

Implementation of Trenggalek Regent Regulation Number 01 of 2019 About “Musrena Keren” to Support Development Planning Meeting

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(Accepted: May 2023; Revised: May 2023; Published: September 2023)

ABSTRACT

Women's participation in development planning and budgeting in the Development Planning Meeting (Musrenbang) is still a challenge today. In response to this, the Trenggalek Regency Government has issued a policy in the form of Regent Regulation Number 01 of 2019 which is a guideline for holding deliberations for women, children, disabilities and other vulnerable families. Or abbreviated Musrena Keren. This public policy publication provides an opportunity for the full participation of vulnerable women and families in gender mainstreaming (PUG) and gender responsive budgeting (ARG) from the lowest level, namely at the village level. This study aims to comprehensively detail the innovations of the Keren Musrena in Trenggalek Regency. By using a qualitative approach, data for this study were collected from focus group discussions (FGD), in-depth interviews and desk reviews (documentary/documentary reviews). The results of this study are: 1. Increasing the motivation and awareness of women at the village and district levels in participating in gender responsive budgeting and development planning. 2. Musrena Keren is based on the principles of equality, gender fair budgeting, dialogue, against domination, pro-vulnerable groups, non-discrimination and inclusive development Increasing the motivation and awareness of women at the village and district levels in participating in gender responsive budgeting and development planning. 2. Musrena Keren is based on the principles of equality, gender fair budgeting, dialogue, against domination, pro-vulnerable groups, non-discrimination and inclusive development Increasing the motivation and awareness of women at the village and district levels in participating in gender responsive budgeting and development planning. 2. Musrena Keren is based on the principles of equality, gender fair budgeting, dialogue, against domination, pro-vulnerable groups, non-discrimination and inclusive development.

Keywords: Public Policy, Gender Mainstreaming, Gender Responsive Budgeting

INTRODUCTION

Law Number 23 of 2014 concerning Regional Government mandates that government affairs in the field of community and village empowerment are one of the government affairs which are the authority of the District/City Government. Government affairs in the field of community and village empowerment are strategic government affairs considering that the village is the spearhead of development.

The central government pays special attention to villages as an effort to increase rural community empowerment through regulations governing villages. Law number 6 of 2014 concerning Villages defines a Village as a legal community unit that has territorial boundaries that are authorized to regulate and manage government affairs, local community interests based on community initiatives, origin rights, and/or traditional rights that are recognized and respected in the system. the government of the Unitary State of the Republic of Indonesia. Based on this definition, the village is a legal subject in development that has authority in terms of managing its resources. Therefore, Village community empowerment policies are more directed at developing community independence and welfare by increasing knowledge, attitudes, skills, behavior, abilities, awareness, and utilizing resources through establishing policies, programs, activities and assistance that are in accordance with the essence of the problems and priority needs of the Village community. In setting development priorities and

program activities based on the development of village independence and community welfare, a good plan is needed that can accommodate all the interests of all levels of society.

Good planning is needed in every development carried out by the village government together with stakeholders. Planning which includes long, medium and short term planning is needed so that development can run on the right track. Development has the goal of realizing a just, prosperous and prosperous society. To achieve development goals required many aspects. Among them is the involvement (participation) of the community in development, especially at the planning stage. Because planning determines the success of development.

Based on the assumptions of development experts, that the higher the community's awareness/participation in the planning process will provide a more optimal output. The higher community participation in development, the higher the level of success to be achieved. This shows that community participation and sustainable development are two things that cannot be separated. This opinion can be rationally accepted because basically the goal of development is for the welfare of the community, so it is only natural for the community to be involved in the development process.

Development always begins, from the implementation of development planning meetings. In the National development planning system, it is known that there is a Development Planning Conference

which starts at the Hamlet, Village, District, Regency/City, Province levels up to the National Level. Technically the implementation of the Musrenbang has been carried out according to the existing guidelines. However, the output of a development planning meeting has so far been felt to be less balanced in accommodating proposals and activity programs that are in favor of gender equality, to the interests of women, children, people with disabilities and other vulnerable families.

Law Number 25 of 2004 concerning the National Development Planning System Chapter II Article 2 paragraph (4) states that the National Development Planning System aims to:

1. Support coordination between development actors
2. Guarantee the creation of integration, synchronization and synergy both between regions, between spaces, between time, between government functions as well as between the center and regions.
3. Ensuring linkages and consistency between planning, budgeting, implementation and supervision.
4. Optimizing community participation.
5. Guarantee the achievement of efficient, effective, fair and sustainable use of resources.

