Strategic Planning Adoption in Public Organization in Indonesia

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ABSTRACT

Strategic planning in public sector in Indonesia has been fully supported by the regulations, but the implementation has not been applied properly. Meanwhile, empirical evidence related to what extent strategic planning has been adopted by public sector in Indonesia in order to support the critique that a strategic planning affects what an organization is, what it does and why it does it is still limited. Under qualitative method, the study tries to explore how far strategic planning principles have been adopted in public organization by using case study in Directorate of Land and Forest Fire Controlling, Directorate General of Climate Change Controlling, Ministry of Environment and Forestry. The study focuses on analyzing the process of strategic plan arrangement. Research result shows that strategic planning principles haven't been adopted properly on the arrangement of strategic plan document of Directorate of Forest and Land Fire Controlling (PKHL). There are several important points to be noticed, are: stakeholder analysis hadn't been used properly and the TOWS matrix wasn't used to formulate strategy development.

INTISARI

Penerapan perencanaan strategis di sektor publik di Indonesia telah didukung oleh berbagai peraturan yang memadai, namun pada implementasinya masih belum sempurna. Sementara itu, bukti empiris terkait dengan sejauh mana prinsip-prinsip perencanaan strategis telah diadopsi oleh sektor publik di Indonesia masih sangat terbatas. Dengan menggunakan pendekatan kualitatif, studi ini dimaksudkan untuk mengetahui sejauh mana prinsip-prinsip perencanaan strategis telah diadopsi sektor publik dengan mengambil studi kasus di Direktorat Pengendalian Kebakaran Hutan dan Lahan (PKHL), Direktorat Jenderal Pengendalian Perubahan Iklim, Kementerian Lingkungan Hidup dan Kehutanan. Studi ini memfokuskan pada analisa proses penyusunan rencana strategis. Hasil studi menunjukkan bahwa prinsip-prinsip perencanaan strategis belum dilakukan secara baik dalam penyusunan Renstra Direktorat PKHL. Beberapa catatan penting diantaranya penggunaan *stakeholder analysis* belum diimplementasikan dengan baik dan matriks TOWS tidak digunakan dalam memformulasikan pengembangan strategi.

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1. Introduction

In Public sector has an important role not only as a national economic generator through its public

spending, but also a public service provider for all citizen. One of the important indicators in measuring the government's successfulness in improving the citizen's life quality is how far the government has provided good

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public services for all citizens. Therefore, good public service delivery becomes the core goal of a public organization in all nations. In order to realize it, public organizations keep on improving their effort in all management stages, especially in the planning process.

Strategic planning is considered as one of the answer to reform public sector and achieve desired outcomes. Originally, strategic planning was firstly practiced in private sector as a mean to improve and to protect company's competitive advantages. Moreover, it starts to be adopted by many organizations in the US, including public sector. The adoption of strategic planning principles is intended to improve effectiveness and efficiency in public sectors which were facing a budget problem at that time. However, in practice, many public organizations found it difficult to transfer the strategic planning principles that were designed for private sector into public organization (Baile, 1998).

Since then, many study conducted by scholars in this area, such as Edwards, L.H. (2011); Kriemadis, Thanos and Elena Theakou, (2007); Hintea (2008) and Preciado, J. David (2015) studied about the to what extent strategic planning principles have been adopted by public organization. Meantime, Nartisa, Ieva, R. Putans and T. Muravska (2012) and Baile (1998) studied about constraints faced by public organizations to adopt strategic planning principles. However, no one of these scholars studied about the adoption process in each step in strategic planning principles and they delivered the study mostly in advanced countries.

Meanwhile, strategic planning in public sector in Indonesia has been being implemented for more than one decade since Law Number 25/2004 was firstly stipulated in 2004. Nevertheless, the study about to what extent public sector in Indonesia has adopted the strategic planning principles is rare. Therefore, this study is intended not only to explore the strategic planning adoption in public organization, but also to enrich strategic planning literature in developing countries, especially in Indonesia.

