Perspectives Of Collaboration In Planning Regional Development Merauke

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Abstract : *In the perspective of collaborative development planning, there are three pillars of development that must be considered viz. the Government, private and community. The third pillar must sit together to plan the next joint requirements. The collaboration between the government, civil society, and the private sector is the role of the optimization measures of government in the implementation of public policies and the Organization of the Ministry of the public. This research aims to find out how the perspectives of collaboration in the regional planning development Merauke The Merauke haven 't run with maximum whereas commitment together with stakeholders in the development of any significant yet. Then the model of collaboration need to be cared for in order to improve public services in the Regency of Merauke. It was concluded that regional development planning collaboration perspective Merauke runs with no maximum, then Government involvement is expected to accommodate the values and interests of the public in decision making, improve the quality of public decision*

Keywords : *development planning, collaboration, and development*

1. INTRODUCTION

Planning is a guide for action in the future. In the public domain, planning is an activity that is not only concerned with public policy-making processes, but also in community community activities. Initially, the planning approach is based on the instrumental rationale. But then the planning approach shifts towards rationality-based planning of communicative action, as it is perceived as more relevant to today's more complex and fragmented society, and is known by the name of participative planning-deliberative, consensus planning, or collaborative planning. Each of these plans emphasizes on a particular aspect, but has a common key activity that is a collaborative process. This leads to such planning approaches commonly known as collaborative planning.

Development is a long-term capacity building process that requires precise and accurate planning. This means planning should be able to cover when, where and how development should be done in order to be able to stimulate economic and social growth on an ongoing basis. In other words, the developer of the development plan must be able to predict the impact of development that will be done in the short term and in the long run.

To create conditions of *good governance* is not an easy thing, as well as able to create a government with high efficiency and effectiveness, it is necessary institutional arrangements that not only embrace the philosophy of poor function-rich structures , but also pay attention / focus on the output the maximum), in accordance with its mandate as the Implementation of Government in the Region, regardless of its affairs and authority as Regional Apparatus.

There are two things that the government should do, *first* : expand piratifter against aspirations that be delivered by its people, and need to be sensitive to the needs of its people. The government needs to know what the people need and listen to what they want. *Second* : the government needs to involve all the will and ability possessed by the community in carrying out development. In other words the government needs to put the people as the subject of development, not just as the object of development strives in providing good service to the community.

Thus the government is increasingly able to absorb the aspirations of many communities, so that the development is implemented to empower and meet the needs of the people. The people should be the actors in the development, the community needs to be nurtured and prepared to be able to formulate their own problems, plan the necessary steps, implement the programmed plans, enjoy the products produced and conserve the programs that have been formulated and implemented.

In Law no. 25 of 2004 Concerning National Development Planning System, for the regions there are 5 scopes of regional planning, namely Long Term Development Plan, Medium Term Development Plan, Strategic Plan of Local Government Work Unit, Local Government Work Plan and Working Plan Unit of Region, - the plan synergizes the top down-boot process up for synchronization between each planning process. In accordance with Law no. 32 of 2004 on Regional Government and Law no. Law No. 25 of 2004 on the National Development Planning System, that local governments that have held direct elections should have a document of development plans ranging from long-term development to annual development plans. But the main priority is to prepare a medium-term development document that adopts the vision, mission of the elected head of the region through a series of processes, as a guide in carrying out development during the 5 year period of the regional head.

The development planning process now emphasizes the work plan as a process of: (1) inputs in the form of finance, labor, facilities, etc.; (2) Activity (process); (3) Output / outcomes. The planning process begins with information on the availability of resources and the direction of national development, so that planning aims to establish optimal relationships between inputs, processes, and output / outcomes or can be said in accordance with the needs, the dynamics of reform and more democratic and open government, most know what he needs.

In the perspective of collaborative development planning, there are three pillars of development that must be considered namely the government, private and community. All three pillars must sit together to plan the needs together to the front. Collaboration between government, civil society and private sector is the step of optimizing the role of government in the implementation of public policy and public service delivery. The government of collaboration is the step of 21st century government order. The involvement of all parties between government, civil society, and private sector in the administration of the government with egalitarianisme and democracy framework has created governance that puts the interests of society.

In line with the current development paradigm that is no longer dependent solely on the role of government alone, but develops into development involving stakeholders (governance). Referred to as stakeholders or stakeholders are those affected by policies, parties that may influence policies, and those with the resources and authority to implement the policy.

Collaborative Management is the division of political, funding, and administrative authority among stakeholders representing different layers of government institutions, civil society and the private sector. A system that combines different aspects of decentralization, deconcentration and democratization to effectively achieve a balance between rights and responsibility in natural resource management. Focused specifically on the process of realizing and developing an independent container in the management of natural resources multi stakeholder.

Their involvement is expected to accommodate the value and public interest in decision making, improving the quality of public decisions, improving the capacity of communities, and avoiding conflict. The involvement of stakeholders of each development program will be different. They are generally grouped into groups according to their interests and roles.

Collaborative planning is a decision-making process where multiple stakeholders, looking at issues from different angles, sit together to explore their differences constructively, then find solutions, and to get more out of what is gained if only looking for individual solutions.

Collaborative planning is a communication-based planning (communicative rationality). The understanding is derived from several opinions: that collaborative planning is stakeholder oriented planning, involving stakeholders (Healey, 2006, Allmendinger and Tewdwr-Jones, 2002) not limited by time and place (Graham and Healey, 1999), based on the structuralist concept of Gidden and communicative action from Habermas (1984), resulting in a process involving communication, dialogue, and transaction processes (Graham and Healey, 1999; Healey, 2006). This process is a process of mutual learning between actors, so that each gain knowledge of the problems encountered through a structured dialogue, which will ultimately be mutually beneficial. Collaborative planning will work if there is a dependency between actors, as described by Innes and Booher (2010) in the DIAD Network Dynamic model to show that the collaborative process represents collaborative networks where there is a diversity, interdependence and authentic dialogue inside. Interdependence will give rise to a desire to compromise, to finally reach consensus.

