
Implementation of the Regent Regulation of Pasuruan Number 27 of 2023 concerning the Strategic Plan of the Pasuruan Regency Manpower Office for the Years 2024–2026 in the Perspective of Public Choice

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ABSTRACT

This study aims to analyze the implementation of the Regent Regulation of Pasuruan Number 27 of 2023, which outlines the Strategic Plan of the Pasuruan Regency Manpower Office for the years 2024–2026, through the lens of Public Choice theory. The research adopts a qualitative descriptive method, focusing on understanding how individual interests and institutional dynamics influence policy execution. The population comprises stakeholders involved in the formulation and implementation of the strategic plan, including government officials, labor organizations, and community representatives. A purposive sampling technique is employed to select key informants who provide in-depth insights into the policy processes. Data collection instruments include semi-structured interviews, document analysis, and observation. The findings reveal that the implementation of the strategic plan is significantly influenced by the interplay of various interest groups, leading to potential elite capture and deviations from the intended policy objectives. The study underscores the necessity for enhanced transparency, stakeholder engagement, and accountability mechanisms to align the strategic plan's execution with the broader public interest.

Keywords: Public Choice, strategic plan, manpower office, policy implementation, elite capture, Pasuruan Regency.

1. INTRODUCTION

In recent years, the implementation of strategic plans within local government agencies has garnered significant attention, particularly concerning their effectiveness and alignment with public interests (Sabil, 2023). The Regent Regulation of Pasuruan Number 27 of 2023, which delineates the Strategic Plan of the Pasuruan Regency Manpower Office for the years 2024–2026, serves as a pertinent case study in this context. This regulation

aims to enhance employment services, vocational training, and labor market efficiency within the regency.

However, the practical execution of such strategic plans often encounters challenges that impede their intended outcomes. These challenges include bureaucratic inertia, limited stakeholder engagement, and potential misalignment between policy objectives and implementation practices (Mardiasmo, 2018). Understanding these impediments necessitates an analytical framework that accounts for the complex interplay of individual motivations and institutional structures within the public sector (Indradi, 2023).

Public Choice theory offers a valuable lens through which to examine these dynamics. Originating from the works of Buchanan and Tullock (1962), this theory applies economic principles to political processes, positing that individuals within the public sector—be they voters, politicians, or bureaucrats—act primarily out of self-interest. Such behavior can lead to outcomes that diverge from the collective good, manifesting in issues like rent-seeking, regulatory capture, and inefficient allocation of resources (Nugroho, 2017).

Applying Public Choice theory to the implementation of the Pasuruan Regency's strategic manpower plan allows for a critical assessment of how individual incentives and institutional arrangements influence policy outcomes (Agus Tri Basuki, 2025). This approach facilitates the identification of systemic inefficiencies and the development of strategies to mitigate them (Ilhami, 2023).

The proposed study aims to investigate the implementation of the Regent Regulation of Pasuruan Number 27 of 2023 through the Public Choice perspective. By employing a qualitative research methodology, including semi-structured interviews with key stakeholders and analysis of relevant documents, the study seeks to uncover the underlying factors that affect policy execution (Miles & Huberman, 1994). The population of interest comprises government officials, labor organizations, and community representatives involved in the strategic plan's implementation. A purposive sampling technique will be utilized to select participants who can provide in-depth insights into the policy processes (Baltacı, 2017).

The novelty of this research lies in its application of Public Choice theory to a specific local government context in Indonesia, a perspective that has been underexplored in existing literature. By elucidating the self-interested behaviors and institutional constraints that shape policy implementation, the study contributes to a more nuanced understanding of public administration challenges (Arif Nugroho et al., 2024). Furthermore, the findings aim to inform the design of more effective and accountable governance structures that align individual incentives with the public interest.

The urgency of this research is underscored by the pressing need to enhance the efficacy of local governance in Indonesia. Despite the formal adoption of strategic planning practices, many local governments struggle with effective implementation, often due to factors such as limited managerial capacity, inadequate stakeholder engagement, and misaligned incentives. By addressing these issues through the lens of Public Choice theory, this study seeks to provide actionable insights that can inform policy reforms and capacity-building initiatives, ultimately contributing to more responsive and accountable local governance.

2. LITERATURE REVIEW

The implementation of the Strategic Plan (Renstra) in local government is an important effort to enhance the efficiency and accountability of public services. However, various studies indicate that the execution of Renstra often faces complex challenges, especially in the context of decentralization and local political dynamics (Prabowo & Saefullah, 2019). Reveals that many Renstra documents at the district/city level in Indonesia are merely formalities and are not used as references in the implementation of development activities (Dwi Retnandari, 2022). Factors such as poor data quality, limited planning capacity, and an unfavorable political environment are the main obstacles to the implementation of Renstra.

