

# *Social Construction About Development Planning Among State Civil Apparatus in Sidoarjo District Government Environment*

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## *Abstract*

*Planning is one of the most important stages in development in a region. Recognizing this, the government then issued Law Number 25 Year 2004 regarding National Development Planning System. One of the goals to be achieved is to ensure the linkage and consistency between planning, budgeting, implementation and supervision. Implementation in the field was not as expected. Inconsistencies between planning with budgeting and implementation are found in many areas, including Sidoarjo District. Understanding of State Civil Apparatus (ASN) in Sidoarjo District Government about development planning becomes interesting to be revealed. This paper seeks to uncover their understanding of development planning. A qualitative approach is chosen to gain a comprehensive understanding of development planning. The informant is ASN in Sidoarjo District Government which is determined by snowball based on predetermined criteria. The analysis in this paper is based on the perspective of Social Construction theory from Peter L Berger and Thomas Luckmann. In this case, the understanding of development planning can not be separated from the objective and subjective reality experienced by the ASN. Based on the results and analysis conducted shows that social construction about development planning among ASN occurs through three moments that is externalization, objectivation, and internalization. The meaning of development planning for ASN in Sidoarjo Regency Government is divided into three categories, namely development planning as budget expenditure mechanism, development planning as routine liabilities duty, and development planning as an important stage of regional development.*

*Keywords : State Civil Aparatur (ASN), social construction, meaning, development planning*

## **Preliminary**

Development is a planned change. In this case planning in development, including regional development plays a very important role. Through the planning can be identified various alternatives to achieve development goals based on resources owned. Preparation of development planning in Indonesia refers to Law Number 25 Year 2004 regarding National Development Planning System. In the law, what is meant by development planning is a process to determine the right future action through the sequence of options by taking into account the available resources. This understanding is then followed up by Government Regulation Number 8 of 2008 on Stages,

Procedures for Formulating, Controlling and Evaluating the Implementation of Regional Development Plans.

The definition of development planning is also widely expressed by scientists, one of which defines development planning as a concept that concerns two main aspects of aspects of the process of formulation of development plans and aspects of the substance of the development plan itself (Tjokrowinoto 1993 : 92). The process of formulating the development plan itself is related to the activity of how a development plan is prepared, when and who the parties are involved in the process. The substance of the development plan will talk about what the contents of the development plan have

been developed, the main issues and strategic issues that are urgent to be resolved in the development.

Development planning is also defined as a process of formulating alternatives or decisions based on data and facts that will be used as material to implement a series of activities or activities of society, both physical (material) and nonphysical (mental/Spiritual), in order to achieve a better goal (Riyadi, 2005 : 7). In the regional context, the process is called regional development planning. Thus regional development planning can be interpreted as a development planning process intended to make a change toward the development of better for a community, government and environment within a certain region. The process is done by utilizing or utilizing various resources that exist, and must have a comprehensive orientation, complete, but still adhered to the principle of priority.

Development planning is one of the important and critical stages in the development process in an area. Development planning should be done comprehensively with adequate data supported. Goals and targets to be achieved in the future period also need to be formulated in development planning because it will determine the direction of development in a region.

There are two sources of financing that are generally done in the regional development planning of the APBD and Non APBD. Regional development planning funded by APBD is done through Development Planning Deliberation (Musrenbang) mechanism. The source of non-budget financing is generally derived from Corporate Social Responsibility (CSR) programs of private companies and state-owned enterprises. Planning mechanism that is carried out by using participative approach from lower level society (village/kelurahan) is done by synergizing regional development planning funded by APBD so that there is

no overlapping or double financing to a development project in the region (Rusmadi, 2006).

The synergy of regional development planning funded from various sources is absolutely necessary so that the goals and objectives of the development to be achieved can be realized both between sectors and time. The synergies of inter-sectoral development are the suitability of development programs between sectors so that there is no overlap in the development program, but instead support each other. While the synergy between time development is the continuity of development program (sustainable development) from time to time sustainable until the goal and the target of development is achieved.

Implementation in the field looks very contradictory, not least in the implementation of regional development there is overlapping of the program and the non-completion of the target. This condition certainly impacts on the achievement of the objectives and targets of development as has been planned. The phenomenon generally occurs in many parts of Indonesia, including Sidoarjo regency.

The absence of synergy between development sectors makes development in Sidoarjo regency tend to be sporadic and not comprehensive. Development that could be perceived benefits by the entire community becomes constrained. The benefits of development are only felt by some communities where the development is carried out. This is certainly not apart from the tendency to spread development rather than complete development.