The formation of consensus is a result of democratic processes, structured participation, and requires time and patience. At the practical level, the importance of collaboration space in development is faced by discipline problems, openness and acceptance in relation to spatial planning. So far, the development planning system is still around the interests of political elites and regional bureaucracy. The involvement and

participation of stakeholders is felt to be still lacking in the regional development planning of Merauke Regency. The case is one example demonstrating that the current development process is no longer merely a government dominance. Criticism that development is only in the interests of certain parties, awaken the government to the need for communication and joint action with the stakeholders. This led to the emergence of collaborative governance thinking (Anshell & Gash, 2007; Innes & Booher, 2010), where stakeholders sit together to take a public decision that is the outcome of consensus through a process of face-to-face dialogue This study aims to analyze how the perspective of collaboration of regional development planning of Merauke Regency.

2.   RESEARCH METHODS

Research location and Research Design

The research was conducted in Merauke Regency. The type of research used was qualitative descriptive approach.

Informant
The key informant in this research is Head of Merauke Regency

Method of collecting data

The data source used is primary data obtained by observation and in-depth interviews from informants and secondary data obtained by collecting documents and other sources closely related to this research.

Data analysis

The data analysis used in this research is an explanative analysis that is a case study used to describe an event occurring in the field that is associated with operational activities that require certain tracking which is conditioned by time. Certain that begins with Data Reduction, Data Presentation, so that the final process is a conclusion based on the reduction and presentation of data that has been done. Withdrawal of conclusions from the results of data reduction and presentation is adjusted with the research statement and the purpose of the study. (Sugiyono, 2007).

3.   RESULTS

Development Planning in Merauke Regency

The development of Merauke Regency is directed to support the vision of Merauke Regency. The development plan is tailored to a balanced and optimal spatial structure taking into consideration the direction of the development of protected and cultivated areas, rural-urban systems, regional and specific infrastructure systems. With the development plan of this region is expected to occur even distribution of growth so as to minimize the gap between regions, as well as maintaining environmental sustainability. In addition, the direction of spatial development of Merauke Regency is also adapted to the role of Merauke Regency as a National Strategic Area Center bordering PNG, the linkage between the Papua Province, Eastern Indonesia, and the linkage of cooperation with other countries in the Asia Pacific Region such as Australia and PNG. Based on RTRWN's direction, Merauke Regency is also designated as a functional functional area with the National Growth Center (PKN) of Jayapura, Timika and Wamena Regional Activity Center (PKW), and economic linkage between Merauke Regency and other districts that started and has been formed from the volume movement of land, water (sea) and air transport, flow patterns of goods and services, among others by Timika, Agats, Fak-Fak, Palu, Manado, Jakarta, Surabaya and others, while for improvement of minimum external relations of Merauke Regency with Hinterland Areas, such as other sub growth centers in Papua Province (PKW and PKL) such as Kepi (District Mappi) and Tanah Merah (Boven Digul Regency).

Merauke district is expected to support growth for these areas. Given that the Merauke district is physically divided into the broad swampland ecosystem and savanna islands, it requires infrastructure development that can bridge the activities of the people who occupy both spaces and to accommodate the

conservation of natural resources and the culture of the Marind-Anim community. Infrastructure built must continue to prioritize the conservation function as the main consideration in order to avoid environmental damage. Based on the Spatial Plan of Merauke Regency, overall, the functions to be developed within the Development Zone in Merauke Regency are:

- Economic functions, including production activities, collection and distribution, processing industries and trade and services;
- Environmental Functions, including the conservation of natural resources, forest protection, disaster prone, cultural preservation and others;
- Security Function, namely the border area with Papua New Guinea (PNG) and the front porch of Australia; and
- Settlement Function such as urban area of Merauke, Small Town District and Independent Integrated City (KTM), and rural area.

Based on the similarity characteristics and proximity of existing inter-regional relationships, as well as the interconnection of the region with its Hinterland region, the development in Merauke Regency can be divided into five regional development systems following the flow of the division of territory with the DAS system, namely Merauke and surrounding areas, Jagebob, Ulilin County, Okaba County, and Ilwayab Region. These five growth areas are then incorporated into the concept of territory with a complementary "ring" system:

(1) The Ring1 region, consisting of Merauke City as the center and Semangga, Tanah Miring, and Kurik as its sub-centers. The Ring 1 region has characteristics of strong urban areas, which are grouped into Ring territory units. Ring area has a center and sub-centers that have a range of services to the entire region of Merauke Regency.

(2) Ring 2 area, with Jagebob as its center. The area of Ring 2 has characteristics as a plantation and dryland farming area that is enough to dominate the region. The center of the ring area has a service orientation towards Merauke (Ring 1) as the main center;

(3) Ring3 region, with Ulilin as its center. Ring 3 region has the characteristics of plantation area on its territory. The center of the ring area has a service orientation towards Merauke (Ring 1) as the main center;

(4) The Ring4 region, with Okaba as its center. The area of Ring 4 has characteristics of plantation areas, wetland and dryland agriculture, and trade and services. on its territory. The center of this ring area (Okaba) has a service orientation towards Merauke (Ring 1) as the main center;

(5) The Ring5 region, which has Ilwayab as its Center and Kimaam as its sub-center. Ilwayab Center has the characteristics of fishery areas, collection and processing of fishery products that exist in this ring region. Then sub center Kimaam also has a function of fishery collection, but its role is not as big as sub center Ilwayab.Sub center Kimaam also have characteristic as agricultural area wetlands and farms. The sub-centers in this ring area have service orientation towards Okaba (Ring 4) as central service center of middle and west region of Merauke Regency.

