

The Bureaucracy Transformation of Regional Development Planning Board (Bappeda) of Langkat Regency, North Sumatra Province in Realizing The Effectiveness of Regional Development Planning

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Abstract

This study aimed to analyze 1) The transformation of the bureaucracy in Bappeda Langkat. 2) The effectiveness of regional development planning that was formulated by Bappeda Langkat. This research uses descriptive methods with qualitative and quantitative approaches. Primary data collection techniques were performed with in-depth interview, observation and questionnaire. And secondary data collections were done by studying books, literature and related documents. The analytical methods that used are qualitative analysis by Miles and Huberman Model, and quantitative analysis using performance importance matrix. Research result; 1) Bappeda Langkat has transformed its bureaucracy but not optimal, there is still weaknesses in the transformation of the bureaucracy, such as commitment of leaders still not optimal, the working atmosphere is still less good, quality improvement of human resources as required, but not all employees can take part in education and training, and there is no evaluation of the implementation of education and training, incentives have not been executed publicly, not fair and not yet feasible. 2) area development planning has not been effective due; a) the funds were used for indirect expenditure greater than direct expenditures (construction). b) drafting process was not conducted in a holistic and integrated manner and not done in the deliberative. A pattern of decision-making in determining the program and budget has not involving the community in the overall development process.

Keywords: the transformation of the bureaucracy, the effectiveness of regional planning.

1. Introduction

The success of a country's development is highly dependent on the development planning formulated. Development planning is a function that is first and foremost in the development management and this is a foundation for the implementation of the next development management functions. To achieve effectiveness of the regional area development planning, there are needed planning's intuition that have professional and responsible's habit.

Indonesian vast territory with a diverse community as well as the conditions of different regions, there may not be regional development planning is done centrally by Badan Perencanaan Pembangunan Nasional (Bappenas), then in the 1970s Badan Perencanaan Pembangunan Daerah (Bappeda) at the provincial level was formed and in the early 1980s the district level was established, because that, Indonesia has a development planning board from the central level to the region level.

Bappeda as the competent institutions that create policy (planning) is equipped with the organizational structure, duties and functions that obviously can not be delivered effective planning, so have not brought benefits for community's welfare in the regional in a fair and equitable. There is still a gap of development among regions, such as between urban and rural. According to the BPS (2013), there are 28.55 million poor people that scattered in towns and villages with 0.413 of gini index, that showed the inequality is increased (Kompas Thursday, April 3, 2014).

Bappeda often gets criticism because it acts as a post office, which gives a stamp of approval for any proposed projects and programs, without assessing the suitability of these proposals with a vision of development that is outlined in the long-term plan of the region in order to fight for a coherent vision of development. Moreover, the Bappeda apparatus behaved indifferently. (Luc Spyckerelle and Farrazzi, 1997). Public bureaucracy in Indonesia in carrying out its duties seem slow, incompetent, not paying attention to the problems of society. Soebhan (in Wibawa ed, 2000) labels bureaucratic of Indonesian as "bureaumania" which is characterized by various forms of aberration such as the tendency of inefficiency, abuse of authority, collusion, corruption and nepotism. Whereas the main purpose of the establishment of the bureaucracy is that an organization can be run rationally, in order to achieve organizational goals effectively and efficiently (Zioni, 1985, Blau and Meyer, 1987).

There are bureaucratic attitudes and behavior that led to various development programs failed to be implemented, people accuse and blame the administration and bureaucracy as determinants and its causes

(Thoha, 2003). However, Chambers (1974) does not agree that the blame only on planners (the person). Waterson (in Bryant White, 1989) asserted that the failure of development was rooted in the lack of administrative capacity. Only few countries can tackle the problems posed by the administrative development planning. The problem is so complicated because that most of developing countries have been limited implementation of the plan, that's happen not due to lack of financial resources, but because of the low administrative capacity. Seidman (in Bryant and White 1989) states; the failure of development planning mostly because planners assume that planning means the allocation of resources, not a plan of institutional change. Development usually requires institutional change, the planning process that ignores this component would undermine the possibilities of its own.

Qoiyum's research (2004) showed that in order to reduce development imbalances, the regional planning is needed, through the organization planner at the district level. Organizations planners are required to have the authority and capacity to create the regional planning, so that, the development is really rooted and sustainable. Kalianjara Kaliappara's research (2010) showed results that decentralization not contributed significantly to the development of human resources, especially in health and education's area. This tendency arises because of the lack of an efficient and effective institutions as well as the lack of human resources at the local government level, so that the institutional reforms are necessary.

