

# กระบวนการกำหนดนโยบายเกี่ยวกับ แผนพัฒนาการคมนาคมทางบก ในเขตพื้นที่ทูบัน

Policy Formulation Process in Development  
Plan for Land Transport in Tuban Regency

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## บทคัดย่อ

ความต้องการการคมนาคมเป็นส่วนหนึ่งในความต้องการขั้นพื้นฐาน การพัฒนาการคมนาคมมีวัตถุประสงค์เพื่อเป็นสะพานเชื่อมระหว่างอำเภอและ สนับสนุนการกระจายผลลัพธ์ของการพัฒนาอย่างเท่าเทียม องค์กรปกครอง ส่วนท้องถิ่นมีบทบาทในการเป็นผู้ฝึกสอนในเรื่องการพัฒนาการคมนาคม ดังนั้น องค์กรปกครองส่วนท้องถิ่นจึงถูกบังคับให้ต้องมีการกำหนดนโยบาย กำหนด แผนการปฏิบัติ ควบคุม และตรวจตราการคมนาคมขนส่งทางบกในพื้นที่นั้นๆ ซึ่ง สอดคล้องกับหลักการของการปกครองส่วนท้องถิ่น ผู้เขียนศึกษารูปแบบระบบ สาธารณูปโภคของ David Easton เพื่อนำมาใช้ในการวิเคราะห์กระบวนการ กำหนดนโยบายเกี่ยวกับแผนพัฒนาการคมนาคมขนส่งทางบกในเขตตำบล เพราะ เขตตำบลมีหลายปัจจัยที่มีอิทธิพลต่อกระบวนการกำหนดนโยบาย ประการแรก ในบทความนี้อธิบายเกี่ยวกับรูปแบบความต้องการและรูปแบบของการสนับสนุน จากภาคสังคมของเขตตำบล ซึ่งถือเป็นปัจจัยนำเข้าของกระบวนการกำหนด นโยบายประการที่สอง กระบวนการกำหนดนโยบายเป็นอย่างไร และประการ ที่สาม ความคาดหวัง ด้านผลลัพธ์ของกระบวนการกำหนดนโยบายในแผน พัฒนาการคมนาคมขนส่งทางบกในเขตพื้นที่ตำบล

**คำสำคัญ:** นโยบาย/ การคมนาคม/ แผนพัฒนา/ การคมนาคมทางบก/ ตำบล

## Abstract

The need for transportation is one of basic needs. Transportation development aims to bridge the gap and encourage the equitable distribution of development outcomes between regions. Local Governments have their role as a coach in the development of transportation, so it is obliged to formulate policies and draw up plans, control and supervise the realization of transportation in their area, in line with local autonomy principles. This article utilized

systems model by David Easton to analyze the formulation process in development plan for land transport in Tuban regency, because it indicated that some actors and factors had influence over policy formulation process. First, this article explained about what were the demands and support from society of Tuban regency as input. Second, how the process operated and the third, the expected output of policy formulation process in development plan for land transport in Tuban regency.

**Keywords:** Policy/ Transport/ Development plan/ Land transport/ Tuban

## Introduction

Transportation development aims to bridge the gap and encourages the equitable distribution of development outcomes between regions. Transportation development is expected to improve safety, service levels and smooth mobility of passengers, goods and services in an efficient national transportation system so that it can achieve an efficient, reliable, quality, safe and affordable transportation. Transportation network needs to be strengthened and developed in line with increasing demand for quality of service, due to the increasing need for mobility of people and goods as well as demand for transportation service quality in the future.

Local Governments have their role as a coach in the development of transportation in their areas, so it is obliged to formulate policies and draw up plans, control and supervise the realization of transportation in Indonesia. Policy formulation stage is a fundamental

stage in policy making process because it determines the public agenda of the government to response the public needs. Therefore, the ideal policy formulation is expected to achieve by policy formulation

With respect to the transportation, the problems that exist in both developed countries and developing countries in the transport services are different. (Gwilliam Kenneth, 2000) In the developing countries, they lack the integrated regulations of transportation. Economic growth is always concentrated in big cities with inadequate infrastructure, always lack of community participation in road transport planning. Local accessibility and sense of belonging are not apparent in the society because they lack of community participation.

Indonesia is a developing country with a large population, with a variety of basic needs, including the transport services. Therefore, in the formulation and implementation of an adequate number of facilities and transportation networks should be considered by the government.

In Indonesia, several policies were issued related with development planning in land transport such as Act No. 22 of 2009 on Traffic and Roads and Regulation of Minister of Transportation, Republic of Indonesia, Number: km. 49 of 2005, on the National Transportation System. These acts regulated about the development of infrastructure network and the provision of intermodal transportation and inter-island integrated transportation in accordance with multimodal transportation blueprint in Indonesia.