In RTRW District Merauke, several areas have been designated as strategic areas with consideration of defense and security aspects, economic growth, environmental sustainability, and socio-culture. The strategic areas that are set include:

a. State Border Postal Zone at Sota and Elikobel

This Border Postal Area plays a strategic role in the defense and security between NKRI and PNG. Residents in these border areas are engaged in trading activities as well as visiting relatives, as communities in the border area of Merauke still have relative relationships with communities in the border areas of Papua New Guinea. The elevation of cross-border activities by the people of Papua New Guinea to Merauke Regency and vice versa requires special attention from in terms of defense and security. Currently the number of cross-border posts as one means of securing cross-border activities in Merauke District there is only 1 piece, namely in PPLB Sota. Based on the development of KPE Papua-PNG Border will be opened 1 (one) new PPLB in the northern border area of Merauke-PNG, that is in Elikobel District. Furthermore, it is necessary to develop other border areas in Sota District, Elikobel, Merauke, and Ulilin District.

b. Strategic Area of Environmental Conservation.

Regions that have a strategic value of environmental conservation nationally and internationally so categorized as a strategic area in the District of Merauke, is TN Wasur, CA Rawa Biru, CA Kumbe, SM Kumbe, SM Pulau Kimaam, and SM Island Komolom. These areas in addition to the role of conservation are also to protect some species of animals and plants, including some species protected from extinction. In Wasur National Park there are 74 species of mammals and 410 species of birds including migratory birds from Asia and Australia. While the Kumbe Nature Reserve is designed to protect over 230 species of birds (including

migratory birds from Asia and Australia), 4 types of birds, 20 species of birds of cockatoo / Kasturi and 60 species of mammals. In addition there is also the Rawa Biru nature reserve. Kimaam Island Wildlife Reserve, in addition to being a shelter for various species of birds, is also a refuge for Sea Turtles. In addition to animals, the habitat is also protected in Kimaam Island is Mangrove Forest where Mangrove Forest on this Island is one of the largest Mangrove Forest in the World. Other wildlife reserves are found in Kumbe and Island of Komolom.

c. Economic Strategic Area
- Cluster of Agricultural Production Center (KSPP)
  Cluster of Production Center for Agricultural Production (KSPP) was developed to support national food and energy security in a wide scale and Modern Agropolitan Area that includes:

  1) KSPP I (Greater Merauke) in Agricultural Area in Merauke, Semangga and Tanah Lean District;
  2) KSPP II (KTM Salor) in the districts of Malind, Kurik, and Animha;
  3) KSPP III (Kartini) in Jagebob District and Tanah Lean District;
  4) KSPP IV (Muting) in Muting District and Ulilin District;
  5) KSPP V (Okaba) in Okaba District;
  6) KSPP VI (Wanam) in Ilwayab District;
  7) KSPP VII (Tubang) in Tubang District;
  8) KSPP VIII (Tabonji) in the districts of Tabonji and Kimaam;
  9) KSPP IX (Nguti) in Nguti and Tubang Districts.
- Minapolitan area in Merauke and Ilwayab districts
- KTM (Integrated Integrated City) Salor
  KTM covers development areas consisting of Tanah Miring, Kurik or Okaba areas as production centers around the city area, which can serve as a source of raw materials for economic activities that will be developed.
- Greater Merauke urban area (GreaterMerauke)
  Merauke city in addition to acting as the center of the economy and growth centers of the region, also has the potential to develop into large urban areas that cover small towns, such as Semangga and Tanah Miring. The Greater Merauke area will assume the role of a growing regional growth and service area not only for Merauke District but also for the surrounding districts such as Mappi Regency and Bouven Digul Regency.

- Strategic Areas of Cultural Preservation
  Marind traditional culture, in addition to need to be preserved also must be developed as a manifestation of the success of social development at the same time can be a tourist attraction. Therefore, there needs to be more detailed recognition, determination, and spatial arrangement for areas that have sacred values in local cultural perspectives such as: Indigenous Conservation area, Sacred Place, Water Source, and Sagu Village.
  The annual development planning mechanism is described as activities or activities undertaken at each stage of the planning process from below. Implementation of the bottom-up planning mechanism is governed by Regent's Regulation no. 11 of 2007 on the procedures for the preparation of the determination and reporting of work plans of the local government of Merauke Regency which outlines the following implementation planning guidelines:

  1. Stages of preparation and determination of regional development work plans implemented through the following sequence of activities:

  a. preparation of initial draft of regional development plan;
  b. preparation of draft regional development plans;
  c. deliberation of regional development planning;
  d. preparation of the final draft of the regional development plan.

  2. Stages of preparation and determination of local government work plan implemented through the following sequence of activities:
  a. preparation and Establishment of Revenue And Expenditure Budget General Policy
  b. preparation and Establishment of Temporary Budget Priorities and Ceiling
  c. preparation and Determination of RKA Regional Device Work Unit By Regional Device Work Unit
  d. Implementation and Establishment of Audit and Costing Results of RKA by TAPD
  e. preparation and Design of Revenue And Expenditure Budget by TAPD

f. determination of Revenue And Expenditure Budget which is RKPD

g. control and Evaluation of RKPD implementation

h. Government Institution Performance Report (Government Performance Accountability Report) Regional Device Work Unit

i. Government Institution Performance Report (Government Performance Accountability Report)

j. Report of Accountability Description (LKPJ)

k. report on the Implementation of Local Government (LPPD)

l. Information on Regional Government Implementation (IPPD)

3. Preparation of regional development work plans and local government work plans implemented based on an integrated schedule with national development planning system and annual development planning of Papua Province.

