Revive Textile and Product Textile Industry Performance Through Improved Implementation of Key Spatial Utilization Program Policies

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Abstract

The space utilization program policy, which is realized in preparing indications for the main space utilization program, is the key to achieving spatial planning objectives and a reference in regional development planning. This research aims to examine and analyze how the Bandung Regency Government (Department of Industry and Trade, Regional Planning, Research and Development Agency, Public Works and Spatial Planning Service, and Environmental Service) implements phase 1 space utilization program policies (2017-2021) based on a combination of rational model and management models dimensions from Khan and Khandaker’s policy implementation theory. The method used in this research is descriptive qualitative through interviews with sources using purposive sampling supported by literature from journals, data, and other reports from central and regional governments that are relevant to the research. The results of this research show that the implementation of the space utilization program policy has not been running optimally, so improvements are needed in terms of maintaining consistency between the main space utilization program and regional sectoral programs, through periodic monitoring before the 5-year review, improving the quality of resources in optimizing expenditure budgeting planning capabilities regional areas, building intense communication with SMEs and increasing cooperative connectivity between the TPT industry which functions upstream and downstream in the Bandung Regency area.

Keywords: Industry Performance; Main Program of Space Utilization; Quality of Resources.


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INTRODUCTION

One sector that has a strong influence on the economy is the industrial sector (Behun et al., 2018; Haraguchi et al., 2017; Puspitawati, 2021), because through the industrial sector, countries can accelerate their economic growth, make various innovations, reduce the potential for poverty and hunger and increase income and welfare through the ability of the industrial sector to provide adequate employment opportunities for the community while dealing with climate change (UNIDO, 2024). Even if it wants to develop, the country must be able to develop its industrial sector (Bank of Indonesia, 2019; Sunkad, 2021; Wolok et al., 2023).

One industrial sector that is interesting to discuss further is the textile and textile products industry. Textiles and textile products (TPT) are basic goods in human life because there are no humans who do not need clothing. The increase in the world’s population to 8,045,311,447 people makes the demand for clothing estimated to increase by 63% from around 62 million tonnes to 120 million tonnes. This value will likely continue to grow in 2050 in an amount three times greater than the current amount (Clean Clothes Campaign, 2023). Even the World Bank states that the textile industry is the third largest manufacturing industry after the automobile and technology industries; the textile industry has a high value of US$2.4 billion, and the textile industry value chain is estimated to be able to absorb up to 75 million workers (World Bank, 2019).

Given its enormous potential, it is not surprising that the textile and textile products industry can have a major influence on the world economy. Even for developing countries, the textile and apparel industry can be a promising option to explore the industrialization market, boost their national income through increased export performance, and absorb a large number of workers. Furthermore, in an ILO working paper, it is stated that the demand for apparel in the Asian market can increase sales by 6% annually, and it is estimated that 40% of world sales are held by the Asian market (ILO, 2019).

However, since 2020 until now, the brilliance has faded along with the pressure after pressure that forged the world textile sector, ranging from the COVID-19 pandemic, which limited the industry's movement, to world economic growth, which until 2023 is estimated to still experience a slowdown of 2.3 percent, the high global inflation rate of 5.2 percent in 2023, to the impact of the endless Russia-Ukraine war (United Nations Department of Economic and Social Affairs (UNDESA), 2023).

Indonesia is one of the developing countries on the Asian continent that is affected by the decline in the performance of the textile and apparel industry. This is because the market share of Indonesian TPT products is mostly exported to the United States (41.5%), Europe (14.1%), and Japan (10.5%), even though these three countries are currently experiencing slowing economic growth (BI, 2023). As a result, the total volume and value of exports in the textile sector in the period January–May 2023 contracted by 126.39 thousand tonnes, equivalent to US$ 1,394.01 million (Pusdatin Kemenperin, 2023a, 2023c, 2023b, 2023d, 2023e), from January–May last year. 2022 amounted to 893.81 thousand tonnes worth US$ 6,134.77 million to only 767.42 thousand tonnes worth US$ 4,740.76 million (Pusdatin Kemenperin, 2022b, 2022c, 2022e, 2022a, 2022d). This decline had an impact on the decline in the growth rate of gross domestic product (GDP) in the textile sector in Indonesia. Based on the 2010 series GDP Growth Rate data released by the Central Statistics Agency (BPS), it is known that in the first quarter of 2022, the GDP rate in the textile sector grew positively to 12.45%, then gradually decreased until, in the fourth quarter of 2022, it became 9.34%. The sector’s growth rate in 2023 will contract further in the first and second quarters, respectively, at -0.07% and -0.89%. Apart from that, Indonesia is also still facing the onslaught of illegal imports of used clothing (thrifting), as well as the further impact of various pressures on the industry in the form of an increase in the number of layoffs (PHK). The Ministry of Manpower recorded cumulatively that from June to July 2023, 31,549 employees were laid off, 40% of whom were dominated by layoffs that befell employees in West Java Province.

