

The Impact of New Regulations in the Implementation of Regional Medium-term Development Plan (RPJMD) in West Java Province

Muhamad Nur Afandi^{1,2,*}, Bambang Heru Purwanto¹

¹ Pasundan University, ² STIA LAN Bandung
Bandung, Indonesia

*m.n.afandi@gmail.com

Abstract—This study is to outline and analyse the impact of the release of new laws and regulations in the implementation of Regional Medium-term Development Plan in West Java Province. The study is also to overcome the impact of implementation of The Regional Medium-term Development Plan in certain model area. The research approach used qualitative approach, data collection techniques is used through observation, interviews and document studies. The process of data analysis used DPSIR analysis, namely: Driving Force, Pressure, State, Impact, and Response. The results of this study illustrated that the impact of the release of new laws and regulations in the implementation of The Regional Medium-term Development Plan is in changing form in regional policies, synchronization of development planning, the level of program accumulation changing, and the development of programs accumulation based on The Regional Medium-term Development Plan. And the results of the study also provide solutions in the form of actions that must be taken to overcome these impacts. Recommendations that can be given such as the implementation of the same periodization between the central and regional governments, so the planning can be carried out together, the importance of the leadership of the regional head in controlling the implementation of The Regional Medium-term Development Plan, and the need to improve the capacity and capability of the regional apparatus in order to realize all the programs that have been determined in The Regional Medium-term Development Plan.

Keywords—*impact; legislation; the regional medium-term development plan*

I. INTRODUCTION

The Regional Government System implemented by the regional government either province or city, which is regulated in Law No. 23 of 2014 concerning Regional Government [1]. The implementation of regional autonomy confirms that regional governments in carrying out their government affairs need to pay attention to aspects of development, so it is expected to be able to achieve the objectives of regional autonomy which is improving the quality of the people life. The principle of regional autonomy in Indonesia is known as the principle of centralization and decentralization. The change in the shape of the centralise principle towards decentralization is expected to be able to close the development gap between

the central and the regions. The implementation of regional autonomy makes the implementation of regional autonomy becomes a complex and dynamic phenomenon.

The basic framework for granting broad autonomy to the regions is directed to accelerate the realization of people's welfare. Regional autonomy is a mechanism of governance that concerns to the pattern of relations between the central and regional governments. It regulates the delegation of authority from the central government to regional governments which is aimed to improve the quality of services and welfare of the people.

The dynamics of development in the era of decentralization which we must pay our attention are related to the implementation of development programs in The Regional Medium-term Development Plan, which is the implementation of development policies, as well as elaborating the vision and mission of regional heads, and as one of the conditions for the creation of good governance, in efforts to realize development goals. The implementation of regional development programs, formulated through regional development planning, must pay attention to national development planning, this is as mandated in Law No. 25 of 2004 concerning The National Development Planning System, so that in achieving regional development goals, it is able to support the achievement of national development goals [2].

Regional development which is formulated by the regional government in The Regional Medium-term Development Plan document must be carried out within the period of leadership of the regional head, 5 years. A Regional head who come from political parties when he becomes The Regional Head needs to understand the governance. It is necessary because the regional head as the authority determines the success of development in the administration of local government. The capacity and capability aspects of regional head leadership become very important in determining the success of development in the region [3]. If the aspect of regional head leadership is not optimal and only relies on regional apparatuses through the disposition and task delegation mechanism, it will have an impact on the suboptimal development program planned in The Regional Medium-term Development Plan.

The process of The Regional Medium-term Development Plan in the administration of regional government, refers to various regulations and legislation, which are related to the regional planning and governance system. The presence of legislation is expected to be able to regulate the existing development process, thus it is necessary to regulate regulations so that regulations do not overlap [4]. If regulations overlap, it will result in conflicting laws and regulations between one and another, thus synchronization impact will not be realized. Because synchronization of laws and regulations is based on building a system, which will affect in realizing community welfare difficulty. The unsynchronised legislation regulations will have an impact on the implementation of The Regional Medium-term Development Plan, thus the problem becomes important to be examined in this study.

II. LITERATURE REVIEW

A. National Development Planning System

The goal of national development reflected in the opening of the 1945 Constitution which is an obligation that must be carried out by the Indonesian state, thus implementing it requires a planning system that can deliver to the goals and ideals of the Indonesian nation. This planning system has been carried out since the independence of Republic of Indonesia. The planning process always changes, this is conducted to fix the weaknesses and shortcomings which still exist. With the release of Law No. 25 of 2004 concerning the National Development Planning System, the Indonesian people experienced quite important and fundamental changes in formulating the ideals of the development of the Indonesian nation [2].

