

UDC 332

**THE DEVELOPMENT PLANNING OF LIVESTOCK SUB-SECTOR:  
A STUDY AT THE DEPARTMENT OF AGRICULTURE, FOOD AND FISHERY  
OF SLEMAN REGENCY**

**Nugroho Yuda Andi\*, Zauhar Soesilo, Suryadi**

Faculty of Administrative Sciences, University of Brawijaya, Indonesia

\*E-mail: [yuda79slemania@gmail.com](mailto:yuda79slemania@gmail.com)

**ABSTRACT**

The aim of this paper is to analyze the development planning process of livestock sub-sector in Sleman Regency. The results show that the development planning is dominated by the technocratic approach and puts emphasis on procedural and administrative aspects rather than the substance of the problem. The development planning process has not run maximally because of no direct representation of livestock stakeholders in the coordination process, non-optimal data management, and the government programs and activities emphasizes on the increased production rather than the farmers' welfare.

**KEYWORDS**

Planning, development, livestock, sub-sector.

Planning is needed to accomplish effective and efficient development by taking into account the available resources to achieve the desired objectives. Conyers and Hills (1994) argue that planning is an ongoing process involving decisions or choices about alternative ways in using available resources to achieve certain future goals.

National development planning is regulated in Law No. 25 of 2004 on National Development Planning System which constitutes the development planning procedures to make development plans within a certain period of time implemented by the central and local government with the community involvement. Central and local governments should prepare planning documents, i.e.: RPJP(Long-Term Development Plan, *Rencana Pembangunan Jangka Panjang*), RPJM(Medium-Term Development Plan, *Rencana Pembangunan Jangka Menengah*), RKP(Annual Government Working Plan, *Rencana Kerja Pemerintah*), Renstra (Strategic Plan, *Rencana Strategis*) and Renja (Working Plan, *Rencana Kerja*) as a reference for planning. To strengthen the implementation of the law, the Regulation of the Minister of Home Affairs No. 86 of 2017 on the Procedures for Planning, Controlling and Evaluation of Regional Development, Procedures for Evaluation of Raperda (Draft Regional Regulation, *Rancangan Peraturan Daerah*) on RPJPD (Regional Long-Term Development Plan, *Rencana Pembangunan Jangka Panjang Daerah*) and RPJMD (Regional Medium-Term Development Plan, *Rencana Pembangunan Jangka Menengah Daerah*), and Procedures for Changing RPJPD, RPJMD, and RKPD(Annual Local Government Working Plan, *Rencana Kerja Pemerintah Daerah*) is stipulated.

Local governments are given the widest authority to accelerate the fulfillment of the community welfare by improving public services, empowerment, and participation as set forth in Law No. 23 of 2014 on Regional Government. The previously centralized governmental system of central government has changed into decentralization of local governments. With this change, the development process gets closer to the community and the environment. Consequently, the decision-making on the development strategy and implementation are more appropriate to the condition and aspirations of the community (Pasaribu, 2006).

Livestock sub-sector within agricultural development aims to 1) improve yield and quality of production, 2) increase the income and living standard of farmers, livestock farmers, and fishermen; 3) expand employment and business opportunities; and 4) support industrial development and increase exports (Rochaeni, 2014). In agricultural development, two points that become the main basis of planning are improving the farmers' welfare and

increasing food production. So far, government programs seem to be oriented only on the production aspect, although increasing production means increasing farmers' income as well.

Livestock sub-sector has an important role in development. Livestock development serves as animal protein provider, industrial raw materials suppliers, employment and investment, and the living conditions improvement of rural communities by increasing output.

The problem in the livestock sub-sector in Sleman Regency is the decrease in farmer's welfare rate as stated in Livestock Farmers Exchange Value (NTPT) index in the last 3 years. The above 100 value of NTPT index indicates that the livestock farmers in Sleman Regency experience surplus despite the decreasing purchasing power. Continuous reduction of NTPT will have an impact on the decreasing interest of the community to work in livestock sub-sector, resulting in the decrease of livestock production in Sleman Regency.

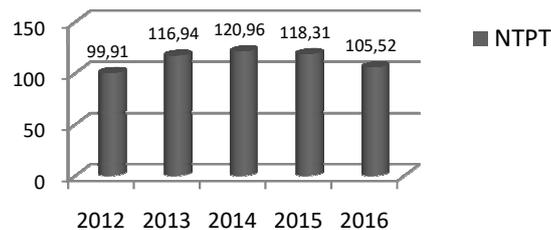


Figure 1 – Graph of NTPT of Sleman Regency 2012-2016

Observing the problem is an early step in identifying the source of the problem in the livestock sub-sector development in which one aspect to measure the development success is the planning aspect. Based on this, the researchers are interested to examine the Development Planning of Livestock Sub-sector (Study at the Department of Agriculture, Food and Fishery of Sleman Regency).