Indonesia has been doing transformation of bureaucracy but has not shown any improvement in governance and development. According Rosyadi and Kurniasih (the Authority, ed, 2009) empirical facts show that reform of the bureaucracy is not going according to public expectations. Various practices of the public service still shows low quality and far from the aspirations of the public. The new reform only touch "the skin", such as changes in nomenclature (Deputy Minister) but have not touched the substance. Bureaucratic reform based reward (remuneration) which is greater than the acceptance of bureaucratic elsewhere did not prove that better reward create higher productivity. As in Customs and the Supreme Court (Sedarmayanti, 2009).

The description above shows that the transformation of the bureaucracy can not be done partially but must be done in a systematic, comprehensive, continuous with clear priorities. Bappeda as government organizations with planning duties, certainly requires a different bureaucratic transformation with organizations that provide community service. Dwiyanto (2008; 409) states transformation of the bureaucracy in organizations that make policy done by improving the institutional side through the assessment of whether the bureaucratic structure in accordance with the duties. If it is not clear it is necessary to redefined the duties and functions to fit it, with the vision and mission of the organization. After repairs bureaucratic structures, the improvement of performance is needed such as budget management, performance measurement, incentive systems, and other management tools.

The failure of development can also be seen in Langkat. Langkat in general can be said to have succeeded in its development, that can be seen of GDP in 2011 at Current Market Prices Rp 17.746.6627,33, in 2012 (ADHB) Rp 20,298,538.43. However, the poverty rate in 2012 still amounted to 97 800 (10.01%) of the poor population (Langkat Regency in Figures 2013). Besides, the Human Development Index (HDI) since 2007 indicates the condition is still below the average HDI North Sumatra Province (72.00) ie 71.83 (BPS Langkat, 2012). This fact indicates that human development in Langkat after 2007 is lower than the average North Sumatra.

Based on the above research is conducted with the aim to analyze; 1) Transformation of the bureaucracy in Bappeda langkat. 2) The effectiveness of regional development planning that is formulated by BAPPEDA langkat.

2. Literatur Review

2.1. Transformation of Bureaucracy.

There are many terms used in bureaucracy transformation, such as: redesign, Public sector reform, bureaucracy reform, Bureaucracy renewal and transformation. There are also government bureaucracy terms, they are, some used government bureaucracy, some used public administration terms, sometimes used governance administration (Thoha, 2003). Bureaucracy Transformation literally interpreted as a change in the sense of public sector reform. The transformation of the bureaucracy according to Osborn and Palastrik (2004) is the renewal of the creation of a government organization which is continuously looking for ways to become more efficient. So change is a transformation of the system and government organizations fundamentally in order to create a dramatic increase in the effectiveness, efficiency, and their ability to innovate. This transformation is achieved by changing the destination, the system of incentives, accountability, power distribution, and culture. Osborn and Palastrik (2004) stated that a successful reform need five strategies namely; core strategy, the consequences strategy, customer strategy, control strategy and cultural strategy. The fifth of these strategies can be applied at all levels of the system of government system, administrative system, organization, and work processes and people.

Thoha (2009) in (Wibowo, ed. 2009) recommends changes in the bureaucracy should be carried out comprehensively and thoroughly, not sporadic and partiality. Changes are made on; 1) institutional

bureaucracy of government, consisting of the culture and structure. The culture is a mix of values, beliefs and customs that are believed to be true to strive for. The structure is used as a governance framework process flow of how culture can be applied in the administration. 2) The arrangement of the bureaucratic system of government, namely the institutional structuring system that can guarantee the professionalism which based on competency, accountability, transparency, and not corrupt will encourage a good performance. 3) Apparatus resources, namely improving the quality of personnel.

Institutional transformation is defined as an engineering change to the organization, the individuals involved as well as the various rules of execution of work, authority and responsibility. With the institutional transformation, it appears the new forces that will be able to minimize the gap between the planned values with actual realized. In short that transformation is an activity that is intended to make changes on each of the implementing institution (Hasibuan. Sayuti. 1997).

The most fundamental effort to revamp the government bureaucratic is how can change the mindset and the behaviour of the perpetrators of the bureaucracy. One of the changes that need to be done is a mindset views against bureaucratic power that tend to make the bureaucracy as a sacred power (Thoha, 2003). However, efforts to change the behavior patterns of implementing institutions are not an easy thing. Therefore, the role of leadership is very essential in institutional transformation. Elements of leadership needs to act as a conduit toward the necessary changes for the future. The future needs to be seen as not only the continuation of the past, but it also changes and options (Hasibuan, Sayuti, 1997). According to Yulianto (2005) there is no effective approach that can be used in the reform of the public bureaucracy, besides exemplary that by local leader and objective humanitarian relations in the working environment of public bureaucracy.