4. Regional planning is based on accurate and reliable data and information with the following provisions:

(a) District data and information shall include:
1.   The implementation of regional government;
2.   Organization and governance of local government;
3. Regional head, parliament, regional apparatus, and regional civil servants;
4. Regional finance;
5. Potential of regional resources;
6. Local law products;
7. Population;
8. Basic territorial information; and
9.Other   information   related   to   the   implementation   of   local   government

(b) Data and information of Districts and Villages includes:
a. The administration of the District and Village governments;
b. Organization and governance of the District and Village administration;
c. The profile of the District area and the profile of the Village;
d. Finance village;
e. Other information related to the administration of districts and villages and community empowerment.

(c) In the framework of the implementation of local government, in order to achieve the effectiveness and effectiveness, the utilization of data and information is managed in a nationally integrated information system, in the form of Regional Profile and Basic Data of Regional Development Planning.

5. Institutional:

(1) The organizer and the person in charge Deliberation Of Village Development Planning :
a. Head of village / organizes and is responsible for the planning of development in village / through Deliberation Of Village Development Planning village, whose organization is assisted by community institutions such as Village Community Empowerment Institution village /(LPMD/K) or other term.
b. The District Chief organizes and is responsible for district development planning through Deliberation Of Village Development Planning District, assisted by district level Regional Device Work Unit elements.
c. The Regent organizes and is responsible for the development planning in the District through Deliberation Of Village Development Planning District, whose organization is assisted by the head of Development Planning Agency At Sub-National Level.

(2) Preparation and Budgeting of Revenue And Expenditure Budget
a. Preparation of KU, PPA, and the draft Revenue And Expenditure Budget by TAPD.
b. Preparation of RKA Regional Device Work Unit by Head of Regional Device Work Unit.
c. The implementation of the Regional Device Work Unit RKA Audition is conducted by Development Planning Agency At Sub-National Level.
d. Implementation of Costing RKA Regional Device Work Unit is held by BPKAD.

(3) Reporting of regional government administration:
a. Preparation and reporting of Government Performance Accountability Report Regional Device Work Unit by Head of Regional Device Work Unit.
b. Preparation and reporting of Government Performance Accountability Report Regional by Development Planning Agency At Sub-National Level.

c. Preparation and reporting of LKPJ by Development Planning Agency At Sub-National Level assisted by Team formed by Decision of Regent.

d. The preparation and reporting of LPPD by the Assistant for Regional Government of the Regional Secretariat is assisted by a Team formed by a Decree of the Regent.
e. The preparation and reporting of IPPD by Development Planning Agency At Sub-National Level is assisted by a Team formed by a Decree of the Regent.

6. Head of village based on the results of the consultation on the development planning of village shall establish the priority list of development programs / activities according to the village development work plan (RKP village) and refer to the District Strategic Plan and the ability / availability of budget sources, as follows :

a. the administration of village government affairs which is the authority of village is funded by APB village local government assistance, and government assistance;
b. the implementation of local government affairs held in village funded from the Revenue And Expenditure Budget allocation through Regional Device Work Unit hereinafter referred to as Regional Device Work Unit budget;
c. the implementation of local government affairs organized by the village government is funded from the Revenue And Expenditure Budget through the Village Fund Allocation (ADK) with a provision of 30% used for the operational costs of village and BPD government, and 70% is used for the administration and development of village;
d. the implementation of government affairs organized by the village government funded from the state budget.

7. District Heads based on the results of the district development planning consultation shall establish a priority list of District / Cross-District development programs / development activities / activities.

8. List of program / activity priorities shall be set at a budget ceiling of at least 20% of Revenue And Expenditure Budget direct expenditure by referring to the Regional Medium Term Development Plan, RKPD, The strategic plan and Work plan Regional Device Work Unit programs, and the strategic plan and work plan districts.

9. List of District development programs / activities is a priority for the preparation of programs / activities of Regional Device Work Unit.

10. The Regent based on the results of the district development planning meeting shall determine the final draft of the Regional Development Work Plan which lists the priorities of the district development program / activity according to the budget ceiling estimates from various sources of financing by referring to the annual program in the Regional Medium Term Development Plan and Regional Device Work Unit affairs authorities.

11. List of program / activity priorities set forth in the RKPD Final Plan, after being stipulated by a Regent Decree, forms the basis for the preparation of General Policies, Budget Priorities and Ceilings, as well as the draft Revenue and Expenditure Budget.

4.   DISCUSSION

Various problems that arise since the enactment of Law no. Law No. 21 of 2001 on Special Autonomy for Papua, especially in the case of regional development planning, is not intended to say that special autonomy is useless. Special autonomy for the present and the future is an unavoidable choice. In terms of regional development planning, development planning with participatory planning model developed through Forum Deliberation of Village Development Planning Development Consultation (Deliberation of Village Development Planning) is considered not able to answer the needs of the community. One of the problems lies in a system of planning within government that is designed on the one hand has not been able to adopt the needs of society and on the other hand has not been able to create the efficiency of governance itself.

From these phenomena led to various assumptions and responses from various circles. There are some who say that participatory development planning developed through Forum Deliberation of Village Development Planning Development Consultation (Deliberation of Village Development Planning) has not been in accordance with the current condition of society.

Others argue that participatory development planning developed through the Development Planning Deliberation forum (Deliberation of Village Development Planning) is only at the level of formality only to

meet the provisions of legislation. Another opinion says that there are deviations in the implementation of participatory development planning that is the mobilization in the community participation and still the dominance of a group of parties in the development planning.