2. Theory

2.1 New Public Management

New Public Management doctrine is closely related with some terminologies, such as privatization, small government, public management reform, and entrepreneurial government. Basically, bureaucratic reform has been implemented by the US for more than three decades, starting from the 1980's where state government used privatization to handle budget issue in delivering public services (Rosenbloom and Mc. Cardy, 2006).

Furthermore, Osborne (1993) asserted that the fiscal pain faced by the US government and old-fashioned bureaucratic culture (top-down bureaucratic, inefficient and ineffective administration) have shifted

the views on how to manage public sector better. He also explained that in order to adjust with a rapid environmental change, public organization must be responsive to its clients (citizens), able to adjust with constant change and the important one is having capability to improve sustainable productivity. Therefore, he argued that public organization needs to be entrepreneurial rather than bureaucratic. The term of "entrepreneurial" here is actually broader than "profit oriented" alone. He stated that a public manager must be able to change a low productive area and minimal yield into a higher productivity and abundant yield.

Meanwhile, Pollitt and Bouckaert (2000) used the term "public management reform" to tackle those problems described by Osborne (1993). He believes that public management reform must change two fundamental aspects, namely structural and process aspect. In addition, structural change is related with merging or splitting organization to be more effective and efficient in delivering public services. Process change includes redesign of public service system to enhance the quantity and the quality of services to customers (citizens).

In order to achieve "entrepreneurial" government or "public management reform", there are several doctrines should be applied, such as public-sector splitting into smaller and manageable units; maximizing the use of contracts to deliver public services; focus on adopting private sector management principles to public-sector; focus on efficiency and effectivity in resources utilization; need a clearer responsibility of each personnel in organization, not diffusion of power; personnel and organization's performance standard/success must be explicitly formalized by the public organization; and more emphasize on output control (Hood, 1995).

Osborne (1993) argued that there are six principles should be practiced by public organizations to change them into entrepreneurial organizations, namely:

1. Catalytic government: the idea is that government should steering rather than rowing in providing public services. The government also is encouraged to identify many alternatives to do their job and to incorporate some of them;
2. Competitive government: the core of this principle is to bring competition into public service delivery;
3. Mission-driven government: entrepreneurial government tend to simplify rules and more emphasize on the organization's mission. Therefore, when the organization's goals and missions are clearly defined, public managers are allowed to manage organization's means to achieve those goals and missions;
4. Results-oriented government: entrepreneurial government must have a clear idea about the outcomes resulted from their efforts.

Organization must be able to measure how many input they spent to realize desired outcomes;

5. Customer-driven government: government is forced to create some public providers and let customers choose among of them. Moreover, one provider and the others are encouraged to be responsive to the customers and to compete each other in improving the public service quality;
6. Enterprising government: the core idea of this principle is about earning rather than spending. Public entities are forced to make money to increase budget and to provide better services. So that, the perception among public servants must be shifted from how to spend money to how to earn money.

2.2 Strategic Planning

Strategic planning is created to answer the challenges related to the budget limitation, and rapid environmental changes faced by public and non-profit organizations. By adopting and implementing strategic planning, organizations would be able to act and to adjust effectively with new circumstances (Bryson, 1988). Strategic planning encompasses a deliberative and obedience effort to create principle decisions and create actions to form and to direct public organization recognizing not only its identity, but also strategies and actions including mandates, mission and goals (Bryson, 2011). In addition, Office of Financial Management (2012) defines strategic planning as a comprehensive planning process in order to determine strategic issues might be faced by the public organization in the future and to formulate strategies to handle it as well as to achieve desired condition. Meanwhile, other scholar, Wheelen and Hunger (2012) believe that strategic planning is an effective tool to identify new opportunities for organization's growth and it also helps to ensure that all personnel in managerial level have the same objectives.

