number of programs in each fiscal year	7.59	4.27	6.80	4.68	3.58
2.	The proportion of the number of activities for agricultural affairs in a broad sense with the number of all activities in each fiscal year	9.56	5.12	7.93	5.84	3.37
3.	Proportion of basic service budget to regional expenditure each fiscal year	64.71	67.09	69.49	69.04	71.22
4.	The proportion of the budget for agricultural affairs in a broad sense with regional expenditure every fiscal year	2.81	3.30	4.16	3.96	0.97

Source: LKPJ Kebumen Regent End of Fiscal Year 2006–2010

Table 1 illustrates the high proportion of the basic service budget and the low proportion of agricultural programs, activities, and budgets for the 2006–2010 fiscal year, even though both are regional policy directions in the RKPD. This picture shows that the Kebumen Regency Government's commitment is more on short-term planning or basic services, rather than efforts to achieve the agribusiness vision. In other words, agricultural affairs are not a priority for Kebumen Regency's development programs and activities. Thus, the Kebumen Regency Government is not consistent with the long-term development vision that has been set.

The next analysis examines efforts to achieve the vision of the RPJP by looking at activities in the agricultural sector based on the agribusiness system. An overview of this can be seen in the following Table 2.

Table 2

Categorization of Activities in the Agricultural Sector Based on the RKPDP Agribusiness System 2006 – 2010

No.	Subsystem	RKPDP Year									
		2006		2007		2008		2009		2010	
		Σ	%	Σ	%	Σ	%	Σ	%	Σ	%
1	Upstream (provision of production facilities)	14	22,2	14	19,7	4	8,9	8	15,7	4	14,3
2	Cultivation/farming	20	31,7	8	11,3	11	24,4	5	9,8	4	14,3
3	Processing Results	-	-	1	1,4	1	2,2	2	3,9	-	-
4	Marketing	-	-	2	2,8	-	-	1	2,0	1	3,6
5	Support	29	46,0	46	64,8	29	64,4	35	68,6	19	67,9

Source: LKPD Kebumen Regent End of Fiscal Year 2006–2010, Processed

Table 2 illustrates 5 subsystem activities of the agribusiness system. Not every fiscal year, activities in the agricultural sector include the 5 subsystems in the agribusiness system. Thus, efforts to build a solid agribusiness system foundation through the development of an integral agribusiness system which includes all 5 subsystems, have not been seen in the first 5 years in the long-term development period in Kebumen Regency.

4.1.7 RKPDP Year 2011 – 2014

The 2011 RKPDP is a transitional RKPDP because the 2006–2010 RPJM has ended, but the 2010–2015 RPJMD has not been prepared, waiting for the results of the direct elections. The preparation of the 2011 RKPDP refers to the 2005–2011 RPJP. RKPDP 2012–2014 elaboration of the 2010–2015 RPJMD. The following are the development priorities of Kebumen Regency based on the 2011 RKPDP to the 2014 RKPDP:

- RKPDP 2011: 5 development priorities, referring to the 2005–2025 RPJPD, including the development of agribusiness and MSMEs to realize a people's economy
- RKPDP 2012: 4 development priorities, referring to the priorities of the second year of the RPJMD in 2010–2015, including an increase in agricultural production, which refers to the priorities of the second year of the RPJMD 2010–2015, namely increasing production towards agribusiness-agro-industry
- RKPDP 2013: 4 priorities, referring to the priorities of the third year of the 2010–2015 RPJMD, but the issue of agriculture or agribusiness is not included in the strategic issue, policy direction, or regional development priorities in the RKPDP.
- RKPDP 2014: 4 priorities, referring to the priorities of the fourth year of the 2010–2015 RPJMD, the issue of agriculture or agribusiness is not included in the strategic issues, policy directions, and priorities of regional development in the RKPDP.

The description above shows that only the 2011 and 2012 RKPDP describe the vision of agribusiness, but the 2011 RKPDP is a transitional RKPDP. The inconsistency of regional development planning is interpreted by informants from academics, NGOs, and KTNA due to the Regent's low commitment to the agribusiness vision of the RPJP 2005–2025. Other indications are the construction of office buildings and markets during 2011 – 2014, as well as the physical development plan for 2015. The interpretation of the informant was confirmed by programs, activities, and budget allocations for agricultural affairs, as well as expenditure allocations for public works because the development of basic service infrastructure is one of the priorities of regional development in the 2011 RKPDP to the 2014 RKPDP. A complete picture of this can be seen in the following Table 3.