The development of environmental roads is one example of how the spread of development is more dominant than the completion of development. Sidoarjo Regency Government has targeted a number of slum areas to be completed supporting infrastructure development, one of which is environmental road. Based on

the available data, the development can complete a number of areas within a predetermined time period through a focus on a particular region. In its implementation it turns out more to the effort of spreading the development. This condition resulted in the development of infrastructure development in slums less visible.

Planning of development in a region certainly can not be separated from the role of executors, in this case is the State Civil Apparatus (ASN). They are the ones who serve as the spearhead in development planning until its implementation. Understanding ASN on development planning thus also plays a role that is not less important for the success or failure of development in a region.

Various studies on development planning have been done, one of which is a study titled Analysis of Regional Development Planning in the City of Magelang. The study aims to describe stakeholder participation in development planning along with the quality of development planning in Kota Magelang in 2007. Using a descriptive approach the study found that participation in development planning is still in tokenism and representative-elitist stages. The partnership that exists between the people and the bureaucracy and political officials is still a subordinate union of partnership. Dialogue held is still false and decision-making is not done bargaining among the actors. Quality of planning is still quite bad because it has not been able to answer the needs of the community. Planning flow of development is also still less clear and there is no link between the documents with each other (Syarifullah, 2008).

The study on development planning has also been conducted by PKP2A III LAN Samarinda Review Team. The research titled Effectiveness of Regional Development Planning in Kalimantan aims to examine the effectiveness of development planning

from aspects of process and substance. Based on the discussion, it is found that in general the process of preparing the development plan (RKPD) has similarities, both from the schedule factors, the agencies involved, the coordination tools and the stages. Some regions also took the initiative to form new forums. However, the preparation of development plans undertaken in the regions in general tends to be less effective (2014).

Studies that examine the linkages between planning and budgeting have also been implemented. One of them is the study of Consistency of Regional Development Planning with Local Budget. This study attempts to examine the consistency of Musrenbang outcomes in RKPD to APBD in order to know the success of physical and infrastructure budgeting planning for fiscal year 2013-2015 in Gunungkidul Regency and factors influencing consistency. Using a qualitative approach, the study was conducted by conducting interviews and direct observation. Based on the result of the discussion, it is known that consistency of budget planning in physical and infrastructure during 2013-2015 shows improvement. Factors that affect consistency are the understanding between SKPD and TAPD; The existence of central policy; The evaluation of the RAPBD by the Governor; And the fulfillment of the main points of the DPRD into the program of SKPD activities (Sugiarto, 2017).

Various studies that have been done about the above development planning, there is no study that specifically discusses the understanding of development planning in ASN circles. This paper thus attempts to fill in the void left by some previous studies. In this case the author seeks to reveal the social construction of ASN within the Government of Sidoarjo regency of development planning. Their social construction plays a role in planning development in Sidoarjo regency. Through this paper is expected to formulate a policy

related to better development planning in Sidoarjo regency.

The social construction theory proposed by Peter L. Berger and Thomas Luckmann becomes a reference for exploring how social construction can be formed. Berger explains in the preface to his book *The Social Construction of Reality*, that he quotes two assumptions about society. First, the assumption that social reality is the result of subjective meaning as Weber proposes. Social reality as a result of human experience, then the task of sociology is to analyze the subjective meaning. Secondly, the assumption from Durkheim that regard society as an objective reality as a fact. In this case social reality is part of the collective consciousness that governs and directs the actions of the individual. Thus in understanding the social reality can be done without having to know the life experience of each individual (Riyanto, 2009 : 72).

Berger attempted to formulate a broader conception of social structure in order to include the conflicting but relevant relevance of Durkheim and Weber's assumptions. The social structure is conceived by Berger as the domain in which human social life can be understood (Riyanto, 2009 : 80). In this case social life includes institutions and social action. Both can not be understood without understanding its social structure. This is because the social structure provides a framework for thinking and acting. Nevertheless, as a benchmark of social structure according to Berger does not limit the subjective human actions.

Someone in his life according to Berger and Luckmann developed a repetitive attitude they call 'habit' or habituation (Berger and Luckmann, 2013 : 72). This practice further implies the human consciousness that it is a fixed law. This also makes the habit that people can automatically anticipate a particular situation. The actions undertaken at this stage have experienced objectivation in the

consciousness of those who perceive it. An institution (institution) at this moment stands as an objective reality in human consciousness and also outside it (Riyanto, 2009: 110). Dialectic between human and society is explained by Berger occurs in three momentum that is externalization, objectivation and internalization.

