

ANALYSIS OF DEVELOPMENT PLANNING PERFORMANCE TO INCREASE THE VALUE OF PUBLIC SERVICES: AN ANALYSIS OF THE DEVELOPMENT PLANNING PROCESS FOR 2019-2021 AT LEMBATA REGIONAL RESEARCH AND DEVELOPMENT PLANNING AGENCY

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ABSTRACT

The goal of regional autonomy can be achieved through development, which is preceded by a plan. Therefore, planning becomes the benchmark for the success of a development. This article analyzes the planning performance for the 2019 to 2021 plan years at the Regional Research and Development Planning Agency (Bappelitbangda) of Lembata Regency. This analysis aims to determine the extent to which the outputs produced can be used to produce outcomes that touch more on the aspects and needs of the community and become a consideration for the Head of Bappelitbangda in taking strategic steps to improve planning performance and the value of public services. The measurement of performance indicators at Bappelitbangda uses performance identification criteria according to Mahsun (2006), namely inputs, processes, outputs, outcomes, benefits, and impacts. Measurement and analysis can only be done on input, process, output, and outcome groups. The results of the analysis show that planning performance in Bappelitbangda is still output-focused and not outcome-focused, which is indicated by the unbalanced proportion between the funds spent (inputs) and the outcomes produced. Based on the results of this simple analysis, it is expected that Bappelitbangda needs to carry out strategies for future planning improvements by considering aspects of the composition of the drafting team, work mechanisms, and understanding and meaning of the drafting team towards the importance of planning documents.

KEYWORDS:

Local development planning, planning documents, planning performance, public service value

INTRODUCTION

Regional autonomy is a manifestation of decentralization that provides more opportunities for the community to participate in the development process. The actualization of achieving the objectives in autonomy includes the consistent application of principles, principles, objectives, and mechanisms of development planning. Good development is a development that is carried out with quality planning in a synergized and credible manner. According to Soekartawi, (1990), the importance of planning aspects associated with aspects of development can be classified into two main topics, namely (1) planning as a development tool; and (2) planning as a measure of the success or failure of the development. Faludi, (1973) divides planning into two models, namely: First, the theory of planning or procedural theory which explains the principles, procedures, and normative steps that should/should be carried out logically to explain

the stages in the planning process to produce effective outputs and outcomes; second, theory in planning or substantive theory explains that planning requires the contribution of other sciences which methodologically can be used to measure the validity of the plan results. In practice, these two models must be well collaborated.

Regarding planning, especially in the regions stipulated in Article 33 of Law Number 25 of 2004 concerning the National Development Planning System, the Head of the Region organizes and is responsible for development planning in the region, assisted by the Head of Bappeda. This means that regional development plans are coordinated, synergized, and harmonized by Bappeda. The planning documents produced by Bappeda consist of the Regional Long-Term Development Plan (RPJPD), the Regional Medium-Term Development Plan (RPJMD), and the Regional Government Work Plan (RKPD). Regional apparatus then translates these documents according to their respective duties and functions into Strategic Plans (Renstra) and Work Plans (Renja). Planning starts from the RPJPD, based on the RPJPD then the RPJMD is prepared which is also a translation of the vision, and mission of the elected Regional Head and Deputy Regional Head. The RPJMD is then annually elaborated in the RKPD. The RKPD is used as a guideline in the preparation of the R-APBD.

