The Perspective Development Policy of Underdeveloped Regions Development in West Nias Regency, North Sumatera, Indonesia

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Abstract
This study aims to examine the perspective of the development policy of underdeveloped regions in west Nias regency. This research is normative legal research, which on theoretical and qualitative analysis using secondary data sources. The approach is legislative to evaluate the degree to which programs and the development activities of disadvantaged areas are being implemented, monitor the progress made in the field, prepare material policy recommendations for the handling of disadvantaged regions’ acceleration of development. The findings show obstacles that occur in the implementation of underdeveloped area development programs are internal and external constraints.

Keywords
Underdeveloped Regions; Development Policy; Government


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Introduction

The eradication of disadvantaged areas is one aspect of the Third Nawacita implemented by the President of the Republic of Indonesia that consists of "building Indonesia from the periphery by strengthening unitary regions and villages." Underdeveloped areas are among the disadvantaged regions of Indonesia that, compared with other regions at the national level, are relatively underdeveloped.

The Ministry of Village, Disadvantaged Regional Development and Transmigration has assigned its authority to the Provincial Government, in that case to the province of North Sumatra through the Directorate-General for the Development of Disadvantaged Regions in an attempt to coordinate the preparation and implementation of the Regional Action Plan report (RAD Document) with expected to fit the data in the document so that it can properly be used as a planning basis for plans and activities to eradicate disadvantaged areas. To support the implementation of RAD reports, the Directorate-General for Disadvantaged Regions (DG PDT) is providing deconcentration funds to provincial governments with underdeveloped districts.

This delegation of authority represents a strategic step through the Acceleration of the Development of Disadvantaged Regions (PPDTP) in fulfilling one of its duties by reducing disadvantaged regions under Presidential Regulation No. 78 of 2014. This delegation is a key step. Currently, Indonesia’s 122 underdeveloped areas, which should have been given more attention during the planning of national development, are covered by 24 provinces under Presidential Regulation No. 131 of 2015. The government defines disadvantaged areas every 5 (five) years with this Presidential Regulation.

The concept of a disadvantaged area is a region with comparatively less development of the regency and its resources than other regions on the national scale. Smith is referring to "underdevelopment" using the word "backwardness." Backwardness means that controlling revenue sources that will strengthen fiscal autonomy at the local level is structurally difficult, according to his view. Local governments are more vulnerable than ever to price fluctuations or the sales volume of the most important resources in the nation.

Method

A Brief History Of Development Studies And Issues

In North Sumatra Province there are four (4) regencies listed as undeveloped: Nias Regency, South Nias Regency, and West Nias Regency, as governed in Presidential Regulation No. 131 the Year 2015 on the identification of disadvantaged regions in 2015-2019. Such regulations require the government to implement initiatives to eradicate disadvantaged regions at the provincial, regional and district levels. West Nias Regency is one of the regencies in the province of North Sumatra and is located in the west of Nias Island, province of North Sumatra, around ± 60 km from the town of Gunungsitoli, by the object of research conducted in the West Nias Regency. West Nias is the newly established regency of Northern Sumatra based on Indonesia Law of No. 46 of 2008 on the West Nias Regency.

*Thereunder to Law No. 46 of 2008, the area of West Nias Regency is 544.09 km² consisting of 8 districts and 110 villages with the capital located in the district of Lahomi. West Nias Regency in the north is bordered by the Tugal Oyo District of North Nias Regency. District of South Loloa, Regency of South Nias. The east is Botumuzoi Subdistrict, Hilsiterangkai Subdistrict, Gido Subdistrict, and Mau Subdistrict, Nias Regency, while the west is bordered by the Indian Ocean.

The region's topographies of the west Nias Regency range from 0 to 800 m (370-70 ft.) from narrow and steep hills and mountains at sea level, consisting of lowlands to undulating terrain at an altitude of 46%, 35% (45) and sixteen% (16) from hills to mountains. Many of the roads in western Nias Regency are twisted under such topographical conditions, because of the general location of the main cities in West Nias Regency, on hilly terrain. The administrative area of the West Nias Regency consists of two parts. The largest part is on the island of Nias and a small part is located on the western islands of Nias. In West Nias Regency there are 10 (ten) small islands consisting of 5 (five) islands inhabited by residents and 5 (five) islands without inhabitants. The ten small islands are located in the District of Sirombu.