Table 3

Proportion of Number of Programs and Activities for Agricultural Affairs and Public Works and Agriculture Affairs Budget to the Number of Regional Programs, Activities, and Expenditures in 2011 – 2014

No.	Proportion (In %)	Fiscal Year			
		2011	2012	2013	2014
1.	The proportion of the number of programs for agricultural affairs in a broad sense with the total number of programs in each fiscal year	4,15	3,65	3,10	2,97
2.	The proportion of the number of activities for agricultural affairs in a broad sense with the number of all activities in each fiscal year	5,14	4,11	3,90	5,38
3.	The proportion of the public works budget to regional expenditure in each fiscal year	33,52	24,12	20,49	39,62
4.	The proportion of the budget for agricultural affairs in a broad sense with regional expenditure every fiscal year	4,15	4,39	2,34	2,52

Source: LKPD Kebumen Regent End of Fiscal Year 2011–2014

Table 3 illustrates the high proportion of the public works budget and the low proportion of agricultural programs, activities, and budgets for the 2011–2014 fiscal year. The public works budget, which declined in 2012 and 2013, increased quite significantly in 2014. The budget for agricultural affairs has decreased after it was not a priority for regional development in 2013–2014. During 2011–2014, the construction of 28 office buildings, schools, and regional public hospitals as well as 4 traditional markets was carried out with a budget of Rp183,321,656,846.00 or an average of Rp36,664,331,369.00 per year (only for the construction of traditional buildings and markets, outside other public works). The average budget for physical development is higher than the average expenditure on agricultural affairs which is Rp15,706,245,844.00 per year. This picture shows that agricultural affairs are not a priority for development programs and activities. Thus, the Kebumen Regency Government is not consistent with the long-term development vision that has been set. The Regent of Kebumen assessed that the RPJPD's agribusiness vision was not appropriate because of the narrow ownership of farmers' land, making it difficult to realize the vision by 2025. The Regent of Kebumen made a "breakthrough" by shifting it to the service and trade sectors, which are more prospective to be developed. The construction of office buildings and traditional markets is an implication of his choice in the service and trade sectors. When the service sector is developed, service is the spearhead so that it must appear convincing. He illustrated that a potential investor wants to take care of his investment plan so he has to go to the local government office. When the local government office seems unconvincing because the building is old, it can affect its investment intentions because it suspects that the procedures and services of the local government are as bad as the office buildings. Therefore, office buildings must be arranged and tidied up, while improving their human resources.

The selection of the service and trade sector is intended as a medium to encourage the agricultural sector, which will ultimately increase farmers' income and welfare. The rejuvenation of traditional markets will make it easier for farmers to sell their agricultural products, while opening up opportunities for prospective new traders. When the traditional market is neatly arranged, it will invite potential consumers so that the traditional market will be crowded with trade activities again. As with the previous analysis, the next analysis examines efforts to achieve the vision of the RPJP by looking at agricultural activities based on the agribusiness system. An overview of this can be seen in the following Table 4.

Table 4
Categorization of Activities in the Agricultural Sector Based on the RKPD Agribusiness System 2011 – 2014

No.	Subsystem	RKPD Year							
		2011		2012		2013		2014	
		Σ	%	Σ	%	Σ	%	Σ	%
1	Upstream (provision of production facilities)	3	14,3	8	21,6	6	13,6	10	18,2
2	Cultivation/farming	2	9,5	3	8,1	4	9,1	7	12,7
3	Processing Results			1	2,7	3	6,8	4	7,3
4	Marketing			1	2,7	2	4,5	3	5,5
5	Support	16	76,2	24	64,9	29	65,9	31	56,4

Source: LKPJ Kebumen Regent End of Fiscal Year 2011–2014, Processed

Table 4 illustrates that although the issue of agriculture or agribusiness is not included in the strategic issue, policy direction, or regional development priorities in the 2013 and 2014 RKPD, it does not mean that there are no programs and activities in the agricultural sector in the fiscal year. As shown in Table 4, the period 2011–2014 can carry out the five subsystem activities of the agribusiness system. However, programs and activities in the agricultural sector are routine programs and activities of the Agriculture Service and other agencies related to the agricultural sector. The same activities were found for 2010–2014, but with different indicators of activity performance, as in the following example.

Table 5
Comparison of Performance Indicators of Fisheries Production Management and Marketing Optimization Study Activities in 2011–2014

No.	Year	Performance Indicators
1.	2010	TPI Management in Kebumen Regency
2.	2011	(a) the payment of the honorarium of TPI managers as many as 35 people; (b) the availability of ATK/duplication and maintenance of 8 TPI
3.	2012	Implementation of the management and marketing of fishery production (payment of honorarium for TPI officers)
4.	2013	(a) the availability of 1 TPI equipment package; (b) payment of electricity accounts for 4 TPI; (c) the implementation of 1 book printing package for TPI activities; (d) the availability of 1 package of office stationery for TPI; and (e) the payment of the honorarium of TPI officers
5.	2014	The fulfillment of TPI operations in Kebumen Regency is in the form of shopping for TPI household materials/tools (boots, fish baskets, trash cans, and other household appliances), printing auction books (SPB, SPU, basket recap, and fisherman recap) and payment of daily wages for 29 TPI officers.

