

Integrated Planning Approach Among Planning Scale and Sector (A Case Study of Malang City's Vision as the City Education)

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Abstract

The needs of integrated planning is more intesed due to complexity of problems and limited resources. Integrated planning can undertake the problems by giving comprehensive solutions and providing adequate resources that required to reach the goal. Nowadays, the approach is applied to provide better tools to guide actions towards the development of cities, improvement of human conditions, and a better urbanism. This research aims to analyze the process of integrating various planning scales and sectors in Malang City Planning Agency; and the process of incorporating all stakeholders in the process. Applying qualitative method with descriptive research, this study found that some governmental sectors did not refer to Malang City's vision as City of Education in their strategic plans, although the Regional Mid-term Development Plan by Malang City's Planning Agency clearly declares this vision. The Agency attempts to improve the level of integration by creating a path between the Regional Mid-term Development Plan and strategic and operational plannings declared by Departments and Agencies, and between planning documents and the budgets. Another effort is establishing collaborations among sectors.

Keyword :City of Education, Integrated Planning, Malang City

INTRODUCTION

Nowadays, cities are seen as motors for the sustainable development of Indonesia. Cities play an important role in the national economy, as more than half of the Gross Domestic Products are generated from the cities [1]. However, the governments of the cities have to deal with issues in the urban development such as urban sprawl, traffic jam, unequal distribution of services, social and economic distribution, inequitable education, and resources depletion [2].

Efforts to overcome the situations require an integrated planning stage. Planning activities are crucial because governments usually experience limited resources, uncertain situation and condition, and the necessity to predict and control available resources in the future.

The need for planning is simplified as two basic words, interconnectedness and complexity. Practically, the planning stage is characterized into many different specializations, disciplines and scale. Applied in the development theory in urban area, however, the planning stage

counters various limitations due to the existence of aforementioned problems. As these problems cannot be precluded individually, scholars suggest to the use of integrated planning approach.

Two key reasons are identified to support the formulation of a new integrated planning practice. First is heterogeneous practice of the planning [3]. Different and separate planning disciplines seem to obstruct planning practitioners to confront complex urban problems. However, this idea creates more complicated process on planning because it comes from different expertises and extend single problem to other scale.

Second, the planning is often implemented in various sectors for different objectives, at different scales and areas [3]. Unintegrated planning applied for some scales and sectors concurrently will cause more serious and complex problem. This condition shows the importance of the integrated planning approach in the process of urban development planning.

Integrated planning is more needed by governments today because of the complexity of problems and limited resources. Integrated planning can tackle the problems by giving comprehensive solution and providing calculations how much resources are needed to reach the goals. Integrated planning approach is implied to provide better tools to guide actions

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towards the development of cities, improvement of human conditions, and ultimately a better urbanism.

Malang City is the second largest city in East Java Province. Since 1962, Malang City has a motto of "*Tri Bina Cita Kota Malang*". The motto is comprised of (1) City of Education; (2) City of Industry and (3) City of Tourism. Malang City's vision for 2009 - 2013 is to realize Malang City as a qualified education city.

This study aims to assess the implementation of integrated planning approach on Malang City's vision as the city of education. Integrated planning means process to interconnect some planning scales. The researcher was therefore, interested in conducting research on the implementation of integrated planning approach among planning scales and sectors to accomplish the vision of Malang City as the City of Education. The integrated planning studied here consists of strategic, operational, and budgeting planning.

MATERIALS AND METHODS

This study applied qualitative approach to describe the exact nature of the implementation of integrated planning to achieve the vision of Malang City as the City of Education. The approach is appropriate to describe systematically, factually and accurately the efforts in the integrated planning holistically.

The data analysis was generated from interviews, observations, and documentary. Data analysis consisted of four concurrent flows of activity, i.e. data collection, data reduction, data display, and conclusion /verification [4].

The researcher interviewed some informants during March up to May 2013. The informants were the officers in the Department of Education, members in the Legislative Board, members of Malang Corruption Watch and Citizen Forum for Education. These latest two represent Non-Governmental Organization. Another informant represented people or citizen of Malang City. The other sources were secondary data collected from the relevant acts, regulations, documents, archives, and literatures related to the case study during 2009-2013 periods and also reports, books, and other written documents.

Data Collection and Analysis

This study applies the flow of data analysis from Miles and Huberman, data collection process by using document analysis, and

observation and interview process. In the process data reduction, the researcher selected, simplified, and transformed data continuously throughout the study. The results are data relevant to the research objectives.