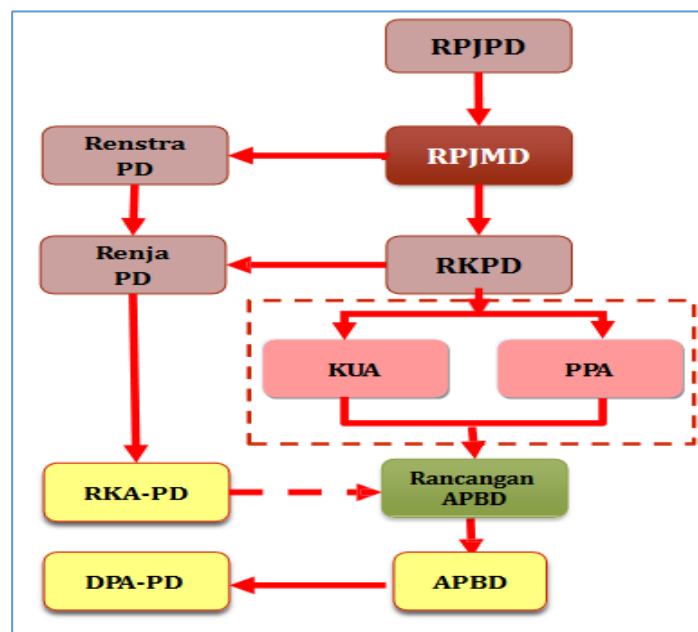


Figure 1. Hierarchy of Planning Documents (Source: Law No.23 Year 2014 and Permendagri 86/2017 (in Hadiwijoyo and Anisa, 2019)

APBD is a policy instrument used as a tool to improve public services and community welfare in the regions. Therefore, the RKPD, which is the output of Bappeda, determines the quality of the APBD which is implemented by all regional apparatus through the DPA. The planning made will be the initial determinant of subsequent processes. The series of activities consisting of planning, budgeting, implementation, control, and evaluation ultimately lead to the resulting performance. The resulting performance needs to be analyzed so that it can be used as one of the inputs for improving planning to improve the quality of performance in the following year. When associated with public services,

Cole & Parston, (2006) state that after collecting performance information from the Public Service Value analysis, the next question is how public managers can use this information to identify specific changes that need to be made to improve performance and unlocking public value.

In Lembata District, the achievement of results as stated in the planning document is still far from expectations. This can be seen from the results of the 2019-2021 Lembata Regency Government Agency Performance Accountability (AKIP) assessment, as in the following table:

Table 1. Lembata Regency AKIP Score 2019-2021

Year	AKIP Score	Predicate	Interpretation
2019	48,55	C	Less
2020	48,63	C	Less
2021	48,91	C	Less

Source: Organisation Section of Lembata Regency Secretariat, 2022

This interpretation means that the system and order in AKIP are less reliable, and the performance management system has not been implemented so there is still a need for many fundamental improvements. By the provisions of the Regulation of the Minister of Administrative Reform and Bureaucratic Reform (Permenpan-RB) Number 12 of 2015 which was later updated with Permenpan-RB Number 88 of 2021 concerning the Evaluation of Government Agency Performance Accountability, this measurement is carried out by measuring performance realization and comparing it with the targets planned in the planning document. The most influential weight in this assessment is "planning documents that contain regional performance every year" The RKPD as a regional operational planning document as well as the output of the Lembata Regency Bappelitbangda has not yet provided a good outcome. This means that the output produced has not fully guided the implementation of development so good and quality outcomes are not achieved optimally.

The brief description above describes some of the planning performance in Lembata Regency. For this reason, it is necessary to know the overall planning performance information. With this performance information, a performance analysis is then carried out which can help the Head of Bappelitbangda make strategic decisions to produce a quality RKPD in the next planning period which can certainly improve the performance of Bappelitbangda and the value of public services within the Lembata Regency Regional Government.

LITERATURE REVIEW

Regional Autonomy

Regional autonomy is the essence of decentralized governance. The implementation of decentralization requires the division of government affairs between the government and autonomous regions. As stated by Rasyid, in Raharjo, (2022) the vision of regional autonomy itself is formulated in three main spheres of interaction, namely: political, economic, and socio-cultural. Based on this vision, the basic concept of regional autonomy emerged which underlies the birth of various laws and regulations governing

regional autonomy in Indonesia to date. The ultimate goal of regional autonomy is to improve services and the quality of life of the community.

For the concept of implementing regional autonomy to run well, one of the main principles that guide the implementation of regional governance is the application of good governance to increase and equalize community income, employment opportunities, and business opportunities, improve access and quality of public services, and regional competitiveness. This can be achieved by implementing regional development, and to carry out development, the first step that must be taken is through regional development planning.