From the above description and explanation, the phenomenon and the assessment generally occur also in Merauke Regency. However, it is necessary to conduct research to find the facts that actually happened in Merauke Regency related to the problem of regional development planning with participatory planning model, in order to take preventive action / repair as soon as possible or if necessary it can be arranged a new mechanism of planning better (participatory) and applicable are more able to accommodate aspira then used the perspective of collaboration. Furthermore, the authors analyzed the results of research data in the field, the data obtained is the result of observation, interviews with informants, reports and books that support research collaboration in Regional Development Planning Merauke regency.

1. Deliberation of Development Planning (Deliberation of Village Development Planning)

The meaning of the District Deliberation of Village Development Planning is the deliberation between district development actors (stakeholders) to finalize the draft Local Government Work Plan (RKPD) based on the work plan of the Regional Device Work Units (Regional Device Work Unit) resulted by the Regional Work Unit (Regional Device Work Unit) forum by reviewing the harmony between the draft work plan The Regional Device Work Unit (Regional Device Work Unit), whose results are used for updating the draft Local Government Work Plan (RKPD). The implementation of the District Deliberation of Village Development Planning observed the results of the discussion of Regional Device Work Unit forums and joint forum of Regional Device Work Unit, Medium-Term Development Plan / The strategic plan Daerah, current development performance and input from the Deliberation of Village Development Planning participants.

The results of the district Deliberation of Village Development Planning are the priority of activities selected according to funding sources from the local Revenue And Expenditure Budget, provincial Revenue And Expenditure Budget and APBN as materials for updating the district / city draft RKPD as the basis for the annual budgeting. RKPD is the Local Government Work Plan which is the main reference for the drafting of Regional Revenue and Expenditure Budget (Revenue And Expenditure Budget).

The purpose of Deliberation of Village Development Planning; the purpose of the implementation of Deliberation of Village Development Planning based on the guidelines that have been compiled things are: First, get input for the initialization of RKPD draft that contains the priority of regional development, the indicative budget funding development based on the Regional Device Work Unit function, the draft of the Village Fund Allocation, included in this update is information about the activities with funding derived from Provincial Revenue And Expenditure Budget, APBN and other funding sources. Second, get the details of the initial draft RKA Regional Device Work Unit, especially those related to development. Third, establish the details of the initial draft of the regulatory framework according to the Regional Device Work Unit related to development.

Deliberation of Village Development Planning inputs, various things that need to be prepared in the implementation of Deliberation of Village Development Planning are as follows: First, coming from the districts are: a) RKPD draft compiled by Development Planning Agency at Sub-National Level based on the priorities of regional development; b) Work Plan Regional Device Work Unit Design result of Regional Device Work Unit forum containing the regulatory framework and budget framework whose activities have been disaggregated based on funding sources from Revenue And Expenditure Budget District, Provincial Revenue And Expenditure Budget, APBN and other funding sources: c) Budget priorities and ceilings issued by Regent consisting of ceiling for Regional Device Work Unit and ceiling for village Fund Allocation: d) List of names of Regional Device Work Unit Forum delegates selected to attend District Deliberation of Village Development Planning: e) Planning and regulatory documents related to development. Second, coming from the districts, among others: a) List of priorities of development activities originating from districts: b) List of district delegation names selected to follow Regional Device Work Unit Forum and District Deliberation of Village Development Planning: c) List of delegate names of Regional Device Work Unit forums that are selected to follow the District Deliberation of Village Development Planning.

The results of observations at the research sites in the implementation of the participatory district development planning meetings include the various elements that are grouped into 3 (three) elements ie the elements of government, elements of support and community elements All participants Deliberation of Village Development Planning conduct assessment of the proposed activities in the format provided that contains about the program / activity, activity location, activity volume. Assessment is based on the criteria set out in the preparation stage.

With regard to clustering in the process of prioritizing development activities undertaken in the district Deliberation of Village Development Planning forum, the Head of Development Planning Agency at Sub-

National   Level   briefly   suggests   that:
"Assessment serves to explore ideas of Deliberation of Village Development Planning participants through the numbers, so they can easily determine which activities are prioritized. The benefits of scoring or assessment are to enable participants to prioritize activities based on the existing criteria by looking at programs / activities , location of activity and volume of activities The format of the assessment has been provided by Development Planning Agency At Sub-National Level, so that the participants live to include the score In preparing the priority scale the proposed activity is based on the amount of the final value of each activity. " (Informant D, Oct 2014).

Deliberation of Village Development Planning activities have been implemented by the Government both at the village level and at district to district level. It also shows that bottom-up planning has already materialized at the district level. And people's aspirations can be accommodated up to the district level. In this regard the Head of Semangga District explained that:

"All proposals from villages in Semangga area as long as their values and activities are logical are accommodated and we include them in the District's annual development plan (RPTK) and we take it as a proposed development activity in the Regional Device Work Unit and Deliberation of Village Development Planning forum in the hope that the proposal can be approved or can be included in the budget next year so that planned development activities in the village can be implemented in the next year. " (Informant RS, Oct 2014).

The   same   thing   was   also   expressed   by   the   Head   of   Merauke   District:
"We (district government) are just as facilitators, so all of our citizens (from our villages) are accommodated and submitted in district forums (Regional Device Work Unit and District Deliberation of Village Development Planning forums) and we will try to make our proposal acceptable and entry as a priority regional development activities ".

2.   Collaborative Perspective of Development Planning

Collaboration is not based on the paradigm of legal authority because there is no legal bond. Questions arise, why do the stakeholders come, sit at a table, work together, enter into agreements, and implement collaboration? Reed and Cedja, as quoted by Bradshaw, describe the prerequisites or preconditions of organizations that support the success of collaboration. The preconditions must be balanced with energy investments as the initial stages of the program and related activities. Energy investment is done since problem determination, goal setting, and structuring.