Since 1980's, the concept of strategic planning developed by private sector has been started to be adopted and implemented by public organizations and to extend its principles to the societies and government agencies. Many approaches have been conducted to implement it in public organization's structure, but mostly were based their approach on corporate strategic planning models and combined it with the uniqueness aspect of public sector (Baile, 1998). Moreover, in order to adopt and to implement strategic planning successfully, some criteria must be fulfilled, for instances technically workable, politically acceptable and must be align with organization's values (Bryson, 1988).

Bryson (1988) elaborated strategic planning process into eight steps, as follows:

1. Development of an initial agreement concerning the strategic planning effort;
2. Identification and clarification of mandates;
3. Development and clarification of mission and values;
4. External environmental assessment;
5. Internal environmental assessment;
6. Strategic issue identification;
7. Strategy development;
8. Description of the organization in the future.

He also believes that by implementing eight-steps of strategic planning process above, some benefits can be achieved by public organizations, such as helping organization's manager to think in strategic ways and more efficiently; creating a future organization's vision; making the futuristic organization's strategies to overcome not only today's but also future's problems; developing an integrated and sustainable solutions to anticipate competitor's threats; investigating on how deep the discretion can be applied in public sector; overcoming prominent organization's affairs; improving organizational performance in achieving its goals; adapting public organization with a rapid environmental changing; and developing an organization's team work and its member expertise/skill.

3. Research Method

3.1. Research Type

This study used qualitative approach by using single-case study in Directorate of Land and Forest Fire Controlling (PKHL), Directorate General of Climate Change Controlling, Ministry of Environment and Forestry in Jakarta, Indonesia.

3.2. Research Focus

The study focuses on the process of strategic planning arrangement. Moreover, each stage in this process used Bryson's approach (1988) consisting of 7 main stages as follow:

- a. Initial agreement on a strategic planning process
- b. Identification and clarification mandates
- c. Development and clarification of mission and values
- d. External environmental assessment
- e. Internal environmental assessment
- f. Strategic issue identification
- g. Strategy development

3.3. Data collection technics

The data was collected by using three technics: interview, documentation and observation.

3.4. Key informants

In order to obtain information needed in this study, several key informants were purposively determined based on their main tasks and insights in strategic

planning arrangement process. All of the key informants were the organization's manager ranging from echelon IV and echelon III in Directorate of Land and Forest Fire Controlling.

Furthermore, the key informants in this study as follows:

- a. Head of Sub-Directorate of Forest and Land Fire Control Planning
- b. Head of Sub-Directorate of Forest and Land Fire Prevention
- c. Head of Division of Program and Evaluation, Secretariat Directorate General of Climate Change Controlling
- d. Section's Head of Fire Preventive Technics
- e. Section's Head of Fire Preventive Campaign

4. Results and Discussion

4.1. Initial Agreement on A Strategic Planning Process

The first step of strategic planning arrangement process is about common understanding among stakeholder involved in this process. Moreover, organization's leader would negotiate and explain of strategic planning process comprehensively to all parties.

In arranging strategic plan document, Director of Forest and Land Fire Controlling as the organization's leader is the first actor who initiated it. Nevertheless, in practice, this task was tackled by his subordinate (Head of Sub-Directorate of Forest and Land Fire Control Planning) due to the core responsible is closely related to the arrangement of strategic plan document. After that, he continued with establishing a special team called Strategic Plan team consisting of some organization's members, such as Head of Sub-Directorate of Forest and Land Fire Control Planning (as the team leader); Section's Head of Forest and Land Fire Control Planning; Section's Head of Forest and Land Fire Control Evaluation; and all representative from Sub-Directorate of Forest and Land Fire Prevention, Sub-Directorate of Forest and Land Fire Mitigation, Sub-Directorate of Partnership System and Fire Concern Community and Sub-Directorate of Personnel and Facilities and Infrastructure.

Furthermore, a decree of Strategic Plan team was stipulated by the Director of PHKL in order to avoid some distracting circumstances and to ensure that the team would focus on their duty.