Regional Development Planning

Development planning is the initial stage in the development process before it is implemented. Moeljarto Tjokrowinoto, (1993) in Hadiwijoyo & Anisa, (2019) gives the meaning of development planning as a concept that involves two aspects, namely: (1) as a process of formulating a development plan related to the activities of how a development plan is prepared, when and who are the parties involved in the planning process; (2) as the substance of a development plan that talks about what the contents of the development plan have been prepared, the main problems and strategic issues that are urgent to be resolved in development. The formulation of planning must go through several processes or stages. According to Catanese & Snyder (1984) in Yusnita, (2020) the planning process consists of several things including (1) problem diagnosis; (2) goal formulation; (3) estimates and projections; (4) alternative development; (5) feasibility analysis; (6) evaluation; (7) implementation.

Regarding regional development planning, according to Bintaro, (1980) in Patarai, (2016) states that the main elements that must be included in planning are: (1) the existence of policies or basic strategies for development plans or often referred to as development goals, directions, priorities and objectives; (2) the existence of a framework plan or macro plan framework; (3) estimates of development resources, especially those used for development financing; (4) a consistent policy framework. Various policies need to be formulated and then implemented. Planning is also a job that involves the public domain so the planning made must have benefits, among others: (1) as information on the right decisions to be made; (2) as a guide for activities and monitoring; (3) as a guide for decision-making on new suggestions/improvements; (4) as a coordination chain that prevents misunderstandings; (5) as a basis for monitoring and evaluation; (6) as a coordination chain that helps develop leadership; (7) as an inventory of needs; (8) as a tool to match planning, implementation, planning results, development and welfare.

Development Planning in the Period of Regional Autonomy

Changes in the system of government and regional development in the autonomy era in 1999 led to fundamental changes in regional development planning. GBHN as the general direction of long-term development was abolished and replaced with the Long-Term Development Plan (Kuncoro, 2018). National coordination is carried out through the preparation of the RPJPN which contains the vision, mission, and direction of national development which is an elaboration of the objectives of the formation of the Republic of Indonesia in the 1945 Constitution. The RPJPN is the main basis for the preparation of the RPJMN and subsequently, the RPJMN is the main basis for the preparation of the RKP. Coordination at the regional level is also the same, namely the preparation of the

RPJPD, The RPJPD is used as a guideline for the preparation of the RPJMD, and the RPJMD is then used as the basis for preparing the RKPD. The RKPD is an annual operational plan. The RKPD is an elaboration of the RPJMD, which contains regional development work plans, priorities, and regional development programs/activities along with funding for the year concerned (Sjafrizal, 2016). The role of the RKPD is so important because this planning document combines medium-term development planning which is a meso document with more operational budget planning by the ability of funds in the year concerned. With the RKPD, there will be integration between program planning and funding.

Public Service Performance

According to Mahsun in Ribut, (2017), performance is a description of the level of achievement of the implementation of an activity/program/policy in realizing the goals, objectives, mission, and vision of the organization as stated in the strategic plan of an organization. To find out the level of achievement, performance measurement must be carried out. Public sector performance measurement aims to assist public managers in assessing the achievement of a strategy through financial and non-financial measuring instruments (Mardiasmo, 2009 in Ribut, 2017). Performance measurement in the public sector according to Mahsun (2006) in Ribut (2017) includes aspects such as:

- a) The input group is everything that is needed so that the implementation of activities can run to produce outputs.
- b) The process group is a measure of activity, both in terms of speed, accuracy, and accuracy of the implementation of these activities.
- c) The output group is something that is expected to be achieved directly from an activity that can be tangible or intangible.
- d) The outcome group, is everything that reflects the functioning of the output of the activity in the medium term which has a direct effect.
- e) Benefit group, is something related to the ultimate goal of implementing activities.
- f) The impact group, is the effect that is caused both positively and negatively.