The decline in the performance of the textile industry sector occurred in almost all regions of Indonesia, including Bandung Regency. Bandung Regency is part of West Java Province, covering an area of 1,762.40 km2,
with the second-most populous population after Bogor City with 3,770,991 people. We chose this area as the research locus for several important reasons, namely: (1) Bandung Regency is one of the largest producing areas for the textile industry and textile products (TPT) in Indonesia; and (2) Bandung Regency is an area that was previously the mother of the region. Greater Bandung, which was later expanded into Bandung City, West Bandung Regency, and Cimahi City; (3) this district is located in the Bandung Basin Urban Area, which makes it a hinterland to Bandung City; and (4) one of the areas included in the strategic area Nationally, this area plays an important role as an urban area that is expected to be able to become a cultural center, tourism center, service activity center, and national creative economy based on higher education and industry that applies the use of high technology that is competitive and environmentally friendly (Tim Pelaksana BP Cekungan Bandung, 2022).

Flashback to five years ago; to be precise, in 2018, there were 1,488 large and medium industries established in Bandung Regency with the capacity to absorb a workforce of 252,732 people. However, as of August 2022, based on combined data from the Online Single Submission Risk Based Approach (OSS RBA) with the National Industrial Information System (SIINAS) that we processed, it is known that the number of large, medium, and small textile companies is only around 602; the remaining 905 are micro/household companies, with the number of textile sector workers recorded in SIINAS as many as 109,701 people. A decline also occurred in Bandung Regency TPT exports. Based on data compiled by the Bandung Regency Trade and Industry Service, it is known that although in September 2022 there was a fairly sharp increase of up to 46.84%, it experienced a sharp contraction in the following months in a row. October (-59.22%), November (-9.37%), and December (-39.82%).

In this case, the Bandung Regency Government, in addition to facing the challenges of the textile industry from an economic point of view, also still has to face challenges in terms of sustainability, which is caused by the occurrence of (1) traffic congestion. The existence of industrial development is a magnet for other economic activities, which causes activities to accumulate in certain locations, causing congestion. Based on data from the Bandung Regency Transportation Office as of 2022, it is known that there are 45 points of congestion locations that require the readiness of the authorities to reduce them. (2) air pollution, Although the overall air quality index in Bandung Regency shows a good trend (78.9), there are still textile industries in certain locations that are monitored to cause concentrations of dust particles with a diameter of less than 100 μm, or Total Suspended Particulate (TSP), that exceed quality standards, and (3) findings of textile industries that violate wastewater pollution. Based on data from the Bandung Regency Environment Agency, it is known that in 2020 4 textile industries committed violations; this number increased in 2021 to 18 industries.

The problems that pressure the textile industry require a government policy approach to overcome them, not only fiscal policies but also more basic policies, such as spatial planning policies. The combination of the two policies is needed, especially in the face of the global economic downturn, which requires the government to further increase economic independence within its region. Several previous studies have stated that there is a close relationship between spatial planning policies and economic development because economic development, be it local, regional, or national, requires spatial planning policies as the main driver (Kalwar et al., 2021; Risteskia et al., 2012; Yanbo et al., 2023). Through a good spatial planning policy, the government can regulate the use of limited land efficiently while maintaining a balance between economic development efforts and the use of natural resources so that people’s needs for space can be fulfilled properly and they can achieve community prosperity (Indrajit et al., 2021; Priambodo & Chabibi, 2021; Risteskia et al., 2012; Tarigan et al., 2021).

