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Towards an Effective Local Development Plan: Coping with Planning Weaknesses in Good Economic Performing Municipalities

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Abstract. The Aim of this paper is to analyze weaknesses of planning mechanisms that lead to fallaciousness in the aspiration absorption process despite the good local economic growth performed by local governments. In addition at analyzing determinants of failure in synchronization of community aspirations and conducted by the legislative or executive level. The research is qualitative research in two municipalities. Namely the island city of Tarakan and the City of Lamongan, Indonesia. Both areas have been selected to obtain regional representation of Indonesia from Java and Kalimantan islands, and because these two areas are included in the category of good economic growth. Data collection used the mixed methods whereby interviews, observation, documentation, questionnaires and focus group discussions are performed. From the results of the analysis, it was found that firstly, there is a weakness in the local government capacity especially in conducting development planning process. Secondly, political interests still intervene in some of the policies in the process of establishing the local development plans. Thirdly, time differences in the absorption of aspirations between those made by board members and those carried out by government agencies results in differences or shifts in the aspirations proposed by the community. Based on this study, policy recommendations related to the importance of reformulation on the local development planning mechanism to be more integrated. Are local proposed development planning mechanism must be supported by a management information system that is more transparent, well documented, and more complete and accurate in supporting data and information.

Keywords : local development planning, aspiration absorption, information system.

Abstrak. Penelitian ini bertujuan untuk menganalisis kelemahan mekanisme perencanaan yang menyebabkan kegagalan dalam proses penyerapan aspirasi terlepas dari pertumbuhan ekonomi lokal yang baik dilakukan oleh pemerintah daerah. Selain itu, penelitian juga menganalisis faktor-faktor apa yang menyebabkan kegagalan dalam menyelaraskan aspirasi masyarakat baik yang dilakukan oleh pihak legislatif maupun eksekutif. Penelitian ini menggunakan metode penelitian kualitatif dan dilaksanakan di dua kotamadya, yaitu kota pulau Tarakan dan Kota Lamongan, Indonesia. Kedua daerah dipilih untuk mendapatkan perwakilan daerah di Indonesia yang berasal dari pulau Jawa dan Kalimantan, dan karena kedua wilayah ini termasuk dalam kategori pertumbuhan ekonomi yang baik. Pengumpulan data menggunakan metode campuran dimana wawancara, observasi, dokumentasi, kuesioner dan diskusi kelompok fokus digunakan. Dari hasil analisis, ditemukan bahwa pertama, ada kelemahan dalam kapasitas pemerintah daerah terutama dalam melakukan proses perencanaan pembangunan. Kedua, kepentingan politik masih campur tangan dalam beberapa kebijakan dalam proses pembentukan rencana pembangunan lokal. Ketiga, perbedaan waktu dalam penyerapan aspirasi antara yang dibuat oleh anggota dewan dan yang dilakukan oleh instansi pemerintah menghasilkan perbedaan atau pergeseran dalam aspirasi yang diusulkan oleh masyarakat. Studi ini menghasilkan rekomendasi kebijakan terkait pentingnya reformulasi pada mekanisme perencanaan pembangunan daerah agar lebih terintegrasi. Mekanisme perencanaan pembangunan lokal harus didukung oleh sistem informasi manajemen yang lebih transparan, terdokumentasi dengan baik, serta data dan informasi pendukung yang lebih lengkap dan akurat.

Kata kunci : perencanaan pembangunan lokal, penyerapan aspirasi, sistem informasi.

INTRODUCTION

Development as a multidimensional process involving major changes in the social structure, the attitude of society, national institutions as well as the acceleration of economic growth, reduction of inequality and the elimination of absolute poverty (Todaro, 2000). In Indonesia, however, the process of development in the era of local autonomy deals with both internal and external challenges. Local resources were very limited, but on the other hand, the public's demands are increasingly complex. Consequently, local governments are expected to perform various revitalization

strategies and develop innovations in order to provide more and more better public services.