About the value of public services, the performance emphasized here is performance related to outcomes. According to Cole and Parston (2006), the concept of outcome refers to the effects, benefits, or consequences for stakeholders of an organization's program outputs. When compared to outputs, for the community, outcomes touch more aspects and fulfill the expectations of the community. Public value refers to the value created by the government through laws, regulations, services, and other actions. In a democratic society, this value is defined by the public itself. Value is determined by people's preferences expressed in various ways and therefore provides a basis for measuring public institutions and government policies. The value of public services is not just about achieving outcomes nor is it just about reducing costs. The value of public services is a combination of balanced outcomes and cost-effectiveness. One method used to measure this value is the Public Service Value Model. This model considers two aspects, namely outcomes and cost-effectiveness. Outcomes are the impact of the final results of the policy service process that cannot be equated with the final product/output. Cost-effectiveness is used to measure the costs incurred to generate social returns or tax payments. Measurement and analysis in this model consist of 9 (nine) stages, namely: data collection, Public Service Value analysis, cost-effectiveness analysis, determining cost-effectiveness standards, calculating cost-effectiveness, adjustments in

calculating cost-effectiveness, presenting the results of Public Service Value analysis, interpreting Public service Value analysis with the compass method, determining the intersection between outcome achievement and cost. After collecting performance information from the Public Service Value analysis, the Public Manager can use the information to identify specific changes that need to be made to improve performance and generate better public value (driving results).

RESEARCH METHODS

The method used for writing this journal is a literature study that studies literature relevant to the journal topic. The data used is secondary data in the form of research results, Lembata Regency's 2019-2021 RKPD document, Lembata Regency's 2018-2021 budget and evaluation documents. Identification of performance indicators based on 6 (six) aspects according to Mahsun (2006), namely, input, process, output, outcome, benefit, and impact.

RESULTS AND DISCUSSION

Results

The planning performance of Bappelitbangda Lembata in 2018-2020 based on the evaluation report of Bappelitbangda is as follows:

a. Input group

Input in the form of funds used to carry out the process of preparing the 2019-2021 RKPD. The target and realization can be seen in the following table:

Table 3. Target and Realisation of Funds

Year	Funds	Realisation	%
2018	916,586,600	896,314,439	97.79
2019	1,114,677,600	1,111,918,370	99.75
2020	1,167,197,550	1,160,340,343	99.41

Sumber: Bappelitbangda Lembata, 2021

The 2018 budget is for the preparation of the 2019 plan, the 2019 budget is for preparing the 2020 plan and the 2020 budget is for preparing the 2021 plan. Based on data from the DPA, this budget is mostly used for personnel expenditure (drafting team honorarium), the rest for operational costs such as meeting meals and printing/printing.

b. Process Group

The process indicator group is the implementation of RKPD preparation and stipulation activities starting from the preparation stage, preparation of the initial draft, preparation of the draft, implementation of musrenbang, preparation of the final draft, and stipulation of the RKPD.

The process of preparing the RKPD is guided by the stages in the Regulation of the Minister of Home Affairs Number 86 of 2017, which consists of the preparation stage, preparation of the initial draft of the RKPD, preparation of the draft RKPD, preparation of

the draft RKPD, implementation of the RKPD musrenbang in sub-districts and districts, formulation of the final draft RKPD and stipulation of the RKPD. Before being stipulated as a Regional Head Regulation, this document is reviewed by the APIP team and the NTT Provincial Bappeda. In the review stage of the final draft, several notes had to be followed up, namely:

- 1) **"There is no consistent presentation between chapters in the RKPD and there is no alignment between the RKPD and the policies in the RPJMD"** Note from APIP/Inspectorate of Lembata Regency/Review Team of Regency Regional Planning Documents.
- 2) **"The projection of the funding framework must pay attention to the RPJMD and the real ability of regional finances"**. Notes from the Regional Research and Development Planning Agency of NTT Province/The Facilitation Team for the Final Draft of District Regional Planning Documents in NTT Province

Notes have not been fully followed up. This was only discovered during the process of preparing the Lembata Regency Local Government Agency Performance Evaluation Report, so during the performance evaluation there were notes on the RKPD, namely: **"The indicators in the RKPD are different from the indicators in the Renja and DPA"** Note from the Lembata Regency Regional Government Agency Performance Accountability Evaluation Team.

c. Output Group

The outputs of this process are:

- 1) Regent Regulation Number 55 of 2018 concerning the 2019 RKPD of Lembata Regency.
- 2) Regent Regulation Number 34 of 2019 concerning the 2020 Lembata Regency RKPD.
- 3) Regent Regulation Number 39 of 2020 concerning the RKPD of Lembata Regency in 2021.

d. Outcome Group

This indicator describes the extent to which the RKPD produced can be implemented by regional apparatus through the Regional Apparatus Renja document.