Sedarmayanti (2009) used the term reform of the bureaucracy;

"The government efforts to improve performance through various means with the goal of effectiveness, efficiency and accountability. Bureaucratic reform means; 1). Changes the ways of thinking (mindset, attitudes and patterns of act). 2) Change the authorities to be a servant. 3) Prioritizing the role more than authority. 4) Do not think the result of the production but the final result. 5) Changes in performance management. 6) Monitor the pilot reform of the bureaucracy, realizing good governance, clean, transparent and professional, free of corruption, collusion, and nepotism through; a) institutional arrangement, b) arrangement of procedures, c) Planning human resources personnel, d) Accountability, e) Services and quality of service".

Bureaucracy is the organizational structure, that's described by the hierarchy of positions that appointed or designated officials, the line of their responsibilities and their authorities are arranged by the rules that are known (including previously), and the justification for each decision requires a reference to determine the policy that its endorsement is determined by the one who give mandate from external's structure of the organization itself (Sedarmayanti. 2009). Bureaucracy according to Weber having characteristics, among others: the existence of a regularity which is manifested in a hierarchy, the division of labor, the duties in a certain position, the presence of authority and responsibility, the existence of certain payroll system, the existence of control systems (in Thoha. 2002).

2.2. Regional Development Planning.

Planning as a function of management is decision-making process of a number of options to achieve the desired goal (Kartasamita. 1997). Russell Ackoff (1974. in Brynt and White. 1998) states "if contrasted with problem solving, planning is supposed to be handling a system problem holistically. Planning is not just a plan-making but rather as a process of learning together, do not emphasize to documents, but the dialogue (Friedman in Korten and Syahrir. 1988).

Rustiadi, et al (2008) states in the modern paradigm of regional planning, planning region is defined as a form of systematic study of the physical aspects, social and economic to support and drive the best utilization of resources to increase productivity and meet the needs of the community in a sustainable manner. Soegijoko (1997) confirms the regional planning is not and can not be characterized simply as economic planning or social planning or physical planning. Regional planning covers the entire form of planning that was carried out in integrated manner. In practice, to compile a regional planning, it's needs to identified areas of planning. Planning is not a means to make planning for the people, but make plans together with the people.

3. Materials and Methods.

This study uses descriptive methods with qualitative and quantitative approaches. Primary data collection techniques were performed with in depth structured interviews with a tape recorder tools, observation and using questionnaires. Secondary data collections were done by studying books, related literature and documents. The analytical methods used are qualitative analysis by Miles & Huberman Model and quantitative data were analyzed using performance importance matrix.

4. Result and Discussion

4.1. Result (Study Invention)

The transformation of the bureaucracy through the leaders commitments conducted in Bappeda Langkat, adjust the organizational structure with the basic tasks and functions of the organization, improving the quality of human resources (HR) and incentives systems.

The Commitment Of The Leaders

The commitment of leaders in order to improve work attitudes at Bappeda Langkat which are; Chief of Bappeda Langkat willing to accept ideas and criticism from subordinates, leaders gave the example that in the show through the presence of morning assembly every day at 7:30 in the morning, provide daily work direction and gives confidence to their employees to perform their jobs. However Bappeda Langkat can not be separated from the existing system of regional government Langkat's District, that means Bappeda Langkat do not have full authority to deliver policies concerning basic tasks and functions. Policy that taken by Bappeda cannot be separated from the applicable policies in local government. Each policy had guidelines such as regulation of the Regional Head (regent) in the form of circulars. The results of the findings, the commitment of Bappeda Langkat leader needs to be improved because it still low or in unaware level of commitment. As stated form Chief of Economics and Chief of Research Department "that leaders are willing to accept ideas and constructive criticism but I think the commitment must be improved, because here is still unaware".

Structures of Bureaucratic and Cultures.

The bureaucratic structure has been reformed in 2008 as based on local regulation No. 31 of 2008. The organizational structure has been in accordance with the duties and functions of Bappeda Langkat. Chief of Bappeda (Mr. Astaman) stated "the structure of the bureaucracy was in accordance with the duties and functions, and we must follow accordance with the instructions of superiors, we should not be out of the rules of superior orders".

Organizational structure in Bappeda implemented with good working culture with a high sense of kinship, cooperation between employees in one section (division), between employees interrelated and between superiors with subordinates. But there are still unpleasant work atmosphere that there were staff who undervaluation to the superiors (division head) due to superiors are younger than the staffs. Unpleasant work atmosphere is also caused due to the change in status from temporary to become permanent employee (jobholder). The change of the status result the change in attitude and behaviour of the employee concerned during this spirit and obedient to superiors in carrying out the tasks turn out to be morale decline and disobedient after a jobholder. Mr. Mulyono also stated that there are unpleasant work atmosphere like bad behavior such as less discipline, low morale and lack of care about the job duties that caused the staff whom was a transfered from another department where the staff is transfered because of demotion (have no position) or non-job.