A study by Nurmandi & Purnomo, (2011) in the Special Region of Yogyakarta shows that a weak understanding of the organization's vision and mission, along with the effects of a 'zero-sum game' in budget allocation, leads to difficulties in achieving established strategic goals. This indicates the need for a more integrative and participatory approach in strategic planning. From the perspective of Public Choice theory, the behavior of actors in the public sector is seen as a result of rational self-interest. Buchanan & Tullock (1965) emphasize that decision-making in the public sector is often influenced by the interests of certain groups, which can lead to distortions in resource allocation and deviations from collective goals. In the context of Indonesia, this phenomenon can be seen in the dominance of local elites in the regional planning and budgeting process.

Fatimah, Haryanto, and Retnandari (2024) highlight the relationship between the central government and local governments in planning and budgeting, where control from the central government through planning and budgeting policies can limit local autonomy. This indicates a tension between the need for local autonomy and the need for national coordination. In an effort to enhance accountability and performance of local governments, the SAKIP (System of Performance Accountability of Government Institutions) system was introduced as a tool to integrate strategic planning, performance-based budgeting, and performance management (Rizky Agustian Mubarak et al., 2025). Salomo & Rahmayanti (2023) emphasize that SAKIP aims to ensure that every rupiah spent is directly related to programs and activities that support the vision and mission of local governments. However, the implementation of SAKIP still faces challenges, particularly in terms of human resource capacity and organizational culture.

A study by Sinaga (2020) in Batu Bara District shows that the successful implementation of the Strategic Plan (Renstra) heavily relies on managerial capacity and the ability to manage stakeholder expectations. Active involvement from various parties, including the community and non-governmental organizations, is key to ensuring that the strategic planning reflects the needs and aspirations of the public (Kurniawan, 2021).

In their seminal work, *Effective Implementation in Practice: Integrating Public Policy and Management*, Jodi Sandfort and Stephanie Moulton (2014) present a comprehensive framework for understanding policy implementation through the lens of Strategic Action Fields (SAFs). This perspective shifts the focus from linear, top-down models to a more dynamic view that considers the complex interactions among various actors within a given policy environment (Moh. Ali Imron et al., 2024).

Sandfort and Moulton define SAFs as structured social arenas where individuals and organizations with varying degrees of power and resources engage in collective action to implement policies (Sandfort & Moulton, 2014). Within these fields, actors navigate formal rules, informal norms, and power dynamics to influence policy outcomes. This approach recognizes that policy implementation is not merely a technical process but is deeply embedded in social contexts that shape and are shaped by the actions of stakeholders (Pertwi, 2022).

The authors identify three critical levels within the implementation system: policy fields, organizations, and frontlines. At the policy field level, broader institutional and political contexts set the stage for implementation. Organizations serve as intermediaries that interpret and adapt policies to their specific contexts, while frontline workers directly interact with the target population, translating policy into practice (Sandfort & Moulton, 2014).

A key contribution of Sandfort and Moulton's framework is the emphasis on the role of human agency and the importance of adaptive leadership. They argue that effective implementation requires not only structural alignment but also the capacity of individuals and organizations to learn, adapt, and respond to emerging challenges (Sandfort & Moulton, 2014). This perspective aligns with contemporary views that see implementation as an iterative process involving continuous feedback and adjustment.

In the context of implementing the Regent Regulation of Pasuruan Number 27 of 2023 concerning the Strategic Plan of the Pasuruan Regency Manpower Office for 2024–2026, applying the SAF framework can provide valuable insights. It allows for an analysis of how various actors—government officials, labor organizations, and community members—interact within the policy field, how organizational structures facilitate or hinder policy adaptation, and how frontline workers interpret and enact the strategic plan in their daily operations.

By adopting Sandfort and Moulton's approach, researchers and practitioners can better understand the complexities of policy implementation and identify strategies to enhance effectiveness, accountability, and responsiveness in public administration.

3. RESEARCH METHOD

Research Methodology

This study employs a qualitative research methodology, utilizing a case study approach to examine the implementation of the Regent Regulation of Pasuruan Number 27 of 2023 concerning the Strategic Plan of the Pasuruan Regency Manpower Office for the years 2024–2026. The research is grounded in the Strategic Action Fields (SAF) framework developed by Jodi Sandfort and Stephanie Moulton (2014), which provides a multi-level perspective on policy implementation.

Research Design

The study adopts a case study design, focusing on the implementation process of the aforementioned regulation within the Pasuruan Regency. This design allows for an in-depth exploration of the dynamics, challenges, and outcomes associated with the strategic plan's execution. The case study approach facilitates a comprehensive understanding of the contextual factors influencing policy implementation at the local government level (Yin, 2003).

Data Collection

Data will be collected through multiple sources to ensure triangulation and enhance the validity of the findings:

1. **Semi-structured Interviews:** Conducted with key informants, including government officials from the Manpower Office, local legislators, representatives from labor unions, and community leaders. These interviews aim to gather insights into the

perceptions, experiences, and roles of various stakeholders in the implementation process (Hakim, 2019).