Table 4. Outcome indicators

Year	Target	Realisation	%
2018	34	8	23,53
2019	34	15	44,12
2020	34	20	58,82

Sumber: Bappelitbangda Lembata, 2021

This Renja is the 2019 Renja prepared in 2018, the 2020 Renja prepared in 2019 and the 2021 Renja prepared in 2020.

Furthermore, the percentage realisation of inputs and outcomes produced can be presented in the following table:

Table 5. Percentage of expenditure and outcomes

Year	Funds (%)	Outcome (%)
2018	97.79	23,53
2019	99.75	44,12
2020	99.41	58,82

Source: Bappelitbangda, 2021

e. Benefit and Impact Groups

Measurement of indicators based on the evaluation results document at Bappelitbangda only reaches the outcome stage and does not reach the benefit and impact stages. It should be possible to measure up to the benefit and impact stages by 2022, but this has not been done. Bappelitbangda has also never measured the level of community satisfaction with planning to determine the benefits and impacts obtained from outputs.

Discussion

a) Input Group

According to Mahsun (2006), inputs are everything that is needed so that the implementation of activities can run to produce outputs. The input needed by Bappelitbangda Lembata Regency in supporting the implementation of RKPD activities in Lembata Regency is funded. These funds are used to finance the entire process of preparing the RKPD from the initial stage to the determination and duplication/printing of the RKPD. These funds are used as much as possible to support the implementation of the RKPD preparation, this can be seen from the percentage of budget realization for 3 (three) consecutive years in 2018-2020, namely 97.79%, 99.75%, and 99.41%.

b) Process Group

Process indicators are measures of activities, in terms of speed, accuracy, and accuracy of the implementation of these activities (Mahsun, 2006). If it is related to the implementation of RKPD activities, the process indicator that is assessed is how the process of preparing the RKPD in Lembata Regency for the 2019 to 2021 planning year. The preparation of the RKPD in Lembata Regency has followed the technical guidelines for the preparation of the RKPD as mandated by the Regulation of the Minister of Home Affairs Number 86 of 2017, which starts from the preparation stage, preparation of the initial draft, preparation of the draft, implementation of musrenbang, formulation of the final draft and stipulation of the RKPD by regional head regulations. If it is related to the level of accuracy of implementation, there are still many things that must be improved, including (1) the absence of linkages between chapters in the RKPD and the absence of policy alignment between the RKPD and RPJMD; (2) the projection of the funding framework has not taken into account the projections in the RPJMD and the real capacity of regional finances. The absence of linkages between chapters is caused by the habit of document drafting actors who always copy-paste the RKPD of previous years and do not pay attention to policies in the RPJMD. This means that the actors drafting the document have not fully understood the importance of a planning document. Regarding the projection of a funding framework that does not take into account real capacity, this is because the document preparation process does not involve parties from the Finance Agency and Opinion Agency who have the authority to calculate real capacity according to the conditions of the current year and formulate budget policies. It is important to know the real capacity so that budget policies can be formulated properly. Real capacity, which

is part of Chapter III of the RKPD, will then be used for the implementation of programs/activities that have been described in the matrix of Chapter V of the RKPD.

In terms of planning concepts and theories, the relationship between chapters in the RKPD and between documents (RKPD-RPJMD) as well as the real capacity of regional financial capacity are interrelated components. The RKPD is an elaboration of the RPJMD. A good projection of the funding framework will support the implementation of programs in the RKPD to realize what is aspired to in the RPJMD. In the planning stage, projections of resources including budget sources are very important for the implementation of programmes/activities. This is in line with what was stated by Sjafrizal (2016) that the RKPD is an annual operational planning which is an elaboration of the RPJMD. The RKPD is so important because it combines medium-term development planning which is a meso document with more operational budget planning by the ability of funds in the year concerned. With the RKPD, there will be integration between planning, programs, and funding. Related to budget resources, Bintaro, (1980) in Patarai, (2016) states that one of the main elements in development is the estimation of development sources, especially those used for development financing.