The national development planning system, is an integrated development planning procedure for producing long-term, medium-term and annual development plans which is implemented by elements of state and people organizers at the central and regional levels. Through this planning system, all plans carried out by the central and regional governments, refer to The National Development Planning System, which is a system because it has a pattern of interrelationships between the existing elements [5,6].

The main targets in development planning are mandated in Law No. 25 of 2004 concerning the National Development Planning System, covers five main areas including [2]: (1). Increasing integration among development holders, so that the expected results are optimal. (2). Increasing the integration and synergy of planning between the central with regions, and regions with regions. (3). Improving integration between planning, budgeting, implementation and supervising. (4). Optimizing people participation in the preparation and implementation of development planning. (5). Ensuring the use of resources efficiently, effectively and fairly.

B. The Concept of Regional Autonomy

Regional autonomy in Indonesia comes as a response to the failure of centralization which is expected to equalize welfare and income, from excess regions to less regions. However, in its implementation, centralization actually makes the imbalance

between developed and developing regions more visible. Through the implementation of decentralization, which is carried out with the autonomous principle, is expected to provide opportunities for regions to become developed region by optimizing the existing potential in the regions.

The definition of regional autonomy shows that there is a transfer of authority to the regional government from the central government, so the regional government carries out its own governmental activities in the region more independently. Changes in the legislation regarding the implementation of regional autonomy, namely Law No. 23 of 2014 concerning Regional Government, provides an overview of the division of functions between central and regional governments through the implementation of decentralization [1]. In the implementation of decentralization in regional autonomy, the emphasis is on public services, because public services are form of basic services in the management of public services, and can change the culture of The Public Service services [7,8].

C. Regional Development Planning

Regional development planning is an integral part of national development planning, as Law No. 25 of 2004 concerning the National Development Planning System [2]. Regional development planning consists of: Regional Long-Term Development Plan, Regional Medium-Term Development Plan, Local Government Work Plan, Strategic Plan, and Regional Work Unit Performance Work Plan, all of them are integrated documents with national development planning. Regional development planning in the era of regional autonomy has been started since 1999, in accordance with Law no. 22 of 1999 concerning Regional Government and improvements have been made to date, namely by Law No. 23 of 2014 concerning Regional Government [1].

Changes in the development planning system that was originally centralized to a decentralized system, gave a very significant change to development planning in Indonesia, with the granting of broad authority to regional heads in the administration of regional government through the principle of autonomy. Thus the spearhead of national development spread throughout regions in Indonesia. Through this decentralization, it is expected that each region will be able to realize its development goals, means to improve the quality of life of the people in the region, based on regional development planning that has been specified in the Regional Medium-Term Development Plan document as description of the vision and mission of the regional head.

The regional government administrators will be able to carry out development programs through development plans that have been established in the period of the elected regional head administration, which in this case the function is as regional development plan. Generally, regional development plans for regional governments both at Province and City levels consist of: (1). Regional Long-Term Development Plan. (2). Regional Medium-Term Development Plan. (3). Regional Government Work Plan. In the process of drafting regional development planning, elected regional heads need to prepare a Regional Medium-Term Development Plan document. The preparation of the Regional Medium-Term Development Plan

must naturally refer to the regulations which cover it as a legal basis in the preparation of the regional development planning. The expected benefit is improvement in the quality people's life [9].

The regional government in carrying out its development program refers to the development plan that has been mutually agreed upon and set forth in the Regional Medium-Term Development Plan document. In the perspective of regional development planning, the Regional Medium-Term Development Plan is understood as the official document of the regional government plan used to carry out development for 5 years. Based on relevant laws and regulations, the Regional Medium-Term Development Plan document contains a description of the vision, mission and work programs of the selected regional heads as outlined in the regional development goals, objectives, strategies and policies.

III. RESEARCH METHODOLOGY

The method used in this study uses qualitative methods to consider using this approach to get a clear picture of the research results and to seek the impact of the release of regulations in the implementation of the Regional Medium-term Development Plan in West Java Province, which means to answer the needs of achieving research objectives [10].

We used primary data and secondary data in data collection techniques [11]. Primary data were obtained from observations and interviews, while secondary data were obtained through document studies. In the initial stage, the researcher carried out an inventory of data relating to the impact of the release of laws and regulations in the implementation of Regional Medium-term Development Plan, the classification is based on existing data, namely data relating to the implementation of Regional Medium-term Development Plan between aspects of laws and regulations, aspects of regional planning documents, and aspects of theories to guide research. At the stage of the process carried out is the processing and analysis of data. The data processing stage is carried out by examining document data, which was obtained from the results of interviews.