The law states that one of the objectives of the national development planning system is to optimize community participation and ensure that the use of resources is achieved in an efficient, effective, just and sustainable manner. This means that the development planning system

brings community participation closer or what is commonly called participatory planning. Efforts to optimize community participation in development planning are very important because it will determine further community participation in development implementation. Vice versa, planning that is not good in the sense that it does not accommodate the interests of the community will result in a lack of community participation in the development process.

In the Trenggalek Regency Medium Term Development Plan (RPJMD) for 2021-2026 there is a formulation of the vision and mission of Trenggalek Regency, one of which is to realize inclusive economic progress, have creative human resources, and sustainable development. Committed to continuing to improve the bureaucracy and community service.

In making it happen, all elements of society need to play a role, including vulnerable groups (women, children, disabilities) and other vulnerable groups. Gender equality is one of human rights. The right to live in an honorable way, free from fear and free to make life choices.

To realize this vision and mission, the Trenggalek Regency Government not only accommodates community participation through the Musrenbang, but also Musrena Keren to provide space for vulnerable groups to participate in development.

Musrena Keren is believed to be the first development meeting involving vulnerable groups in Indonesia. In practice, the Musrena Keren is an integral part of the

musrenbang system. With the hope of providing wider opportunities for women, children, disabilities and other vulnerable groups. Not only as an object of development but as a subject and actively participates in formulating activities to fulfill their rights.

As a legal umbrella and guideline for the implementation of the Keren Musrena, the Trenggalek Regent has issued a legal product in the form of Regent Regulation Number 01 of 2019 concerning Guidelines for Implementation of Deliberations for Women, Children, Disabilities and other vulnerable groups in supporting Development Planning Deliberations.

Based on what has been stated above, it is expected to contribute. Research, the research contribution here is everything that is carried out to produce products by finding new methods or problems that are refined or original. There are two types of contributions that will be submitted, namely Theoretical Contributions and Practical Contributions with the following explanation:

1. Theoretical contribution

Theoretical Contribution is the contribution of research results conducted to the development of previous literature on the topic of development planning meetings that specifically involve groups of women, children, disabilities and other vulnerable families as participants in development meetings that are held from the hamlet, village, to district levels. It is hoped that the results of this research can provide benefits for the development of the science of Human Resource Development,

especially those related to Regional Development Planning, at the District/City Level. So that in the future future researchers can overcome all problems or issues of topic issues more effectively and efficiently. So indirectly researchers can utilize this newest method for the benefit of society, even though the benefits are not felt directly.

2. Practical Contribution.

Practical Contribution here is the contribution of research results that are beneficial to leaders, organizations and society. It is hoped that the results of this research can become input for the Trenggalek Regency Government as material for consideration in decision-making and policies that will be made later related to the implementation of the Keren Musrena in supporting Regional Development Planning.

METHODS

This study uses a qualitative approach, describes the phenomenon to be studied, including the identification of the variables above. The steps of this research include determining the focus of research problems, data collection, data analysis, formulation of research results, and preparation of recommendations. Observations of this research are published and unpublished data/documents as well as interviews with officials from regional organizations in the program as pilot groups for gender responsive policy planning and budgeting, namely the Regional Secretariat, Inspectors, Regional Development Planning Agency, Community and

Village Empowerment Offices. Office of Social Empowerment of women and child protection. The data source for this research is the purported and snowballing technique, namely the triangulation technique (associative), data analysis is inductive or qualitative, and research results are aggregated, focusing more on meaning than generalization (Sugiyono, 2011). The data was extracted, among others, from regulations in the form of Regent regulations and/or regional regulations, RPJMD documents, RKPD documents, RPJMDs documents, RKPDes documents, PPRG documents, published and unpublished photos and documents.

RESULT

Previous research that became a reference for researchers in conducting this research was research conducted by Fikri Zulfikar (Thesis, 2013) from the Faculty of Government Science, Muhamadiyah University Yogyakarta on "Participation Of People With Disabilities In Inclusion Village Development (Case Study Of Sidorejo Village And Bumirejo Village, Lendah District , Kulonprogo District)"

The object of this research is the participation of people with disabilities in village development. Some of the parties involved include people with disabilities, the Village Government, and the general public. The results of the study show that the Inclusion Village, which was originally initiated by SIGAP, which then collaborated with the local village, has increasingly made people with disabilities strong in their

independence. Having a forum/organization for people with disabilities to gather, with the aim of carrying out various positive things that support disabled activities, further increases the participation of people with disabilities from being passive to being active in inclusive village development.