All these efforts require a comprehensive development plan and based on local potentials. The formulation of local development planning institutionally is the responsibility of Local Development Planning Agency as coordinator agency in formulating the development plans at the local level. Therefore, the function of the local development planning agency becomes increasingly strategic as well as more severe. Furthermore, local development planning agency should be able to formulate local development planning policy more comprehensively, integrated, and

precisely in accordance with long and medium term of national development plan and should also be synchronized with the development planning of the surrounding area.

But the local development plan process often encountered many constraints such as limited data and information, low community participation, and coordination constraints between central and local governments. There is a phenomenon in the various regions where the number of proposals not passing the verification processes is increasing. This shows the lack of synchronization between the development priorities of the government with the development programs proposed by the public or community. So that still need further review on the causes of discrepancies between the priorities set by the government with the community's proposed programs.

There are some common obstacles in the implementation of the local development plan. From a number of issues that arise related to the development planning, in this paper merely raised three issues considered to be the most common at the local level. First problem is lack of data and information to coordinate with relevant agencies, causing lack of coordination in the management of data and information. For example, to determine the program target in some poverty alleviation programs required data and information from various local government agencies, but unfortunately there is often a gap of data and information between one agency with other agencies. The role and function of the data in development planning is very important as a basis for determining the policy as well as a tool to evaluate the results of the planning that has been carried out. Inaccurate input data in formulating a plan will produce an incorrect planning. What happens is that the data is often found confusing, not comprehensive, and is already out of date.

Second problem is the lack of involvement of civil society in the development planning process. Various studies have found low levels of community participation in regional development planning, due to poor community understanding of development planning process and lack of government socialization (Jamaludi, 2009; Astuti, 2014; Rambe, Ummi Haidar and Ridwan, Mochamad and Rusdi, Muhammad, 2017). Community participation in development plan is essential in enhancing development at the basic community level, a critical for tool and sustainable development and a foundation for national development. Furthermore, according to Barasa and Jelagat, 2013, community participation also encourages the creation of justice, legitimizes the process of decision-making, building, strengthening self-determination and encouraging people's behavior toward a more democratic order.

Third problem is lack of coordination between central and local government and among local government agencies. As for specific problems in planning and budgeting, there are problems related to the structure of programs and activities in the local plan and budgeting, there are not synergic between central development plan, sectoral and local plan, as well as issues associated with changes in national and international strategic environment (Indonesian National Development Plan Agency, 2013). Blondal and Choi's (2009) studies have shown a lack of linkage between planning and budgeting. Checks have been conducted in two stages: first, identify whether there

is a deviation in the process of submitting the work plan into the work plan and budget. Second, identify deviations between the government and the House of Representatives in the process of drafting the national development budget plan. The reality shows that there has been a deviation in the form of activity change, activity ceiling, location of activity and indicator or target of activity (Tim Analisa Kebijakan, 2015).

Based on various issues in the local development plan process above, the important things to note is the need to conduct improvement process in term of planning system and mechanism, implementation, budgeting mechanisms, monitoring and evaluation resulting in the integration and synchronization programs. One of the stages in the process of local development plan is development plan discussion or planning consultative forum involving all stakeholders from the local society. Planning mechanisms carried out gradually from the lowest level (urban or rural) to the city or county level, provincial level, and then to central government level. Meanwhile, on another path legislators also held aspiration of society through legislative path called "jaring aspirasi masyarakat" (community aspirations net). Then the results of the community aspiration are discussed together with the executive and the bureaucracy. However, the plan and implementation of development programs is still not able to accommodate the local community wishes or needs.

Community aspiration implemented through planning consultative forum as an instrument of development plan, in practice it generated a lot of negative records from the public, especially in rural and urban level. Imagine, a lot of things proposed by residents, was not accommodated or even trimmed, because it is not well guarded and limited space available. Planning consultative forum is nothing more than a ceremonial event or an annual ritual.

Based on the problems described above, this study will discuss whether the mechanism of local development plans have been implemented effectively. The effectiveness of Local development plan process in this study assessed by several indicators, namely: timeliness; suitability to the needs, conditions and the potential problems of the region; the level of community participation; and synchronization between the plan and the budget.