Still in the group of process indicators, related to notes that must be corrected by the drafting team, it turns out that not all improvements have been made. After the RKPD is determined and implemented, the next process is the evaluation stage. During the evaluation of performance measurement, it was found that there were still discrepancies in performance indicators. The performance indicators in the RKPD are different from the performance indicators in the Regional Work Plan and DPA SKPD. This difference made it difficult for SKPDs to conduct performance assessment evaluations so that the overall performance score of SKPDs that formed the Regency Performance Score only reached the "sufficient criteria" for 3 (three) consecutive years. This means that the RKPD prepared later cannot be properly guided by the SKPD. Bappelitbangda Lembata should continue to assist in the preparation of Renja. Bappeda is also in charge of regional financial management as a member of the Budget Team, so it must continue to assist SKPD in the preparation of the RKA before it is determined to be DPA. Assistance is carried out so that the indicators in the Renja and DPA must be synchronized with the RKPD because this RKPD will later be used as an instrument in matching planning and implementation of planning results.

In planning and assessing the results of plans through performance measurement, the indicators in regional planning documents, regional apparatus, and budget implementation documents must be synchronized because these indicators will later be measured to determine the achievement of an agency. This is in line with the concept of performance from Mahsun (2006) in Ribut (2017) that performance is a description of the level of achievement of the implementation of an activity/program/policy in realizing the goals, objectives, mission, and vision of the organization as stated in the strategic plan of an organization. Then associated with the concept of planning, this is in line with Bintaro (1980) in Patarai, (2016) that planning is a job that involves public areas so the planning made must have benefits, one of which is as a tool to match planning, implementation, planning results, development and welfare.

c) Output Group

Output is something that is expected to be achieved directly from an activity that can be tangible or intangible (Mahsun, 2006 in Ribut, 2017). The output in the process of preparing the RKPD in Lembata Regency is the Lembata Regent Regulation Document on the RKPD.

d) Outcome Group

Everything that reflects the functioning of activity outputs in the medium term that has a direct effect is called output/outcome (Mahsun, in Ribut 2017). In the context of planning by the Lembata Regency Bappelitbangda, the expected outcome of the RKPD is that this document can be used as a guideline to produce quality Regional Apparatus Work Plans. From the outcome measurement results, out of 34 regional apparatus, there were only 8 regional apparatus, or 23.53% in 2018, 15 regional apparatus, or 44.12% in 2019, and 20 regional apparatus, or 58.82% in 2020 that had a comprehensive Renja according to the rules of planning rules. Other regional apparatus are incomplete in the sense that they only focus on the program and activity matrix which is one of the chapters or sections in the Renja. This means that there are still many regional apparatus that do not understand the meaning of a planning document so this has an impact on implementation.

Planning is important in government administration because it guides the achievement of organizational goals. If the substance of the document is not of high quality, then the elaboration to the next stage/process will not be of high quality so it does not fulfill the expectations of the community. The needs of the community voiced in the Musrenbang forum are also not maximally fulfilled. Furthermore, seen from the percentage of inputs to outcomes that are expected to reflect the functioning of outputs and have a direct effect, this is certainly still far from expectations and will be a big job that must be completed by the Lembata Regency Bappelitbangda in the future. The budget was realized by more than 90% and even close to 100% but the outcomes only ranged from 23.53% to 58.82%. With this unbalanced proportion between outcomes and budget, it can be said that Bappelitbangda only focuses on outputs and not on outcomes. This is further reinforced by several findings of note that have been described in the process performance group. Bappelitbangda only fulfills the element of compliance with regulations in terms of timeliness and ignores the accuracy and level of accuracy of the substance of the documents produced. This imbalance in the proportion of inputs and outcomes, when linked to the value of public services, means that the performance of the Lembata Regency Bappelitbangda has not met the expectations of the community. The percentage of costs incurred is far greater than the percentage of outcomes.