RESULTS AND DISCUSSION

a. Regional Mid-term Development Plan

The vision of Malang City for 2009-2013 was to realize the City becoming a qualified education city. It was made based on Mayor's vision, mission and results of general analysis toward current developments in the city. The vision became a basic for the Regional Mid-term Development Plan and became a foundation to other smaller plans and programs to achieve the vision. The government paid attention to the dynamics in the process of formulation of participatory planning as it is becoming such a commitment and a reference for all stakeholders in Malang to achieve the vision within next five years.

b. Malang City's Strategic Planning Scale on Education Sector

Strategic planning has been adopted by public agencies particularly in response to similar problems and circumstances faced by private corporations, especially those that posed a rapid changing environment [5].

Malang City's strategic plan is settled for five years. It consisted of regional economic frameworks, programs, activities, performance indicators, and indicative budget ceiling for each department, agency, units, and sectors in the local government. The strategic planning includes vision, mission, objectives, strategies, policies, programs, development program, and activities.

The mayor had his vision and mission manifested in the Regional Mid-term Development Plan. Then, the Plan was transferred into aims, objectives, and the development program (program priorities). Figure 1 illustrates the process of transferring vision and mission into planned strategic activities aimed to achieve the visions and missions.

This study analyzed the actual process of the planning and compared the Mayor's vision and mission, aims and objectives, development program (program priority) to of the Head of Department of Education. The study finds that the quality of education lies on the institutional ability to produce human resources that have a competitive advantage in terms of control,

utilization, eager to develop science and technology, and have a global perspective but with interests to preserve local wisdoms. These visions and missions were followed by the Head Department of Education's vision and mission. The Department creates operational strategic plannings to articulate the Mayor's. The similar process is occurred as well in the aims and objectives levels.

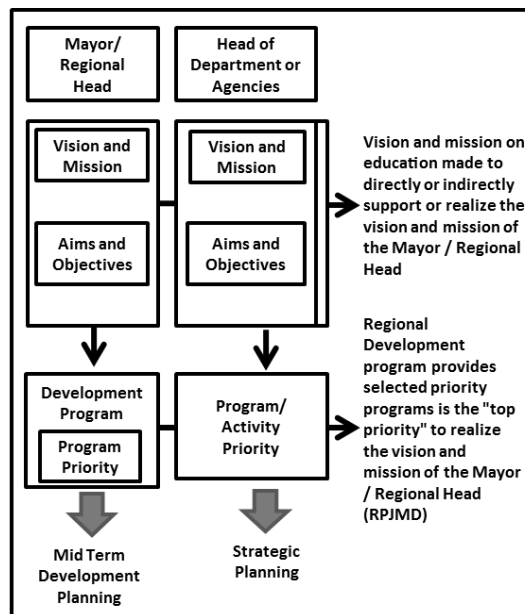


Figure 1. Integration between Vision and Mission of Mayor (Regional Mid-Term Development Plan with Strategic Planning)

However, the Mayor's priority program was not articulated and followed clearly by the Head of Department of Education's priority program. Mayor's priority program involves: (1) improve the quality of personnel; (2) improve the quality of education management; (3) improve equal access towards educational facilities; (4) maintain equitable distribution of educational facilities; (5) increase the numbers of non-formal education; (6) increase community access to the library; (7) improve management and preserve of local archives. Meanwhile, the Department of Education prioritized to achieve three goals, they are (1) improve equality and expand public access to education; (2) improve the quality, relevance and competitiveness of the educational system; (3) improve accountability and public image of educational programs. Thus, the Head of Department of Education did not involve issues such as: non-formal education, community access to library, and management and preservation of local archives.

c. Malang City's Operational Planning Scale

Operational planning is a process set by an institution for one to three years period. For that short period, especially for the upcoming fiscal year, the plan describes major activities and the desired outcomes. Ideally, the operational planning should represent concrete incremental steps in order to accomplish the desired strategic directions [6].

Annual Malang City's operational planning consists of reviews of regional economic framework, programs, activities, performance indicators, indicative budget ceiling for each local government agencies, units and sectors. In Indonesian, the local government operational planning is called as RKP (Rencana Kerja Pemerintah Daerah). This annual plan elaborates the longer term plan, e.g. the Regional Mid-term Development Plan. The important point on the integrated planning between these two different term of planning is whether the programs or the activities are connected and entangled (Fig. 2).