In line with local autonomy, a number of matters were previously regulated by the central government and later delegated to the regions. One of them was the business of transportation. Development of local transportation was a local obligation in order to support economic, social welfare in local areas.

Local development planning covered all affairs that had been delegated from the central government to the regions. One of the affairs was transportation, such as road transport. The successful development of the transportation sector in local areas depended on whether good or poor of policy in development planning in that local area.

Tuban regency which is one of the districts in East Java and one of the cities in North Coast Road was expected to be a special economic zone in East Java with Tuban Regency's visions including: (1) providing seaport, (2) promoting the industrial zone, (3) expanding the area of tourism, (4) strengthening potential oil and natural gas, and (5) supporting Cepu oil mining. Therefore, Tuban Regency needed best effort in transportation planning to support these projects.

Moreover, problems of the policy making in formulating development plan in land transport still existed in three areas. The first was the lack of synergy between planning and coordination throughout the sector. The coordination was necessary in the planning process such as the preparation of program priorities and activities. Lack of planning and coordination caused inaccuracy in the goal achievement. The second was the lack of human resources, who experted in the field of transportation. The last problem was

funding, which was one of the classic problems in land transport planning, especially in the region with low budget. It made the funds availability far from the minimum requirements that needed.

Transportation problems in Tuban regency required serious attention because the success in economic development of local area was determined by the role of the transport sector. Therefore, the transportation system should be nurtured in order to produce a reliable transport service, highly skilled and integrated organization, orderly, safely, comfortably and efficiently to support the dynamics of development.

To ensure the sustainability and success in transportation development in Tuban regency should be determined by good policy. The policy formulation in local areas, as well as central government, was influenced with many actors and factors. To formulate a policy, some stages should be acknowledged and that matter became the focus of this article.

## Research Methods

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This research was qualitative method with descriptive research. The goal was to obtain systematic and factual phenomena and the problems to be solved: The purpose of descriptive research was to create a description, picture, systematic factual and accurate information on the facts, and the nature relationships of the phenomenon under study.

Thus the objectives of this study were conducted to obtain an overview, a description of how the process of development

planning in the field of land transport in Tuban Regency and what factors influence it. Location of the study was Tuban Regency. The research site was Local Development Planning Agency, Department of Transportation, Department of Public Works and Local Parliament in Tuban Regency. The site chosen because it fits the title and focus of research that seeks to describe and analyze those aspects related to the field of land transport planning in Tuban regency.

Researchers conducted face to face interviews with the informants and explore the data directly, with the communicative and dialogical so of the interview obtained the data with high accuracy. Documentation was the way data collection techniques to collect/ gather material from various documents in the form of book reports and written documents that were related to problems in the study, and could later be used for more in-depth analysis, such as Mid-term development plan for 2011-2016, Spatial Planning Document for 2012-2032 in Tuban regency, National Transportation System Document, Regional Transportation System Document, Local Transportation System Document, Musrebang Document, Traffic Forum Document, Annual Accountability Report Document and another data from each agency such as structure organization, duty and function of each agency and employees/officers data.

## Public Policy

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The subject matter of public policy was attempted to define by various scholars using different analytical frameworks. Public policy was whatever government choose to do or not to do. (Thomas, 2002, p. 1) This definition was perhaps too simple and failed to provide the means for conceptualizing public policy.

The other scholar offered more generic definition. James Anderson described public policy as a purposive course of action followed by an actor or a set of actors in dealing with a problem matter of concern. (Irfan Islamy, 2007) Anderson's definition noted that policy decisions were often taken by sets of actors, rather than a sole set or actor, within a government. It also highlighted the link between government action and the perception, real or otherwise, of the existence of a problem or concern requiring action.

Another scholar tried to define public policy in simple way. Public policy was decision that made by the state, especially government, as strategy to realize the objective belonged to that state. (Nugroho, 2008, p. 55) Public policy was strategy to carry people in beginning period, entering people in transition period, towards ideal society.

Therefore, public policy was a strategic fact rather than political or technical facts. As a strategy, public policy already had political preference from the actors involved in policy process, especially in formulation process.

The stages of policy process were problem formulation, policy agenda, choosing alternatives to solve problem and policy



determination. Furthermore this article focused only on the first stage namely policy formulation. According to Winarno (2007, pp. 123-124) there are important differences existed between developed countries and developing countries. In developing countries, policy-making structure was simpler rather than that in developed countries. In developed countries, policy-making structure was more complex. These differences were caused by actors involved in policy formulation. In developing countries, policy formulation was controlled by elite politics with small influence from society. That was why policy making became simpler. In the other hand, developed countries had plural interests in public policy, making it policy formulation more complicated.

James Anderson (1979), discussed about who got involved in policy formulation and divided into two categories. The first group was formal actors such as government agent (bureaucracy), executive, legislative, and judicative, while the second group consisting of informal actors such as interest groups or individual in society. (Anderson, 1979)

## Systems Model

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Public policy has seen as a system consisting of input, conversion, and output. (Parson, 1995, pp. 23-25) In this context, there were two macro variables influenced public policy, namely domestic and international environments.