## LITERATURE REVIEW

The theory of planning is difficult to define because it is closely related to the increasingly widened and complex various fields of study. Three sources of difficulty in explaining the theory of planning according to Campbel and Fanstein (1996), as quoted by Rustiadi et al. (2011), i.e.: 1) planning theory is emerged along with all aspects of social science discipline, making it difficult to make the scope of planning review, 2) the boundaries of the profession between the planner and the related professions (real estate developers, architects, government/legislative of cities/regions, etc.) are not clear, no planners are merely planning, while the non-planners also do the planning, and 3) planning areas are divided based on the object of planning (land use planning, transportation planning, urban planning, etc.) and the method of decision-making.

According to Faludi (1973), the theory of planning is an argument that can provide an explanation on how to solve problems in planning. Planning theory is divided into two types: procedural theory or theory of planning and substantive theory or theory in planning. Procedural theory is related to the theory that discusses planning method or technique so that the quality of the resulting plan is in accordance with the preferred objectives or can be said is related to the methodology of planning. Substantive theory, on the other hand, focuses more on areas of concern or substance being planned. In order to obtain an effective plan, both theories cannot be separated. Good planning should consider both theories because it is impossible to ignore the essence of the discussed issues (Faludi, 1973).

The failure of a plan in the field is mostly due to the extensive focus on procedural or administrative aspects, causing the plan is compiled just to meet operational standards and is pragmatic. The substantivetheory in implementation focuses more on root-seeking problems and effective problem-solving. Merging the two theories are expected to result in good planning.

The implementation of planning process goes through several stages. According to Conyers and Hills (1994), the planning stages include: 1) decision to adopt planning, 2) collecting and analyzing data, 3) identifying alternatives course of action, 4) plan and project appraisal, 5) implementation, 6) monitoring and evaluation.

## METHODS OF RESEARCH

This research uses descriptive research method with the qualitative approach because the writers aim to describe and analyze development planning process of livestock sub-sector in Sleman Regency. Data collection techniques were observation, interview, and documentation. The data was obtained from informants and documents. The informants were employees of the Department of Agriculture, Food, and Fisheries (DP3) of Sleman Regency, i.e. the Secretary of the Department, Head of Planning and Evaluation Division, Head of Animal Husbandry and Animal Health Division, Head of Livestock Production Development Section, Staff of Livestock Production Development Section, and extension agents. Other informants were Bappeda (Regional Development Planning Agency, *Badan Perencanaan Pembangunan Daerah*) employees of Sleman Regency, i.e. Head of Data and Planning Division, Chief Financial Officer of Bappeda, and Head of Agricultural and Community Empowerment Sub-Division of Bappeda. Pakem Subdistrict officials were Head of Economic and Development Section and Head of Planning and Finance Sub-Section. Harjobinangun Village officers were the Head of the Welfare Section and the managers of livestock farmers groups.

The documents included the documents related to the problem and focus of this research such as laws and regulations, regional regulations, and planning documents such as RPJMD 2016-2021, Strategic Plan of DP3 2016-2021, Working Plan of DP3 2017, Technical Guidance of Musrenbang (Development Plan Consultative Meeting, *Musyawarah Perencanaan Pembangunan*) and the Proposal of Participatory Society (PUPM) 2017 in Sleman Regency.

Data validity test with credibility, transferability, dependability and confirmability test and data analysis used the interactive model of Miles, Huberman and Saldana (2014) through the following activities: data condensation, data presentation and conclusion, and verification.

## RESULTS AND DISCUSSION

Regional development planning of Sleman Regency, including the livestock sub-sector, normatively refers to Law No. 25 of 2004 on National Development Planning System which is the development planning procedures that make long-term, medium-term and annual development plans implemented by the central and regional government with community involvement. It also describes the stages of development planning and approaches in the planning sequence: political, technocratic, participatory, top-down and bottom-up.

Development planning stages of the livestock sub-sector in its implementation are in line with the Conyers and Hills planning cycle (1994: 74) as in Figure 1. which consists of 1) Decision to adopt planning, 2) Collecting and analyzing data, 3) Identifying alternatives course of action, 4) Plan and project appraisal. Each stage has a specific purpose. The researchers only limited to the first four stages because they only examined the planning stage.

*Goals Determination.* The initial stage of the planning process is the goals determination that provides direction and becomes a reference in carrying out development. The goals determination of development planning of livestock sub-sector refers to RPJMD 2016-2021 of Sleman Regency which includes vision and mission of elected Sleman Regent and Renstra DP3 2016-2021 which contains objectives, targets, strategies, policy direction, programs, and activities.

In line with the first cycle of Conyers and Hills (1994), the decision to adopt planning means deciding the initial decision to adopt planning as a tool to solve the development

problem and to achieve the desired objectives and results. RPJMD and Renstra DP3 are further elaborated in Renja DP3. As stated by Conyers and Hills (1994), these activities specify planning goals and formulate objectives while DP3 establishes organizational framework for planning.

