

The Effectiveness of Underdeveloped Regional Development Policies in East Java Province in Order to Reduce Inter-Regional Gap

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Abstract—This study aims to examine the policy effectiveness of the development of underdeveloped region in Indonesia. Bondowoso district was chosen as a locus due to its status as one of the underdeveloped region. The policy effectiveness was examined according to the achievement of the underdeveloped region dimensions and indicators stimulated in the Regulation of the Minister of Village, Underdeveloped Region Development, and Transmigration Number 3 of 2016. Underdeveloped region indicators include 27 indicators divided into 6 dimensions namely: economy, human resources, infrastructure, regional financial capacity, accessibility, and regional characteristics. Qualitative research method with secondary data was chosen to analyze the phenomena. The result showed that The Underdeveloped Regional Development Policy in Bondowoso District could be categorized effective. The policy implementation was also categorized as good due to availability of clear legal basis, regional apparatus organizations in implementing those programs, and achieved the determined target.

Keywords—development; effectiveness; Indonesia; policy; underdeveloped region

I. INTRODUCTION

Development of underdeveloped region is one of the main focuses of Joko Widodo's government in 2015-2019. This is stated in the 2015-2019 National Medium-Term National Plan (NMTNP) of the Republic of Indonesia. The plan stated that one of the main objectives of national development is the development of regions and between regions. The development was held to reduce disparities between regions in Indonesia. A program set out to reduce the disparities was the program of underdeveloped region development. Therefore, it is important understand the success of the policy by examining the effectiveness of the policy.

At the beginning of Joko Widodo's government, there were 122 underdeveloped districts in Indonesia spread across 24 provinces. The lagging aspect was measured based on 6 main dimensions, namely the community economy, human resources, infrastructure, regional financial capacity, accessibility, and regional characteristics. The six dimensions were divided into 27 indicators. The government targeted to alleviate 80 underdeveloped districts by 2019. In addition,

there were additional targets must be achieved in 2019 including: the average economic growth in the underdeveloped districts 7,24%, percentage of poor people behind 14%, and the human development index 69,59%.

Development is an effort made by each country in order to make changes towards a better life [1,2]. It means that the focus of development is not to reach a perfect society in a short time, but a planned progress that is directed at creating growth and verification. Development of underdeveloped regions has been a strategic issue since 2000s [3–6]. Various studies related to the development of underdeveloped regions have focused on the effort to formulate appropriate strategies and models for development. In fact, underdeveloped region development has been carried out before president of Joko Widodo era. Therefore, an evaluation of the development is needed. It will give further understanding of whether the implementation of development that has been carried out successfully or has failed.

The success in carrying out development of underdeveloped regions can be measured by the government achievement of development indicators in underdeveloped regions. However, the success of the development is largely determined by the quality of policy [7]. Policy is the main instrument of government in carrying out development.

Therefore, this study focuses on the effectiveness of development policies for underdeveloped regions, especially in Bondowoso District. There are 4 districts in East Java Province which are classified as lagging districts. However, there are only 2 districts that are targeted to be staged, one of which is Bondowoso.

This study tried to examine the underdeveloped region development policy conducted by Bondowoso Local Government in its effort to reduce disparities with another region. Furthermore, this paper can be used by the government and subsequent researchers to form a more effective and efficient lagging development policy.

II. LITERATURE REVIEW

A. Policy Evaluation

Basically, public policy is run with certain intentions, to achieve certain goals that depart from problems previously formulated. Evaluation is done because not all public policy programs achieve the desired results. It often happens, public policy fails to achieve the intent or purpose predetermined. Thus, policy evaluation intended to see the causes of failure of a policy or to find out whether the public policies that have been implemented reach desired impact. In a shorter language evaluation is an activity that aims to assess the "benefits" of a policy [8]. Policy evaluation can be explained to be an activity involving estimation or policy assessments that cover substance, implementation and impact. In this case, policy evaluation is seen as something functional activities. That is, policy evaluation is not only done in the final stage, but carried out in the whole process policy. Thus, policy evaluation can include stages formulation of policy issues, programs proposed to resolve policy issues, implementation, and the stages of policy impact.