RESEARCH METHOD

Although focus of this study is the problem of a general nature, but the study was conducted specifically in two local governments, namely Tarakan city government at North Borneo Province and Lamongan Regency at East Java Province. Tarakan city is the only city in the province of North Borneo, Indonesia and also the 17th richest city in Indonesia. This city has an area of 250.80 km² and according to the data of the Civil Registry of Population and Family Planning, City of Tarakan has a population of as many as 239,787 people. Tarakan or also known as the Earth Paguntaka, located on a small island. Based on existing data on the results of the 2010 Population Census, Tarakan city population reached 193,069 people, made up of 101,464 and 91,605 male and female inhabitants. As for Lamongan is a district in East Java province, Indonesia. Lamongan District administration center is

located 50 kilometers west of Surabaya, capital of East Java province. Lamongan is one of the areas included in the metropolitan area of Surabaya. Both areas have been selected to obtain regional representation in Indonesia from Java and Kalimantan islands, also because these two areas are included in the category of good economic growth. By examining Planning mechanism in both areas are expected to get a significant illustration of the process of local development plan in Indonesia, though the study was not meant to generalize about it.

In order to obtain in-depth understanding about the implementation of local development plan mechanism and its problems encountered, this study used post-positivism epistemology and therefore uses qualitative approach. But in the collection of relevant data and information, the researchers used mixed methods such as observation, in-depth interviews, documentation, questionnaire distribution, and focus group discussions. Informants were purposively determined based on considerations that are relevant to the focus of study that called purposive sampling. The informants in this study is the individual bureaucrats who seen in its capacity to represent local government bureaucracy, the individual members of Parliament in his capacity representing the local legislature, and community components as well as the stakeholders are taken from elements of businessmen, academics, community leaders, professionals, and relevant interest groups. In this study also uses some data analysis methods for different purposes. The first, an interactive method is used for analyzing any data and information obtained, as well as conducted data triangulation in order to obtain accurate data and information. Secondly, data analysis was also performed with the soft system methodology to analyze complex problems and to identify the real problems into the conceptual problems.

RESULT AND DISCUSSION

According to Cole (1993:109), “planning is an activity which involves decisions about ends as well as means and about conduct as well as result”. Development plan is a way or technique to achieve development goals appropriately, focused, and efficient in accordance with the conditions of the country or region concerned (Sjafrizal, 2009). The development plan ought to be implementable (workable) and applicable. As Jhingan (1984) cited by Sjafrizal (2009) put, a national development plan expert provides a more concrete definition of the development plan: “Plan is basically a command and control economy deliberately by a central ruler (government) to achieving a certain goals and objectives within a specific time periods”. Development plan, in general, can be defined as a process of formulating alternatives or decisions that are based on data and facts that will be used as material to carry out a series of activities/community activities, both physical (material) and non-physical (mental and spiritual), in order to achieve the better objectives. Good plan, combined with effective monitoring and evaluation, can play a major role in enhancing the effectiveness of development programmes and projects. Good plan helps us focus on the results that matter, while monitoring and evaluation help us learn from past successes and challenges

and inform decision making so that current and future initiatives are better able to improve people’s lives and expand their choices (UNDP, 2009).

GTZ (2000) defines local development plan is a systematic endeavor of multiple actors (stakeholders) from the public, private and civic domain at the different levels to deal with interdependent physical and socio-economic aspects by means of: continuously analyzing regional development conditions, formulating local development goals and policies, conceptualizing strategies for solutions, and implementing them with the available resources so that new opportunities which enhance the local communities’ wellbeing can be seized upon in a sustainable manner. Solihin (2006), said there are three stages of development plan, namely: 1) the formulation and determination of purpose; 2) testing or analysis option on the options available; 3) selecting a set of actions or activities to achieve the objectives set and agreed upon together. From the three stages of the plan can be defined for regional or local development plan as follows: a systematic effort of the various actors either general (public) or the government, private sector and community groups and other stakeholders at different levels to deal with interdependence and relationship between physical aspects, the social, economic and other environmental aspects.