The stage runs incrementally, but in practice it is more spiral than in a straight line. Consequently, each partner must constantly balance the long-term focus with the flexibility of the effective way found on the journey. This needs to be done to adjust to local needs, availability of resources and prefers and the collective capacity of stakeholders to manage change.

Some of the planning approaches are transactive planning (Friedman, 1973), collaborative planning (Healey, 1996), communicative planning (Sager, 1994, Innes, 1997), participative deliberative planning (For-esters, 2000), and consensus planning (Woltjer, 2000), has relatively similar characteristics in terms of emphasizing the importance of cooperation with the basis of communication among stakeholders. Cooperation process will take place well if there is communication in the form of dialogue therein. In transactive planning, the dialogue that occurs is a life dialogue, which is confirmed by Innes and Booher (1997) as authentic dialogue. In this case, every actor who sits together mutual respect, empathy, reciprocal and mutually beneficial. Thus, dialogue will only occur if the stakeholders participate and sit together in solving the problem. Participation itself will only occur if they have an interest and have the opportunity to voice their interests, and such participation will only occur if there is interdependence and trust. Cooperation through dialogue and participation is directed at consensus building (Woltjer, 2000; Innes, 1996). Processes that include dialogue, participation, and decision-making activities are summarized in a collaborative process.

What are your views on the collaborative planning of regional development in Merauke Regency?

"At the core of the collaboration is already running though not significant but already visible start of the role of various stakeholders .... Community participation in regional development planning is also increasingly visible, especially those built through cooperation or development of networking between local governments and various social institutions and organizations, such as with LMA, other religious organizations, youth organizations, women's organizations, social institutions, professional organizations / associations, business, universities, press, etc. .... ".

Furthermore it is said also that:

"Collaboration Regional development planning process begins from the meetings are scheduled both at the village level, district d, then forum an district so that communication can run, if the communication

goes well of course the elements of negotiation of interests will also run well ....the two-way communication between the community and Local Government will be better.Community discusses the planned activities with the Local Government.In addition the local government also provides an overview of the regional development plan. "

This statement is in line with the opinion of Gunton and Day (2003) tends to link collaborative planning with negotiations, suggesting three phases of pre-negotiation, negotiation, and post-negotiation. Pre-negotiation includes: (a) preparing, (b) identifying stakeholder groups that will participate in the collaborative process and appointing representatives of each group; (c) preparing draft basic rules, proposals, objectives, procedures, roles and responsibilities, schedules and logistics, and (d) identifying relevant facts and information required in the process. The negotiation phase includes: (a) identifying stakeholder interests and using procedures such as brainstorming and mapping ideas to identify broad choices, (b) wrapping options and encouraging negotiation principles in a single document , (c) uniting groups into an agreement and ensuring that the representatives of each stakeholder ratify the agreement. Post-negotiations include activities: (a) obtaining approval for agreed agreements to facilitate their implementation, and (b) creating a monitoring process to evaluate the implementation followed by renegotiations that may be required due to a change of circumstances.

A. Negotiation process in planning collaboration

Negotiation in collaboration is a transaction in which the parties to the communication have the right to the final result. (oliver). Other experts say that negotiation is a process whereby at least two parties with different perceptions, needs, and motivations try to agree on a matter of mutual interest (Casse). While Stephen Kozicki argues Negotiation is a of art in reaching agreement by solving differences through creativity.

Negotiation or negotiation is the process of achieving mutual satisfaction through discussion and bargaining. A person negotiates to settle the dispute, alter the treaty or terms, or rate the commodity or service, or any other matter. In order for the negotiation to succeed, each party must genuinely desire an actionable agreement, and as a long-term agreement. Because there is no point in an agreement if it can not be applied or implemented. When that happens then negotiators (negotiators) who are representatives of an interested party will lose credibility and prestige.

Before beginning the negotiation process, there are several steps that must be passed before heading into the negotiation process. There are things to be prepared in advance for the outcome of the negotiations to be as expected. In the preparatory phase, there are at least four stages to go through the planning, compilation, data collection, and determining alternative strategy choices. In the first stage of planning, if done effectively and setting appropriate targets will create the objectivity of the negotiator so that negotiations can take place effectively and produce the agreement as expected. Rackham (1980) suggests four things that need to be considered and done at the planning stage. First, during a negotiation plan, a negotiator explores the options of action to be taken more broadly. Secondly, the negotiator needs to know the equation he has with his counterpart. Third, try longer to find the implications that will result from the issue in question. Fourth, it is necessary to determine the highest and lowest limit of the agreement so that the outcome does not come out of the topic of the problem.

The second stage in the preparation of negotiations in the compilation phase is to determine which issues will be at stake (Lewicki et al, 2003). These stages include the focus, formation, and compilation of strategies to be undertaken during the negotiation process. Strategy is an important element in the negotiation process because it serves to determine the direction and effectiveness of the negotiation. So it can not be denied that a good strategy can bring the negotiation process to the win-win solutions. In this stage also, the previously planned strategy is then compiled into the most final and implemented strategy during the negotiation process to achieve predetermined objectives.