The challenges faced by the new autonomous regions, especially in West Nias Regency, are to improve regional development and growth autonomy, with limitations on resource availability in
The region. The right policies and strategies for economic development are therefore required. The goal of deciding the strategic policy is to achieve the priority criteria for development in decreasing inequality, policies which in line with Community expectations and development which capable of stimulating regional growth.

The Minister shall evaluate the disadvantaged areas every 1 (one) year, regulated by Article 6 of Presidential Regulation No 131/2015. Evaluation is an activity compared to specified criteria and expectations for the results of implementation. The evaluation shall be carried out using the method of calculation: (1) Composite Index, (2) Range value, (3) Interval, and / or; (4) Percentage of disadvantaged area in the district. Based entirely its analysis and evaluation on the enforce-up to and evaluation of the development of disadvantaged regions, the monitoring, and evaluation of the development acceleration of disadvantaged regions, on Article 2 of the regulation of the Ministry of Villages, Disadvantaged Regions and Transmigration of the Republic of Indonesia number 3 of 2018, as follows:

1. Economic growth rate development, poverty reduction, an increase in the Human Development Index and a decline in the national unemployment rate;
2. The progress rating for each indicator and the disadvantages sub-indicators;
3. Interventions carried out in line with main root causes of disadvantages by the central and regional governments;

The aims of the monitoring and evaluation of development acceleration in disadvantaged areas:

1. Evaluate the degree to which programs and the development activities of disadvantaged areas are being implemented, developed benefit and impacted as they shall be identified disadvantages for the next 5 (five) years, with regard to National Strategy for the Acceleration of Disadvantaged Area (STRANAS-PPDT), Regional Action Plan for Acceleration of Development of Disadvantaged Area (STRADA-PPDT), Action Plan National Acceleration of Development of Disadvantaged Regions (RAN-PPDT), Regional Strategy for the Acceleration of Development of Disadvantaged Regions (RAD-PPDT);
2. Monitor the progress made in the field in carrying out government programs and activities and identify the stage of the process of alleviating the status of a region’s underdevelopment;
3. Make preparations material policy recommendations for the handling of disadvantaged regions’ acceleration of development based on disadvantaged areas’ causes;

The scope of the regulation on the monitoring and evaluation of development acceleration in disadvantaged areas includes: (1) Monitoring implementation; (2) Evaluation implementation; (3) Institutional; (4) Reporting; (5) Eradication of disadvantaged areas. The central, provincial and district governments have a responsibility to carry out the monitoring, leading from the annual monitoring material of the minister, the governor and Regent, once monitoring is carried out. There are three forms of evaluation, as follows:

1. Once every 1 (one) year annual evaluation
2. Part-time Evaluation of disadvantaged regions in the third year after;
3. Final evaluation, completed within 1 (one) year or six (six) months before the end of the Disadvantaged Region Determination;

The result of an annual evaluation is:

a. Achieving lagging index evaluation annually for the disadvantaged regions;
b. Achieving the suitability of ministerial/institutional and regional government intervention based on the RAN-PPDT and RAD-PPDT by taking STRANAS-PPDT and STRADA-PPDT into account and their suitability for the main causes of disadvantaged areas annually;
c. Implementing issues that explain why a plan has been prepared or not, and
d. Recommendations for preparing the priority plans for next year.

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A Part-Time Evaluation Will Contribute To:

a. Implementing a Ministerial / institution and Regional Apparatus intervention based on STRADA-PPDT and RAN-PPDT and ensuring that the main causes of regional disadvantaged and their suitability are met by the STRADA-PPDT and RAD-PPDT;
b. Disadvantaged regions which may be eradicated following program intervention by ministries/institutes and regional governments in line with the main causes of regional disadvantaged;
c. Priority intervention of disadvantaged regions with high disadvantaged rates;
d. Implementing issues that explain the causes of achieving or not plans;
e. Recommendations to accelerate the fulfillment of the mid-term development plan objectives.