In the externalization of the process of outpouring of mind and humanity into the world. Berger defines externalization as an outpouring of human selfhood into the world in both physical and mental activity (Berger, 1991 : 4-5). This is done because no human being is born perfect and has his world. The birth of a man in life is not the birth of his world. The first years and so on when living, that's where humans will form his world.

Man can thus be said that man produces his world, which then becomes something out there (Berger, 1991 : 11). It is at this moment that the human world acquires an objective reality, in the form of cultural products that are material or nonmaterial. Yet the same objectivity also characterizes nonmaterial elements in culture (Berger, 1991 : 12). The objectivity of society in this case includes all its constituent elements. Such institutions, roles, and identities exist as a purely objective phenomenon in the social world, although they are human production (Berger 1991 : 17).

The next momentum is internalization which is the absorption into an objectified world consciousness into subjective consciousness. Man in this case has been able to interpret and express the meaning of life is. Through externalization, society is a human product. Through objectivation, society becomes a *sui generis* reality, unique. While through internalization, human is the product of society (Berger, 1991 : 5).

## **Method**

Qualitative approach is chosen in this paper as an effort to understand the social reality of development planning

among ASN in Sidoarjo District Government. There are at least two cores in qualitative research, first using an interpretive and naturalistic approach to the subject of the study. Second, critical to the strategy and method of positivism (Denzin and Lincoln, 2009 : 5-6).

The qualitative approach seeks to gain meaning behind social reality or phenomenon (*verstehen*). In addition to developing an understanding, qualitative approaches are also done to help understand and interpret what lies behind an event. In this case is the background of human thinking involved in it, as well as how humans put meaning on the events that occur (Poerwandari, 2013 : 25).

The informants in this paper are the ASNs in Sidoarjo District Government which are determined by snowball. The characteristics that must be owned by informants are as follows: (i) Civil Servants (PNS) within the Government of Sidoarjo Regency; (ii) Involved in the planning process of the program and activities of the Regional Apparatus Organization (OPD) within the Government of Sidoarjo Regency; And (iii) Involvement in program planning and activities over three years.

The data sources in this paper are primary data sources and secondary data sources. Sources of secondary data are derived from documents relating to the implementation of development planning in Sidoarjo regency. While the primary data source in this case comes from information submitted informants and observation results related to understanding of development planning among ASN in Sidoarjo District Government.

The data required for this writing is obtained through interviews and observation. Interviews conducted in depth (indepth interview) between the authors with the informant using interview guidelines (guide interview). In-depth interviews are conducted to obtain data and information that can answer the

research focus in detail, intact and in-depth. The process of data analysis begins by examining all data obtained from various sources. In this paper the data analysis moves in a spiral circle consisting of data management, reading, classification, and presentation (Creswell, 2015 : 255).

## **Results**

In an effort to understand ASN social construction in Sidoarjo District Government about development planning, the writer based his analysis using social construction theory proposed by Berger and Luckmann. Daily life according to them stores and provides the reality and also the knowledge that guides everyday behavior. In this case everyday life appears as an objective reality which is then interpreted by the individual so as to have a subjective meaning.

Individuals become decisive in the social world constructed according to their will. Individuals thus perform production as well as creative reproduction in their social world. ASN within the Government of Sidoarjo Regency with the knowledge it possesses becomes the determinant in constructing the meaning of development planning. Understanding of development planning is in fact a product of ASN production and reproduction.

Social construction is a process of meaning that every individual does to the environment and aspects outside of himself. In this case it is the subjective meaning of objective reality in the consciousness of the person undergoing the activities of daily life. Berger and Luckmann in seeing the relationship between humans and society put forward the dialectical view. According to them, people on the one hand create society and on the other hand society also create human. In other words society according to Berger must be understood as objective reality as well as subjective reality. Dialectic between human and society is explained by Berger occurs in three

momentum that is externalization, objectivation and internalization.

#### ***Identification of Externalization Process***

Berger defines externalization as an outpouring of human selfhood into the world in both physical and mental activity (Berger, 1991 : 4-5). Humans must always devote themselves to where he is. In this study the process of externalization is the beginning of a social construction can be understood. Social construction is always built on the discourse, reality, and policies prevailing in society.

For ASN in Sidoarjo District Government, this stage can be seen from the discourse developed by their superiors in the office. The discourse of development planning is the result of initiation from academics and policy makers at the central level. They realize that development planning plays a very important role in this era of autonomy.