The process of data analysis used DPSIR analysis, i.e. Driving Force (trigger factor), Pressure, State (existing conditions), Impact, and Response [12], which is used to determine the problem relating to the impact of the release of laws and regulations in the implementation of Regional Medium-term Development Plan. In the next stage, the results of the analysis will produce a solution to solve problems related to overcome the impact of the release of laws and regulations in the implementation of Regional Medium-term Development Plan.

IV. RESULTS

The process of implementing a development program which is based on the Regional Medium-term Development Plan in West Java Province in the period 2013-2018 and in the 2014-2019 period refers to the laws and regulations set as a reference in the year the administration of the head of region begins. Meanwhile, the laws and regulations used during the preparation of the planning of Regional Medium-term

Development Plan in West Java Province, the 2013-2018 and 2014-2019 periods are based on: (1). Regulation no. 32 of 2004 concerning Regional Government. (2). Presidential Regulation No. 5 of 2010 concerning the 2010-2015 National Medium-term Development Plan. (3). Government Regulation No. 8 of 2008 concerning Procedures for preparing, controlling and evaluating regional development planning. (4). Government Regulation No. 41 of 2007 concerning Regional Apparatus Organization. (5). Minister of Home Affairs Regulation No. 54 of 2010 concerning the implementation of Government Regulation No. 8 of 2008 concerning Procedures for preparing, controlling and evaluating regional development planning.

The implementation of the Regional Medium-term Development Plan-based development program in the province of West Java due to differences in the periodization of regional heads which has three different periods, namely the period 2016-2021 consisting of 8 cities, the 2017-2022 period consisting of cities and the period 2013- 2018 and 2014-2019 consisting of 16 cities. In implementing the administration of regional government in West Java, which becomes the object of research, is the regional government in 2013-2018 and 2014-2019 period. The matter is the release of new laws and regulations in the middle of the Regional Medium-term Development Plan implementation, which later becomes an obstacle in the implementation The Regional Medium-term Development Plan which has had an impact on the Regional Medium-term Development Plan-based development program that was previously planned. The new laws and regulations are as follows: (1). Regulation no. 23 of 2014 concerning Regional Government [1]. (2). Presidential Regulation No. 2 of 2015 concerning the 2015-2019 National Medium-term Development Plan. (3). Government Regulation No. 18 of 2016 concerning Regional Devices. (4). Minister of Home Affairs Regulation No. 86 of 2017 concerning the procedures for planning, controlling and evaluating regional development, the draft evaluation of the Regional Regulation, about the Regional Long-Term Development Plan, Regional Medium-term Development Plan as well as the changing procedures for the Regional Long-Term Development Plan, Regional Medium-term Development Plan and Regional Government Work Plan.

The laws and regulations changing have an impact on the implementation of running development programs. The impact created the changes in laws and regulations in the region, the synchronization of development planning, the accumulation of development programs, and the accumulation of development programs. Through DPSIR analysis, we obtained a model of solutions to the local government, that the development program can run even though there are changes in laws and regulations. DPSIR analysis is a general framework for organizing information about environmental conditions [12]. Understanding the environment means the local government environment which has system and can be influenced by the existing system environment, in this case is the dynamics of regulation in the form of changes in the release of laws and regulations. DPSIR analysis consists of 5 parts, namely Driver, Pressure, State, Impact and Response with the following explanation:

- Driving Force: describes developing issues related to The Regional Medium-term Development Plan.
- Pressure: answer the question why the problem occurs.
- State: explains what happens in the implementation of The Regional Medium-term Development Plan based development programs.
- Impact: is the impact arising from the issue and addressing the issue.
- Response: is what must be done to overcome the problems that occur by involving stakeholders.

The DPSIR analysis model of the problems related to the impact of the release of laws and regulations in the implementation of The Regional Medium-term Development Plan are:

A. Driving

- National Policy Changing.
- Weakness of development planning synergy.
- The period of administration between central and regional government is different.

B. Pressure

- Non-synchronization of development planning between the central and the regions government.
- The need of harmonizing the development planning.
- The realization of development programs in the Regional Medium-term Development Plan is postponed.

C. State (existing conditions)

- The implementation of regional government has different period between the central and regional government.
- The release of new laws and regulations in the middle of the implementation of the Regional Medium-term Development Plan.
- The explanation of the development program cannot be implemented generally.

D. Impact

- Changes in laws and regulations in the regional government in the form of Regional Regulations or Governor/ Mayor Regulations.
- Synchronization of development planning.
- Level of development programs based implementation on The Regional Medium-term Development Plan.
- Accumulation of development programs based on The Regional Medium-term Development Plan.