The main idea of Eastonian model was that viewing the policy process in terms of received inputs, in the form of flows from

environment, mediated through input channel (parties, media, interest group); demand within the political system and their conversion into policy outputs and outcomes.

## Development Plan in Land Transport ●

Todaro (1986, p. 1) provided an understanding of economic development planning with emphasis on the conscious effort of an organization (central or local government) to influence, move, or even control the main economic variables (e.g., including the gross domestic product, consumption, investment, savings) in a State or territory in a specified period in accordance with the objectives previously set. (Todaro, 2000, p. 1)

Understanding of development planning by Soekartawi was a process of determining and thought, that has been considered systematically to achieve certain goals in the time for the future. (Soekartawi, 1990, p. 78) One of the interesting elements in this sense was planning a comprehensive process. Considering a variety in the fields and involving many elements not only government, but also people outside of government.

Statutes and regulations governing regional planning in Indonesia were stipulated in Act No 25 of 2004 on the System of National Development Planning which especially contained the executive plan, the pattern of relations between actors in the planning process, also advanced in planning level which were discuss in details below:



### 1) Long-term Development Plan

Long-term development plan in local areas refers to the National Development Plan. In term of 20 years and mainly contained the vision, mission, and direction of local development.

### 2) Medium-term Development Plan and Strategic Plan Document

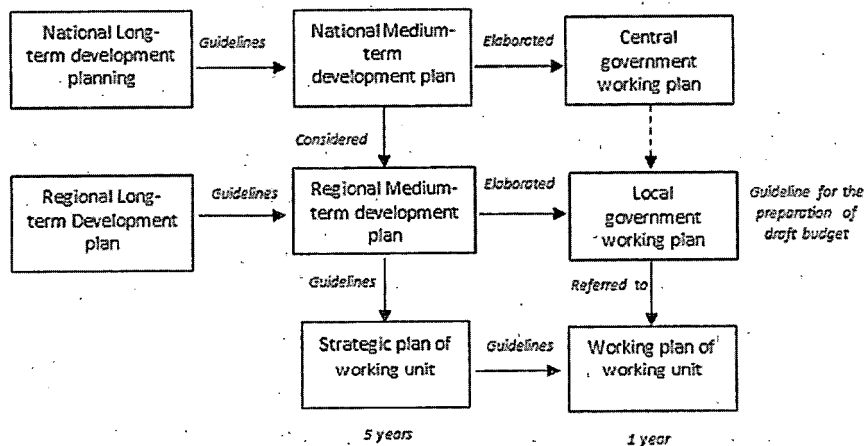
Medium-term development planning documents in local areas for a period of five years refers to long-term development plan. Medium-term development plan draft in local level was prepared by the Local Development and Planning Agency as implication of vision, mission and program of the Regent. While the Strategic Plan, prepared by heads of Working Units (Departments, Agencies, and Bureaus) and refers to Medium-Term Development Plan Document. The strategic plan was for a period of five years.

### 3) Working Plan of Local Government Document and Working Plan of Agency Document

Working Plan of Local Government draft prepared by the Regent as the elaboration of Medium-term Development Plan, along with the design Working Plan of Local Government Document. Head of Working Unit (agencies, departments, or bureaus) prepared Working Plan of agency accordance with its duties and functions that related to the Strategic Plan of Working Unit, which had been developed previously.

Figure 2

Flow Chart of Development Planning by Act Number 25 year 2004 on National Development Planning System



According to Tamin, transportation planning was to make the flow of people, vehicles and goods in a wide range of interaction become as easy and efficient as possible. (Tamin, 2000, p. 30) To achieve good transportation plan, three aspects should be considered, as follows:

- a) The spatial plan policy (the location of schools, housing, offices, and markets and others are appropriate), this could reduce the long-distance travel and make interaction of people activity easier

b) Networks system. This was to improve capacity of road infrastructure, add new road, and etc.

c) Movement systems, namely: set the engineering and traffic management (short term), a better public transport facility (for short and medium term), or road construction (for long term).

### Policy formulation Process in Development Plan for Land Transport in Tuban Regency

Policy formulation in development plan for land transport in Tuban Regency consisted of three elements. Firstly, demands from society for development in land transportation (as input). Secondly, policy formulation process by political conversion. In this step policy formulation was influenced by actors and their interests. The thirdly, output was expected by society and government of Tuban regency in Transportation development.

#### 1) Demands of Tuban Society in Development plan for land transport

Development and improvement of road were demands of Tuban's society. These demands were based on several reasons, such as to support mobility for daily activity, trade, and farming (productivity reason), and the reason to make every people in Tuban regency could get benefits from development (equality in distribution).