The third stage in the preparation of negotiations is the stage of data collection or research. According to Jackman (2004), data that can be collected and analyzed prior to a negotiation is the opposite of negotiation, negotiation history, negotiation situation, and business or cultural environment. To find out details about individual or representative negotiators or groups represented by the negotiator, refer to some research questions such as who, what backgrounds, what positions they will get, the possibilities of negotiation techniques to be used, the similarities and differences between them the opponent, the expected goal of the opponent in the negotiation, and so forth. The data collected to find out the negotiation history such as the background of the negotiation can be a reference to solve any problems or issues. If the previous negotiation ends with a deadlock then it can be analyzed to cause the failure of the previous negotiation so that the next negotiation will not repeat the same mistake. If the previous negotiations have gone well but the party feels a little disadvantaged, then the negotiator can analyze the factors so as to develop a better strategy to make a profit (Jackman, 2004). To understand the situation of negotiation as a whole, accurate data is needed so that the negotiator gets an idea of where the negotiating outcome will go, whether win-win, win-lose, or even deadlock. The latest data collection is about the business or cultural environment (Jackman, 2004). This is necessary because in the process of

negotiation, the parties involved come from different environments and have different backgrounds. In order for the existing differences not to be a barrier to the success of negotiations, negotiators need to understand the existing conditions thoroughly so that goals can be achieved.

The final stage in the preparation phase of the negotiation is to prepare a choice of alternative strategies to be used. This is done with the aim that the negotiator has an alternative strategy picture that will be used if the negotiation process does not reach an agreement. This stage is commonly known as BATNA or the Best Alternative to A Negotiated Agreement where the concept was first introduced by Roger Fisher and William Ury on the negotiation project at Harvard and described in more detail in his book Getting to Yes: Negotiating Agreement Without Giving In Greer, 2006). As Hoffman (2011) puts it, estimating the opposing BATNA is a prediction of what will happen during the negotiation process. BATNA is obtained after analyzing the data that has been collected during the previous stage process. Venter argues that BATNA is not as concerned with the objective of negotiation, but rather determines the action if the negotiating process can not reach an agreement. The purpose of determining BATNA is to prevent it from any harmful agreement. The strength of BATNA that a negotiator can determine the success of the negotiation process on his part. While the weak BATNA will harm his side if it is known by the opponent. In addition to BATNA, the negotiator must be able to determine MLATNA or the Most Likely Alternative to A Negotiated Agreement and WATNA or Worst Alternative to A Negotiated Agreement as the worst anticipation. An example of the application of BATNA is the US dispute with Iran where the United States through the United Nations proposes halting Iran's uranium development otherwise it will be sanctioned. Here the United States determines the BATNA to perform an economic embargo on Iran by abandoning the import of petroleum from Iran.

From the above explanation can be concluded that before negotiating, a negotiator must make preparations that include four stages of planning, compilation, data collection, and determine the choice of alternative strategies. This process aims to determine the strategy to be used during the negotiation process so that the established goals can be achieved. The data collected can be a reference in determining the strategy and also to understand the overall negotiation situation so that the agreement does not get out of the topic or issue of negotiation and can anticipate if negotiations do not reach agreement.

Based on the results of interviews with informants on the implementation of negotiations between stakeholders with stakeholders in general it is said that the system of negotiation system always refers to Deliberation of Village Development Planning either at the village level to the district.

This was revealed by the Head of Regional Development Planning Board of Merauke Regency that:
"Basically, negotiations are held at meetings of Deliberation of Village Development Planning because on this occasion many representatives from all elements are present to convey their expectations in connection with development planning next year."
(Informant D, October 11, 2014 at 12.00 WIT)

In line with that opinion, the Head of Semangga District stated that:
"We have made efforts to negotiate with the community but are constrained by the time ..... been tried to invite community figures, religions and customs as well as youth and representatives of women and NGOs but who came not how ..... there are other activities can not be abandoned ..... so we can only negotiate with them only when Deliberation of Village Development Planning is implemented. "
(Informant RS, Oct 15, 2014 at 13.25 WIT)

Subsequently added by the Secretary of Indigenous Peoples Institute Imbuti Merauke District about the negotiation effort as one of the development planning collaboration items as follows:
"Each community group has the same hope in development that is equitable development and side with local needs ...... but to sit together to talk about it hard to ask for forgiveness ...... our society is still difficult to sit together discusses the development of regional development because it feels so far less ogled by the government "
(Informant MS, Oct 23, 2014 at 14.15 WIT).

Furthermore, it is said that for the selection of community aspirations in Kelapa Lima District, Merauke District is done at the environmental level. This aspiration screening is done 2 weeks before the implementation of village level Deliberation of Village Development Planning. Although the community aspirations / investigation activities of the problems and needs of the Kelapa Lima Merauke community are generally carried out at the environmental level but do not ignore the people's aspirations from the lower levels, following the reasons presented by the Kelapa Lima urban village:
".... Considering the number of Kelapa Lima residents is quite a lot, of course we are difficult to accommodate all the problems and needs of citizens through citizens forum at RT level ...., my assumption that each chairman of RW can understand and know exactly what the problem, the potential and the needs of the community .... so I think the negotiations have been going on that level "

(Informant SA, Oct 11, 2014 at 10.10 WIT).

In line with the reason Kelapa Lima Village Head, a community leader from the element of women put forward the following reasons:

"Ideally the community as a whole should propose what they need, but because of the limited time, place and busyness of the citizens who do not allow the holding of citizen forums at the neighborhood level and I think this is enough to represent what all the environmentalists need, (Informant BD, Oct 11, 2014 at 10.10 WIT).

Another thing that some contractors in negotiations say is that:
"Seems no longer need to negotiate because during this development project is offered with auction system ..... we want to sit down discussing what? .... if the government would invite us to sit negotiate discuss future planning .... maybe we sit discuss this village needs this and done by this contractor ... it means that the immediate fit of the target may be but if you sit on a new discussion program does not mean the same path .... " (Informant BDc, 23 Oct 2014 at 11.10 WIT).