Policy evaluation applies evaluation principles and methods to examine the content, implementation or impact of a policy. Evaluation is the activity through which we develop an understanding of the merit, worth, and utility of a policy. Standards for conducting evaluation the framework also includes the following four categories of standards for conducting evaluation to help guide choices along the process:

- 1) *Utility*: Who wants the evaluation results and for what purpose?
- 2) *Feasibility*: Are the evaluation procedures practical, given the time, resources, and expertise available?
- 3) *Propriety*: Is the evaluation being conducted in a fair and ethical way?
- 4) *Accuracy*: Are approaches at each step accurate, given stakeholder needs and evaluation purpose?

One such expert was Edward A. Suchman in Winarno explained that Suchman stated six steps in policy evaluation, such as:

- Identify the program objectives to be evaluated
- Analysis of problems
- Description and standardization of activities
- Measurement of the level of change that occurs
- Determine whether the observed changes are a result from these activities or because of other causes
- Several indicators to determine the existence of an impact [8].

The step in evaluating this policy is intended to measure behavior someone's behavior as a tool for adjusting to something policies that occur in the field.

B. Effectiveness of Regional Development

Effectiveness is always related to the relationship between expected results with the actual results achieved. Gedeian

defined that is, the greater the extent it which an organization's goals are met or surpassed, the greater its effectiveness [9]. If the achievement of goals rather than the larger the organization, the greater the effectiveness. The definition can be concluded that there is a big goal achievement from the organization, the greater the results to be achieved from these goals. According to Dunn effectiveness regarding what an alternative is achieve the expected result (effect), or reach the goal of action [10]. Which is closely related to rationality technical, always measured from the unit of product or service or monetary value.

Effectiveness relates to the extent to which the direct results of interventions (output) contribute to the sustainable achievement of policy objectives (outcome). Policy objectives are the objectives that interventions are intended to achieve and should, in principle, be formulated in the project document. In some cases, policy objectives can be identical to the operational objectives specified in the budget or specific components of them. If after the implementation process, the impact is evident unable to solve the problems facing society, it can be considered that a policy activity has failed, but sometimes a public policy result is not immediately effective in the short term, but after going through a certain process.

The main target of national development is to increase growth the economy and the equal distribution of the results are also intended for stabilization national stability. This is very determined by the state of development regional. Thus national development planners must consider development activities in the regional context because of that society as a whole is business and even a factor very decisive for the success of national development.

Basically regional development is related to the level and changes over a period of time a set of variables, such as production, population, workforce, capital power ratio, and compensation for factors (factor returns) in the area are clearly limited [11]. Regional development is the development of everything prepared and implemented by local government, starting from planning, financing, and implementation up to its accountability. In this area have autonomous rights. While regional development is an activity planning, financing, and accountability development carried out by the center, while implementation can involve areas where the place where the activity took place. Differences in regional conditions have implications for the style of development applied in each region will be different. Imitation towards patterns of wisdom that have been applied and succeeded in an area, not necessarily provide the same benefits to other regions. Basically, regional development is carried out with own efforts and technical assistance and other assistance from the central government. In the economic sense regional development is advancing agricultural production, business agriculture, industry and others that are in accordance with the area and meaningful also a source of income and employment for the population.

In the framework of human development and development all Indonesian people, regional development needs to be encouraged gradually. To ensure that regional development can

contribute the maximum in all national development efforts must be carried out good coordination between both.

C. Development of Underdeveloped Region

National development targets for underdeveloped areas are: 1) at least 80 disadvantaged districts, 2) economic growth in underdeveloped regions 7.24%, 3) percentage of poor people in disadvantaged areas 14.00%, and 4) HDI in regions lagging behind 69.59%. To achieve this target, the government has compiled policies related to the development of disadvantaged regions. One of these policies is the development of a growth center. Evaluation of policies needs to be done. With this, evaluation is expected to be able to identify development problems in disadvantaged areas and provide appropriate recommendations for resolution. On the other hand, evaluation is also expected to be able to recognize the success factors of underdeveloped regions, so that they can be replicated recommendations for other disadvantaged areas that have similar characteristics.