Human Resources (HR) Quality Improvement.

According to the Chief of Bappeda that education and training are in accordance with the field work of each staff ". Quality improvement for staff at Bappeda already exists but there are still has many shortcomings. As stated by the Chief of Research Division "that education and training are exists but limited, the number of participants is limited by the host team. However, education and training are in accordance with the duties and functions, and has a good impact for their division and we are now preparing proposal to conduct research ". According to the Secretary of Bappeda, education and training for staff already exist but inadequate infrastructure, it still inadequate to carry out task so that the work won't be optimal like as in the making of topographic maps, it is necessary tool but the tool does not yet exist because of very expensive.

Incentive systems.

The incentive systems in Bappeda Langkat is in the form of money and awards. The type of direct financial incentives are provided in the form of salary and Improvements Income Allowance. According to the Chief of Physical Division "that the incentives are not in accordance with the performance and regulations already exist. Incentive system in direct salaries awarded upon consideration of the class/grade and the position (Echelon of the staff). According to the Secretary of Bappeda; "the granting of incentive still has shortcomings that is not based on performance assessment and still subjective." The amount of incentive is set based on the level of attendance of morning assembly every single day that it has been regulated by the local regulation. The promotion of the staff is not based on work achievement, but by loyalty and since there are external factors, moreover which stated by the superiors that it was not a sought-after performers but loyals. According to the Chief of Research Division " in order to motivate the staff, the appropriate incentives for Division of Research is Master's Degree scholarship."

4.2. Discussion

Based on the findings of the research above, do further discussion as follows;

4.2.1. Transformation of Bureaucracy

The Commitment Of The Leaders

Reforming the organization requires a strong commitment and consistency, and high level of sensitivity to the changes of superiors. Stated by Thoha (2009, 14) the need of change and reforming of state apparatus was heavily dependent on the need of national leaders reformation. If national leaders feel the need to make changes, the change and reformation of apparatus will be realized definitely. The needs will be supported by a strategic policy and made into a national program with support of all people components then change and reformation of state apparatus/government can be realized. Bureaucracy reformation is thus highly dependent on the commitment of leaders that there is a need and a strong persistent desire of the central leaders come to the regional leaders to transform the bureaucracy. Leaders must have a high sensitivity on the changes that constantly occur

Strong commitment and consistent in transforming the bureaucracy implemented in order to change the mindset which are implicated in the improvement of behavior to achieve effective performance. The commitment of the leaders in the organization that create policy ideally use a "paradigm of public policy" or "public deterministic paradigm". The word of public is not only used in the sense of "government", but also the state and community, including interest; responsibility, and community-wide involvement in the overall process of public policies and the regions of the country (Sedarmayanti, 2009,22).

Public policy paradigm will create public policy that is responsive to the principles; participatory, democratic and transparency as attitudes and behaviors to accept new ideas, listen to and follow up criticism as well as the response to the community problems, valuing the innovation and creativity. In addition, in the era of regional autonomy which districts/municipalities has the autonomy in development and so the county should have full authority to manage development and manage budget for community development in the sense of Bappeda has full authority to create policies and manage budgets in the interests of local communities without any intervention from central government so that policies in accordance with the needs of the community.

The results of the questionnaire explained that the commitment of the leaders in Bappeda Langkat based on several indicators such as; the desire to follow the superiors of each activity together, a willingness to accept criticism from subordinates, the willingness to accept new ideas from subordinates, willingness to give confidence to subordinates, compliance directives with consistent behavior are all good. However, the findings makes it clear that the commitment of leaders in Bappeda Langkat in order to conduct work attitudes improvement needs of improvements because it is still low. The work direction from the superiors in Bappeda has not touch on the basic tasks and functions of Bappeda. The work directions only as the work of correspondence and fulfill the work procedures but has not touched on the basic tasks that create policies (regional development planning). Exemplary of leadership is only in attendance at morning assembly, not exemplary in achieving effective performance. Lack of commitment can also be seen from the management of the budget, where the greater part of the existing budget (70-75%) is used for indirect expenditure (for personnel expenditure) like to business trip, allowances, operating costs and maintenance of official vehicles and 30-25% for public expenditure is used to program/development activities in Langkat. Ideally, the existing funds are managed for the benefit of community development. According Dwiyanto (2008);

"One that needs to be considered by Bappeda in managing the budget is planning to formulate accountability. Bappeda as bureaucratic institutions of government that has the main duties to make policy must make the interests and needs of the public as the main reference in the budget planning process and development. Bappeda should understand the needs of the community and stakeholders as well as making him the center of attention and the underlying value of the policy-making process and substance. For that Bappeda in making budget plans and regional development must be willing to involve communities and stakeholders, as well as responding to their aspirations. In this way, Bappeda will always be motivated to increase accountability".