Spatial planning policy in Indonesia was initially regulated in Law Number 26 of 2007, some of which have been amended into government regulations instead of Law Number 2 of 2022 on job creation. There are three basic things contained in the spatial planning policy, namely spatial planning, implementation of spatial utilization, and control of spatial utilization, all of which then
become guidelines for the government in determining the direction of development planning policies and strategies, both local, regional, and national. In this research, we will highlight the spatial utilization policies carried out by the Bandung Regency Government in terms of indicating the main program of the Bandung Regency RTRW 2016–2036 spatial utilization direction.

The main program indications contain programs that in the future will become a reference that must be synergized with development planning documents, such as the Regional Long-Term Development Plan, Regional Medium-Term Plan, and Department Strategic Plan so that it is expected to be able to encourage the growth and development of strategic sectors for regional empowerment and welfare. This indication of the main spatial utilization program is carried out for 20 years, which is divided into 4 stages per 5 years. This very important existence does not necessarily make the local government aware of its existence. From around 27 main program proposals that have a direct or indirect relationship with the TPT industry sector, it turns out that until 2021, more than 50% of the programs have not been used. For this reason and considering the importance of the textile industry for the sustainability of the economy in Bandung Regency and the role of the indication of the main space utilization program as a reference or guideline in every preparation of development plans in the region, where harmony and mutual support must be created, it is very interesting to find out how the implementation of space utilization policies is viewed from the implementation of the indications of the main space utilization program phase 1 (2017–2021) according to the dimensions of Khan and Khandaker’s policy implementation theory.

Various research related to the textile industry in Bandung Regency has been carried out domestically, especially regarding the evaluation of the social, economic, and environmental impacts of the industry’s existence (Aziz et al., 2020; Cahyani et al., 2020; Fitriani et al., 2018; Ginanjar et al., 2015; Harahap, 2019; Heriyadi et al., 2021; Muzri et al., 2022; Novianti & Sumeru, 2020; Oláh et al., 2020; Wardhani & Triatmaja, 2021), waste management efforts (Aisyah, 2022; Arifatunnisa et al., 2022; Hidayat & Sutrisna, 2018; Komarawidjaja, 2016; Rahmani, 2018), land conversion (Aprilana & Darmawan, 2021; Nuraeni et al., 2017; Trisnasari et al., 2014), efforts to improve the quality and quantity of industrial products (Aulia & Suheri, 2017; Fathurohman et al., 2014), industrial business development efforts (Lucky & Rosmadi, 2017; Tachyan, Zaenudin; Rosmadi, 2018), and licensing institutional model (Efendi, 2014). However, no research has been found related to the implementation of regional spatial utilization policies in terms of the main program indications of spatial utilization directions in the textile and textile products industry in Bandung Regency.

Meanwhile, to find out the international novelty, we also mapped Scopus publications related to the textile industry and spatial planning policies. Data searches were accessed from Scopus 3 times, namely on August 29, 2021, with the keywords "textile" AND "industry" AND "economic" AND "development" AND "space" AND "utilization" and only produced 1 article. On August 30, 2023, we tried to change the keywords by removing the word textile, to "industry" AND space utilization" OR "spatial utilization" AND "policy", resulting in 17 articles. On August 31, 2023, we tried with other keywords, namely "textile" AND "industry" AND "spatial" AND "policy" AND "economy", and produced 16 articles. The three experiments both show that there are still few Scopus-indexed international publications that discuss the relationship between spatial planning policies and the textile industry from a public policy perspective.

**RESEARCH METHODS**

This research uses a descriptive-qualitative approach. Descriptive research is a research method that seeks to describe the facts and characteristics of the object of research objectively, broadly, in detail, systematically, structured, and controlled, where the research is not only limited to that problem but also includes other variables that have a relationship with the problem (Zellatifanny & Mudijiyanto, 2018). A qualitative approach is an approach that is carried out to further explore and find out the meaning that can be given by a person or group of people on a social problem (John W. Creswell & Creswell, 2018). In this research, data was
obtained from a review of relevant literature, in-depth interviews with relevant informants, and observations in several areas in Bandung Regency, such as: Bojongsoang, Dayeuhkolot, Cileunyi and Rancaekek sub-districts. The locations chosen were those adjacent to the city of Bandung, and had the largest number of industries. Observations were made to observe how the industrial layout and conditions in the surrounding environment.