Source: LKPJ Kebumen Regent End of Fiscal Year 2010–2014

Other routine activities can still be found, such as fertilizer assistance for farmer groups, and other activities. The tendency of human resources planners to propose routine programs and activities or those that have been running is also seen in other Regional Apparatus Organizations. Programs and activities that tend to be the same and repeated, show that there is no structured and systematic program or *roadmap* to realize the agribusiness vision of Kebumen Regency. Efforts to achieve the agribusiness vision rely more on regular programs and activities, which are planned through the RKPD and APBD. The focus

on physical development and the low commitment of the regent to the agribusiness vision of Kebumen Regency is also a concern of the Kebumen Regency DPRD, which is seen in the Decree of the Kebumen Regency DPRD No. 170/8 of 2015 concerning the Recommendations of the Kebumen Regent to the LKPJ of the Kebumen Regent at the End of the 2014 Fiscal Year and AMJ for 2010-2015. One of the items of the recommendation is:

The DPRD highly highlights the consistency of development planning matters in implementing the mandate of the RPJPD and RPJMD. The DPRD assessed that planning affairs failed to translate the mandate of Regional Regulation No. 1 of 2010 concerning the RPJPD of Kebumen Regency and Regional Regulation No. 17 of 2010 concerning the RPJMD of Kebumen Regency so that there was an imbalance in performance and failed to take advantage of the huge potential of agribusiness in Kebumen Regency. Development planning matters are complacent by building many office buildings that are concentrated in urban areas. This has an impact on the decline in the GDP of the agricultural sector and the sluggish economic growth of Kebumen Regency.

The DPRD's recommendations are in line with the performance of agricultural affairs that have not reached the 2010-2015 RPJMD performance target. There are 4 indicators of program/activity performance in the 2010-2015 RPJMD, and only 1 indicator of program/activity performance has been achieved until 2014. It takes hard work to achieve the target of agricultural affairs in 2015 because if the annual performance achievement in 2015 is the same as in 2014, then the 2015 target will not be achieved.

5. Discussion

5.1 The process of preparing the 2005–2025 RPJPD

The process of preparing the 2005-2025 RPJPD is in accordance with or *compliance* with regional development planning policies, Permendagri No. 54 of 2010 concerning KLHS, as well as the use of technocratic, participatory, *top-down*, and *bottom-up approaches*. The *compliance* does not support the ideal scenario of planning and efforts to achieve the proclaimed vision because the preparation of the 2005-2025 RPJPD must *be in accordance with the* 2006-2010 RPJM that has been implemented, so it is not in accordance with the 5-year stages prepared in the RPJPD.

The phenomenon of *compliance* in the preparation process of the 2005–2025 RPJPD supports and expands Ripley's thesis. Ripley (1985) explained, there are 2 main perspectives in formative evaluation studies, namely *the compliance* perspective and *what's happening*. The process of preparing the 2005–2025 RPJPD shows the high degree of compliance of the Kebumen Regency Government to the regional development planning policies, the Central Government, and the Central Java Provincial Government. A high degree of compliance does not guarantee the ideal scenario for the preparation of the 2005–2025 RPJPD and its implementation. The determination of the 2005-2025 RPJPD in 2010 caused the first 5-year period (2005-2010) that was planned, only accommodating the 2006-2010 RPJM that had been implemented. The preparation of the 2005–2025 RPJPD is not complete for a period of 20 years because the 2005–2010 period "plans" the policies, programs, and regional development activities that have been completed.

The condition as described above, is also related to factors beyond the compliance of the 2005–2025 RPJPD preparation process with regional development planning policies. The development of regulations on the implementation of regional development planning policies as well as the existence of policies at the national level (RPJPN and national RTRW) and provincial (RPJPD and provincial RTRW), ultimately affect the process of preparing the 2005–2025 RPJPD in Kebumen Regency. The results of this study support Ripley's (1985) thesis on the perspective of *what's happening*, which assumes many factors that affect the implementation of a policy or program.

The phenomenon of preparing the 2005–2025 RPJPD also describes the use of methodologies or planning techniques, known as the technocratic approach. This is in line with the results of research by Sutoro Eko, et al. (2012) and Prasetyia and Wulandari P (2009) so that it shows that the technocratic approach is one of the factors that affect the process of preparing the 2005–2025 RPJPD. Law No. 25 of 2004 as a national and regional development planning policy places bureaucrats as the main actors in the preparation of the RPJPD so that the technocratic approach is also one of the factors that affect the process and the 2005-2025 RPJPD.

The description of the various techniques used and the substance of the RPJPD as described above, is in line with Faludi (1973). That the process of preparing long-term planning (RPJPD) adheres to *procedural theory (theory of planning)* and *substantive theory (theory in planning)*. This can be seen in the results of other disciplines, at least geography, sociology, economics, and agriculture which are inputs in the planning process (namely the preparation of the 2005–2025 RPJPD) with various methods of planning analysis, which then produce *an output* in the form of the 2005–2025 RPJPD (Jayadinata, 1986).

The process of preparing the vision and mission in the 2005-2005 RPJPD cannot be separated from the concept of strategic management. That strategic management in local governments leads more to the strategic planning system approach. With regard to strategic planning, Olsen and Eadie (Bryson, 2008), describe strategic planning as a disciplined effort to make

important decisions and actions that shape and guide how an organization (or other entity) becomes, what an organization (or other entity) does, and why an organization (or other entity) does such a thing. Allison and Kaye (2005) define strategic planning as a management tool, and like every management tool, it is used for only one purpose -- to help organizations do their jobs better.