Evaluation of the achievement of eradication of underdeveloped areas is measured using determinants of underdeveloped regions that have been stipulated in the Village Minister's Regulation, Development of Disadvantaged Regions, and Transmigration Number 3 of 2016 concerning Technical Guidelines for Determining Indicators in Determination of Disadvantaged Regions. Lagging regional indicators include 27 indicators divided into 6 criteria / dimensions, namely: 1) community economy; 2) human resources; 3) facilities and infrastructure; 4) regional financial capacity; 5) accessibility; and 6) regional characteristics. The indicators are as follows:

- Economic dimension, that consist of Percentage of Poor Population, and Per Capita Consumption Expenditures
- Dimensions of Human Resources, that consist of Life Expectancy, Average School Duration, and Literacy Numbers
- Infrastructure Dimensions, that consist of Percentage of Villages with the Type of Surface of the Widest Asphalt / Concrete Main Road, Percentage of villages with the widest type of main road surface hardened, Percentage of villages with the type of surface of the widest main road, Percentage of Villages with Other Types of Major Main Road Surfaces, Percentage of Household Telephone Users, Percentage of Electricity User Households, Percentage of Users of Clean Water Users, Percentage of villages that have permanent / semi-permanent markets without buildings, Number of Health Facilities and Infrastructure per 1000 inhabitants, Number of Doctors per 1000 Population, and Number of Elementary School and Junior High School per 1000 population
- Dimensions of Regional Financial Capacity
- Accessibility dimensions, that consist of Average Distance from Village Offices to Sub-District Offices, Percentage of Villages with Distance to Health Services

> 5 Km, and Average Distance from Village to Basic Education Services

- Dimensions of Regional Characteristics, that consist of Percentage of Earthquake Villages, Percentage of Landslide Villages, Percentage of Flood Village, Percentage of Other Disaster Villages, Percentage of Villages in Protected Forest Areas, Percentage of Critical Land Villages, and Percentage of Village Last 1 Year Conflict.

III. METHODOLOGY

Qualitative research method with secondary data was chosen to explain the effectiveness of the development. Consequently, data was generated from existing document such as Regional Midterm Development Plan of Bondowoso, Regional Development Performance Report of Bondowoso, and regulation concerning development of underdeveloped region. Data analysis divided into three part, namely: formulation analysis, implementation analysis, and effectiveness analysis. Thematic, Holistic, Integrative, and Spatial (THIS) approach was used to analyze policy formulation. While, there are three points were used to describe the result of implementation, namely: clarity of institution, clarity of regulation, and output of policy. The last was effectiveness of policy which was analyzed from the impact of the output to the outcome of policy.

The development planning formulated by the government was not formulated based on underdeveloped regional dimensions. Therefore, THIS analysis was used for mapping and classifying the development programs which were in line with the underdeveloped indicators and dimensions. This needed to be conducted with the consideration that policy effectiveness was measured from the impact of programs achievement toward the achievement of underdeveloped regional development dimensions and indicators. This kind of analysis was used by the Central Government of Indonesia to measure government's performance in implementing the programs. This was caused by the change of government's budgeting pattern from money follow function to money follow programs. Therefore, the evaluation should have focused on whether the programs had been arranged properly and intended to the proper target groups. THIS approach had function to identify that matters.

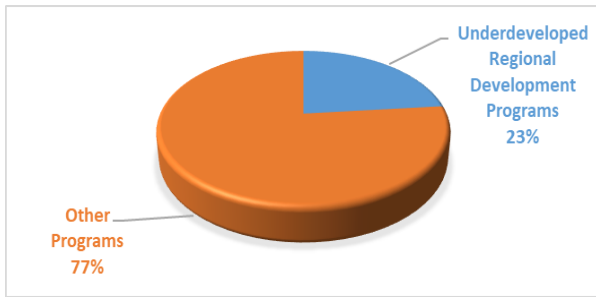
IV. RESULTS AND DISCUSSION

A. Evaluation of Underdeveloped Regional Policy Planning by Using THIS Approach

1) *Thematic*: Thematic approach is a development planning approach determined by Ministry of National Development Planning through Act Number 25 of 2004 concerning National Development Planning System. The act is Based on this act, development planning programs could be categorized into thematic if most of those programs and activities stated in development planning document emphasized on underdeveloped regional development. In line with the act, comparing the number of program and activity

which support and unsuitable with the underdeveloped regional development is important to measure the development planning programs and categorized as thematic.