In the first phase of the formulation and goal setting, the approach used is a participatory planning involving all interested parties or stakeholders. Participatory planning is a planning process that is embodied in the meetings, where a draft of the plan are discussed and developed with all development actors (stakeholders). Development actors come from all the apparatus of state officials (executive, legislative and judicial), community, clergy, businesses, professional groups, and non-governmental organizations (Wrihatnolo and Dwidjowijoto (2006). Ray (2000) and Rietbergen (2001) explain that participatory planning occurs when the local governments have the willingness to involve the public in decision-making processes that affect their lives. Participatory planning aims to harmonize views among all of its participants as well as prevent conflict between opposing parties. In addition, marginalized groups have an opportunity to participate in the planning process. According to the Indonesian Law Number 25 Year 2004 on National Development Planning System, “conducted participatory planning involving all stakeholders in development. Their involvement is to get aspirations and create a sense of belonging “. In that law, also described “community participation” is to accommodate the interests of their participation in the development planning process. The goals of Participatory planning is that people should be able to know their own problems in their environment, assess the potential of available human and natural resources, and formulate the most beneficial solution. Effective participatory processes are characterized by the active, informed, and equitable participation of all interested stakeholders. In addition to the participatory approach, the Law Number 25 Year 2004 also mentioned there are several planning approaches that is technocratic, top-down and political approach of planning.

Table 1. The Existing Mechanism of Local Development Planning Approach in Indonesia

Stages	Focus	Outputs
Technocratic Approach	Data Gathering Policy Reviews : Vertical & Horizontal	Profile & Strategic Issues, Plan Draft
Top-Down Approach	Government Priorities designed from central gov, provincial, & district gov	Synchronization of development priorities from central to local
Participatif Approach (Bottom-Up)	Community Consultative Forum Meetings	Documents of Proposed Dev. Programs
Political Approach	Submission of manuscript Development Plan draft to the local legislature; Budget & Program Consolidations	Formulation of local regulations on Development Planning

Source: researcher's analysis based on Indonesian Law No. 25 year 2004

According to the Law Number 25 Year 2004, the purposes of local development planning in Indonesia are: 1) to support coordination among development actors; 2) ensuring the integration, synchronization, and synergy between regions, between space, time, among the functions of government and between the central and local levels; 3) ensuring the relevance and consistency between planning, budgeting, implementation and monitoring; 4) optimize community participation; 5) ensure proper use of local resources in an efficient, equitable, and sustainable.

The effectiveness of Local development planning process in this study assessed by several indicators, namely: 1) timeliness; 2) suitability to the needs, conditions and the potential problems of the region; 3) community participation; 4) synchronization between the plan and the budget.

When viewed from the timeliness, Local development plan phase is often not implemented on time or not in accordance as a predefined schedule. The delay is also coupled with time inaccuracy in the absorption of community aspiration performed by parliament members and the public aspiration schedules conducted by bureaucracy. This two paths of aspirations leads to discrepancies between the proposed development program resulting from the community development planning forum from the village level conducted by bureaucracy and the development programs proposed by the Parliament members. Time inaccuracy is also often caused by the difficulty of equating perceptions and interests between the government and parliament in the budget setting process. One member of the Board of Tarakan Muhamad Yunus said many factors causing delay ratification of the 2016 budget. One of them is the amount of interest of board members derived from 'community aspirations net' that cannot be fully accommodated in the local budget policy. So it still takes time to find an agreement on this issue (interview, December 16th 2015). The delay in the preparation of the development budget plan does not only occur in both areas studied here but also common in other areas in Indonesia. Scheduled to be finished in November and December, was recently met in January next year. It will certainly hamper the process of development programs implementation. Meanwhile delays in development planning in Lamongan district because there still waiting for medium term development plan which has not

been legalized, as for composing regional development budget planning must adapt to the regional medium and long term plan.