This process makes the relationship between people with disabilities and the community better, there is communication, acceptance from the community, which makes the inclusive village innovation program run quite well. Disabled access which focuses on equal access to public services (infrastructure) is one of the priorities for inclusive physical development. The government of Sidorejo village and Bumirejo village is carrying out physical development for equal access to services for people with disabilities.

1. Definition of public policy

According to Woll, as quoted by Tangkilisan (2003: 2), public policy is a number of government activities to solve problems in society, both directly and through various institutions that affect people's lives. Thomas R Dye as quoted by Islamy (2009:19 defines public policy as "is whatever the government chooses to do or not to do. (whatever the government chooses to do or not to do). This definition emphasizes that public policy is about the embodiment of "action". and is not merely a statement of the will of the government or public officials. Besides that, the government's desire not to do something is also a public policy

because it has influence (the same impact as the government's choice to do something).

2. Policy Implementation

Policy implementation can simply be interpreted as the process of translating regulations into action. In practice, policy implementation is a complex process that is influenced by many aspects.

According to Affan Gaffar, implementation is a stage in the public policy process. Usually implementation is carried out after a policy has been formulated with clear objectives. Implementation is a series of activities in order to deliver policies to the public so that these policies can bring the expected results. (2009 :295)

a. Policy Implementation Model George C Edward III

One model of policy implementation with a top down perspective was developed by George C. Edward III. The public policy implementation model is called Direct and indirect impact on Implementation.

In this approach there are four variables that greatly determine the success of policy implementation, namely:

1) Communication.

Implementation can run effectively if the decision makers know what to do, and communicate it well, precisely and consistently.

There are three indicators used in measuring the success of communication variables, namely:

a) Transmission, or distribution of good communication will result in a good implementation as well. Often occurs in distorted communication in the middle of the road because it goes through several levels of bureaucracy.

b) Clarity, the communication received by policy implementers (street-level-bureaucrats) must be clear and not confusing

c) Consistency, orders given in the implementation of a communication must be consistent and not change.

2) Resource. According to George C Edward III, the resource indicator consists of several elements, namely:

a) Staff. Adequate and qualified staff is needed in their field.

b) Information. In implementing the policy, it has two forms, namely information related to how to implement the policy and information regarding the compliance of implementers with the rules and regulations that have been set.

c) Authority, Authority is the authority and legitimacy for implementers in implementing policies.

d) Facilities are very important because

- without facilities, infrastructure or funding it is impossible for a policy to be implemented.
- 3) Disposition, is the attitude of policy implementers. If the policy is to run effectively, the implementer of the policy must know what to do. Things to pay attention to are:
 - a) The disposition effect, the attitude of the executors will pose a real obstacle to implementation.
 - b) Carrying out bureaucratic arrangements, arrangements and staff appointments must be in accordance with their abilities, competencies and capabilities.
 - c) Incentives, giving incentives, benefits or costs to encourage policy implementers to carry out orders properly.
 - 4) Organizational structure. The strength of the organizational structure is one of the determinants of the success of a policy. Two things that can boost the performance of the bureaucratic structure are:
 - a) Make SOP (Standard Operating Procedure).
 - b) Carry out fragmentation, which aims to spread responsibility for program activities and activities in several Work Units.
- b. Trenggalek Regent Regulation Number 01 of 2019
To accommodate the

interests of women, children, disabilities and other vulnerable groups, it is necessary to increase access, benefits, participation and control, through deliberations to support development planning. Musrena Keren as regulated in Perbup Number 01 of 2019 is a deliberation forum attended by and to accommodate the aspirations of women, children, disabilities and other vulnerable groups held at the village/kelurahan, sub-district and district levels to support regional development planning.

The objectives of the District Keren Musrena are:

- 1) Aligning the programs and activities of the district apparatus with the proposed programs and activities resulting from the deliberations on the development planning work plan of the district government in the district.
- 2) Sharpen performance indicators and targets for programs and activities of Regency Regional Apparatuses in accordance with the duties and functions of Regional Apparatuses.
- 3) Align Programs and Activities between Regional Apparatuses in order to optimize target achievement in accordance with the authority and synergy of implementation of regional development priorities, and Adjust program funding and priority activities based on indicative ceilings for each

Regency Regional Apparatus.