During 2017, Local Government of Bondowoso District had 278 development programs to be conducted by all departments under its governmental coverage area. From those programs, there were 65 programs focused on underdeveloped regional development. In another word, there are 23% development programs are underdeveloped regional development program. Underdeveloped Regional Development Programs were included in almost all government's affairs such as education, health, tourism, women empowerment, employment, trade, industry, investment, etc.



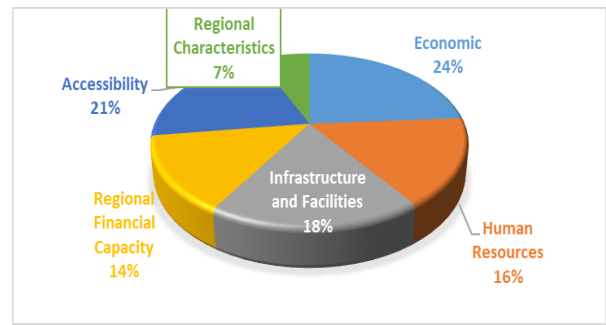
Source: Regional development planning of Bondowoso district, 2017

Fig. 1. Percentage of the programs concerning underdeveloped regional development.

However, underdeveloped regional development had not been a focus yet for Bondowoso District. It could be seen from the total underdeveloped regional development programs that only 23% from those development programs. While the other programs were 77% or 278 programs.

2) *Holistic*: Holistic approach is also an approach determined by Ministry of National Development Planning through the Act Number 25 of 2004 concerning National Development Planning System. According to the act, all underdeveloped regional development programs should be evaluated their relevance to underdeveloped regional development dimensions and indicators determined by Ministry of Village, Underdeveloped Regional Development and Transmigration. The dimensions covered economic, human resource, financial capacity, infrastructure, accessibility, and regional characteristic.

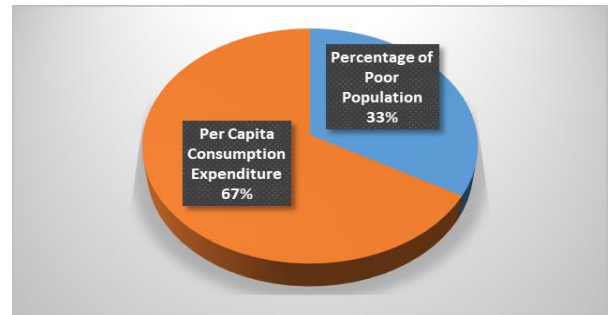
Underdeveloped Regional Development Programs of Bondowoso District was relevant to Underdeveloped Dimension determined by Ministry of Village, Underdeveloped Region Development, and Transmigration through its Act Number 3 of 2016. Moreover, several programs of underdeveloped regional development programs were relevant to more than one underdeveloped dimension, for example are Public Helath Program, Farmer Welfare Development Program, and 9 Years Basic Education Programs. Most of underdeveloped regional development programs emphasized on economic and accessibility dimension. On the contrary, less emphasized on regional characteristic dimension.



Source: Regional development planning of Bondowoso district, 2017

Fig. 2. Percentage of underdeveloped regional development programs based on underdeveloped dimensions.

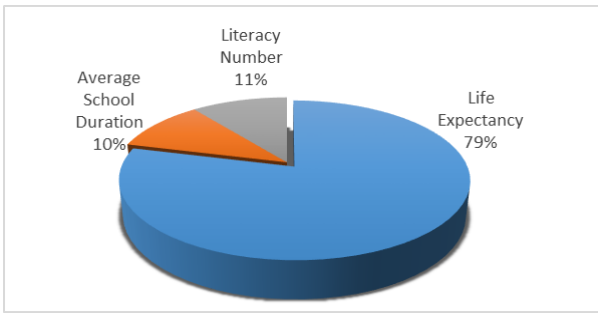
On economic dimension, underdeveloped regional development programs in Bondowoso District emphasize more on indicator of Per Capita Consumption Expenditures. From those 22 Underdeveloped Regional Development Programs which relevant to economic dimension, there were 14 programs relevant to indicator of Per Capita Consumption Expenditures such as institutional Development of Village Economy Program, 6 programs relevant to indicator of Percentage of Poor Population such as Healt Service for Poor Program. 2 programs were relevant to both indicators such as development of employee's quality and productivity programs and farmer welfare development program.