Based on the combination of the 2 opinions of the experts above, and associated with the process of preparing the 2005-2025 RPJPD, it appears that there is a process of formulating important decisions and actions on the vision and mission of the local government, which is accompanied by building the involvement of key stakeholders, so that the local government can better perform its duties through the realization of its vision and mission. In other words, the strategic plan is divided into several elaborations, among which is the 20-year RPJPD which contains the vision, mission, and direction of regional development.

Based on the findings and discussion above, 3 minor propositions can be prepared as follows. First, a high degree of compliance with policies and administrative hierarchies does not guarantee the realization of the ideal scenario of the regional long-term development planning process. Second, the process of preparing regional long-term development plans uses a technocratic approach that emphasizes the substance of regional long-term development plans. Third, factors that affect the process of preparing the RPJPD are compliance in the administrative hierarchy, the development of regulations for the implementation of regional development planning policies, the existence of RPJPN, provincial RPJPD, and other central and regional documents related to long-term planning, as well as the use of a technocratic approach.

5.2 *The process of preparing the 2006–2010 RPJM and the 2010–2015 RPJMD*

A brief overview of the process of preparing the 2006-2010 RPJM and the 2010-2015 RPJMD shows the same substantive stages. The stages in question are; (a) preparation of preliminary drafts; (b) the implementation of musrenbang; (c) formulation of the final draft; and (d) determination. The description of the process and stages of the preparation of the two RPJMDs shows a form of *compliance* with the policies that govern the RPJMD preparation process.

Even though the substantive stages are the same, there are differences in the preparation of the 2006-2010 RPJM and the 2010-2015 RPJMD, namely: (1) the process of aligning the vision and mission of the elected regional heads in the 2010 election with the vision and mission of the 2005-2025 RPJMD. In the process of preparing the 2006–2010 RPJM, there was no stage of aligning the vision and mission of the regional heads because the preparation preceded the preparation of the 2005–2025 RPJPD; (2) The 2006-2010 RPJM is stipulated through the Perbup (referring to article 19 paragraph 3 of Law No. 25 of 2004), while the 2010-2015 RPJMD is stipulated through the Regional Regulation (referring to article 150 paragraph 3 letter e of Law No. 32 of 2004).

Efforts to clarify the vision and mission of the RPJMD are in line with Santoso's (2008) research with the difference in the statement of vision and mission offered by the elected regional head, has not changed because it is considered '*given*', except at the will of the elected regional head.

The description of the vision and mission of the elected regional head that will determine consistency in regional development planning above, seems to be in line with the results of Syarif Hidayat's (2010) research. Even though the level of *compliance* with the provisions for the preparation of regional development planning as regulated in the regional development planning policy is high, there are other factors that also determine the consistency of regional development planning, namely the interaction between the elected regional heads, Bappeda which is institutionally responsible for the preparation of the RPJMD, and other drafting teams including expert teams.

The stages and processes of preparing the RPJPD and RPJMD of Kebumen Regency seem to support and expand Ripley's (1985) thesis on *the perspective of compliance* and *what's happening*. Regarding Ripley's perspective, the description of the formulation of the RPJPD and RPJMD of Kebumen Regency shows a high degree of compliance from the Kebumen Regency Government to the regional development planning policy, the Central Java Provincial Government, and the central government.

The last form of *compliance* in the process of preparing 2 regional medium-term development planning documents is the use of technocratic, participatory, top-down, and *bottom-up* approaches during the preparation process. Especially for the process of preparing the 2010-2015 RPJMD, it begins with a political approach. In the process of preparing the RPJMD, the use of planning methodologies is also depicted. This can be seen in the stages that are implemented, such as the stages of preparation, implementation, and determination. The description of the use of the above techniques shows the use of *procedural* theory and *substantive* theory in the process of preparing the Kebumen Regency RPJMD. Thus, this is in line with Faludi's thesis (1973).

In addition to the above, this study also shows that the high degree of compliance from the Kebumen Regency Government to the Central Java Provincial Government and the central government does not necessarily lead to consistency between the RPJMD and the RPJPD. However, this is also related to factors outside of compliance that also affect the consistency of

regional development planning. The development of regulations for the implementation of regional development planning policies and the existence of policies related to the district/city RPJPD at the provincial and national government levels are factors that affect the implementation of development planning policies in Kebumen Regency. The results of this study support Ripley's (1985) thesis on the perspective of *what's happening*, which assumes many factors that affect the implementation of a policy or program.

Based on the findings and discussions above, 3 minor propositions can be compiled as follows. First, a high degree of compliance with policies and administrative hierarchies does not guarantee the consistency of the RPJMD with the RPJPD so that the implementation of the RPJPD is not as idealized. Second, factors that affect the consistency of the RPJMD with the RPJPD are compliance with regional development planning policies and the administrative hierarchy, the development of regulations for the implementation of regional development planning policies, the existence of policies related to the district/city RPJMD at the provincial and central government levels, as well as the choice of vision and mission of the elected regional heads. Third, the process of preparing regional medium-term development plans uses planning techniques and emphasizes the substance of regional medium-term development plans.