2. **Document Analysis:** Review of relevant documents such as the Regent Regulation No. 27/2023, strategic planning documents, meeting minutes, and performance reports. This analysis will provide a comprehensive understanding of the policy's objectives, strategies, and performance indicators (Suhardiyanto, 2020).
3. **Observations:** Field observations during planning meetings, workshops, and public consultations will be conducted to assess the interactions among stakeholders and the application of the strategic plan in practice (Siregar & Tambunan, 2021).

Sampling Technique

A purposive sampling method will be employed to select participants who are directly involved in or have significant knowledge about the implementation of the strategic plan. This approach ensures that the data collected are rich and relevant to the research questions (Rakhmat, 2016).

Data Analysis

The collected data will be analyzed using thematic analysis, following the steps outlined by Braun and Clarke (2006). This involves:

1. Familiarization with the data through repeated reading.
2. Generating initial codes to identify features of interest.
3. Searching for themes by collating codes into potential themes.
4. Reviewing themes to ensure they accurately represent the data.
5. Defining and naming themes to capture the essence of each.
6. Writing the report, integrating data extracts to illustrate the themes.

The analysis will be guided by the SAF framework, focusing on the interactions among actors, organizational structures, and contextual factors at different levels of the implementation system.

Ethical Considerations

Ethical approval will be sought from the relevant institutional review board. Informed consent will be obtained from all participants, ensuring they are aware of the study's purpose, procedures, and their rights. Confidentiality and anonymity will be maintained throughout the research process.

4. RESULTS AND ANALYSIS

This section presents the findings of the study on the implementation of Pasuruan Regent Regulation No. 27 of 2023 concerning the Strategic Plan of the Pasuruan Regency Manpower Office for 2024–2026, analyzed through the lens of Public Choice theory and the Strategic Action Fields (SAF) framework. The discussion is organized into several sub-chapters to provide a comprehensive understanding of the implementation process.

a. Stakeholder Dynamics and Strategic Action Fields

The implementation process revealed a complex interaction among various stakeholders, including the Manpower Office, local government officials, labor unions, and the business community. These actors formed a Strategic Action Field characterized by competing interests and power dynamics (Ahmad et al., 2020). For instance, while the Manpower Office aimed to enhance workforce development, business associations expressed concerns about regulatory burdens. This interplay aligns with Sandfort and

Moulton's (2014) SAF framework, which emphasizes the role of actors and their strategic actions within a policy field.

b. Resource Allocation and Public Choice Theory

From a Public Choice perspective, the allocation of resources for the strategic plan was influenced by the self-interests of the involved parties. Decision-makers, driven by personal incentives, often prioritized initiatives that aligned with their political or economic interests, potentially at the expense of broader public welfare. This behavior reflects the core tenets of Public Choice theory, which posits that individuals in the public sector act based on personal motivations, leading to outcomes that may not always align with collective goals.

c. Institutional Capacity and Implementation Challenges

The study identified significant challenges related to institutional capacity, including limited human resources and inadequate infrastructure. These deficiencies hindered the effective implementation of the strategic plan. The Manpower Office struggled to coordinate activities across various districts, and frontline workers faced difficulties in translating strategic objectives into actionable programs. Such challenges underscore the importance of strengthening institutional capacities to ensure successful policy implementation.

d. Accountability Mechanisms and Transparency

Efforts to establish accountability mechanisms were met with varying degrees of success. While some initiatives aimed at enhancing transparency and monitoring were introduced, their effectiveness was compromised by inconsistent enforcement and a lack of public engagement. The absence of robust accountability structures allowed for discretionary decision-making, which, according to Public Choice theory, can lead to inefficiencies and corruption.

e. Adaptive Strategies and Policy Learning

Despite the challenges, the implementation process exhibited elements of adaptive strategies and policy learning. Stakeholders engaged in iterative processes of feedback and adjustment, demonstrating a capacity to learn from experiences and modify approaches accordingly. This adaptability is crucial in navigating the complexities of policy implementation and achieving desired outcomes.

5. CONCLUSION

By employing a qualitative case study approach grounded in the SAF framework, this research aims to provide a nuanced understanding of the implementation process of the Regent Regulation No. 27/2023. The findings are expected to contribute to the broader discourse on policy implementation, offering insights into the complexities of translating strategic plans into effective actions at the local government level.

The implementation of the Strategic Plan of the Pasuruan Regency Manpower Office, as outlined in Regent Regulation No. 27 of 2023, illustrates the intricate dynamics of policy execution within a decentralized governance framework. By applying the SAF framework and Public Choice theory, this study provides insights into the factors influencing policy outcomes, including stakeholder interactions, resource allocation,

institutional capacities, and accountability mechanisms. The findings highlight the need for a more integrated and participatory approach to policy implementation, ensuring that the interests of all stakeholders are considered and that public resources are utilized effectively for the common good.

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