Bureaucratic structures.

Bureaucratic structure is an organizational chart which contains the classification of work, the responsibility in accordance with the main functions of the Organization and the workflow system between one field and another. The success of the organizational structure is not only on the clarity of roles and responsibilities and workflow of each section/field but also strongly supported by strong organizational cultures. Organizational cultures are a number of important insights, such as the norms, values, attitudes, and beliefs, which is jointly owned member of the organization (Stoner, Freeman and Gilbert JR, 1996). According to Robbins (2007) organizational culture must be strong, strong in the cultures, the organization's core values are deeply held and widely shared together. The more members who accept and the greater their commitment to the core values, the more powerful the culture. Core values can be seen as; in the implementation of the working discipline, promotion and performance-based mutation, the granting of fair incentives, equitable, transparent, which applies to all members of the Organization, the existence of good cooperation in performing tasks and troubleshooting as well as mutual respect and respect among fellow officers as well as between subordinates against superiors.

Organizational structure in Bappeda of Langkat was reformed in 2008 with a minimal pattern that consists of Chief of the Bappeda, Secretariat, Physical and Infrastructure Division, the Economy and Investment Division, and Research Division. The organizational structure in Bappeda Langkat has been in accordance with the basic tasks and functions of the Bappeda Langkat. The new structure is organised so that the rich functionality in a sense though minimal pattern are expected to adhere to the structure can carry out its functions especially in planning and development control area of Langkat. The duties and functions of any organizational structure has been implemented but could not provide effective results because the infrastructure is still lacking support. As for mapping territory (the making of maps and topographical photos) need a tool, but the tool that does not yet exist, so the work is less effective and the results obtained are less optimal.

An important indicator in the execution of duties Bappeda is the ability to use the appropriate budgetary resources planning and overview of predetermined requirements as well as the capability and capacity of institutions to manage the service. Based on the respondents found that in the process of execution of the duties of each organizational unit Bappeda capable of using the budgetary resources according to the plan and an overview of the needs that have been arranged previously. The results also showed absorption of the budget or the use of the budget of each unit of work well (11% very good answer and 78.60% answered either on the absorption of the budget in order of priority the achievement of objectives). This means that the use of the budget has also been in accordance with the requirements in the perception of the respondent. These conditions should give a description of the achievement of the activities and work programs are good also. However, in implementation turned out to the use of a larger budget for indirect costs (70-75%) while for direct costs that only 30-25%.

Respondents explained that the structure has been given the ability and excellent willingness and if observed in a cross, the education level of employees in Bappeda Langkat that the majority of employees are college graduates. This is an overview of the capabilities and the ability Bappeda Langkat institutionally in managing services performed within their needs properly. But judging from the consistency of the implementation of the service found that in terms of the implementation of the institutional service Bappeda Langkat still a good consistency. This information is shown on the large number of respondents replied almost in a balanced answer for good and less good where there are 45.70% of respondents chose the answer is less good. In-depth research describes turns of the above related to performance evaluation. Performance evaluation not yet in the sense of a comprehensive and have not adapted to the main function of the Bappeda, create policy. Evaluation is only carried out at the administrative stage in the narrow sense that it just in the process of correspondence, working procedures and abide by the rules, but have not touched on the final result in comprehensive.

Bappeda Langkat has had a key performance indicator of the presence of Spatial Planning, Plan for Special Economic Zones followed by the development plan that includes the Medium Term Development Plan and the Regional Development Plan. Spatial Planning regions in District Langkat has been made in accordance with the topography, but propriety in realizing key performance indicators is still unsatisfactory (57.4% of respondents answered less well in the propriety realizing key performance indicators). This is because the spatial plan has not been followed in accordance with the development planning geography. Ideally, development planning is based on the concept of regional planning on the different spaces of different activities (different development) in accordance with topography (Rustiadi, 2010).

Internally the organizational culture in Bappeda langkat has been quite good, there is cooperation between fellow employees in one section (division), between employees interrelated and between superiors and subordinates, however, the organizational culture in Bappeda Langkat still has the disadvantage that there is unpleasant work atmosphere as lack of respect for the leader (direct superior) and lower morale. This is due, first, the age factor between the superiors and subordinates, where the age of the younger superiors of its subordinates, so subordinates are less appreciative to the superiors. Second, a change in attitude, especially of employees who changed status from temporary to permanent employees which temporary status who have been appointed as permanent decreased morale in their duties. Third, there is a non-job staff that transferred from another department where staff were transferred this experience demotion (have no position) aka non-job. The position of non-job impact on the behavior of staff is concerned that lack of discipline, low morale, less responsible about the job. Thirdly it suggests that organizational culture in Bappeda Langkat still weak, yet not all the members accept and implement the values of mutual respect and mutual respect, and eager to work.