5.3 The Process of Preparing the Kebumen Regency RKPDP

The preparation of the RKPDP is a form of implementation of regional development planning policies in Kebumen Regency. The results of the analysis of the RKPDP preparation process with the Strauss and Corbin (1990) analysis model, show 2 core categories, namely: (1) the process of preparing the RKPDP of Kebumen Regency through several stages, and (2) the characteristics of the process of preparing the RKPDP of Kebumen Regency.

The stages and process of preparing the RKPDP of Kebumen Regency show its suitability with the RKPDP preparation policy, if there is a difference due to the development in the RKPDP preparation process to accommodate the needs of the district. Thus, it can be stated that the degree of compliance with regional development planning policies in the process of preparing the RKPDP of Kebumen Regency (Ripley, 1985) can be stated. The process of preparing the RKPDP above shows its conformity with the opinion of Tjokroamidjojo (1976) regarding the aspects that need to be done to be able to prepare a good and operational annual plan.

The process of preparing the Kebumen Regency RPJPD is clear about the use of planning methodology. In addition to being seen in the stages that are implemented, it is also seen in the techniques used and the use of various documents that must be used as a reference in each stage of preparation. Thus, this is in line with Faludi (1973).

RKPDP has an important function in the regional planning system, because it translates medium-term development plans or strategic plans (RPJMD and Strategic Plan SKPD) into annual programs, activities, and budgeting. Therefore, in terms of substance, the RKPDP answers operational matters, from how the regional development performance in past years, whether the theme and policy of the nth year of the RKPDP, to how the budget allocation policy is.

As described earlier, the first critical point of the RKPDP preparation process is in the musrenbang process, both at the village, sub-district, and district levels. That *the top-down* and *bottom-up* approaches are something that goes hand in hand because they cannot be separated from each other. In the past, *the top-down* approach was very condensed. The *bottom-up* mechanism is now increasingly echoing in the midst of development (see Suhirman and Indrayana in Bastian, 2006). However, based on the presentation and results of data analysis, it appears that musrenbang as a medium for community participation is still not as expected because it is still very determined by the conditions, dynamics, and characteristics and abilities of executive leaders, the timing of the musrenbang, the similarity of information and musrenbang materials. In addition, the bureaucratic attitude that considers that the community is still incapable and when "released" (only using a *bottom-up* approach) shows that some regional bureaucracies still use the past thinking patterns and approaches. The expression of some people that the time for holding the musrenbang is too short when compared to its purpose so that the musrenbang is considered only a formality to fulfill the provisions in the regional development planning policy. However, the community's expression was responded to by the bureaucracy that it was true that musrenbang was a medium for formalizing and ratifying development program proposals and activities, at least reflecting the above. The time for holding the musrenbang is considered too short so that it is considered only a formality, in line with the research results of Nasution (2007) and the PKP2A III AND Samarinda (2010) Study Team.

In addition to musrenbang, based on the presentation and results of data analysis, it appears that other critical points exist at the KUA PPAS stage. This stage is more elitist because it only involves the executive (TAPD) with the DPRD (Banggar). Although this is in line with Permendagri No. 13 of 2006, in practice the discussion of KUA PPAS is not fully aligned with the policy because it still includes programs and activities in the name of aspirations, priorities, urgency, and so on, which can beat the proposed programs and activities as a result of the musrenbang. This opportunity seems more free because the discussion of KUA PPAS without involvement and without obligation to convey the results to the public. Thus, it can be stated that the KUA PPAS stage is a critical point in the regional planning and budgeting process that can affect the final results of the regional planning and budgeting process. The elitist nature of the discussion of KUA PPAS as expressed above, is in line

with the results of research by Sutoro Eko, et al. (2012). That, residents have space and arena in SPPN, but they do not have arena and access to budgeting at all. The budget committee from both the local government and the DPRD appears to be the final determining actor in the output of the priority list of development proposals that will be financed by the APBD. Thus, the role of parliament does not stand out in the realm of planning, but is accommodated in budgeting.

Based on the findings and discussions above, a minor proposition can be prepared as follows.

The process of preparing regional short-term development plans uses planning techniques and emphasizes the substance of regional short-term planning.

5.4 Support for Programs and Activities in RKPD 2006 to RKPD 2010 and RKPD 2011 to RKPD 2014 to the Agribusiness Vision of RPJPD Kebumen Regency

In the end, the programs and activities in the RKPD will determine the realization of the vision and mission of regional medium and long-term development. The support of programs and activities in the RKPD 2006 to RKPD 2010 and RKPD 2011 to RKPD 2014 to the agribusiness vision of Kebumen Regency is low. The low support for RKPD 2011 to RKPD 2014 programs and activities is due to the 2010–2015 RPJMD which is inconsistent with the 2005–2025 RPJPD. The findings of this study strengthen and expand the results of the research on Carnitis and Culminism (2009) and the Voter Education Network for the People or JPPR (see <http://www.jppr.or.id/publikasi/hasil-kajian-jppr-terhadap-visi-misi-dan-program-pasangan-calon-dalam-pilkada-serentak-2015-889> for details). In addition to the open political recruitment system, other factors that also affect the consistency of regional development plans and implementation are the regent's interpretation of regional development planning policies and the regent's low commitment to the long-term development vision. In the end, the overview of the support of programs and activities in the 2006-2010 RKPD and the 2011-2014 RKPD on the agribusiness vision of Kebumen Regency cannot be separated from the stages and processes of preparing the RPJPD, RPJMD, and RKPD. The stages and processes of preparing RPJPD, RPJMD, and RKPD in Kebumen Regency strengthen the thesis of Parson's critics (2001) about the staged (*stagist*) or cyclical approach.