The existence of development planning becomes very crucial after decentralization becomes mainstream of development in Indonesia. The diversity of resources and development needs in each of the different regions makes it necessary to develop a development plan that is a reference for the region. The hope with the existence of a development planning system, then the development of the region will really be benefited by the community.

#### ***Identification of the Objectivation Process***

The results achieved from the above externalization activities are called objectivation. At this stage the culture that man has created then confronts his creator into something that is outside of him. In this sense the discourse of the importance of development planning created by academics and policy makers has been beyond them as an objective reality.

The need for a development planning system that can address development challenges as well as a reference for the region, making development planning an objective reality. The objectivity in this case includes all its

constituent elements. Such institutions, roles, and identities exist as a purely objective phenomenon in the social world, although they are human production (Berger 1991 : 17). Thus the discourse of development planning is said to enter this stage when an institution emerges as a result of the process. The National Development Planning Agency (Bappenas) appears as a leading sector of development planning at the central level. The development planning in the regions is the responsibility of the Regional Development Planning Board (Bappeda) Regency / City.

In addition to giving birth to an institution specifically dealing with development planning, the government has also issued various regulations to ensure that the policy works as expected. In this case the government issues regulations both in the form of Laws, Government Regulations, Presidential Regulations, Presidential Instruction up to Regulation of the Minister of Finance. This is marked with the issuance of Law Number 25 Year 2004 regarding National Development Planning System. At this stage of development planning becomes a reality that plays a role of ASN in planning the development in the region.

#### ***Identification Process Internalization***

The next momentum is internalization which is the absorption into an objectified world consciousness into subjective consciousness. Internalization lasts a lifetime of human beings, both when he experiences primary socialization and when he experiences secondary socialization (Samuel, 2012 : 35). Through this stage human beings are the product of society. Internalization serves to transmit institutions as a stand-alone reality, especially to members of the new society. This is done so that the institution can still be maintained from time to time (Riyanto, 2009 : 111).

At this stage the social construction of development planning among ASN in the Government of Sidoarjo Regency was

formed. ASN's supervisor in this case has a very important role in internalizing the social construction of development planning. ASN with bosses who really understand the importance of development planning will certainly internalize it to his subordinates. In contrast, ASN superiors who still use the old paradigm in planning the development would also internalize the same thing. Especially if in the period before the enactment of Law Number 25 Year 2004 they have been in the top ranks of managers.

Through the internal moment is an objective social reality outside of man, in this case as an institution, becomes an objective reality in man as part of consciousness. It is through this moment that social reality becomes taken for granted for human beings. Development planning as an objective reality manifested in an institution called Bappeda through internalization by ASNs has succeeded in becoming a social reality in ASN consciousness.

As social beings, ASN not only accepts internalization from their superiors in the office. In the course of life, ASN must have experienced primary socialization and secondary socialization. The difference between them lies in the subject and the material of socialization as well as the people in charge of internalizing. In the internalization, according to Berger occurs the process of acceptance of the definition of institutional situations submitted by others (Samuel, 2012 : 37). At this stage the ASNs within the Sidoarjo District Government accept the definition of development planning as conveyed by their superiors. ASN at this stage is not only able to understand the definition of others, but also able to establish definitions that lead to the formation of a common definition.

Internalization of development planning is also done by government institutions. In this case is not uncommon ASN have knowledge of development planning when following various activities

undertaken by government agencies, both at the district / municipal level until the National. Internalization is generally done through technical guidance, education and training, as well as socialization. Through these various activities, development planning is internalized to ASN.

Furthermore, it is necessary to elaborate on the social construction about development planning which is owned by ASN in Sidoarjo Regency Government. The meaning they have about development planning certainly plays a role in the actions of ASNs when planning regional development. Social construction of regional development planning among ASNs within Sidoarjo District Government can be categorized into three different social constructions, namely development planning as budget expenditure mechanism, development planning as liabilities routine, and development planning as an important stage of regional development.

#### ***Development Planning is a Budget Spending Mechanism***

ASN in Sidoarjo District government that has this social construction tend to regard development planning as a mechanism to spend budget. Those with such constructs in planning regional development generally play at the level of the budget ceiling. Through this budget ceiling they will arrange programs and activities in accordance with the budget allocation that has been provided.

In planning the programs and activities that will be implemented they will not see how priority a problem. They also rarely pay attention to the direction of development policies, especially development targets. Development plans that they understand are more profit-oriented that can be gained from implementing such programs and activities. The extent to which the impact of the programs and activities they plan on is being perceived by the public is less attention.