Another disadvantage of the organizational culture that is the lack of coordination between Bappeda with Regional Work Unit in Langkat. Ideally Bappeda in formulating policies (creating regional planning) coordinate with other agencies in the respective regions (Regional Work Unit/other related to Regional Work Unit) and implemented holistically and in an integrated manner so that territorial planning can be integrated. However, coordination with the relevant Regional Work Unit is difficult. This is because there is still the nature of the ego. Each department feels that his department most in need of programs/activities that must be proposed in Regional Medium Term Development Plan. These conditions indicated there has not been a strong desire to deliver

programs/activities that are truly needed by community (not responsive).

Improving the Quality of Human Resources (HR).

Improving the quality of human resources through education and training aimed at improving knowledge and skills implications for the bureaucratic behavior change towards better behavior in carrying out the work. Education and training provided to staff adapted to the field of employment and the needs of individual organizational units. Education and training must be thoroughly planned and existing evaluation is needed to the staff who have been following education and training. The success of education and training is not only viewed from the output (number of staff has attended education and training) but also in the evaluation of its outcome, that is, changes in knowledge, skills and changes in attitudes and behavior.

Improving the quality of human resources for staff has been conducted and in accordance with the field of work, such as training for the staff of research division has benefited to the staff that they can apply the results of training on the job as making a research proposal. However the education and training of staff are not able to be followed by all of the staff because there are restrictions such as restrictions on the number of staff that can follow only one or two people, time to keep training and education are also limited to only 2 or 3 days.

However, Efforts to improve the quality of human resources for staff is still not shown good results. Based on the answers of the respondents found the ability of employees in critiquing and tendency to be transparent is still unfavorable (52.40% answered less good). Likewise, disciplined awareness is still at 51% answered less good. Work discipline is only measured on the timeliness attend morning assembly, yet refers to the process of the implementation of the actual work in order to correlate against performance. Whereas the health and physical fitness has been good (supported by 78.60% of respondents), as well as the indicator of religious obedience and worship showed that 83.30% responds well. However, physical health and spiritual level both on employees Bappeda Langkat not correlate with the ability to achieve the performance indicator. This is because there has been no evaluation of the results of education and training and behavior patterns mindset governance still dominated by the old rigid and no longer compatible with the demands of the development to be carried Bappeda. Human Resource development efforts should ideally be evaluated whether already can improve their knowledge and skills. Knowledge and skills that will either encourage morale and lead to job satisfaction. However, the answers of respondents regarding the morale is still less good (52.90% said morale is less good).

Incentive systems.

The incentive system is any form of remuneration and also an extra motivation for achievement that exceed the standards that have been set and approved together. Incentives as motivation can be provided in the form of money and promotion were given as a reward for performance that exceeds the standards. Incentives thus made after an objective performance assessment. Performance assessment should be done by direct supervisor, along with the top leader of the organization and also assessment of peers, in order to avoid subjectivity in the assessment of staff performance. According Dwiyanto (2008);

"the Bureaucracy which has the main duties of public policy making and regulation can be done by creating a performance-based incentive system. In this case the government bureaucracy can create or develop a clearer performance indicators and measurable, and provide incentives varied. Performance-based incentive system to encourage officials to perform better or in line with expectations of existing incentive systems".

Incentives in Bappeda Langkat follow the rules of the system of incentives that apply nationally. Incentives in the workplace Bappeda Langkat is not different from other work units in other areas. However as the autonomous region, granting incentives adapted to the abilities of each region. Incentives on direct salary given is based on consideration of class/grade and position (echelon). Incentives in the form of salary is not based on performance appraisal of each staff, so that all staff have the same grade earn the same salary great though the performance is different. Besides the fixed salary there is incentive that given for supplement called Improvements Income Allowance, which amount is given based positions structural and also based on the amount of attendance to follow morning assembly, if the staff do not meet the schedule for morning assembly in accordance with the provisions of the incentive will be cut.

Results of respondents descriptively explained that the embodiment incentives for employees in the Office of the Bappeda Langkat still less good. This is demonstrated by several indicators, among others; suitability indicators of granting incentives with the needs of the job is still less good (55.20% answered less good). Indicator of fairness in the realization of the incentive is considered less good (50% answered less good), as well as the feasibility of providing incentives is still not worth (54.80% answered less worthy) and information transparency in the granting of incentives is also considered unfavorable (55.2% answered less good). Incentives do not always involve a nominal amount of money gained by the employee but also must be applied equally to all employees so as to create a conducive working environment. Implementation of incentives also requires clear disclosure of information among employees of Bappeda Langkat.