The results of this study also show that at the macro level, namely RPJPD and meso in RPJMD, it will have implications at the micro level in the form of programs and activities in the RKPD. When the RPJPD and RPJMD show a lack of connection, it will ultimately affect the programs and policies chosen. That the regent's policy choice will determine the choice of development programs and activities, which in turn will also determine the achievement of the long-term development vision of Kebumen Regency. The results of this study are also in line with the perspective of Kumar (2001), that the regional development planning process is a form of *decentralized planning*, but often the planning documents it produces are not in accordance with the needs of the community. Criticism of the choice of programs and activities of the Kebumen Regent which is considered not in line with the 2005-2025 RPJPD, more or less shows this. That when it has become a regional regulation, formally the vision in the 2005-2025 RPJPD has become the common property of the people of Kebumen Regency. When the stages of development designed to achieve the vision are not implemented properly, it essentially shows a lack of ability to utilize limited publicly-owned policy resources. This condition, in the end, will harm the people of Kebumen Regency. However, this still requires further study, in the sense of how the short-term and long-term impact of the Kebumen Regent's development programs and activities on the welfare of the people of the district. In the end, the low support of programs and activities in the 2006 RKPD to RKPD 2010 and RKPD 2011 to RKPD 2014 to the agribusiness vision shows the inconsistency between the 2010–2015 RPJMD and the 2005–2025 RPJPD. This refers to the *Plan Compatability/Consistency*, which requires the RPJPD 2005–2025 as a more strategic plan, should be adopted by the RPJMD 2010–2015, as a more operational plan. Similarly, if referring to the *Principles of Good Regulation* which, among other things, states that new regulations must consider applicable regulations. The 2010–2015 RPJMD as a policy product prepared after the 2005–2025 RPJPD, of course, must consider the 2005–2025 RPJPD, and the policies that govern both.

In addition to the *Principles of Good Regulation*, the low allocation of funds from the Kebumen Regency APBD so: (1) does not support efforts to achieve the vision of the RPJPD; and (2) the low consistency of the 2006–2010 RKPD, 2006–2010 RPJD, 2011–2014 RKPD, and 2010–2015 RPJM with the 2005–2025 RPJPD, in line with the research of Sopian (2007), Mulyati (2010), Vitola and Senfelde (2010), Meldayeni (2011), and Cimmins and Skinkis (2011).

Based on the findings and discussions above, a minor proposition can be prepared as follows.

- (1). The change of regional heads through an open political recruitment system, the interpretation of regional heads of development planning documents and regional conditions, and the low commitment of regional heads to the long-term development vision of the regions affect the consistency and implementation of regional development plans.
- (2). The process of preparing regional long-term development plans at the end of the implementation of medium-term development plans and local government work plans, shows a policy cycle that is not in order from the stages of policy formulation, implementation, and evaluation.

- (3). The process of preparing regional long-term, medium, and annual development plans as a form of decentralized planning has not been able to produce planning documents that support the long-term development vision due to the interpretation and choice of programs and activities of regional heads.

5.5 Major Propositions

The minor propositions above are essentially the answers to the problems and objectives of this research. Based on the minor propositions above, a major proposition can be prepared which is the final answer to the theme or title of this dissertation. The major propositions in question are as follows.

A high degree of compliance in the administrative hierarchy, positive interpretation and commitment of regional heads to the long-term development vision, the use of *procedural* and *substantive* theories, and the high capacity of human resources planners will support the consistency of development planning and the long-term development vision of the region.

Based on the description above, the relevance of the major proposition to several previous studies can be summarized. The summary is presented in the form of a table of the relevance of major propositions to previous research. The table in question is the following table of 50.

Table 6
Relevance of the Major Proposition to Previous Research

Major Proposition	Relevance to previous research
A high degree of compliance in the administrative hierarchy, positive interpretation and commitment of regional heads to the long-term development vision, the use of <i>procedural</i> and <i>substantive theories</i> , and the high capacity of human resources planners will support the consistency of development planning that supports the long-term development vision of the region.	Edvins Karnitis and Maris Kucinskis (2009), " <i>Strategic Planning and Management of National Development Processes in Latvia</i> " Syarif Hidayat (2010), " <i>Regional Elections and Shifts in the Regional Development Planning System: A Case Study of Banten Province</i> " Nursini (2011), " <i>Modeling the Consistency of Planning and Budgeting in Increasing the Efficiency and Effectiveness of Regional Autonomy (Case of Regency/City in South Sulawesi)</i> " Dudi Iskandar, Rina Bukit, and Idhar Yahya (2013), " <i>The Influence of Human Resource Capacity, Budget Planning and Budgeting Politics, with Public Transparency as a Moderating Variable on the Synchronization of APBD Documents with KUA-PPAS Documents in the Southeast Aceh Regency Government</i> "

Source: Research Results

5.6 Model Recommendations

In addition to the findings and research propositions as outlined above, based on the discussion, recommendations for regional development planning policy models that are able to support the consistency of regional development planning can be prepared. The policy model in question is as shown on the following page.