For documentation and interview activities we carry out in tandem. This activity was carried out both during the preliminary period to help find problems that must be researched and afterwards, to find out things from informants in more depth, so that the author can better understand how participants interpret the situations and phenomena that occur.

Informants in the study were taken by purposive sampling, where we selected informants intentionally based on several criteria, namely (1) having both high and fairly high authority related to the implementation of the spatial utilization direction policy on the textile industry in Bandung Regency, (2) having fairly good knowledge related to spatial utilization in the textile industry in Bandung Regency, and (3) being the target group of spatial utilization activities in the textile industry in Bandung Regency.

The informants in this study consisted of representatives of regional apparatus organizations (OPDs), which have the mandate in the 2016-2036 Bandung Regency Regional Spatial Plan (RTRW), as implementers of the spatial utilization direction policy for the textile industry, namely: Head of the Regional Development Planning, Research and Development Agency (Bappelitbangda), Head of the Spatial Planning Division of the Public Works and Spatial Planning Agency (DPUPR), Secretary of the Environment Agency (DLH), Secretary of the Trade and Industry Agency (Disperdagin), and implementing staff and we also conducted interviews with several business actors in the textile industry sector, to get feedback on their views on policy implementation. The interviews were conducted in a semi-structured manner, with the aim that we did not stray too far from the topic at hand but also did not leave a stiff impression on the interviewees. During the interview process, we conducted an audio recording so that no small things were left out and so that the conversation could run smoothly without any distractions from note-taking activities.

Apart from collecting information based on primary data (interviews) with informants related to space utilization policies in the textile and textile products industry in Bandung Regency, researchers also collected secondary data from related agencies in the form of: (1) Bandung Regency Regional Spatial Plan; (3) Main Duties and Functions of Bappelitbangda, DPUTR, DLH, Disperdagin; (4) List of Companies by Project in Bandung Regency for the period August 4, 2021, to August 31, 2022; (5) Bandung Regency Regional Environmental Management Performance Information Document 2017-2021; (7) Budgeting Planning Documents (Regional Long-Term Development Plan (RPJPD), Regional Medium-Term Development Plan (RPJMD), Regional Work Plan (RKPD), Strategic Plan (Renstra), and Government Agency Performance Report (LKIP).

RESULTS AND DISCUSSION
Policy Implementation of the TPT Industry Sector Space Utilization Program in Bandung Regency

The space utilization policy as part of the spatial planning policy has a role as a form of government effort in creating conformity between the spatial structure and spatial pattern with the spatial plan through the preparation and implementation of the program and its financing (Republik Indonesia, 2007, 2020, 2021). Utilization of space in an area is carried out by taking into account the capacity of the environment and available resources (Budiman, 2021). Space utilization is carried out concerning the spatial functions that have been determined in the regional spatial plan, aiming to optimize the spatial pattern through the development of land use management patterns, water and air, and other natural resources for the realization of sustainable development (Liu et al., 2019; Tanku & Woldetensae, 2023; Yanbo et al., 2023).

Highlighting the spatial utilization direction policy as part of a public policy that guides the direction of government policies and strategies to fulfill the need for space for the growth and development of textile industry...
growth activities carried out by the community in Bandung Regency So, here, public policy functions as a guide used by the government to take actions related to a broader framework that contains goals, future actions, and ways to achieve goals and includes the implementation of philosophies, principles, visions, and decisions that are translated into various projects, programs, and activities. Public policy must be implemented properly so that it can provide benefits to citizens, and its success has a positive correlation with the way it is implemented (Khan & Khandaker, 2016).

In this study, we use the policy implementation theory proposed by Khan and Khandaker (2016), because the policy dimensions used in this theory overlap with the dimensions of the policy implementation theories used by previous generations, such as (Michael Lipsky, Van Meter and Van Horn, George Edward III, Sabatier and Mazmanian, Michael Hill and Hupe), The dimensions are then mapped into several models, namely the rational model, management model, organizational development model, bureaucratic model, and political model, which can be used as needed. In order to be more focused and facilitate the presentation of research results, the authors limit it to the rational model and management model.