Tuban regency has been developed more than 518 Km Regency roads and 519 Km village road axis. From 726,12 Km (regency road) and 707,30 (village road axis), now there is reduction

in broken road until 30% in 2011 which 28,34 Km (regency road) and 29,20 Km (village road axis). The data about road condition is shown in Table 1.

**Table 1**  
**Road Infrastructure Condition In 2011**

Road type	Length (KM)	Road condition								
		2009			2010			2011		
		good	medium	Damage	good	medium	damage	good	medium	damage
Regency road <sup>2</sup>	726,12	726,12			726,12		41,95	518,672	66,742	28,344
Village road axis <sup>3</sup>	707,30	707,30			707,30		38,50	519,578	76,675	29,201

Source: Department of Public Works, Tuban regency, 2011

Table 1 is overview of road condition in Tuban Regency. Although it decreased in amount of road damage, but it still needed improvement and rehabilitation in several roads.

In addition to the demands for road development, Tuban's society also wanted development and maintenance in some road facility, for examples, traffic light, street lighting, signs, and road marks (furthermore can be seen in Table 2). Then, demands for public transport revitalization in Tuban also appeared, even though not as substantial as road development. Whereas, views from increasing number of private vehicles from year to year, Tuban Regency needed revitalization in public transport to avoid the transportation problems in the future.

Table 2  
 Proposal from Society and Government Agencies in Tuban  
 Regency in 2011

No	Program	Activities	Implementer
1	Road and bridge construction	Improvement Tuban-Merakurak road	Department of Public Work
		Improvement Jatiklabang-Demit road	
		Improvement Cokrowati-Tegalboro road	
		Bridge construction in Kedung Bunder	
		Putuk Bridge Replacement in Sugihwaras Village	
2	Road and bridge Rehabilitation/ maintenance	Periodic maintenance in Sokosari-Glagahsari road	
		Periodic maintenance* in Senori-Banyu urip road	
		Rehabilitation flash light and traffic light	
3	Rehabilitation and maintenance facility and infrastructure traffic and road	Rehabilitation/maintenance traffic sign	Department of Transportation
4	Traffic control and security	Road marking procurement	
		Flash light/ rotary/ countdown timer installation	
		Traffic light installation	
5	Transport service improvement	Rehabilitation flash light and traffic light	Department of Transportation
		Good Transport driver contest	
		Coaching in parking system	

Source: Local Planning and Development Agency of Tuban regency, 2011

\* Is activity to prevent the occurrence of wider damage in order to restore the road

In concept of Sustainable transport, availability of capital transport is not a priority that must be fulfilled. Facilities which were accommodating society with lowcost vehicle users such as cycling and pedestrian should be concerned. In reality, this facility was not the main priority so that, society choose to use their private vehicles for traveling even within short distance.

Every year, the number of private vehicles especially motorcycles increase, it was inversely proportional to the number of public transports. This condition made vehicles volume on the street growing rapidly, which was dominated by motorcycles and private cars. In peak hour, such in the morning (7.a.m - 8 a.m.) and in the afternoon (4 p.m. - 6 p.m.), vehicle volume were in maximum condition.

Transportation availability was not able to fulfill service optimally. Therefore, society to support their daily activity preferred to use their own vehicles. Aligned with population growth and increasing in income per capita, society demands for vehicle especially two-wheeled vehicles more increase. This condition was also coupled by easiness to get motorcycle loans.

Public transport revitalization was difficult to be achieved by local government in Tuban regency, because until now, public transport ownership was still dominated by individual, not like in big city, that was controlled by organization such Damri. For now, something was done by government to control public transport condition by using feasibility test for public transport. This test was expected to reduced the number of public transport which was not roadworthy and increasing in passenger safety.



## 2) Policy Formulation Process in Development Plan for Land Transport in Tuban Regency

The definition of local regulation based on Acts No. 12 year 2011 on Formation of Regulation was established by local parliament with mutual agreement of head of region. Another definition based on Acts about local government was “regulation that established by local parliament with head of region, whether in province or regency/ city”. In terms of Acts No. 32 year 2004 on local government, local regulation set in order to implementation of Tugas Pembantuan (2004) and local autonomy in province/ regency /city was a further elaboration from higher regulation with considering characteristic of each area.

Draft of local regulation can be derived from local parliament, governor or mayor/regent. If in time during the trial, governor/regent/mayor and local parliament submitted a draft of local regulation with the same material, then the draft from local parliament will discussed while the draft from governor /regent/ mayor used as consideration. There are several local regulations which established by local government (regency/ city/ province), namely:

- a. Local tax
- b. Local retribution
- c. Spatial planning
- d. Local budget
- e. Mid-term development plan
- f. Government agencies

g. Village government

h. The other general setting.