Suitability to the needs, conditions and the potential problems of the region is also one indicator of the Local development plan effectiveness. From this study, it is known that the absorption of the community's aspirations have not been effective enough. Community's aspirations that conveyed through the lower level development planning forum (village) only a few are accommodated in the Local Budget and Expenditure of Tarakan City and also in Lamongan Regency. It is known from the majority of respondents (64.6 %) declared that only a view of community's development proposals was accommodated in local government plan and budget. This case shows the gap between the development priorities of the central government and district/city with development programs proposed by the community. Many priorities of the local government development programs are unsynchronized with the priority of development programs perceived by the public. The low levels of absorption over the community aspirations shows that the government has been less responsive to the problems that exist in the region. Whereas, local development plan should be directed to solve the problems that arise in that region. But in fact, the existing problems are often not reflected in the government's budget structure planning. The program that is not considered as a problem that should be prioritized, but instead get a bigger budget allocation. For example, when the government set the budget for the construction of the village hall (hall meeting place) in every village in Tarakan, but actually it is not a priority for the public purposes. The more important needs of the local community are the availability of electricity network that has not been adequate in their villages.

Community participation is another indicator for the Local development planning effectiveness. Community participation in the planning process actually relatively high and tends to increase every year. It is reflected in the many proposed development programs submitted in the planning consultative meeting started at the village level, and proceed to the district and city level. Most people enthusiastically give their participation in local development plan which is manifested by the presence of the public and submit a proposal or idea in a development discussion forum organized by the local government

officials. The increase in community participation has been going on since the beginning of the reform era in Indonesia that implementing autonomy in the political context.

Finally, Local development plan effectiveness viewed from the synchronization between the programs plan and the budget policy. There are indications that the budget allocated for specific programs as stated in the planning documents, but the realization is not always consistent in its use. There are many cases of inconsistency between the realization of local development budget with a predefined budget planning. Inconsistencies in the use of development budget, among others, due to the intervention of

political interests of local parliament. Swelling of the development budget, partly due to the existence of the budget right of parliament members. This budget right interventions also often lead to Local Revenue and Expenditure Budgetary take long time for negotiation between the executive and legislative. One strategy of the executive to “tame” the member of local Parliament in using their budget right, by providing specific budget allocation to Parliament in the mass distribution of the Social Assistance or the provision of “aspiration fund” that can be used flexibly by local parliament to fulfill the public demands. The summary of the findings as described in table below :

Table 2. Effectiveness Indicators of Local Development Plan Mechanism

Dimentions	Findings
Timeliness	Often not implemented on time or not in accordance as a predefined schedule
Suitability to the needs, conditions and the potential problems of the region;	Only a few programs proposed by community are accommodated in Local Budget and Expenditure
Community participation	The number of submitted proposals were increase every year
Synchronization between the plan and the budget allocations	There are many cases of inconsistency between the realization of local development budget with a predefined budget planning

Source: Primary and secondary data, 2016

Based on the above description, it can be said that the mechanism of Local development plan has not been implement effectively, viewed from some dimensions namely: timeliness, suitability to the needs, conditions and the potential problems of the region; community participation; and synchronization between the programs plan and the budget.

The results of this study indicate several factors that affect the ineffectiveness of Local development planning process in Tarakan city and Lamongan regency, namely: 1) lack of good coordination between local government working units (LGWU), resulting in a lack of synchronization in determining the priority development programs in the regions. As one informant from Tarakan municipal government agency said that often a similar project is proposed by more than one LGWU, resulting in budget overlapping. This should not happen if coordination between LGWU goes well; 2) Inadequacy of information resources and information processing system. As one informant from the Lamongan district government stated that the current management information system is still limited to accommodate the musrenbang results and used to verify if there is a wrong proposal entry. “... yes, it is still very limited in its use so it cannot really be used to support decision-making because it is not equipped with supporting data that should be used as a basis for other planning documents such as medium and long-term plan or basic data that definitely needed by each LGWU”; 3) Highly political interests of local legislators who intervenes the participatory process carried out through consultation development plan meeting. As the expression of one informant from the municipality of Tarakan that from a number of development proposals that has been proposed in the process of community

participation forumat buttom up processes, often suddenly changed when already at the top level. The implementation of development projects often have to work on projects that are not clear where the history of the proposal came from. But as the implementer, the project should still be implemented. This is the problem in the financial accountability report.