In addition, both models contain basic dimensions that must be present to support the success of interorganizational policies, namely policies with structures that involve many organizations and many actors. The dimensions contained in the two models are as follows:

![Diagram](image-url)

**Picture 1 Dimensions in the Policy Implementation Success Support Model**

<table>
<thead>
<tr>
<th>Rational Model</th>
<th>Management Model</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. clarity of policy goals, targets, and objectives</td>
<td>1. appropriateness of the organizational structure</td>
</tr>
<tr>
<td>2. accurate and consistent planning</td>
<td>2. adequate resources</td>
</tr>
<tr>
<td>3. clear and detailed division of tasks</td>
<td>3. fast, clear, and two-way communication</td>
</tr>
<tr>
<td>4. accurate and detailed standardization</td>
<td>4. community involvement as a co-producer</td>
</tr>
<tr>
<td>5. proper monitoring</td>
<td>5. adequate equipment and appropriate technology</td>
</tr>
<tr>
<td></td>
<td>6. Appropriate location</td>
</tr>
</tbody>
</table>
In the rational model, it is assumed that policy implementation requires clarification of mission goals and objectives, detailed planning, appropriate job assignments, effective monitoring and evaluation, comprehensive and efficient operating procedures, and techniques that can be used by implementers when defining the scope of their responsibilities in line with policy objectives. While the management model contains the assumption that in policy implementation, the right organizational structure is needed, adequate resource ownership, fast, clear, and two-way communication (including in the activities of front-line implementers, the level of coordination and cooperation), community involvement as a co-producer (in terms of exercising authority), and location as a place to build implementation infrastructure (Khan & Khandaker, 2016).

**Clear Policy Goals, Targets, and Objectives**

For Khan & Khandaker (2016), clearly stating goals, targets, and objectives will encourage the acceleration of policy implementation.

Based on the results of the interviews, both Disperdagin, DLH, Bappelitbangda, and DPUTR Bandung Regency stated that there were clear goals, targets, and objectives in the implementation of the policy indications of the main spatial utilization program phase I, which was implemented in the 2016–2021 timeframe. Each agency indeed has clear goals, targets, and objectives that are by the RPJMD; however, what is meant by goals, targets, and objectives by OPD is more on the goals, objectives, and targets of the Regional Development Programme based on the RPJMD Bandung Regency 2016–2021. When referring to the Bandung Regency RTRW 2016-2021, RPJPD Bandung Regency Third Phase (2016-2021), and RPJMD Bandung Regency 2016-2021, it shows that overall the vision and mission contained in the RPJPD and RPJMD are in line with the goals in the RTRW.

However, the indication of the main program is the main reference in the preparation of the spatial utilization program for the achievement of spatial planning objectives and the main reference for sectors in preparing strategic plans and the amount of investment (Republik Indonesia, 2007). Therefore, the objectives and targets for the space utilization program should be attached to the main objectives and achievement targets in RPJPD phase III, RPJMD, and also the annual targets and targets of the Regional Apparatus Organisation (OPD). From these targets and achievements, programs and activities will emerge. This is the beginning of the difference with the main spatial utilization program, where not all programs in the indications of the main spatial utilization program are included in the OPD programs and activities.

<table>
<thead>
<tr>
<th>Proposed Program in the Indication of Main Programs of Space Utilization related to Industrial Sector</th>
<th>Regional Development Program (PD)</th>
<th>Regional Development Program (based on Permendagri No. 13 Year 2006)</th>
<th>Person in Charge</th>
</tr>
</thead>
<tbody>
<tr>
<td>Mis</td>
<td>RPJMD</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Space Utilization</td>
<td>Productivity development program for cooperatives, small and medium industries, and creative economy</td>
<td>Production System Science and Technology Capacity Building Program Small and Medium Industry Development Program Industrial Technology Capability Improvement Program</td>
<td>Disperdagin</td>
</tr>
</tbody>
</table>

Table 1: Resume of Comparison Matrix Between Proposed Programs in the Indication of Main Programs of Space Utilization Related to Industrial Sector with Regional Development Programs
Novi Eka Ratnasari, Widya Setiabudi Sumadinata & Elisa Susanti. Revive Textile Industry Performance Through Improved Implementation of Key Spatial Utilization Program Policies