Accordance with article 5, Acts No 12 year 2011 on Formation of regulation, the good local regulation making must base on the principal of formation of regulation as follow:

- a. Clarity of rules
- b. An appropriate institutional forming
- c. Compatibility between type and substance material
- d. Can be implemented
- e. Effectiveness and efficiency
- f. Clarity of formulation
- g. Transparency

The formulation procedure is activity of local regulation formulation sequence from planning until the stipulation. Local regulation making process consisted of 3 (three) steps, namely:

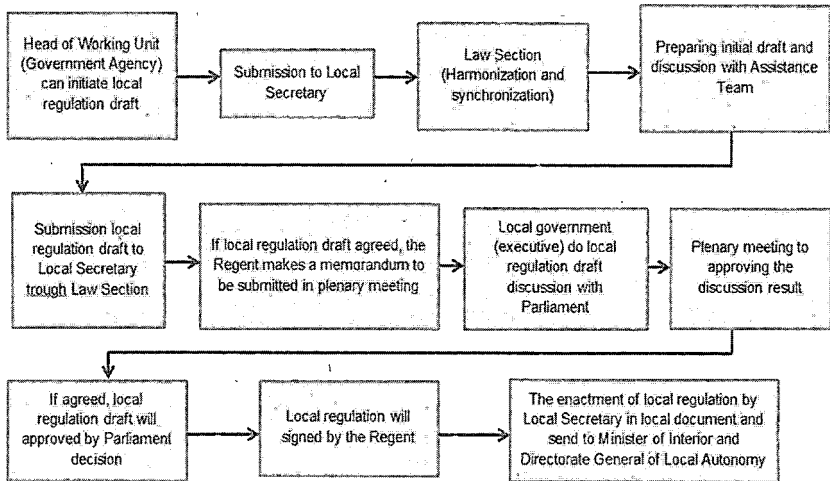
a. Preparation of local regulation draft process, is a drafting and designing in local parliament area or in local government area (in this case, local regulation draft in initiatives draft). This process including formulation initiatives draft, academic draft and legal draft.

b. Approval process, is a discussion in local parliament

c. Legalization by head of region (governor/regent/mayor) and enactment by local secretary

Figure 4

Local Regulation Formulation Process Proposed by Executive

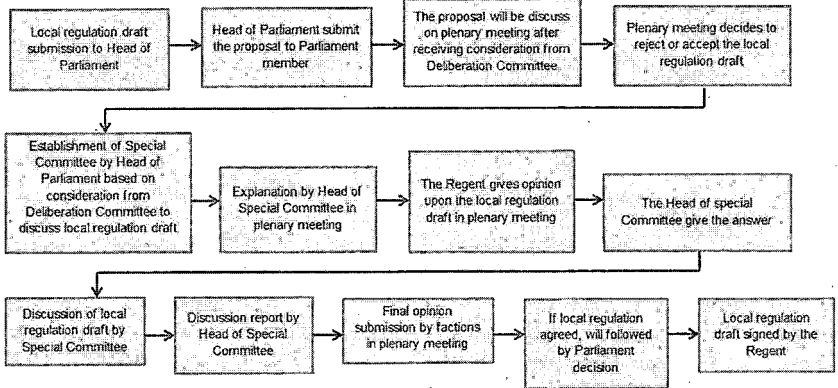


Source: Processed from Regulation of Ministry of Internal Affairs No. 53 Year 2011

Furthermore, a mechanism of local regulation proposed by legislative as can from figure 5

Figure 5

Local Regulation Formulation Process Proposed by Legislative



Source: Processed from Regulation of Ministry of Internal Affairs No. 53 Year 2011

Diagrams above showed local regulation formulation process, proposed by Legislative and Executive. As known, local regulations initiated based on local government were Mid-term development plan and spatial planning. In Tuban regency, local regulation that contained about Mid-term development plan was on Local regulation No. 20 year 2011 about Mid-term development plan of Tuban Regency 2011-2016. According to Acts No. 32 year 2004 on Local Government and Acts No. 25 year 2004 on National development planning system, local government in implementing development in local area should formulate development plan including Long-term development plan, Mid-term development plan, and annual work plan of local government.

Development plan was aimed to ensure relevance and consistency among planning, budgeting, implementation and controlling. Then, Mid-term development plan also had linkage with other development plan document as Long-term Development Plan, Spatial Planning, Strategic Plan, and Working Plan Document of local government.

According to Mid-term development plan of Tuban Regency for 2011-2016, development planning in transportation focused on road and bridge development and rehabilitation; development of transportation facility and improvement in public transport service quality. In the future, local government of Tuban regency would have planned to ring road. This ring road was aimed to reduce traffic jam that caused by national road traverse regency road, so that many large vehicles across the province and caused traffic. With ring road, government can reducing traffic saturation inside the city and can revitalize route of new terminal so it can serve optimally.