Source: Regional development planning of Bondowoso district, 2017

Fig. 3. Percentage of underdeveloped regional development programs suitable with economic dimension.

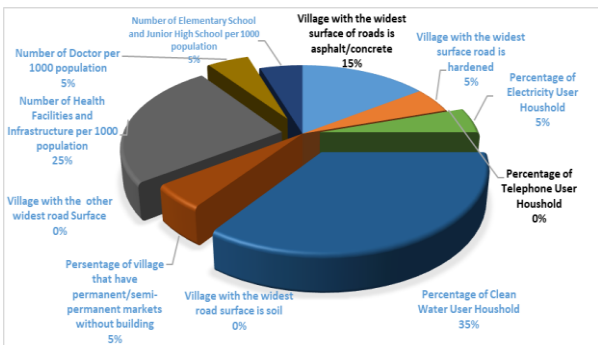
Human Resource was one of dimensions which became main focus of underdeveloped regional development in Bondowoso District. During 2017 there were 17 underdeveloped regional development relevant to human resource dimension, and 81% of them emphasized on indicator of Life Expectancy. The rest of them emphasized on indicator of Average School Duration, and Literacy Numbers. It could be concluded that in order to alleviate underdeveloped region in Bondowoso District, the local government focused more on Human Resource Dimension with the main emphasizing on increasing Life Expectancy through several programs such as Public Helat Efforts Program, and Toddler Child Health Service Improvement Program.



Source: Regional development planning of Bondowoso district, 2017

Fig. 4. Percentage of underdeveloped regional development programs suitable with human resource dimension.

The infrastructure dimension also did not escape the attention of the Bondowoso District Government in order to alleviate underdeveloped region within the district. There were 17 programs to reduce underdeveloped region in Bondowoso District. The infrastructure dimension was an underdeveloped dimension that has the most underdeveloped indicators. There were 11 underdeveloped indicators for infrastructure dimension.



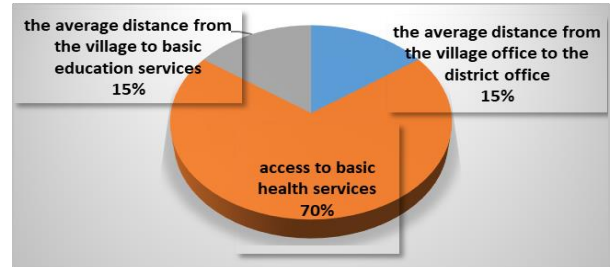
Source: Regional development planning of Bondowoso district, 2017

Fig. 5. Percentage of underdeveloped regional development programs suitable with infrastructure dimension.

From those 11 indicators, indicators of percentage of clean water became the main emphasizing with 35% program that relevant to infrastructure dimension emphasized on this indicator. On the other hand there are 3 indicators of the infrastructure dimension which have a percentage of 0% or in other words there is no single program relevant to those 3 indicators, where those indicator related to bad condition of road and the telephone users household. This is because almost all roads in Bondowoso District have been asphalt or hardened. Many people in Bondowoso District have also switched to using cell phones which are considered more practical in their use.

In terms of regional financial capacity which is one of the dimensions of underdeveloped, there was only 1 underdeveloped indicator, namely increasing regional financial capacity. There are 14 programs of underdeveloped regional development that are relevant to this indicator. As examples are program to increase livestock production and export improvement and development programs.

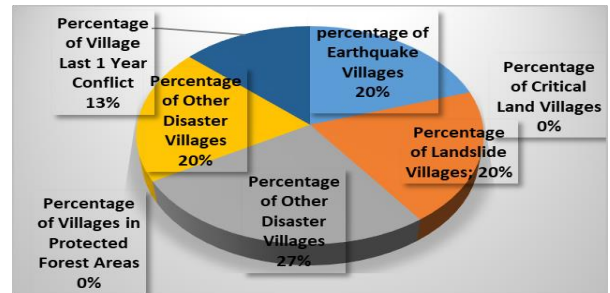
Regarding accessibility, access to basic health services was a major concern of the Bondowoso District Government in order to alleviate underdeveloped regions. This shows the percentage of programs relevant to this indicator was 70%, while the other 2 indicators were the average distance from the village to basic education services and the average distance from the village office to the district office which is in charge of 15%. In line with its priority on affordability of basic health services, the Bondowoso District government had several programs including the Medicines and Health Supplies Program and the Maternal and Child Safety Improvement Program.