Promotion as a reward for staff is still less objective. Promotion as reward is not based on the assessment of performance, but it prefer the loyalty of employees and because there is an external factor. The loyalty definition is still defined unclearly. As the above findings that the evaluation of the performance is still limited to the evaluation of the procedure and correspondence in the narrow sense, there has been no clear and measurable assessment of the performance that must be made in advance at Bappeda Langkat.

Provision of incentives in order to increase motivation in Bappeda Langkat also does not vary and not tailored to the needs of employees. Granting incentives as remuneration for their performance and also the reward (promotion) in order to increase motivation to work should be done in varied and tailored to the person receiving the incentives. This is in accordance with the opinion of Harsey (1992) that the incentive as an amplifier/booster should be given depends on the behavior of people who are willing to be strengthened. The things that strengthen/encourage someone may not reinforce the behavior for others. Maslow also confirmed that a person's behavior at a given moment is determined by the the most powerful needs. Human need according to Maslow (in Harsey, 1992) are arranged in a hierarchy that is; physiological needs, security, social, respect and self-actualization that a person's behavior at a given moment is usually determined by the needs of the most powerful. When physiological needs have been met then the person is not motivated if only his motivation to meet the physiological needs. People will be motivated if motivated by fulfilling the other level of needs.

This gesture actually shows that there are still weaknesses in terms of the consistency of the implementation of employee incentives. Incentives were given to employees in addition to referring to the performance tailored to the needs of the job as well as the risks that different from one employee to other employees in the work unit and executed fairly. The granting of incentives in Bappeda Langkat as transformation of the bureaucracy still require improvements which must be clarified in advance when it comes to the amount or the portion of the provision with the needs of their duties. The granting of fair incentives, equitable and transparent to be correlated with a strong work culture.

4.2.2. The Effectiveness Of Regional Planning

The effectiveness of regional planning as seen from the suitability of development program with the problems faced by the community that the process of formulation is based on the problems faced by the community, exploiting the potential of the region both potential human and natural resources and social resources which planned in a holistic and integrated, and performed deliberative by involving the community in the overall the development process from the identification of the problem, designing development programs, budgeting and evaluation.

Based on the document Regional Medium Term Development Plan (2014-2019) in Chapter IV, various problems confronting the community has been accommodated. Regional Medium Term Development Plan (2014-2019) contains among other issues; problems of infrastructure and spatial planning, change in land use, the problems of the economy, employment, SMEs and cooperatives, investment, food quality, agriculture, commerce, industry and cultural tourism, the problems of poverty, problems of education, health problems and environmental problems. With all the problems the community is expected to be accommodated program/development activities proposed in the Medium Term Development Plan strictly in accordance with the problems and needs of the community so as to supply community welfare.

Annual Regional Development Activity Plan (2015) in accordance with Medium Term Development Plan (2014-2019) and in accordance with the needs of the community. However, based on actual findings explain that not all the problems faced by the community can be responded by development program of lack of funds and the priority scale. Budgetary constraints and priorities only reasons for justification. Actually, the development fund is available, but the designation is more on indirect expenditure (70-75%) and for direct expenditure (development) only 30-25%. While the scale of priorities in the preparation of development programs is the priority scale of priorities of Regional Work Units of Langkat, so sometimes the proposals and aspirations had to yield and not put into the development program. This indicates the ineffectiveness of utilizing the existing funds.

Due to limited budgetary shows that the development (drafting program) only be based on budget availability. Budget constraints can actually be overcome by utilizing social capital, the existence of consensus and the spirit of mutual cooperation which is the local people's habits. Community consensus and mutual assistance has been used along ago to cope with the problems facing society, and it is the capital of development (social capital). Social capital has been shown to play a role in development and that the government should issue a policy to strengthen and develop social capital in order to play a role in development. Sumarto argued (2003) that social capital is the basis for building a strong civil society, and is believed to affect the level of economic progress and the distribution of profits. Research Nasution (2015) also explains that social capital (consensus and mutual assistance) can be used to overcome the problems of farmers in Serdang Bedagai especially in Nagur Village that overcome the shortage of seeds, fertilizer, overcoming floods that succeeded in increasing agricultural output and have an impact on increasing farmers' income in order to finance the education of the children of farmers to the higher of education. Education of the children of farmers in Nagur not limited to

the Elementary School, but has increased in Diploma Degree, and even existing in Bachelor's Degree. However, based on the document Regional Medium Term Development Plan Langkat (2014-2019) and Regional Development Activity Plan (2015) there has been no policy of strengthening or development of social capital.