Ring road construction also led to cons from the other party. NGO stated that outer ring road was not urgent. It is more important to revitalize public transport so could be safe, comfort, and affordable. With convenient public transport, society was willing to use it again. Indirect ways, it could reduce the traffic and give solution for government to other traffic problem.

Moreover, there was development plan to railways mode in Tuban Regency. Railways mode is one of transportation modes in national transportation system that has characteristic as mass transportation and cannot be separated from other transport

modes. Railway mode needs to potential development and improvement in its role as area connecter. Planning about railway mode has been included in spatial planning document that funding by national budget and state owned-enterprise. This development is expected to support and move the development to improve social welfare, especially in Tuban regency.

### **3) Role Actors in Formulation Policy Process in Development Plan for Land Transport in Tuban Regency**

There were significant differences between actors in policy making in developing and developed countries. In developing countries, policy making structure was simpler rather than in developed countries. Trend of policy making structure in developed countries more complex. These differences caused by actors that got involved in policy formulation. In developing countries, policy formulation is controlled by elite with less society influence, so policy process was more simple. In developed countries, citizens had interest in policy in their country. This condition made policy making process more complex.

According to James Anderson, the actors who got involved in policy making process were divided in to two groups, namely official participants or non-official participants. Official participant are government agencies (bureaucrat), president (executive), Legislative and Judicative. While, non-official participants were covered interest groups, political parties, and citizens.

Related with understanding about policy as what government do in certain problem. Agency involvement as government apparatus

in the way of determine policy was more open. Government agency became important actor in policy making process. Moreover, government agency also became main source on policy proposal in political system. Government agency was actively doing persuasion and using pressure in policy making process.

At local level, Legislative along with governor/ regent/ mayor made local regulation. Every regulation related with public matters should get approval for Legislative. Moreover, involvement of legislative in policy formulation was seen in meeting mechanism, hearing, investigations, and contacts that they did with government agencies, interest groups, and others.

Interest groups were non-official participants that played important role in policy making almost in every country. The differences might depend on democratic or authoritarian countries, modern or developing countries. Those differences were concerns on validity and relationship between government and those interest groups. In democratic system, interest groups played their role bigger than in authoritarian system. In democratic system, freedom of speech was protected and all citizens had their political involvement. Even in those systems, interest groups were different in relation and activity, but in every system, interest group has articulation function to states their demands and giving alternatives for policy act. Interest groups also giving information to official public and mostly the information that given are technical information about consequences that probably rise as effect of policy. In this case, interest groups give benefit as rationality in policy making.

In policy making process is needed involvement from each policy makers. To understand who formulate the policy, must first be understand the habit of each actors (participant), which part or role that they do, the authority that they have, how they can communicate and controlling each other.

In policy formulation in development plan for land transport, the official participants were Department of Transportation, Department of Public Works, and Local Planning and Development Agency as executive and Local Parliament as Legislative. Non-official were society and public transport company. The table below summarized the actors who got involved in policy formulation in development plan for land transport in Tuban Regency.



Table 3

Role of Actors in Policy Formulation in Development Plan for  
Land Transport in Tuban Regency

No	Stakeholder	Role
1.	Department of Transportation	Formulate policy, doing coordination with other government agencies in order arrange program, technical direction, and coaching, supervision, control, reporting, and administrative services in traffic, public transport and parking field.
2.	Department of Public Work	Formulate policy, doing coordination with other government agencies in order arrange the program, technical direction, coaching, monitoring, evaluation, reporting, and administrative services for road and bridge construction, maintaining, operational and control.
3.	Local Planning and Development Agency	Formulate development plan policy and doing coordination, arrange program, technical, direction, evaluation and control for environment condition, spatial planning, settlement, and infrastructure area (including public works such as road and bridge, settlement, irrigation and transportation).
4.	Society	Giving proposal, suggestion, funding, controlling; get involves in policy formulation. Doing controlling and monitoring in policy making process.
5.	Public Transport Organization	Doing coordination between government and public transport owner, giving suggestion, proposal and doing policy socialization.
6.	Parliament	Formulate local regulation together with executive and taking part is public aspiration activity.

Source: Processed from Interview Result 2013

#### 4) Supporting and Inhibiting Factors in Policy Formulation Process in Development Plan for Land Transport in Tuban Regency.

##### a. Supporting factors

There were two supporting factors in policy formulation process in development plan for land transport in Tuban, namely Regency Regulation and bureaucracy structure and sustainability of fund.

The implementation of duties was based on main duty and functions of organization. In government organization - in this case being local government - main duty and function of employees in local government were regulated in article 151 paragraph (1) and (2) Acts No. 32 year 2004 on local government states local government agency formulate strategic plan which consisted of vision, mission, strategy, policy, program and activity of development in accordance with duty and function, and guided by Mid-term development plan.