Figure 2 indicates that local governments set the Regional Mid-term Development Plan in every five years. Then, the the government derives it and accomplishes the mission through the annual development programs/activities.

This study found that instead of creating programs that support Malang City's vision as the city of education, the departments and agencies focused efforts to realize their mission in line with the functions and obligations merely. Except the department of education, none of departments that established related educational programs.

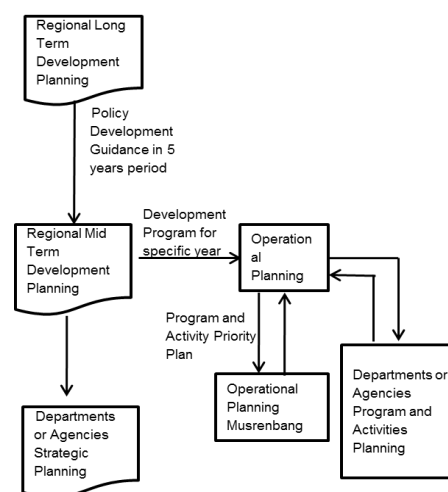


Figure 2. Integration of Mid Term Development Planning and Operational Planning [7]

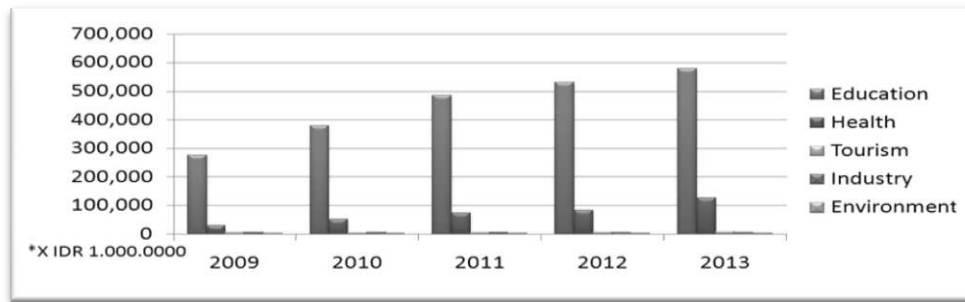


Figure 3. Compilation of Malang Budgeting Planning for Education and another sector 2009-2013[8]

d. Malang City's Budgeting Planning

Budgeting has three primary purposes: (1) to distribute resources from one organizational unit to another; (2) to translate plans into action; and (3) to serve as a control mechanism for achieving both internal and external accountability [9]. Annually, the local government and parliament of Malang City settle a financial budgeting planning. The budget is aimed to systematically attach the development issues and the source and amount of fundings. The budget is also used to control the activities, to support inspection and supervision activities by the local financial institute. Malang City's budgeting planning provides such a big allocation for the education sector. However, the Department of Education still received many complaints and is still struggle to serve the citizens. The citizens desired to receive education service freely and no other payment in the school system. Seemingly, the Department of Education was still unable to effectively implement a finest policy to use great budget for education for responding public interests.

The study also found that the Malang City's budgeting planning was not clearly integrated with the vision as the city of education. Moreover, most budgets allocated for developing education system were used for indirect expenditure. The expenditures did not directly affect the improvement of the citizen's quality of life.

CONCLUSION

Beside education sector, the local government of Malang City settles various sectors such as health, farming, forest, and so on. However, this study found that these non-education sectors seemingly did not pay much attention to realize the City's vision as the city of education although the Regional Mid-term Development Plan clearly mentioned this vision.

Apparently, the strategic planning of the Department of Education did not integrate some priority programs such as: increase the non-formal education; increase community access to library, and management and preservation of local archives. Instead, other departments focused on their institutional functions and obligations and did not create programs that could support the achievement of education sector's mission.

The budget seemed to be self-determining, did not represent programs and financial fundings to realize the vision of the city to be the education city. Most budgets presumably allocated for education programs were used to finance indirect expenditures. These spendings, however, did not potentially improve the quality of citizen's life.

SUGGESTION

The researcher suggests some recommendations to have a better implement an integrated planning approach as follows.

- Correlate one planning documents to other documents. Local government must attach and refer the annual programs and plannings to the longer terms of plannings. For example, each department and agency in local level must use Regional Mid-term Development Plan as such a reference to create the strategic and operational plannings. Financial and budget documents must also intertwine in each level.
- Collaborate one sector to other sectors. Each sector and department must collaborate to achieve the vision and mission. Entirely, the the Malang City's local government requires such mutually work and support from various sectors and departments.

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