<table>
<thead>
<tr>
<th>Proposed Program in the Indication of Major Program of Space Utilization related to Textile Industry</th>
<th>Mis Regional Development Program (PD) RPJMD</th>
<th>Regional Development Program (based on Permendagri No. 13 Year 2006)</th>
<th>Person in Charge</th>
</tr>
</thead>
<tbody>
<tr>
<td>Development of household industry centers / SMEs / SMEs equipped with adequate environmental management facilities</td>
<td>Transportation service quality improvement program</td>
<td>Road and bridge construction program Road and bridge rehabilitation/maintenance program Road and bridge condition inspection program Road and Bridge Emergency Response program Road and bridge information system/database development program</td>
<td>DPUTR</td>
</tr>
<tr>
<td>Structuring industrial areas and small industrial centers Development of a combined drainage system Improvement and development of road network system (11 programs for 34 locations) Development of large-scale residential areas, industrial areas, water land development, and tourism areas Revision of RTR KSK Margaasih Integrated Settlement and Industrial Area Development of residential and industrial allocation areas</td>
<td>3 Space utilization control program</td>
<td>Spatial planning program Spatial utilization program Spatial utilization control program Building supervision and control program Drainage channel/culvert construction program River, lake, and other water resources development, management, and conversion program</td>
<td>DLH</td>
</tr>
<tr>
<td>Supervision and control of deep groundwater drilling especially for industrial activities Development and improvement of integrated waste treatment technology in industrial areas Structuring of large industrial areas Development of small and medium industrial centers equipped with adequate environmental management facilities Implementation of water pollution load limitation for industry</td>
<td>3 Flood management program</td>
<td>Flood control program Drainage channel/culvert rehabilitation/maintenance program</td>
<td></td>
</tr>
<tr>
<td>Environmental pollution and damage control program</td>
<td></td>
<td>Program to improve the quality and access to information on natural resources and the environment Pollution control improvement program</td>
<td></td>
</tr>
</tbody>
</table>

578
Proposed Program in the Indication of Major Program of Space Utilization related to Textile Industry

<table>
<thead>
<tr>
<th>Proposed Program</th>
<th>Regional Development Program (PD) RPJMD</th>
<th>Regional Development Program (based on Permendagri No. 13 Year 2006)</th>
<th>Person in Charge</th>
</tr>
</thead>
<tbody>
<tr>
<td>Structuring industrial areas and small industrial centers</td>
<td>5</td>
<td>Waste Management Performance Development program</td>
<td></td>
</tr>
<tr>
<td>Development and improvement of industrial area integrated waste treatment technology</td>
<td></td>
<td>Spatial planning program</td>
<td></td>
</tr>
<tr>
<td>Development of a combination system drainage network</td>
<td></td>
<td>Data/information development program</td>
<td></td>
</tr>
<tr>
<td>Provision and management of urban forests in industrial areas</td>
<td></td>
<td>Development cooperation program</td>
<td></td>
</tr>
<tr>
<td>Structuring of large industrial areas</td>
<td></td>
<td>Medium and large cities’ development planning program</td>
<td></td>
</tr>
<tr>
<td>Development and utilization of land that has been provided, for the development of medium industrial areas</td>
<td></td>
<td>Regional development planning institutional capacity building program</td>
<td></td>
</tr>
<tr>
<td>Development of large-scale residential areas, industrial areas, waterfront development and tourism areas</td>
<td></td>
<td>Economic development planning program</td>
<td></td>
</tr>
<tr>
<td>Revision of RTR KSK Margaasih Integrated Settlement and Industrial Area</td>
<td></td>
<td>Social and cultural planning program</td>
<td>Bappelitbangda</td>
</tr>
<tr>
<td>Preparation of RTR KSK Tegalluar New Town Area</td>
<td></td>
<td>Regional infrastructure and natural resources planning program</td>
<td></td>
</tr>
<tr>
<td>Development of residential and industrial allotment areas</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Source: RTRW, RPJMD of Bandung Regency, 2016 (Data Processed)

Accurate and Consistent Planning

A plan without a planning process will never achieve its goals; therefore, Khan & Khandaker (2016) emphasize the importance of accurate and consistent planning because it brings benefits to public life in all aspects, be they economic, social, or environmental. Good planning will maintain economic stability and encourage increased investment, which is very important for the continuity of the development process.