E. Response

- The regional government changes the laws and regulations in the regions in the form of Regional Regulations for changes to the Regional Medium-term Development Plan and Mayor regulations for changes in the Regional Government Work Plan.
- The regional government aligns regional development planning according to the new National Medium-term Development Plan and adjusts governmental and institutional functions of the regional apparatus.
- Optimizing the implementation development programs based on Regional Medium-term Development Plan through strengthening existing human resources.
- Avoiding the stacking of programs in the previous year, so the level of realization of development programs in the Regional Medium-term Development Plan can run according to plan through strengthening human resources and supporting leaders.

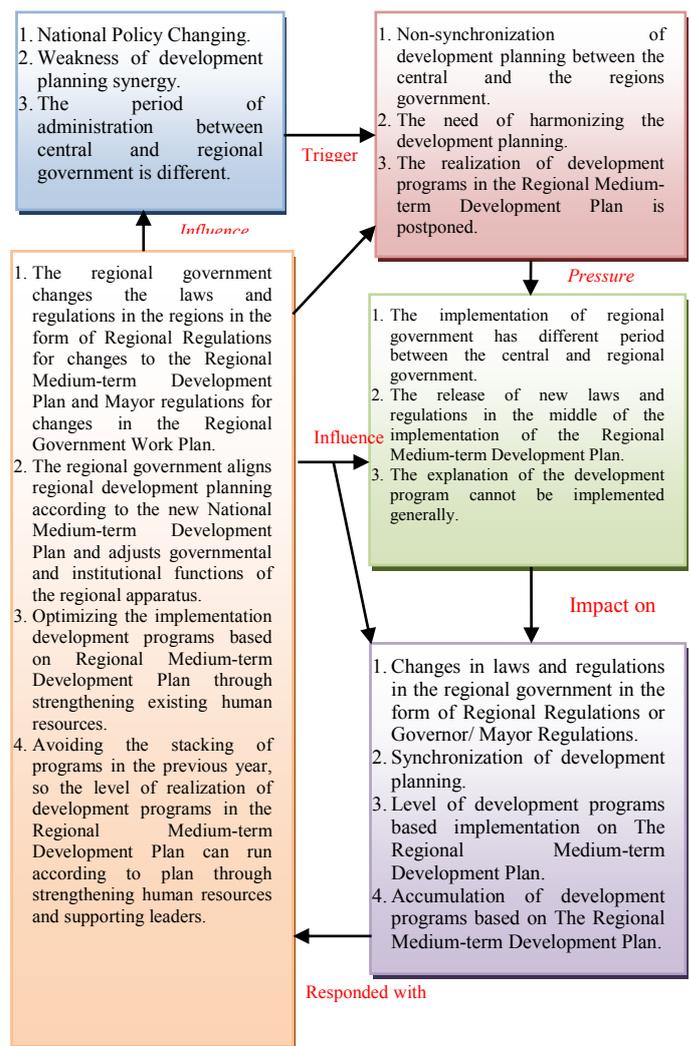


Fig. 1. Schematic visualization of DPSIR analysis model.

V. CONCLUSIONS AND SUGGESTIONS

This paper has highlighted the importance of:

- Implementation of The Regional Medium-term Development Plan in West Java Province and the planning and implementation process of the Regional Medium-term Development Plan refer to the provisions of the legislation that have been set as the basis for the implementation of The Regional Medium-term Development Plan.
- The release of new laws and regulations during the implementation of the Regional Medium-term Development Plan in the city has impacts on the implementation of the Regional Medium-term Development Plan, such as: changing regional policies, synchronizing development planning, levelling up the implementation of development programs, and accumulating the development programs based on the Regional Medium-term Development Plan.
- The impact of the release of new laws and regulations in the process of implementing The Regional Medium-term Development Plan, so it continues to run in accordance with the provisions of existing regulations, can be done through changing regional policies, targeting development programs through development planning, strengthening human resource capacity and capability in implementing The Regional Medium-term Development Plan.

The recommendations that can be implemented from the results of this study are:

Conducting simultaneous Regional Head elections, so the planning and implementation of the Regional Medium-term Development Plan between the central and regional governments can be carried out simultaneously.

The central government in issuing and enforcing laws and regulations needs to consider the appropriate time to avoid becoming impact on the regional government.

The leadership of the regional head has a strategic role in providing policies related to the implementation of The Regional Medium-term Development Plan.

Increasing the capacity and capability of regional apparatuses needs to be done through increasing the competence of the apparatus in order to be able to optimize the implementation of the Regional Medium-term Development Plan-based development program in accordance with the planned targets.

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