ASN with such construction often becomes an obstacle in the development planning process in Sidoarjo regency. Bappeda Sidoarjo Regency as a leading sector in regional development planning is not uncommon to find it difficult to control ASN with construction like this. ASN with social construction like this generally have emotional bond with local ruler. The condition is not rarely used to act in accordance with his own desires.

ASNs that have this kind of social construction are generally also internalized with a similar understanding, either by their superiors or others with emotional attachment. They are not ignorant of the substance of development planning, not infrequently they also understand about development planning. They often even wrestle with planning and become part of Bappeda of Sidoarjo Regency. Nevertheless they still put forward this kind of construction.

#### ***Development Planning Is a Reckoning Routine Obligation***

ASN in Sidoarjo District Government with such social construction tend to regard development planning as an annual routine activity. Those with this kind of construction when planning regional development are generally limited to disbursement of obligations only. The extent to which the impact of the development planning they are building on the community is rarely a concern.

Development planning undertaken by ASN with such construction is very poor innovation. Programs and activities they plan to repeat in previous years. If the word emerged the program and new activities generally do not mengadap from other areas that are not necessarily in accordance with the conditions in Sidoarjo District.

In relation to other development planning documents, ASNs that have such construction still make it a reference in planning regional development. Nevertheless, its use is only limited as a reference without trying to provide

creative thinking so as to provide a significant impact for the welfare of the community. Performance performance is generally only limited to the fulfillment of targets that have been set previously. Even not infrequently the performance achievement of the plan is less impact to the community.

ASN with social construction like this is generally very determined by two things: knowledge and ability. Those who have such social construction often lack knowledge of development planning. Consequently when they are given the task of formulating a development plan it will refer to the planning of previous years without knowing the substance of the plan. Furthermore, not a few of those who have such social constructions have no ability to understand or implement planning. This condition can be caused by the age factor and the desire to learn, because there is also a productive ASN but already apathetic with the planning.

The experience they have during life also plays a role in shaping the social construction. ASN in the course of his career certainly has different experiences on development planning. Those who have such social construction generally have experience that planning is an annual routine. This experience is strengthened when socializing and interacting with those with similar insights.

#### ***Development Planning Is a Significant Stage of Regional Development***

ASN in Sidoarjo District Government with such social construction tends to consider development planning as important. They assume that the development of a region is unlikely to be realized properly if the planning is less supportive. Development planning is believed to be a very crucial stage for regional development in the current era of autonomy.

ASNs with such social constructions will seek to devote all the skills they have when planning regional development. The community becomes

their main orientation in developing development planning. The extent to which their development is planned can have an impact on people's welfare.

Creativity and innovation they always try to be able to answer the development challenge in Sidoarjo regency. Nevertheless the existence of various rules of development planning they still hold firm. Not infrequently in planning their development many new programs and events that are relevant to the needs of the community.

Their experience and knowledge of development planning is instrumental in shaping such social constructions. Generally ASN with such construction has experience in the world of previous development planning. In this case the experience they have is certainly the experience of proper planning. In addition they are also few who have sufficient knowledge related to the importance of development planning for a region in the era of autonomy.

Their experience and knowledge of development planning is further strengthened by internalization by the social environment. The main internalization done by ASN direct superior. In this case internalization is done related to the important role of development planning itself. Thus the social construction that they have about development planning becomes what it is today.

### **Conclusion**

The social construction process of development planning among ASN in Sidoarjo District Government is related to their knowledge and experience. As a social reality, development planning is constructed through three simultaneous moments of externalization, objectivation and internalization. Through the externalization and objectivation of development planning emerges as an objective reality that is outside the human. This stage occurs when awareness arises

about the importance of development planning in the era of autonomy, thus giving birth to regulations governing national development planning. Furthermore, through the internalization of development planning into subjective reality that resides in human beings. At this stage development planning into the realm of the subjectivity of ASN depends on the experience and knowledge possessed.

There are three constraints of development planning that ASN has in Sidoarjo District Government. *First*, development planning is the mechanism of spending the budget. ASNs with such social construction consider planning just the effort to spend their budget ceiling. *Second*, development planning is a routine liabilities routine. ASNs with such social constructions carry out development planning as an annual routine to abort obligations. *Third*, development planning is an important step in regional development. ASN with this kind of social construction will exert all ability to plan development. They are very aware that the bad of regional development is determined by the planning done.

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