This statement was straightened out by the Head of the Regional Development Planning Board of Merauke Regency that:

"Negotiation with the whole community is important because there are many plans not only government but the need for what the community needs .... and it needs to be discussed together ...... if the procurement project is already   directly   through   LPSE   ...   cross   accessible.   " (Informant D, Oct 25, 2014 at 13.10 WIT).

Added also that:
"Planning collaboration is important because there is negotiation and commitment although it is still limited but it seems to be very meaningful to synchronize the proposed development plan from the faithful level, from village to district".
Based on the results of the above interviews, it can be said that the negotiation aspect in the collaborative process of development planning in Merauke Regency has not gone as expected. Thus it is necessary to work hard to build a good system in an effort to establish collaborative development planning in the region.

B. Process commitment in collaborative planning

The commitment of development is the process of enhancing the creative capacities of human beings that originate from the imagination, building theorization, experimentation, conceptualization, organizing, solving problems that use the mind and hands that produce the progress of the individual and all mankind (Mas'ud, 2003). As a commitment, of course, this becomes something of an orientation that experiences ups and downs of the development of meaning in economic and political contexts. This is due to the strong pressure from big and advanced countries to the development of the global world, in which the whole community of nation states is forced to be integrated in the world order system which became the initial track for the creation of conflict of interest in the implementation of development in the distorted empirical context of the original commitment.

In the improvement of human resources in the public sector, the most fundamental thing is the commitment of the parties to the common agreement. With the high commitment of the parties, it is hoped that the purpose of public service will be achieved (Karadal et al, 2008). Several previous studies have shown that generally public sector organizational commitment is lower than that of private sector organizations with high absenteeism and low employee performance (Markovits et al, 2008).

Organizational commitment is defined as a measure of the strength of the employee's identification with organizational goals and values and engaging in it, the organizational commitment is also a better indicator for employees who want to stay on their job or want to move (Mc Neese-Smith, 1996). Commitment to the organization also addresses employee closeness to the organizations they are in and at the same time commitment reflects the power of employee engagement and loyalty to the organization. This involvement and loyalty is strongly influenced by how much work is charged to employees according to their expectations (Babakus, 1996).

Romzek (1990), said that the increase of organizational commitment is a very important thing in working in the public sector because public services require a good level of commitment if the commitment of

an employee either the public service is also good and vice versa whereas the public service has been influenced by cultural (Suleyman, Sozen, 2002).

Mowday, Porter, and Steers (1982: 186) define organizational commitment as: the relative strength of an individual's identification with and involvement in a particular organization. The definition shows that organizational commitment has more meaning than passive loyalty, but it involves an active relationship and an employee's desire to make a significant contribution to his organization. Organizational commitment proposed by Mowday et al is characterized by: (1) strong belief and acceptance of organizational goals and values; (2) readiness to work hard; and (3) a strong desire to survive in the organization. This commitment is an attitude or affective commitment because it relates to how far the individual feels his personal values and goals are in line with the values and goals of the organization. The greater the congruence between the value and purpose of the individual with the value and goals of the organization, the higher the commitment of employees to the organization.

The last typology of organizational commitment was proposed by Allen and Meyer (1990) with three organizational components, namely: affective commitment, continuance commitment, and normative commitment. A common feature of these three components of commitment is the view of commitment as a psychological condition that describes an individual's relationship with the organization, and has implications in the decision to continue or not to membership in the organization.

The following is an interview with the informants in relation to the commitment aspect in the development planning collaboration in Merauke Regency. The form of commitment from local government to prosper the community through development planning as follows:
"Commitment built by the local government is enormous .... relating to the welfare of the community .... programs are issued from the government but there is also the aspiration of the society that is received through *Deliberation of Village Development Planning*"

Furthermore, it is added that:

"This is a seriousness of the government in an effort to provide the best for the people ...... *turkam-turkam* that is implemented as a form of our eagerness to drive people to a better life ..... Regional Medium Term Development Plan Merauke District is a document of regional development plan as an integral part of the national development planning system as stipulated in Law Number 25 Year 2004 regarding National Development Planning System. "
(Informant D, 23 Oct 2014 at 11.10 WIT).

In relation to the commitment of the parties in guarding the planning that has been produced, the Head of Merauke District said that :
"Commitment with others outside the government is rather weak .... this is closely related to the understanding of each stakeholder .... plus the busyness of each person makes the commitment somewhat weak ... but there are groups of faithful and committed NGOs guarding development at this area "(Informant H, 26 Oct   2014   at   11.10   WIT)
This is justified by the Chairman of the Institute of Indigenous Peoples Imbuti stating that: "We have a commitment to work together to build this area in a better direction ...... we hope the regional leaders can hear the complaints of the community .... as the presentative institution of our Malind society culture continue to work with other partners both government and religious parties and NGOs and universities to promote development in the regions .... "(Informant XB, Oct 26, 2014 at 11.10 WIT).

This statement can be concluded that organizational commitment can be defined as a strong desire to remain a member of a particular organization; a desire to exert every effort on behalf of the organization; a belief, acceptance, value and purpose in a particular organization. This is in line with the opinion of Wiener (1982) defines organizational commitment as an impulse from within the individual to do something in order to support the success of the organization in accordance with the goals and put the interests of the organization above his personal interests.

According to Mowdayetal (1979), Commitment demonstrates strong belief and support for the values and goals the organization seeks to achieve. Organizational commitment can grow because the individual has an emotional bond to the organization that includes moral support and accepts the value that is within the organization and the resolve in the self to serve the organization (Porter et al., 1974); (Edfan Darlis, 2002).

5. CONCLUSION

The collaborative perspective in terms of negotiation and commitment has not been maximized, so it is hoped that collaborative development planning with collaborative approach will be enhanced because it impacts all stakeholders both government, private and public.

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