Main duty and functions of organization were related with effectiveness of organization. Organization consisted of individual and group, therefore, effectiveness of organization was also influenced by individual and group effectiveness. Through synergy between individual and group effectiveness, organization would get higher effectiveness. In other words, main duty and functions in organization can influence effectiveness of individual and group. According to explanation above, job description that contained main duty and functions for employees had important role in organization. Therefore, it should be formulated clearly and

directionally. Tuban Regency prepared the regulations about main duty and functions and also job description for each government agency. This regulation formed in Regent regulation which is expected to solve internal and external problem from each agency, in order to prevent overlapping functions in policy making and coordination.

Sustainability of fund, one of aspect that must manage carefully was local finance and budget. Local budget is a main policy instrument in governing in order to achieve service for society. Local budget is used as tool to determine number of revenue and expenditure, help decision making and development planning, also as tool to do coordination for every activity from each working unit.

The development funding projection in Tuban regency will experience increasing from year to year. It is show Tuban regency's ability to support development can be achieved well. The problem now, how the Tuban government make development priority so that, this condition can give positive and big impact to the society.

#### **b. Inhibiting factors**

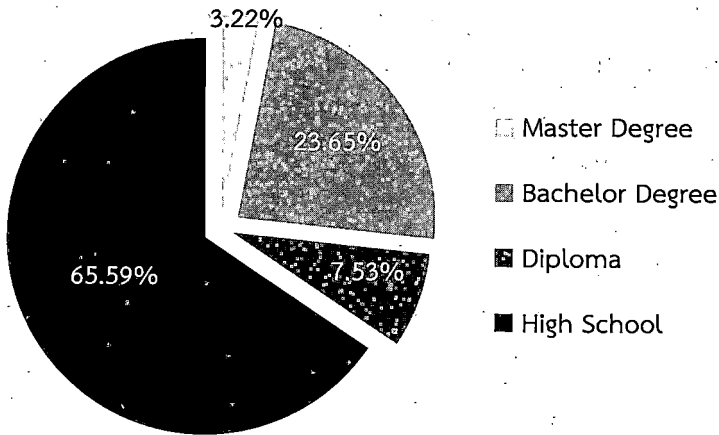
There were also two inhibiting factors in policy formulation process in development plan for land transport in Tuban. First, Budgeting problem vs high demand. This factor caused by the high demand of development without balanced by awareness which the project should be a priority. Society was demanding development in every aspect in short time. Whereas, if all fund spent were only to development expenditure, then it cannot cover the other expenses. Once again, the problem about priority scale become important,

where local government should give understanding and socialization to society about the procedure and policy of budget is. So that, society more know which part should be develop first. The directional development and good arrangement of priority scale could give positive impact because the development that wished by society can be achieved.

Second, Lack of human resources. Lack of quantity and quality of human resources especially related with development plan in land transportation would give influence to technical policy making in transportation. It would give influence when government agency doing drafting, planning and gathering the data about transportation problem. The quality of employee could be seen by seeing their educational level.

According to data in 2011, the number of employee in Department Transportation in Tuban Regency is 93 persons, with the composition High School graduate reach 61 persons, the rest are Diploma, Bachelor and Master degree graduates.

Chart 1  
 Number of Staff and Education level of Department of Transportation in Tuban Regency

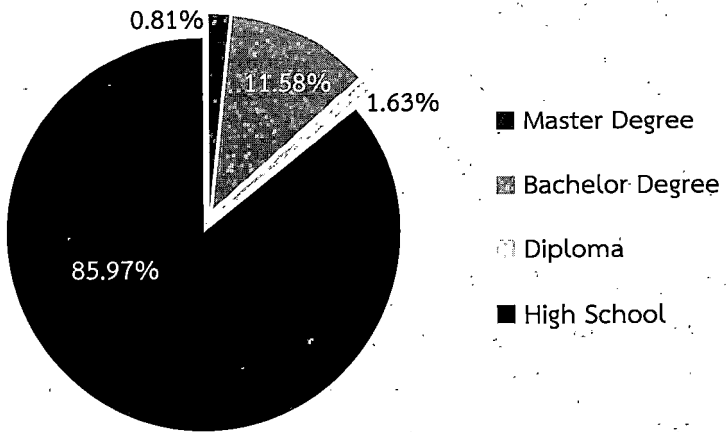


It means high school graduates reach more than 60% from the total of employees in the Department of Transportation, followed by Bachelor degree graduates more than 20%, Diploma degree graduates with more than 7% and Master degree graduates just reach 3% from the total number of staff in this department. With a big number of employees but a lack of quality, the organization's performance is not efficient. Transportation is a specialized field and needs expert and high quality employees to make good strategy and policy.

Same problem also happens in the Department of Public Work. With a number of personnel reaching 492 persons, but not followed by good quality. It could be seen from Table 18, High School graduates reach 423 persons, rest were Diploma, Bachelor, and Master graduates.