When associated with the theory and concept of planning, what happens in Lembata is that there is no synergy between the planning process and the substance of planning so the resulting output cannot provide benefits. Every procedure and substance of planning should be understood and carried out properly so that the output produced can provide an effective outcome. So that This becomes in line with Faludy's (1973) planning concept which divides planning into two models, namely: first, theory of planning or procedural theory which explains the principles, procedures, and normative steps that should / should be carried out logically to explain the stages in the planning process to produce effective outputs and outcomes; second, theory in planning or substantive theory explains that planning requires the contribution of other sciences which methodologically can be used to measure the validity of the plan results. In its

application, these two concepts must collaborate in order to produce effective planning. Then in terms of the concept of performance, Cole and Parston (2006) also stated that the performance that is more emphasized is the outcome performance which refers to the consequences, benefits, or consequences for stakeholders of an organization's program output.

e) Benefit and Impact Groups

2021 is a year in the 2017-2022 RPJMD period. When linked to the 2005-2025 long-term planning, this year is the fourth year of the Lembata Regency RPJPD. This timeframe should allow for the measurement of the performance of the benefit and impact groups, but it has not yet been done. If the performance of the benefit and impact groups is carried out, then within the logical framework of development planning it will be more certain to know the extent of the benefits and impact of planning on development for the community. So it is hoped that this will be carried out immediately because in the final year of 2023 and 2024, the technocratic design of the RPJPD and RPJMD will be prepared. The preparation of these two documents for the new planning period certainly requires data on the results of performance evaluation of benefits and impact.

In the concept of planning, the purpose of performance measurement is to help identify which things are not optimal and must be improved. Performance in planning can also determine the success of a development. This is in line with Soekartawi, (1990) who emphasizes the importance of planning with aspects of development, namely (1) planning as a development tool and (2) planning as a benchmark for the success or failure of the development. About the objectives of performance measurement, according to Mardiasmo (2009) in Ribut (2017) public sector performance measurement aims to assist public managers in assessing the achievement of a strategy through financial and non-financial measuring instruments.

Overall, this performance measurement and performance analysis shows things that are weaknesses/shortcomings that need to be addressed/improved. among others:

- 1) Composition of the drafting team
The RKPD drafting team must consist of competent ASNs by their respective authorities. One of the important things in the formulation of the RKPD is the projection of the funding framework and budget policies, so there needs to be team collaboration with the Finance and Revenue Agency. This collaboration can result in the formulation of an appropriate funding framework policy by considering the real conditions and obstacles that may occur. This is in line with the concept related to the planning process by Catanese and Snyder (1984) in Yusnita, (2020) the planning process consists of 7 (seven) steps, including estimates and projections needed to estimate conditions, needs, and obstacles in planning.
- 2) Mechanism of action
The intended working mechanism is that Bappelitbagda as the planning coordinator in the region facilitates the preparation of each regional planning document and regional apparatus planning. The preparation of the RKPD must be simultaneous with the preparation of the Renja of the regional apparatus.
- 3) Understanding and meaning of planning regulations and outputs. The actors preparing planning documents must have an understanding and meaning of the regulations and the importance of a planning document. If the planning document is understood as something that will shape the future of Lembata Regency, then the

resulting document is not just an ordinary document that is abstract and separate but is a complete, quality document that can be implemented properly.

CONCLUSION

Based on the description of the results and discussion, it is concluded as follows:

- 1) Information on planning performance at Bappelitbangda Lembata Regency is known after measuring the performance groups of inputs, processes, outputs, and outcomes. The availability of adequate funds is utilized as much as possible to produce outputs according to the target plan, but these outputs do not have sufficient influence on the outcome.
- 2) Performance measurement does not reach the benefit and impact groups so it cannot be known with certainty about public satisfaction with planning performance. The unbalanced proportion between inputs and outcomes shows that the planning carried out by the Lembata Regency Bappelitbangda still focuses on outputs and does not focus on outcomes that touch more aspects and fulfill community expectations. This occurs due to several aspects, including (1) the composition of the drafting team that does not involve the Finance Agency and the Revenue Agency; (2) the incomplete work mechanism that facilitates the drafting of the Regional Apparatus Work Plan; (3) the understanding and meaning of the document drafting actors towards the importance of a planning document. These aspects can be information that helps Bappelitbangda, in this case, the Head of Bappelitbangda, to make strategic decisions in future planning to improve the performance and value of public services.

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