The Final Evaluation Will Be Put Into Effect:

a. Completion of consistency between Ministries / Institutions and Regional Appliances based on STRANAS PPDT and RAN PPDT and the PPDT and RAD PPDT STRADA and their suitability for the reasons for regional disadvantaged activities;
b. Disadvantaged regions that have been resolved by ministries/agencies and local governments' program and operational action that is aligned with the main regional causes of disadvantaged;
c. The suitability, as a basis for the termination of underdeveloped regions and the development of new underdeveloped regions, of statistical data analysis with the factual situations in the field;
d. Implementation issues that explain whether mid-term development goals have been achieved or not;
e. The STRANAS PPDT Policy Recommendations for Preparation.

The ministries/institutions and local regional governments have been developing areas under development which have been alleviated for 3 (three) years since they were identified as areas that have been alleviated. There are lagging standards for mentoring by ministries/institutions and provincial governments as stated in paragraph (3), that change because of other reasons, for which ministries/institutions and provincial regional governments that interfere with programs and activities which are under the underdevelopment causes experienced while taking the priority scale into account.

Government's West Nias Development Policy Perspective

The Government is incorporating the development and improvement of the Nias island ring road network and infrastructure improvement in disadvantaged and outermost regions based on its 2017 Northern Sumatra Provincial Work Plan (RPKD), in Priority # 4 for Improving Infrastructures and Regional Development Supporting Economic Competitiveness. The implementing guidelines for determining the problems of lagging in underdeveloped districts include the use of 6 (six) criteria and 27 (twenty-seven) underdeveloped region indicators, to identify the underdevelopment problems, as follows:

1. Criteria Economic, consisting of 2 indicators, namely: Percentage of poor population; Expenditure per capita;
2. Human Resources Criteria, consisting of 3 (three) indicators: Life Expectancy/year; Average Length of School/years; Literacy Rate (percent);
3. Criteria for regional financial capability (KKD), consisting of one indicator, namely: regional financial capability.
4. Infrastructure Criteria/Facilities Infrastructure, which consists of 11 (eleven) indicators classified from the inter-village road by land and inter-village road not by land (number of villages), as follows:
   a. Roads between villages by land consist of indicators, such as: Asphalt/concrete road (number of villages); Road-hardened (number of villages); Dirt road (number of villages); Other type of road (number of villages)
b. Roads between villages not by land consist of indicators, such as: Market without buildings (number of villages); Health facilities per 1000 (one thousand) population (units); Doctors per 1000 (one thousand) residents (people); Basic education facilities per 1000 (one thousand) population (unit); Percentage of household electricity users; Percentage of household telephone users; Percentage of households that use clean water.

c. Accessibility Criteria, consisting of 3 (three) indicators, as follows: Average distance to the district capital (kilometers); Access to health services (kilometers) and; Access to basic education services (kilometer).

d. Regional Characteristics Criteria, which consists of 7 (seven) indicators, as follows: Earthquakes (percentage of villages); Landslides (percentage of villages); Flood (percentage of villages); Other disasters (percentage of villages); Protected forest area (percentage of villages); Critical land (percentage of villages); Conflict villages (percentage of villages)

Result

The team identifies the backwardness of disadvantaged districts from this stage. Based on the Presidential Regulation of the Republic of Indonesia Number 21 the Year 2018 Concerning the National Strategy for the Acceleration of Development of Disadvantaged Regions in 2015-2019, the main causes of backwardness in Sumatra Region especially in West Nias Regency are: Economy, Facilities and infrastructure, Regional Financial Capability; Human resources, regional characteristic. West Nias Regency faces five disadvantaged areas out of the six criteria for underdeveloped districts. The policy directions for accelerating the development of disadvantaged areas of Sumatra include the development of the people's economy, meeting basic needs and basic public service needs, improving the quality of human resources, promoting the potential of disadvantaged areas and developing partnerships to accelerate development and encourage active community participation in infrastructure development to support connectivity between underdeveloped region to cities and centres of growth. Based on the results of research in West Nias Regency, there are some affirmative programs and activities to accelerate the development of underdeveloped regions in 2019 which are carried out and arranged according to the criteria of underdevelopment in West Nias Regency, including:

1) In The Infrastructure Facilities Criteria, There Are Several Government Programs, Such As

a) Program Rehabilitasi Prasarana Belajar SD yang dilakukan dengan kegiatan:

b) Elementary School Infrastructure Rehabilitation Program that is conducted with activities:

- Rehabilitation of classroom and moderate damage furniture in public elementary education schools in sub-district of Sirombu, Lolfitu Moi, Mandrehe, North Mandrehe, Moro'o, West Mandrehe, Ulu Moro'o and Lahomi up to 68 classrooms.
- Rehabilitation in Hilimburun public elementary school of the subdistrict of Mandrehe as much as 1 (one) room of libraries and furnishing with moderate/severe damage.

c) Elementary School Learning Infrastructure Development Program which is carried out with the following activities:

- Construction in the Durofitu Moi Elementary school of a new classroom (RKB) and furnishing it up to 1 (one) unit;
- Construct toilets and sanitation in Sirombu Subdistrict Public Elementary School, Lolfitu Moi, Mandrehe, Moro'o, West Mandrehe, Ulu Moro'o, Lahomi (19 units);

d) Elementary School Learning Procurement Program that is carried out with the following activities:

- The allocation in primary schools of 1 (one) kit for sports and health physical education facilities (PJOK);
- Provision of sports and health physical education facilities (PJOK) in primary schools of 1 (one) package;
e) Junior High School Learning Infrastructure Rehabilitation Program which is carried out with the following activities:

- Rehabilitation of classrooms and furnishings of moderate damage in state junior high schools in the sub-districts of West Mandrehe, Lahomi, Moro’o, Mandrehe, Lolofitu Moi totalling 36 classrooms;
- Rehabilitation of classrooms and furniture with heavy damage in the Junior High School in Lahomi and Sirombu sub-districts totalling 6 (six) classrooms;

f) Junior High School Learning Infrastructure Development Program which is carried out with the following activities:

- Construction of new classrooms (RKB) and furnishings in State Junior High Schools in the Mandrehe, North Mandrehe, and Lolofitu Moi sub-districts totalling 6 (six) classrooms;
- Construction of library rooms and furnishings in 2 (two) rooms of Ulu Moro’o and Moro’o sub-districts;
- Construction of toilets in schools and their sanitation in the sub-districts of West Mandrehe, Moro’o, Mandrehe, Lahomi, North Mandrehe, West Mandrehe totalling 9 (nine) toilets;

g) The Junior High School Learning Facilities Procurement Program is carried out with the following activities:Procurement of physical science laboratory equipment in 1 package; 1 (one) package for the procurement of mathematics teaching aids equipment; 1 (one) package for the procurement of social science teaching aids equipment; 1 (one) package for the provision of physical and sports physical education facilities (PJOK); 1 (one) package for procuring cultural arts facilities; 1 (one) package for procurement of school library books;

h) Elementary school teacher home construction program is carried out with the activities: of construction of teacher official houses and furniture in the sub-districts of North Mandrehe, Sirombu, Lahomi, Lolofitu Moi, Moro’o, West Mandrehe, Mandrehe, and Ulu Moro’o totalling 39 (thirty-nine) houses;

i) The construction program for junior high school teachers’ houses is carried out with the following activities:

- Construction of teacher official houses and furniture in junior high schools in sub-districts of Mandrehe, Sirombu and Moro’o totalling 5 (five) houses;

j) The program of providing non-affirmation of community health centre facilities (puskesmas) is carried out with the following activities:

- Renovation / Rehabilitation of community health centers (Puskesmas) in Sirombu, Moro’o and North Mandrehe sub-districts totalling 3 (three) units;

k) Non-Affirmation of Medical Devices Health Equipment Provision Program conducted by activities:

- Provision of general check-up equipment, as follows: emergency room equipment, maternal health checks, birth control and immunizations, delivery room equipment, post-natal room equipment, dental and oral health equipment, health promotion equipment, nursing room equipment, laboratory equipment, pharmaceutical room equipment, inpatient equipment, sterilization room equipment, public health business equipment (UKM), public health center, public health nursing Kit, Immunization Kit, school health business (UKS) Kit, Health Business Dental School (UKGS) Kit, Midwife Kit, integrated service center (Posyandu) Kit, environmental health (Kesling) Kit totalling 39 (thirty nine) packages;
I) Family Planning (KB) Field Staff Procurement Program Is Carried Out with The Following Activities:

- Procurement of Family Planning Instructors and Family Planning Field Officers (PKB/PLKB) work facilities in the form of: Procurement of 16 (sixteen) units of motorbikes, procurement of work facilities for PKB/PLKB of 1 (one) package, and 1 (one) procurement work facilities role of village family planning developers (PPKBD) and PPKBD Sub.

m) The New Pratama Hospital Development Program consists of 1 (one) unit;

n) 1 (one) Pratama Hospital medical device supply program;

o) The development program for regions not yet equipped with drinking water services:

- Construction of JP Broncaptering in the village of Gunung Cahaya in the sub-district of Sirombu for five units;

p) Local Domestic Waste Water Management System Development Program (SPALD-S) in urban and/or rural areas carried out with the following activities:

- Construction of communal scale septic tanks (5-10 households) in Sirombu and Moro’o sub-districts totalling 104 units;

q) Development programs for regions that do not yet have drinking water services carried out with the following activities:

- Development of a protected non-piped drinking water supply system (SPAM BJP) with the construction of a water terminal in Tugala Village, Sirombu District, West Nias Regency for 400 (four hundred) people;

r) Stimulant Assistance Program for quality improvement, by improving uninhabitable houses to become habitable to meet building safety requirements, occupant health, and minimum building area adequacy carried out by activities:

- Promoting assistance to improve the quality of houses including the wages of craftsmen in the sub-districts of Sirombu and Lahomi, up to 126 units;

s) Pipeline SPAM expansion program through the utilization of idle capacity. Drinking Water Supply System (SPAM) specifically for villages that have implemented the National Community Based Water Supply and Sanitation Program (PAMSIMAS) which is carried out with the following activities:

- Development of Communal Scale Septic Tanks in Ulu Moro’o sub-district of 5 (five) units;

\[t\]) Water resources development / improvement program, which is carried out with the following activities:

- Construction of reservoirs in the Mandrehe and North Mandrehe sub-districts in a number of 3 (three) units;
- Construction of a ditch dam in the sub-districts of Lahomi, West Mandrehe, Moro’o, Sirombu, Lolofitu Moi in a total of 8 (eight) units;

u) In sub-districts and their supporting facility, a Program of Development and Improvement of Agricultural Counseling Centers (BPP) is conducted with the following activities:

- Improvement of Agricultural Counseling Centers (BPP) in the Districts of Moro’o, Lahomi, North Mandrehe, Ulu Moro’o, and West Mandrehe by 5 (five) units;

v) Program transportasi yang dilakukan dengan kegiatan:

w) Activities of the transportation programs carried out by:

- Procurement of micro transportation modes for buses and pick-up cars of 4 (four) units;
Conclusion

According to Presidential Regulation Number 21 Year 2018, the main causes of disadvantage in West Nias Regency are: Economy, Facilities and Infrastructure, Regional Financial Capability, Human resource, Regional Characteristics. West Nias Regency fulfills the five main causes of underdevelopment in the Sumatera from 2015 to 2019. Based on the results of the study it is noted that the evaluation of the development program of the disadvantaged areas has only been carried out in the last two (two) years, particularly in 2017 and 2018. Based on the results of the evaluation carried out by the Government, it shows that the development program by the Government of West Nias Regency has not been successfully implemented. The Government of West Nias Regency has not been able to resolve the problems arising from the five causes of the underdevelopment of the West Nias Regency. Based on the results of the research, the obstacles that occur in the implementation of underdeveloped area development programs implemented in West Nias Regency include:

1) Internal constraints, such as the construction worked out are not in line with the local community's wisdom in West Nias Regency, such as the construction of embung. Embung is a basin that is used to control and manage the flow of rainwater as well as to improve the quality of water in the related bodies of water (rivers, lakes). Embung is a culture in Java, but at the end of the day, implementation is not effective because it does not conform to the culture of West Nias Regency.
2) External Constraints, such as obstacles coming from outside, road construction requirements in West Nias Regency, do not first comply with the land specifications in West Nias Regency so that many roads are easily damaged.

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