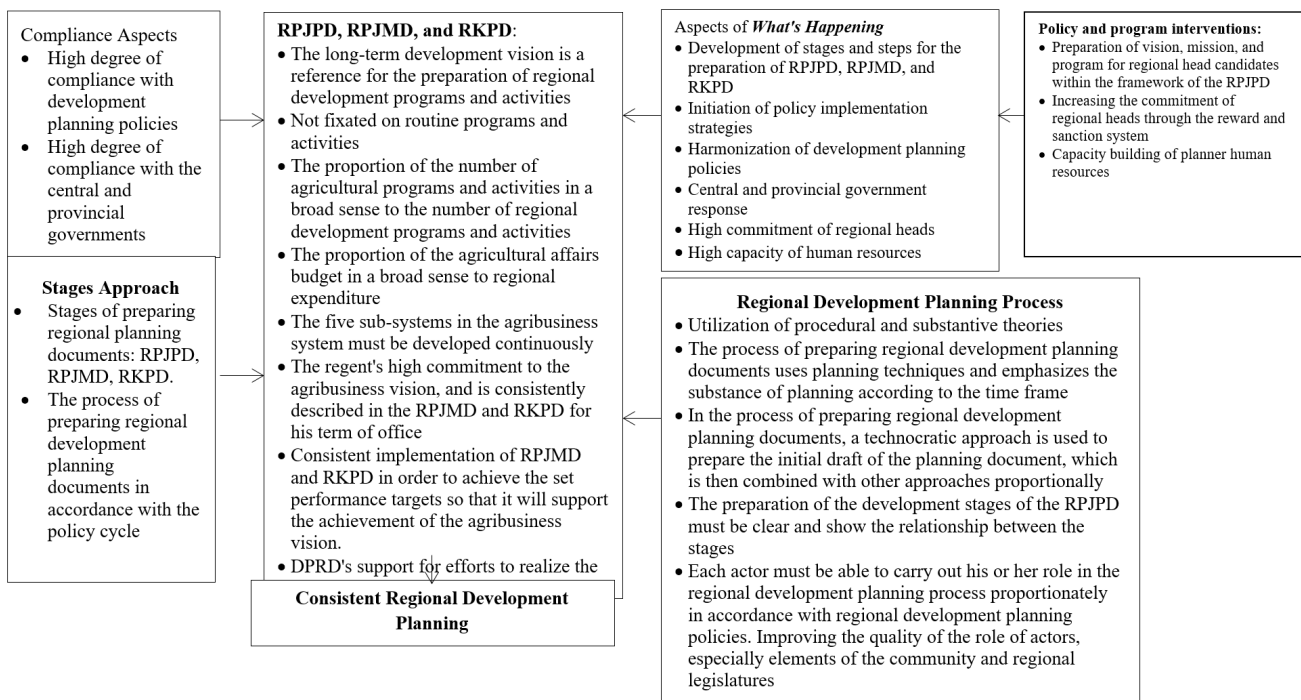


Fig. 1. Model Recommendations for Realizing Consistent Regional Development Planning

The findings and discussion have not answered the problem formulation presented well. It needs major revision by rearranging irrelevant sentences and paragraphs, quotes that are appropriate to the topic. It is too confusing because the discussion is not able to answer the problem formulation well. You use qualitative methods, but the findings are not like literature studies and documentation. These findings must be able to answer the research problem formulation using qualitative methods, which means field research and perhaps some interview results.

6. Conclusion

Based on the description in the previous chapter, the conclusion of this study is:

- a. The process of preparing the 2005-2025 RPJPD is carried out in accordance with the regional development planning policy and the accompanying administrative hierarchy. The process of preparing the RPJPD begins with an initial discussion; formation of a drafting team, consultation with the provincial government and the consultant team, data collection, FGD preparation meeting, FGD implementation, preparation of the initial draft of the RPJPD, preparation of the RPJP musrenbang, RPJPD musrenbang, preparation of the final draft of the RPJPD, consultation and discussion of the final draft of the RPJPD with the consultant team, final discussion of the results of the consultation with the consultant, discussion of the final draft of the RPJPD together with the DPRD, and determination of the final draft of the RPJPD into the RPJPD 2005–2025 through regional regulations.
The policy actors involved in the RPJPD preparation process are regional executive and legislative elements as well as community elements, consisting of community organizations, NGOs, and local universities. Although the level of compliance of policy actors with the policies governing the preparation of the RPJPD is in the high category, environmental factors also affect the process of preparing the RPJPD.
- b. The process of preparing the 2006-2010 RPJM was carried out in accordance with the regional development planning policy. The process of preparing the RPJMD begins with: (1) the preparation stage, including: (i) equalizing perceptions about the RPJMD and its regulations, (ii) forming a drafting team; (iii) determination of the consultant team; (2) first consultation with the consultant team; (3) clarification of the vision, mission, and program of the elected regional head; (4) preparatory meeting for the preparation of the initial draft of the RPJMD; (5) field meetings and discussions; (6) FGD preparation meeting; (7) FGD; (8) meeting for the preparation of the initial draft of the RPJMD; (9) the preparation of the draft strategic plan-SKPD which refers to the initial draft of the RPJMD; (10) refinement of the initial draft of the RPJMD by using the draft strategic plan-SKPD as input, into the draft RPJMD; (11) consultation on the draft of the RPJMD with consultants; (12) musrenbang RPJMD; (13) preparation of the final draft of the RPJMD; (14) submission of the final draft of the RPJMD to the elected regent and the determination of the RPJM for the year 2006–2010 through the regent regulation.
The process of preparing the 2010-2015 RPJMD is carried out in accordance with the regional development planning policy. The process of preparing the RPJMD, begins with: (1) an informal process, (2) the preparation stage, including: (i) equalization of perceptions regarding the RPJMD and its regulations (ii) the formation of a drafting team (iii) the determination of a consultant team; (3) first consultation with a consultant; (4) clarification and alignment of the vision, mission, and programs of the elected regional heads with the 2005–2025 RPJPD; (5) preparatory meeting for the preparation of the initial draft of the RPJMD; (6) meetings and discussions in the field of development; (7) FGD preparation meeting; (8) the implementation of FGD; (9) meeting for the preparation of the initial draft of the RPJMD; (10) the preparation of the draft strategic plan-SKPD by the heads of SKPD; (11) refinement of the initial draft of the RPJMD, by using the draft strategic plan-SKPD as input, into the draft RPJMD (12) consultation of the draft RPJMD with consultants; (13) RPJMD musrenbang; (14) preparation of the final draft of the RPJMD; (15) discussion of the final draft of the RPJMD with the DPRD; (16) the determination of the definitive RPJMD for 2010-2015 through regional regulations. The policy actors involved in the process of preparing the RPJMD are regional executive and legislative elements as well as community elements, consisting of community organizations, NGOs, and local universities. Although the level of compliance of policy actors with the policies governing the preparation of the RPJMD is in the high category, environmental factors also affect the process of preparing the RPJMD.
- c. The process of preparing the 2006–2014 RKPD has the same pattern because of the policies that govern it. The stages of the process of preparing the RKPD for the nth year, are (1) the preparation of revenue assumptions and indicative ceilings for the nth year, which includes: (i) recapitulation of regional revenue and expenditure data for the 5th fiscal year before the nth year; (ii) joint revenue coordination meeting between TAPD and related SKPD; (iii) the preparation of the sub-district ceiling (in 2015 and earlier, plus the sub-district quota ceiling for the nth year); (iv) the Nth year of the District and Village Expenditure Coordination Meeting; and (v) the determination of the SE of the regent/head of Bappeda regarding the indicative ceiling of the village/sub-district (and the sub-district quota for the years before 2016); (2) village/sub-district musrenbang; (3) sub-district musrenbang; (4) the preparation of the initial draft of the nth year RKPD, including: (i) *review* of the achievement of the current year's RPJMD; (ii) determination of regional development themes and priorities for the nth year; (5) the preparation of the sectoral indicative ceiling/SKPD for the nth year, including: (i) the preparation of the SKPD indicative ceiling; (ii) the coordination meeting of sectoral expenditure/SKPD for the nth year; (iii) SKPD forum/SKPD joint forum; (iv) entry of the initial draft of the SKPD plan; (6) preparation of the initial draft of the nth year RKPD (continued); (7) the district musrenbang, which is followed by *the SKPD* renja entry (2); (8) preparation of the final draft of the nth year RKPD; (9) process the preparation of the regent regulation on

the nth year RKPD and the preparation of the draft of the PPAS KUA, submit the nth year of the KUA PPAS APBD to the DPRD; (10) the process of legalization of regent regulations and RKPD academic manuscripts; (11) Determination of the nth year RKPD through the regent regulation.

- d. The process of developing the agribusiness system during the fiscal year 2006-2010 and the fiscal year 2011-2014 is still partial because the five subsystems in the agribusiness system have not been developed continuously.

The average realization of agricultural expenditure on the realization of regional expenditure in the fiscal year 2006-2010 was 3.04 percent, so it did not support the development of agribusiness-oriented agriculture as one of the development directions in the 2006 to 2010 RKPD.

The average realization of agricultural affairs expenditure to the realization of regional expenditure during 2010-2014 was 3.35 percent, so that until 2014, the performance target of agricultural affairs in the 2010-2015 RPJMD was not achieved.

The 2010–2015 RPJMD is inconsistent with the 2010–2015 RPJPD, which is shown by: (1) the regent's disapproval of the district's agribusiness vision, (2) agricultural development programs and activities are more routine than structured and systematic efforts to realize agribusiness development, (3) the allocation of agricultural expenditure is very low, (4) it is more oriented towards physical development in the form of office buildings and regional markets, (5) until 2014, the performance target of agricultural affairs in the 2010–2015 RPJMD failed to be achieved, and (6) regional legislative assessment.

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