After the team was officially exist, they started to find and to collect materials for the document from internal and external organization. The involvement of external stakeholder also important and hold a crucial role to enrich and to support internal data. Based on the strategic plan document, we found that there are two different stakeholders based on administrative aspect, namely national level and sub-national level

stakeholders. Those stakeholders consist of central and local agencies as can be seen below:

1. National level.

Coordination and cooperation were conducted by Directorate of Forest and Land Controlling encompassed almost with all central ministry and agencies for instances Ministry of Agriculture, Ministry of Agrarian and Spatial Planning, Ministry of Health, Ministry of Home Affairs, Ministry of Foreign Affairs, Meteorology, Climatology and Geophysics Agency (BMKG), Geospatial Information Board (BIG), National Aerospace Board (LAPAN), General Attorney Office, National Army, Indonesia State Police.

2. Sub-National level

Many local government agencies were also involved in this process, for instances Local Forestry Agency (*Dinas Kehutanan*), Province/City/Regency Disaster Mitigation Board (BNPB), Province/City/Regency Environmental Board (BLHD), Province/City/Regency Agricultural and Estate Board, and other related technical working units in sub-national level.

Due to budget limitation faced by Directorate of PHKL, not all external stakeholders were involved in the strategic planning arrangement process. Moreover, the team also didn't conduct FGD to gain information needed with external stakeholders. Meanwhile, other finding shows that in determining stakeholders involved in this process, the Strategic Team didn't use stakeholder analysis. It is imperative to use this type of analysis in deciding which parties should be involved in the strategic planning process, because it will help to identify whether organization should have other missions or solutions for different types of stakeholder.

Besides, it also could help organization to determine the stakeholders involved in an initial agreement due to the availability of crucial information that cannot be provided by certain stakeholders or the necessity of stakeholder's support to ascertain the success of strategic planning process (Bryson, 2011).

Based on the explanation above, initial agreement has been agreed by not only internal but also external stakeholders. In this step, the role of Director of Land and Forest Land Controlling as the organization's leader is vital due to his commitment to continue or discontinue strategic planning process. The commitment also has emerged among stakeholders, such as between the Director and Strategic Planning team; and Strategic Planning team with external stakeholders involved in the process.

According to Bloom's (1986), greater ownership and accountability from all stakeholders can be achieved if all internal and external stakeholders are involved in the process of strategic plan arrangement. This means that the greater involvement of both stakeholders is needed by Directorate of PHKL to make better strategic

plan document in the future. Besides, the use of FDG (Focused Group Discussion) is important to brainstorm and to discuss about the document's content.

4.2. Identification and Clarification Mandates

Mandate in public organization is viewed similar with the legislation, articles of incorporation or charters, and regulations (Bryson, 1988). Therefore, in this step, the Strategic Plan team had identified the regulations related to the forest and land fire handling efforts in Indonesia, namely: (a) Law Number 41/1999 regarding Basic Law on Forestry; (b) Government Regulation Number 45/2004 on Forest Protection; (c) Government Regulation Number 4/2001 regarding Damage Controlling and/or Environmental Pollution related to Forest and/or Land Fire; (d) Presidential Instruction Number 11/2015 on the Improvement of Forest and Land Fire Controlling; (e) Presidential Regulation Number 2/2015 regarding National Mid-Term Development Plan 2015-2019; (f) Minister of Environment and Forestry Regulation Number 39/2015 regarding Strategic Plan of Ministry of Environment and Forestry; (g) Ministry of Environment and Forestry Regulation Number 32/2016 on Forest and Land Fire Controlling. Furthermore, those regulations above were used by the strategic plan team to arrange strategic plan document of Directorate of Forest and Land Fire Controlling.

This finding is also similar with the research conducted by Berry and Wechsler (1995), where he found that in other countries, regulation's mandate has been becoming one of the main reasons why a public organization must implement and adopt strategic planning principles, such as the Government Performance and Result Act (GPRA).