Source: Regional Development Planning of Bondowoso District, 2017

Fig. 6. Percentage of underdeveloped regional development programs suitable with accessibility dimension.

In terms of the dimensions of regional characteristics, there were 6 programs to reduce underdeveloped region that were relevant to this dimension. Of the six programs, the majority emphasized on the indicator of the percentage of flooded villages, which was 27%.



Source: Regional development planning of Bondowoso district, 2017

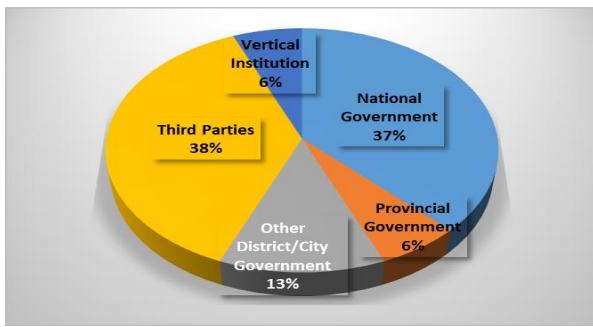
Fig. 7. Percentage of underdeveloped regional development programs suitable with regional characteristic dimension.

While the indicator of the percentage of villages in protected areas and the percentage of villages with critical land were 0%. The Bondowoso District Government did not have a program to eradicate underdeveloped region that was relevant to those two indicators.

3) *Integrative*: Integrative approach is also an approach determined by Ministry of National Development Planning through Act Number 25 of 2004. The key word of integrative approach is the integration among actors and financial resources. According to this approach, the actors who conducted the programs and the financial resources to implement the programs should be clearly determined. The programs could be categorized as integrative when there are

various financial resources and actors involved in the program implementation.

In order to carry out the alleviation of underdeveloped region in its governmental areas, the Bondowoso District Government could be categorized as integrative category because there was a lot of cooperation with other parties, both the central government, the provincial government, and third parties. The majority of cooperation was carried out with third parties which were universities or companies. This collaboration was generally related to improving the quality of public services in the health sector, as well as improving regional financial capacity. Related to improving the quality of health services, the Bondowoso District Government collaborated with BPJS (PT JAMSOSTEK, PT ASKES) and several universities in East Java Province such as Universitas Brawijaya, Universitas Jember, and the Health Polytechnic of the Ministry of Health of Malang. Whereas in terms of increasing regional financial capacity, the district government cooperates with Bank Jatim and PT. PLN Service Area Situbondo.



Source: Regional development planning of Bondowoso district, 2017

Fig. 8. Percentage of cooperation among actors in the implementation of underdeveloped regional development programs.

Collaboration with the national government was 43%, the same as the percentage of cooperation with third parties. Collaboration with the national government was generally related to funding the implementation of programs to alleviate underdeveloped region and the provision of infrastructure to support the alleviation of underdeveloped region. This was possible because the policy of alleviating underdeveloped region is a national policy which in the era of President Joko Widodo was the responsibility of the Ministry of Village, Development of Underdeveloped Regions, and Transmigration. Automatically, districts with the category of underdeveloped regions must implement the policy.

Another collaboration was established between the Bondowoso District Government and the East Java Provincial Government related to increasing the competence of the workforce by holding entrepreneurial training. With other City / District Governments, cooperation is established with Jember and Situbondo District in terms of improving labor competencies. In addition, cooperation with the East Luwu District, Muna District and Poso District was also established in connection with the implementation of the transmigration program. In terms of cooperation with other vertical agencies, the Bondowoso District Government cooperates with the

National and Political Unity Agency with the Civil Service Police Unit in terms of developing national insights.

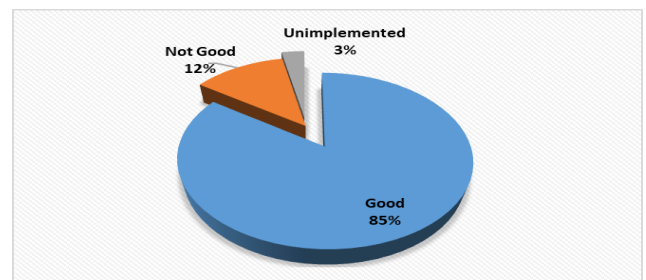
4) *Spatial*: Spatial approach is a development planning approach determined through Act Number 25 of 2004 by Ministry of National Development Planning. This approach emphasized on the relation between area of program implementation and the underdeveloped regional development programs. Based on this approach the underdeveloped regional development programs should be clearly determined where the programs would be implemented.