To be more detail looking in the process of formulating LGWU workplan illustrated in the figure 1 bellow. From phase 1 that is professional approach in the process local development planning, there are some problems identified that are: 1) lack of sufficient data and information needed in identifying strategic issues; 2) unclear instruments used to review the strategic issues, so it resulting the inappropriate formulation of programs and projects priorities. These two problems resulted in inaccurate identification of key regional development issues.

Whereas in phase 2, that called participatory approach in the process local development planning, also found some problems that are: 1) lack of community comprehension regarding the local government development priorities due to lack of socialization by the local government agency; 2) less qualified and mismatch between community development proposals and the local government priorities in development.

Once the LGWU work plan set, then the work plan is discussed at the LGWU forum at local government level (county or city). After the LGWU forum was completed, the next stage is the Development Plan Meeting at the district or city level to compile the Local Government Work Plan (LGWP). At this stage also found problem that is lack of transparency in the process of determining local budget policy. In the process of budget policy-setting,

frequently found budget programs that were previously not included in the list of proposed activities in the previous process. It meant the program does not include programs proposed by local communities and by LGWU,

but the proposal came from legislative path which most politically concerned. In other words, there has been a deviation between LGWU's proposals and proposals from the House of Representatives.

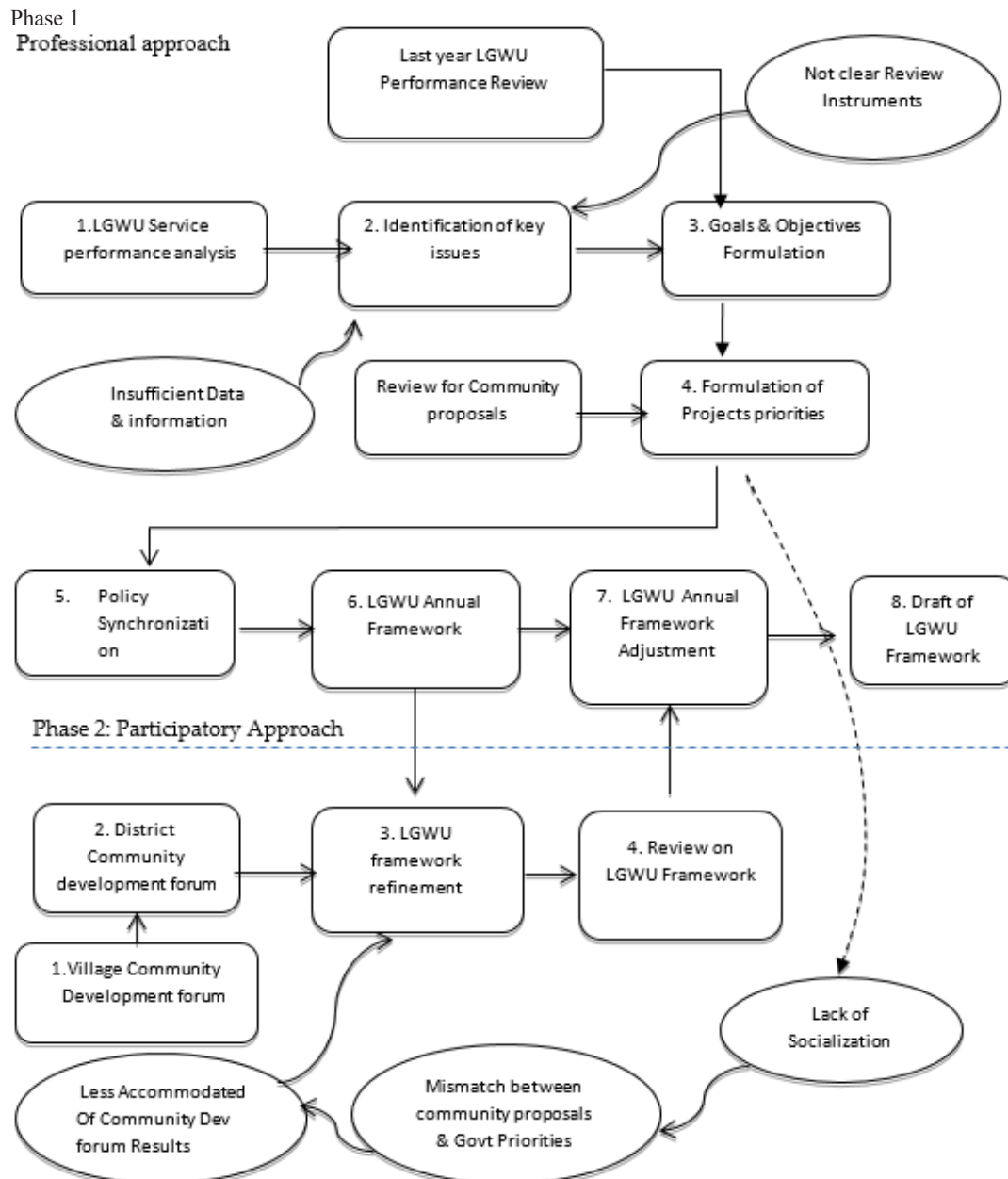


Figure 1. Problem Analysis in formulating Ininitial LGWU Annual Framework
 Source: the result of analysis

Efforts to improve the effectiveness of the formulation mechanism of local development plan, first of all is necessary for us to understand the causes of ineffectiveness itself. The formulation mechanism of local development plan in this case were examined from four dimensions, timeliness, suitability between the needs, conditions and potential problems in the local community, community participation, and synchronization between program plan with budget allocation, have indicated that the mechanism that works has not effectively yet. Ineffectiveness of such mechanisms caused either by the both technical

and substantial constraints.

The ineffectiveness of Local development plan mechanism can be overcome with the use of integrated management information systems. The support of Information technology and management information system will encourage transparency and public accessibility, so public involvement or participation in the formulation of local development plans will be even greater, and in turn will produce a higher quality of local development plan. As Handzic (2001) pays attention on the impact of information availability on people's ability