4.3. Development and Clarification of Mission and Values

In the Strategic Plan document of Ministry of Environment and Forestry 2015-2019; Strategic Plan book of Directorate General of Climate Change Controlling; and Strategic Plan document of Directorate of Forest and Land Fire Controlling, the missions statement and organization's vision weren't stated explicitly. Instead, the development goals 2015-2019 and strategic targets of environment and forestry were created by Ministry of Environment and Forestry. In practice, this condition does not affect significantly on the strategic plan document arrangement since top-down approach still dominate bureaucracy system in public sector in Indonesia. So that, targets and organization's goals are determined in ministerial level, and lower organizations, including Directorate of PKHL must refer all targets and goals to *Renstra* of Ministry of Environment and Forestry 2015-2019.

Mission shapes what on organization looks like in the future and the means to achieve it. Besides, it also

elaborates the organization's purpose into actions and why it does those actions (Bryson, 2011). In this study, the Strategic Plan team has referred National Mid-Term Development Plan (RPJMN), strategic plan book of Ministry of Environment and Forestry, strategic plan book of Directorate General of Climate Change Controlling to arrange strategic plan document of Directorate of PKHL.

In arranging strategic plan document, there should be an alignment in term of the target and indicator that must be achieved between one strategic plan document to the others. Therefore, in this case, when the missions and vision statement are not stated in the document and they are replaced with the development goal 2015-2019 and strategic targets 2015-2019 of environment and forestry development, the team didn't find any difficulties to arrange the document.

4.4. External Environmental Assessment

In the strategic planning concept, organization must be aware and recognize not only the opportunities and challenges/threats that is being faced now and but also must be able to predict them in the future. In this study, the strategic plan team had scanned external environmental condition involving chances/opportunities and threats/challenges during the process of strategic plan document arrangement. By referring to the Directorate of PKHL strategic plan document, there are several opportunities possessed by Directorate of PKHL, as follows:

1. There are many partnerships and international aids on trans-boundary haze pollution handling;
2. National and international cooperation on the activities of forest and land fire controlling;
3. The authority of Directorate of PKHL has been broadened not only in forested area, but also non-forested area (land);
4. Forest and land fire prone villages have been identified.

Meanwhile, threats/challenges faced by the organization are:

1. Forest and land fire occur every year;
2. Disproportionate information related to the forest and land fire issues leading to the improper public opinion;
3. Forest and land fire have been becoming one of the causes of CO₂ concentration in atmosphere and have a significant role in triggering climate change;
4. Provinces in Sumatera, Kalimantan and Sulawesi still contribute to a considerable amount of hotspot in Indonesia (average of 93,98% per-year);
5. The difficulties to formulate policy due to poor data quality;
6. Local community's behavior to use fire to open and to prepare agricultural lands and palm oil

plantations; ASEAN Economic Community (MEA) that has been declared in the end of 2015 has increased unequal competition for labor of forest and land fire controlling among ASEAN countries.

Bryson (2011) proposed that there are three main components should be monitored in assessing external environment: (1) Forces and trends (political, economic, social, technological, educational and physical); (2) Key resource controllers (clients, customers, payers, members and regulators); (3) Actual or potential competitors or collaborators.

Moreover, all of the opportunities and threats aspect have fulfilled all of those three criteria stated by Bryson. This can be seen through the threats number one "Forest and land fire occur every year" represents the forces/trends category. Meanwhile, for the key resource controller category, it is represented by the threats number two "Disproportionate information related to the forest and land fire issue leading to the improper public opinion". This threat is related to the other parties other than government, namely television, radio or newspaper and all types of publication and information dissemination. The last criteria asserted that Bryson (Actual or potential competitors or collaborators) has been fulfilled by the opportunity aspect number one and two ("many partnerships and international aids related to the trans-boundary haze pollution handling", and national and international cooperation in the activity of forest and land fire controlling"). Those two types of international cooperation represent the potential to collaborate between Indonesia and other countries.