Programs for the Alleviation of Underdeveloped Region in Bondowoso District during 2017 could not be determined as spatial criteria. This was because the programs did not specify the location of the implementation of these programs. In the 2017 Performance Report and Responsibility Report of the Regional Head, it was only stated that the location of the implementation of programs to alleviate underdeveloped region was in Bondowoso District.

B. Evaluation of Underdeveloped Regional Policy Implementation

Evaluation of the Implementation of Underdeveloped Regional Development was guided by 3 aspects, namely the clarity of the legal basis, the clarity of the implementing agencies of the policy, and the achievement of development programs that were derived from policies. Based on the basic legal aspects, the policy of underdeveloped regional development in Bondowoso District was categorized as good because it had a clear policy as the legal aspect in conducting underdeveloped regional development. The main legal basis was the Regulation of the Minister of Village, Development of Underdeveloped Regions, and Transmigration Number 6 of 2016. This policy later became a reference for the Bondowoso District Government to develop development programs, especially the alleviation of underdeveloped regions. Based on institutional aspects, the policy of underdeveloped regional development in Bondowoso District could also be categorized as good because there was clarity of the regional apparatus organizations that carried out and were responsible for each program to alleviate underdeveloped regions.

Viewed from the aspect of program achievement, underdeveloped regional development could also be categorized as good because the majority of programs to reduce these underdeveloped regions could reach the specified targets.



Source: Accountability report of the regent of Bondowoso district, 2017

Fig. 9. Percentage of good and unimplemented programs.

During 2017, there were 55 programs of underdeveloped regional development that could reach the target set at the beginning of the program or around 85%. While 8 programs could reach the specified targets, including programs to increase employment opportunities, transmigration area development programs, and programs for social welfare services and rehabilitation programs. There are 2 programs that have not been achieved at all even though they were planned at the beginning of the formulation of the program, namely the Road and Bridge Development Program and the Development Program and facilitation of village financial management.

C. Evaluation of Underdeveloped Regional Policy Effectiveness

Evaluation of the Effectiveness of Underdeveloped Regional Policy was only carried out on implemented programs. The policy effectiveness was measured from the linearity of the success of program achievement (output) toward the achievement of underdeveloped regional dimensions and indicators (outcome). Each dimensions of underdeveloped regional development were supported by the government's programs which had been identified through THIS approach. If a program has a good level of achievement with the achievement of dimensions where the program exists well, then the effectiveness of the policy is identified well, and vice versa.

Bondowoso District has 65 Underdeveloped Regional Development Programs in early 2017 out of a total of 278 development programs. However, there were 2 underdeveloped regional development programs could not be implemented. So that there were 63 Underdeveloped Regional Development Programs that have been implemented until the end of 2017.

There were 5 programs for the development of underdeveloped regions which were categorized as less strong category. This was because the five programs did not have the results as expected to develop underdeveloped regions. The rest, as many as 58 underdeveloped regional development programs were included in the strong category and have achieved the set targets. So it could be concluded that the policy of underdeveloped regional development in Bondowoso District was included in the effective category to alleviate the area from the predicate of underdeveloped region in East Java Province.

V. CONCLUSION

The Underdeveloped Regional Development Policy was conducted by Bondowoso District as one of underdeveloped region in East Java Province to escape from the predicate of

underdeveloped. There are 65 underdeveloped Regional Development Programs in line with this policy from the total 278 development programs. Those underdeveloped regional development programs could meet the category of thematic, holistic, and integratif based on THIS Approach. However, they were failed to meet the category of spatial.

The implementation of those 65 underdeveloped Regional Development Programs could be categorized as good because there were clear legal basis and the regional apparatus organizations in implementing those programs. In addition, most of those programs could achieve the target which were set before. The Underdeveloped Regional Development Policy was also categorized effective to alleviate underdeveloped regions because most of the programs were in strong category and could achieve the target.

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