to process and use information in short and long term plan and in decision making tasks. He revealed that the better the availability of information, the better the impact on both efficiency and accuracy of decisions made. Several roles played by information systems in an organization can be identified as O'Brien and Marakas (2008) have identified three fundamental roles played by information systems. These are: information systems support business processes and operations. Secondly, they support decision making of employees and managers and lastly, they support strategies for competitive advantage. These three fundamental roles encompass any other roles played by information systems in an organisation.

To address the problems in the development planning process or mechanism, it is necessary to develop an integrated planning management information system. Information system means the collection, storage, processing, dissemination and use of information, this issue is not limited to software or hardware. But consider importance of human and his goal in using technology, values and criteria that used in option, also consider the final evaluation to see them means to achieve goals or not (Rezaeian,2012). So the use of information systems is not just a shift from manual way to use a computer, but more is needed to support the achievement of the desired objectives. The objective of the regional development plan include: 1) to ensure relevance and consistency between planning, budgeting, implementation, and monitoring; 2) to optimize community participation; 3) to ensure the achievement of the use of resources in an efficient, effective, equitable, and sustainable. Therefore, the management information system which developed should be, firstly, is capable to facilitate the linkages and ensure consistency between planning, budgeting, implementation and monitoring. Secondly, the management information system that will be developed should able to encourage increased community participation. Thirdly, the MIS developed must be able to guarantee the achievement of the use of resources in an efficient, effective, equitable and sustainable.

In Indonesia, some autonomous local governments have developed and use Information Systems in the process of Development Plan, called "SIMREDA" that can be applied by all local working units. But there are also local governments that still using an unintegrated information system. So they face difficult obstacles to get a valid and accurate database. In 2010, the Local Plan Information Systems in Tarakan city and Lamongan Regency have been built with the main application of data management that obtained from development plans meeting in village level, District level, Local Working Units Forums and at the municipal level with the end result is a work plan draft for Local working units. Such application developed to assist data collection process at each stage of planning and management which was originally done manually switch to a process that uses information technology to produce a better output and data collection system. Although the application system does not produce anything new, but with the application system can be ensured that every process and the resulting output can be done easily, fast, accurate and useful in decision making and planning policy.