4.5. Internal Environmental Assessment

Internal environmental assessment must be conducted to get a comprehensive understanding about internal organization's situation. There are two aspects should be assessed, namely organization's strengths and weaknesses. Based on the strategic plan document, the strengths and weaknesses possessed by Directorate of PHKL, as follows:

1. The strengths
 - a. Professional human resources in term of forest and land fire controlling;
 - b. Organizational change of Directorate of Forest and Land Fire Controlling;
 - c. The sufficiency of facilities and infrastructure;
 - d. Budgetary support;
 - e. Regulative support related to the forest and land fire controlling.
2. The weaknesses
 - a. Poor coordination to the other institutions/agencies;
 - b. Un-synchronize interests between central government and local government related to the forest and land fire controlling;

- c. The low of Fire Concern Community (MPA) involvement to support Manggala Agni's efforts related to the forest and land fire controlling;
- d. In operational level, Manggala Agni has not been becoming an independent organization (they still become a part of Directorate General of KSDE);
- e. The institutional role of forest and land fire controlling in Forest Management Unit (KPH), especially Production KPH (KPHP) and Protection KPH (KPHL) has not reached maximum level;
- f. Database quality related to the burning area and its measurement are still poor and need an improvement; and
- g. Law enforcement related to forest and land fire cases are still low.

The environmental assessment is considered as an important/crucial stage in the strategic planning process. It helps public organization to adjust with the external environmental situation changes by maximizing internal resources (strengths and weaknesses) (Earle, 2009). Moreover, Bryson (2011) proposed three important categories that should be examined in this step, namely resources (input), present strategy (process) and performance (output).

In arranging strategic plan document, the strategic plan team must comply with those three components. Furthermore, in term of resources (input), internal aspects in the organization ((1) Professional human resources in term of forest and land fire controlling; (2) facilities and infrastructure sufficiency; and (3) Budgetary support) have already fulfilled this type of category. Meanwhile, the category of present strategy (process) is represented by several points, as follows: (1) Organizational change of Directorate of Forest and Land Fire Controlling; (2) Regulative support related to the forest and land fire controlling; (3) Poor coordination to the other institutions/agencies; (4) Un-synchronize interests between central government and local government related to the forest and land fire controlling; (5) In operational level, Manggala Agni has not been becoming an independent organization; (6) The institutional role of forest and land fire controlling in Forest Management Unit (KPH), especially Production KPH (KPHP) and Protection KPH (KPHL) has not reached maximum level. The last category proposed by Bryson is performance (output). This is fulfilled with several aspects found in internal organization: (1) The low of Fire Concern Community (MPA) involvement to support Manggala Agni's efforts related to the forest and land fire controlling; (2) Database quality related to the burning area and its measurement are still poor and need an improvement; and (3) Law enforcement related to forest and land fire cases are still low.

4.6. Strategic Issue Identification

Strategic issue identification is arranged by referring to the higher strategic plan documents, namely strategic plan document of Directorate General of Climate Change Controlling. Based on this strategic plan book, there are four strategic issues faced by Directorate of PKHL:

1. The declining of hotspot number located in Sumatera, Kalimantan and Sulawesi;
2. The declining of forest and land fire area in Sumatera, Kalimantan and Sulawesi;
3. The capacity improvement of Mangala Agni and MPA;
4. The increment number of forest and land fire brigades.

Theoretically, strategic issues are identified after SWOT analysis has been conducted. However, in this study, the atmosphere in this step is dominated by top-down approach, where strategic issues emerged in *Renstra* of Directorate of PKHL are identified by referring from the higher strategic plan document (*Renstra* of Directorate General of Climate Change Controlling). Nutt and Backoff (1993) asserts that the special characteristics found in public organization is about mandates and obligations that -in many ways- limit autonomy and flexibility in formulating strategic plan.

Meanwhile, according to Bryson (2011), the Directorate of PKHL conducted direct approach in arranging strategic plan document. Moreover, he believes that the most government and non-profit organization use direct approach starting its process from reviewing its mandates; clarifying of organization's missions; conducting SWOC/Ts technics in assessing external and internal organization's environment; and strategic issues identification.