Based on Renstra DP3 2016-2021, the livestock sub-sector development aims to increase the competitiveness of agriculture sector by improving the farmers' welfare with the following target indicators: 1) Farmer Exchange Value (2) Percentage of increased production in agricultural and fisheries commodities, and 3) Number of the group receiving the capital strengthening.

*Data Collection and Analysis.* The second stage of the livestock sub-sector development planning process is data collection and analysis. Conyers and Hills (1994) state that data collection and analysis stage is a part of the problem identification. At this stage, an analysis is needed to determine the nature and problems of planning.

Sources of data on the livestock sub-sector development planning are obtained from various sources such as from BPS (Central Bureau of Statistics, *Biro Pusat Statistik*) data, regional potential data (RT(neighborhood block, *Rukun Tetangga*) and RW (neighborhood ward, *Rukun Warga*)), information from field officers (PPL (extension agents, *Petugas Penyuluh Lapangan*), PPD (Regional Representative Officer, *Petugas Perwakilan Daerah*), Puskesmas (Animal Health Center, *Pusat Kesehatan Hewan*), inseminator, UPT (Technical Implementation Unit, *Unit Pelaksana Teknis*), evaluation of previous year activities, capital assistance request proposal, and policy from the provincial and central levels.

Based on the Regional Regulation No. 12 of 2012 on Spatial Planning (RT/RW) of Sleman Regency in 2011-2031, allotment of agriculture area has been set. Livestock areas are one of the agriculture areas which become the general direction in the livestock sub-sector development in Sleman Regency.

Evaluation of previous year's activities shows a decrease in the NTP index even though it is still above the standard. In addition, the increase in livestock production cannot reach the specified target.

Problems during data collection are the delay of reporting by officers and out-of-date data, thus interfering data analysis process. Limitations during data collection make the required information become incomplete which according to Kartasasmita (1997) to be one cause of planning failure. Data collection and analysis stage is extremely important. Bendavid-Val (1991) in Kuncoro (2004) emphasizes that data collection and analysis is not a stage in the planning process as a whole, but continuously supports and provides information at every stage.

*Coordination.* The development planning process obviously involves many stakeholders with each different interest. The development planning of livestock sub-sector in Sleman Regency goes through several stages i.e.: 1) Public Consultation Forum (FKP), 2) Musrenbang on Village level, 3) Musrenbang on District level, 4) OPD (Regional Organization, *Organisasi Perangkat Daerah*) Forum, 5) Musrenbang on Agriculture, and 6) Musrenbang on Regency level.

The problem in the coordination stages of livestock sub-sector development planning is lack of representation from livestock stakeholders in the Musrenbang process, causing the proposed activities related to livestock frequently do not reflect actual livestock needs. According to Riyadi and Bratakusumah (2004), active participation gives positive impact to regional development planning directly and indirectly. When active participation is ignored while community mobilization is developed, development process may be hindered or failed.

*Determination of priority programs and activities.* The previously analyzed data and information, including the results of Musrenbang, are discussed in the coordination meeting forum at DP3 level. Coordination meeting discusses priority programs and activities to be included in Renja DP3 adjusted to the needs and budget that has been set referring to the goals and objectives of the livestock sub-sector development listed in Renstra DP3. This stage, according to Conyers and Hills (1994), is plan and project appraisal stage which identifies the advantages and disadvantages of each action aimed at generating information needed by decision-makers.

Based on livestock priority programs and activities in 2017, the development of the livestock sub-sector focuses more on increasing production aspects in the hope that it will improve the farmers' welfare. There has been no attempt to anticipate the issues affecting the farmers' welfare such as the price of livestock products and supporting facilities. The programs and activities of the livestock sub-sector are seen merely from one side. Whereas, Gharajedaghi and Ackoff (1986) in Kartasasmita (1997) state that the ideal planning needs a holistic principle that sees the problem of planning and implementation not only from one side but from various aspects and the concept as a whole.

Development planning of livestock sub-sector as part of regional development planning of Sleman Regency focuses more on procedural or administrative aspects, causing the plan is compiled just to meet operational standards and is pragmatic. This means that the planning process has been through the procedures and stages according to the rules but substantively unable to find a solution to solve the existing problems effectively. According to Faludi (1973: 3), a combination of substantive theory and procedural theory is needed to obtain an effective and good plan.

## **CONCLUSION**

Based on the research results and discussion in accordance with the focus of the problem, it can be concluded that development planning of livestock sub-sector in Sleman Regency has been implemented according to existing regulations. In practice, it is more directed to the procedural and administrative aspects, not to the substance of the problem. The planning stages are as follows:

- Goals determination of the livestock sub-sector development is based on RPJMD 2016-2021 of Sleman Regency and Renstra DP3 2016-2021 and is implemented in Renja DP3 2017;
- The problems in data collection and analysis stage are delay of reporting and data quality due to unprofessional officers;
- Coordination has not run maximally because of lack of direct representation from livestock stakeholders in the Musrenbang process;
- The determination of priority programs and activities are directed to intensification programs of livestock production.

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