Apart due to lack of effective use of budget, Regional Development Planning in Langkat Regency, also due to the drafting process was not conducted in a holistic and integrated and not deliberative, and the patterns of decision-making in determining the program has not been fully involve the community. Development program as a policy to address various issues in society should have done that with a holistic and integrated inter-sectoral coordination and linkages with other sectors saw that the development program planned to overcome the various problems are interrelated. Therefore, in identifying the community problems, need to be seen in other problems with dependencies that may be related. However, in the implementation process of programming through Development Planning Deliberation both at the village, sub-district and district level conducted separately were divided into 3 groups, namely the Field of Physical, Economic Development and Cultural Affairs. Development Planning Deliberation with the distribution of these groups would not be able to integrate the issues that are interrelated, each sector considers that the program should be prioritized. Here we can see the ego in the preparation of sectoral development plans that result in less effective planning.

A pattern of decision-making has not been done deliberatively. In deliberative mean to discuss the problems faced by the community and discussed in two-way communication process, carried out with a vengeance with the desire that good and strong (political will) to achieve public welfare. The process of designing development programs in Bappeda langkat held in Development Planning Deliberation that held in villages, districts and counties. Development Planning Deliberation both villages, districts and counties despite involve various elements of society by involving the various elements of society such as; BPD, LPMD, Karang Taruna, PKK village, public figure, traditional leaders, religious leaders and youth leaders. However, the final decision in determining the program and budget setting is under authority of Bappeda and Regional Work Unit. Community involvement in the process of program/development activities turned out to be merely raised the question and participate in discussion forum to discuss the development program, but the final decision is under the government. The development process in District Langkat has not fully followed by the public participation, the process start from identifying problems, preparing the development program, preparing the budget development, implementation and evaluation of development. These types of participation, according to Moyinihan (2003) is a type of partial participation with broad representation levels, involving various interest groups but provided opportunities for participation in the session is limited. This suggests that the process of territorial development planning in the era of decentralization has not been implemented according to the principles of decentralization which the planning is done with community participation in the entire development process from planning, implementation and evaluation.

The analysis that described above, explains that the spirit of reformation has not been done properly. The transformation of the bureaucracy is still only the outer skin that looked at vision and mission development planning. Medium Term Development Plan of Langkat (2014-2019) consist of the development vision of the Regional Government of Langkat, namely: "Realizing Community of Langkat District More Advance, Dynamic, Prosperous and Independent, based on aspects of Religious, Cultural and Environmental". Based on this vision, it formulated seven (7) missions to achieve of Langkat's Vision 2014-2019, the two of which are: 1. Enhance the professionalism of the bureaucracy. Improving the professionalism of bureaucracy requires process and commitment from all stakeholders. The Organization of the Government do not solely rely on the Government only, but there must be synergy between Government, the private sector and society as a proportionate and responsible. 2. Improve the quality of human resources (education, health and social), which is based on faith and piety, and cultural preservation. However, the vision and the mission have not yet touched on the real bureaucratic transformation efforts in order to change the mindset of bureaucrats. There has not been a good desire and willingness and strong (politicalwill) to build community. Bureaucratic reforms has not been able to realize the effective planning.

5. Conclusion

1. Transformation of the bureaucracy in Bappeda Langkat been conducted with renew commitment of leaders, organizational structure, improving the quality of human resources and incentives system, but these are still not optimal. The commitment of the leader still needs to be improved because the current commitment of leaders is low. Likewise organizational structure, although duties and functions of any organizational structure have been implemented but these have not been able to provide effective results and has not been consistent in the implementation of service. The working atmosphere is still less pleasant as lack of respect for the leaders (direct supervisor). Improving the quality of human resources has also been carried out but still do not give optimum results. The incentive system has also been implemented but information on the incentive system is not transparent, yet performance-based and not implemented in a fair and reasonable's system, and also not based on the risks of the jobs.

2. Planning of regional development is less effective because not all the problems faced by the community responded through development programs by reason of lack of funds and there is a scale of priorities, drafting process was not conducted in a holistic, integrated, not deliberative, and patterns of decision-making in determining program and budget has not involving public fully in the overall development process.

6. Acknowledgement

During the research, the authors gained lot of information as well as moral and material assistance from various parties, because that, on this occasion the authors convey a sincere thanks to: 1. Government and Bappeda Langkat. 2. Langkat's society that has given detailed and accurate information. 3. To the Dikti that has provided material assistance in the form of research funding through Sumatera Utara University.

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