DISCUSSION

1. Development Planning Meeting (Musrenbang) and Musrena Keren in Trenggalek Regency as a Gender Mainstreaming Strategy.

Overall, Musrena Keren Trenggalek Regency is held starting from the sub-village, village, sub-district and district levels. Discussions at the village level were carried out when the village government prepared the RKPDes. Musrena Keren aims to make districts gender equal. Some of the specific goals that the Trenggalek Regency Government wants to achieve are ensuring the active participation of women and men in regional development planning from the lower level (Village). Through this engagement, the government will provide input on the aspirations and needs of women and men, which can be integrated into the government's annual and medium-term work programs to achieve overall development. A participatory work program will ensure government intervention through policies or programs to address the gender gap that exists in society. Musrena Keren is also a learning platform for women to participate in determining action plans within a period of 1 (one) year and is also a special communication forum for exchange, discussion and fulfillment of aspirations, women's rights, and opening up space. for dialogue between women's groups and other political parties

(legislative and executive). Musrena Keren can be seen as a positive action (temporary special effort) carried out by the Trenggalek district government to ensure that women's participation in the planning, implementation, monitoring of program budgeting in the APBDes and APBD of Trenggalek Regency Musrena Keren is also a learning platform for women to participate in determining action plans within a period of 1 (one) year and is also a special communication forum for exchange, discussion and fulfillment of aspirations, women's rights, and opening up space. for dialogue between women's groups and other political parties (legislative and executive). Musrena Keren can be seen as a positive action (temporary special effort) carried out by the Trenggalek district government to ensure that women's participation in the planning, implementation, monitoring of program budgeting in the APBDes and APBD of Trenggalek Regency Musrena Keren is also a learning platform for women to participate in determining action plans within a period of 1 (one) year and is also a special communication forum for exchange, discussion and fulfillment of aspirations, women's rights, and opening up space. for dialogue between women's groups and other political parties (legislative and executive). Musrena Keren can be seen as a positive action (temporary special effort) carried out by the Trenggalek district government to ensure that women's participation

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a. Gender Mainstreaming Concept (PUG).

In Presidential Instruction No. 9/2000, PUG is outlined as (a) a process for integrating gender analysis into work programs and all activities of government agencies and other community organizations, from the program planning stage, from program implementation to program monitoring and evaluation, and (b) one of the strategies development carried out by integrating the experiences, aspirations, needs and interests of women and men in the planning,

implementation, monitoring and evaluation of all policies, programs, projects and activities in all areas of life and development. And the goal of PUG itself is to ensure that women and men have the same access, participation, control and benefits from development.

b. Gender Budgeting Concept (Gender Responsive Budget).

Gender responsive budgeting is budgeting that meets the needs of women and men, benefits both women and men, and contributes to efforts to bridge the gap in social relations between women and men and to achieve gender equity and equality. In analyzing budget allocations according to gender, in general, 3 (three) types of expenditures can be found, namely (1) gender-specific budget allocations that are targeted, namely expenditures for women or men in society to meet their special needs; for example: allocating funds for women's reproductive health, allocating funds for providing contraception for women and men, allocating funds for prostate cancer patients, allocating budget for mass circumcision, (2) allocation of funds to increase equal distribution of employment opportunities, particularly allocation of capital as an alternative to achieving equal opportunities between men and women, especially in government or in other fields of work; for example budget

allocation for training.

CONCLUSION

Efforts to increase women's participation and gender responsive budgeting through Musrena Keren as discussed above indicate that there are a number of homework to be completed. The first is socialization as an official policy of the Trenggalek Regency Government which wishes to accelerate gender mainstreaming. The two processes of implementing the Musrena Keren in Trenggalek Regency, which are required to be carried out at the village level, are always being endeavored to materialize. From 2019 to 2022, the implementation of the Musrena Keren has been budgeted for and implemented in stages in all villages.

The implementation of the Keren Musrena is a breakthrough for the Trenggalek Regency government to increase the role and participation of women, children, disabilities and other vulnerable groups in the development planning process. The higher the public awareness/participation in the planning process will provide a more optimal output. The higher the community's participation in development, the higher the level of success that will be achieved. This shows that community participation and sustainable development are two things that cannot be separated. Because basically the goal of development is for the welfare of the community, so it is only appropriate for the community to be involved in the development process.

It is hoped that in every step of development planning there will always be monitoring evaluation

during the Musrena Keren activity process so that it is hoped that there will be output that is in accordance with the predetermined plan.

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