More than 80% of total personnel in Department of Public Work were below average because just graduated from senior High School, which were followed by 11% of Bachelor degree graduates, 1% of Diploma graduates and 0.81% of Master degree graduates. It would be influence in implementation of daily duty, especially in policy formulation process. Therefore, these departments need to improve the quality of their personnel.

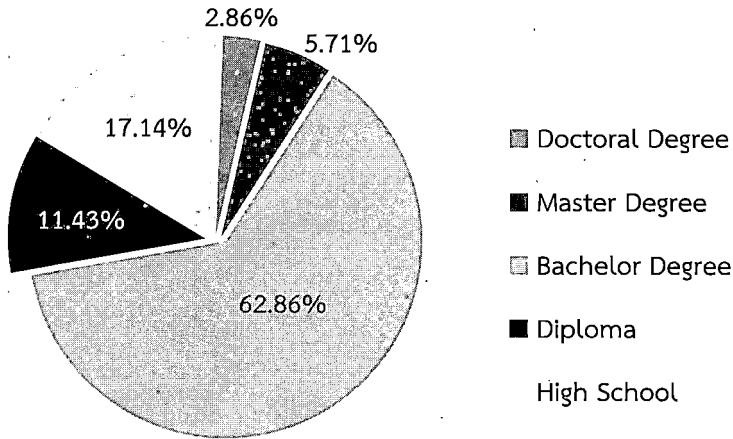
Chart 2  
Number of Staff and Education level of Department of Public Works in Tuban Regency



Different from the two previous departments, Local Planning and Development Agency had number of personnel only 35 persons, with 22 of them were bachelor degree graduates, and the rest were senior High School, Diploma, Master and Doctoral graduates.

Chart 3

Number of Staff and Education level of Local Planning and Development Agency in Tuban Regency



There was a balance in this department, between the quality and the quantity of the personnel. It could be seen from more than 60% of the total number of staff was Bachelor degree graduates, followed by 17% of High School graduates, 11% of Diploma graduates, 5% of Master degree graduates and 2% of Doctoral degree graduates. From this condition was expected to Local Planning and Development Agency could do their duty and function well.

## 5) Expected Output from Policy Formulation Process in Development Planning for Land Transport in Tuban Regency.

The expected outputs from policy process in development plan for land transport were accomplishment of road and bridge both in city and village in good condition. This condition can be seen from Mid-term Development Plan Document.

Output and outcome from each department were review from vision and mission of Head of Regency, especially the mission about the improvement of social economy that can compete globally base on farming, industry, tourism, and also service which are sustainable. This mission were done to achieve vision about “The realization of society in Tuban Regency which were more developed, religious, welfare and dignified in creative and clean governance”.

## Conclusion and recommendation ●

From discussion above can be concluded about policy formulation process in development planning for land transport in Tuban regency are as follow:

1. The demands and needs of Tuban’s society on land transport were development and rehabilitation of road and bridge infrastructure, both in city and village area. Beside road infrastructure, society also demanded on development of road supporting facility such as sign, traffic light, and street lighting. Beside road physical development, society wants revitalization in public transport, to create the public transport that are safe, comfort and affordable.



Policy about development plan for land transport were contained on Mid-term development plan document and Spatial planning document which the process are involving stakeholders such as executive (government agency that related with for example Department of Transportation, Department of Public Work and Local Planning and Development Agency), Legislative, public transport company, and society. Those stakeholders bring their role and interest.

2. Beside the involvement of stakeholders, policy formulation process in development plan for land transport also influenced by inhibiting and supporting factors. The supporting factors were the sustainable funds and good regulation to support policy making in local areas. Moreover, inhibiting factors were high demands from society and lack of human resources in quality and quantity.

3. The expected outputs were the implementation of infrastructure and supporting facility of road, both in city and village area which contains in Mid-term Development Plan Document for 2011-2016. This output would give impact to improvement transportation role in accelerating local economic growth.

According to this research, researcher assumed still can find lack in policy formulation process in development plan for land transport in Tuban Regency. Therefore, need several things that should be done by Tuban local government in order to create good policy formulation in development plan for land transport, such as:

1. Improvement of quality and quantity of human resources.

It can be done by:

a. Socialization and training for personnel in order to support policy formulation process in development plan for land transport. It needed because transportation is specific field which is need good actor to make it done properly.

b. Improvement in recruitment quality by increasing criteria of education level for candidate (prospective employee).

2. Creating the public transport that are safe, comfort and affordable. It is responsibility of government both central and local area. But this is hard to achieve, if there was no good partnership among operator, society and private sector. Therefore, government should optimize role of each stakeholder.

3. More intensify function of Musrenbang as Public Aspiration activity. So that, not only be an annual activity, but can useful as it should be. Musrenbang can use as place to do public aspiration and also educational process for society in order to be more active in development activity.



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