In the case of Tarakan city and Lamongan regency that have implemented management information systems in the process of local development plans, there are found that the system implemented is still limited to the use of computers as a replacement for manual records. During the early period of its use in the deliberation process of development plan, the application is detected to have some weaknesses and constraints as a result of the lack of input control in some "field forms" that result in some data were not delivered into the database as well as the weakness of the users in understanding the existing planning system. So overall, development plan mechanism still has some weaknesses, so that the resulted development plans were not to satisfy the public. Although management information system has been implemented, but the nature of public participation in the planning process has not been performing well. Development plan meeting is still not considered to be effective. Many parties considered that it was just a mere ceremonial activity of the government each year. Therefore, it necessary to find solutions to further facilitate the use of this application.

Given in the planning process needs to uphold the principles of participatory, bottom-up, and technocratic, in addition to the political approach, the use of information systems needs to be addressed to ensure the control mechanism initiated by all parties concerned. On the local development plan mechanisms that exist today, there has been no control mechanism either the control exercised by each local working units, members of parliament and by the public. Indeed, the control mechanisms are very important as with this control mechanism, all parties can assess whether their proposals have been included in the proposed Local development budget plan or not. Likewise for local working units may evaluate the degree to which the proposals came from the public and board members are in accordance with the development priorities set by the central and the city government.

Information systems referred in this recommendation is that the system is installed on the local government's official portal, which are updated every consultation development plan at all levels have been completed, so that all stakeholders may evaluate the suitability of proposals previously submitted. So forth up to the stage where the city government together with the Parliament discuss and take an agreement on the proposed development and budget ceilings program. With the information system that allow such control mechanisms, will ensure transparency and accountability in the local development plan and implementation.

CONCLUSION

The mechanism of local development planning in Indonesia was governed by Home Affairs Minister Regulation Number 54 of Year 2010. Where the Government Regulation regulates the stages, procedures of preparation, control and evaluation of the implementation of local development plans. Studies on the effectiveness of development planning as the focus in this article, are still needed given the many problems encountered in its implementation process. The first problem encountered in the process of people's aspirations,

which is done through two channels namely the executive and legislative path, between the both paths there is often a difference in the results, which eventually result in differences in the proposed development program. This reflects that the real interests of the community who could not definitively be identified, what is more priority to be accommodated. Another problem that often occurs is the discrepancy between the proposed program resulting from the deliberation forum of local development plans and proposals of the local working units with the budget allocation determination. This happened due to the lack of transparency in budget policy determination process that involving legislative approval.

Some interest often arise suddenly, without going through the application process in the deliberation forum on the development plan combined with a plan proposed by a local working unit, but brought over legislative path where most have fairly strong political interests. So far the political interests is still often be assumed negatively along the aspirations which they fought not by public interest but only represent the interests of particular groups. Due to the planned development program and the budget allocation determination in the local Development Work Plan which is in the process of developing poorly supported by the real needs of the local community, it would result in a less precise use of the local development budget targets. Inaccuracies use of the development budget, for example, occurs in an archway development programs for every village in Tarakan city, that is not the real needs of local communities, and many more cases of development projects that do not fit with the proposed community.

In order to prevent or minimize the ineffectiveness of local development planning process, this paper proposes the importance of an integrated management information system. Given the information system that has been implemented to support the process of local development plans which is only partially (not integrated) and did not facilitate ongoing interaction between stakeholders and control mechanisms that would otherwise be performed by each of the parties concerned. The integrated management system proposed is a system that facilitates the interaction between stakeholders and a comprehensive process from the identification of strategic issues, performance appraisal of previous local government working unit, the prioritization of program development, deliberation forum of local development plans at village, sub-district and district / city levels, forums of local government working unit, until the stage of the development budget determination.

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