4.7. Strategy Development

In this step, the strategic plan team arranged and developed some strategies to tackle the strategic issues emerged in the previous step. Bryson (2011) asserted that the strategies should focus on a number of aspects, following:

(1) Addressing the need for new or revised high-level rules for making rules; institutional redesign; or adaptations involving new knowledge exploration, new concepts, changes in basic stakeholders and /or stakeholder relationships or radical new technologies; (2) creating a process (for example, a strategic planning process); (3) Producing programs, products, projects and services; (4) Controlling strategy delivery in the present; (5) Developing future capabilities; (6) Maintaining and enhancing stakeholder relations. (p.222)

In order to create alternative strategies to handle strategic issues, public organization could adopt TOWS matrix as commonly practiced in private sector. Basically, SWOT can be used to generate many possibilities of alternative strategies through this matrix. The TOWS matrix illustrates four types alternative strategies by combining internal and external aspect of organization for instances SO (strength-opportunities) strategies maximizing strength and opportunity aspects; WO (weaknesses-opportunities) strategies that minimize weakness and maximize opportunity aspects; ST (strengths-threats) strategies that maximize strength and minimize threat aspects; and WT (weaknesses-threats) strategies minimizing weakness and threat aspects (Wheelen and Hunger, 2012). The most difficult part in developing strategies by using TOWS is about how to match between key internal and external factors. This is important due to good judgement and interpretation from the strategic plan team is needed (David, 2011).

Nevertheless, in this study, the strategic plan team didn't use TOWS matrix to develop and to formulate organization's strategies. Instead, they just made a list consisting of all activities regarding to forest and land fire controlling in Indonesia.

5. Conclusion

The principles of strategic planning in public sector developed by Bryson (1988) have not been fully adopted by Directorate of Forest and Land Fire Controlling as one of the public organizations in Indonesia. Each step in strategic planning process has been summarized as follows:

1. Initial agreement on a strategic planning process.
In arranging strategic plan document, Director of Forest and Land Fire Controlling as the organization's leader is the first who initiated it. Besides, he also formed a special team to arrange strategic plan document. Due to budget limitation faced by Directorate of PHKL, not all external stakeholders were involved in the strategic planning arrangement process and the Strategic Team also didn't use stakeholder analysis to determine the stakeholder that should be involved in this process.
2. Identification and clarification mandates.
Strategic Plan Team had considered all of the regulations related to forest and land fire controlling to formulate strategic plan document of Directorate of Forest and Land Fire Controlling.
3. Development and clarification of mission and values
In the Strategic Plan document of Ministry of Environment and Forestry 2015-2019; Strategic Plan book of Directorate General of Climate Change Controlling; and Strategic Plan document of Directorate of Forest and Land Fire Controlling, the missions statement and organization's vision weren't arranged. Instead, the development goals

2015-2019 and strategic targets of environment and forestry were created by Ministry of Environment and Forestry.

4. External environmental assessment.
the strategic plan team had scanned external environmental condition involving opportunities and threats/challenges during the strategic plan arrangement process.
5. Internal environmental assessment;
The strategic plan team had scanned internal environmental condition involving strengths and weaknesses and had complied with three basic components: resources (input), present strategy (process) and performance (output).
6. Strategic issue identification.
This step was dominated by top-down approach, where strategic issues emerged in *Renstra* of Directorate of PKHL were identified by referring from the higher strategic plan document (*Renstra* of Directorate General of Climate Change Controlling).
7. Strategy Development
In formulating strategy development, the strategic plan team has not adopted TOWS matrix yet to develop and to formulate organization's strategies. Instead, they just made a list containing of all activity to handle forest and land fire in Indonesia without using four types of strategy combinations, SO (strength-opportunities), WO (weaknesses-opportunities), ST (strengths-threats) and WT (weaknesses-threats).

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