The drafting of indications of key spatial utilization programs was conducted in conjunction with the revision process of the Bandung Regency RTRW 2007-2027, which was carried out in August-December 2013. Proposed programs, activity locations, names of implementing agencies, and implementation times were based on data and information as well as input obtained from relevant agencies and community representatives in coordination meetings. Meanwhile, the authorization was only obtained in 2016. So that the implementation of what was planned only runs from 2017-2021. Overall, it took 8 years from planning to completion.

During this period, it is consistent with the answers from Bappelitbangda, DLH, and Disperdagin that there are regional apparatus organizations (OPD) or work units or agencies that have undergone reshuffling or changes in nomenclature, which has led to changes in the authority of the agency and its program and activity plans. In addition to experiencing these changes, within 8 years there has also been a change in leadership, which has caused a shift in program priorities due to dynamics in development, such as changes in economic conditions and changes in sectoral legislative provisions. These things eventually triggered inconsistencies between the proposed programs in the indication of the main spatial
utilization programs and the sectoral development programs plan.

Another thing that needs to be considered is related to budgeting planning. If viewed from the budgeting planning document, there is still a fairly fluctuating budget deviation between the budget in the RPJMD and the real budget of the agency, which indicates that budgeting planning is not optimal. As an example, we present a comparison between Disperdagin's budgeting programs in the RPJMD and the OPD's budget target, as follows:

Table 2 Identification of Disperdagin Program Budgeting 2017-2021

<table>
<thead>
<tr>
<th>Name of Program</th>
<th>RPJMD Budget</th>
<th>OPD's Budget</th>
<th>2017</th>
<th>2018</th>
<th>2019</th>
<th>2020</th>
</tr>
</thead>
<tbody>
<tr>
<td>Science and Technology Capacity Building Program</td>
<td>RPJMD Budget</td>
<td>2.818.000.000</td>
<td>2.823.350.000</td>
<td>2.462.750.000</td>
<td>2.790.000.000</td>
<td></td>
</tr>
<tr>
<td>Production System</td>
<td>OPD's Budget</td>
<td>2.340.000.000</td>
<td>3.037.234.250</td>
<td>1.923.820.000</td>
<td>1.174.509.658</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Budget Deviation</td>
<td>16.97%</td>
<td>-7.58%</td>
<td>21.89%</td>
<td>57.91%</td>
<td></td>
</tr>
<tr>
<td>Small and Medium Industry Development Program</td>
<td>RPJMD Budget</td>
<td>478.000.000</td>
<td>214.000.000</td>
<td>790.000.000</td>
<td>825.000.000</td>
<td></td>
</tr>
<tr>
<td></td>
<td>OPD's Budget</td>
<td>798.000.000</td>
<td>865.865.900</td>
<td>1.881.757.900</td>
<td>756.669.325</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Budget Deviation</td>
<td>-66.95%</td>
<td>-304.61%</td>
<td>-138.20%</td>
<td>8.29%</td>
<td></td>
</tr>
<tr>
<td>Capacity Building Program</td>
<td>RPJMD Budget</td>
<td>2.102.250.000</td>
<td>1.906.026.323</td>
<td>2.399.200.000</td>
<td>3.790.000.000</td>
<td></td>
</tr>
<tr>
<td>Industrial Technology</td>
<td>OPD's Budget</td>
<td>2.102.250.000</td>
<td>2.785.485.324</td>
<td>2.230.385.100</td>
<td>1.931.351.280</td>
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<td></td>
<td>Budget Deviation</td>
<td>0%</td>
<td>-46.14%</td>
<td>7.04%</td>
<td>48.5%</td>
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</tr>
</tbody>
</table>

Source: (Disperdagin Kabupaten Bandung, 2018, 2019, 2020; Kabupaten Bandung, 2018)

**Accurate Standardization**

Accurate standardization guides the implementation of policies so as not to deviate from policy goals and objectives. Various regulations have been issued to regulate the indication of the main spatial utilization program, starting from Law Number 26 of 2007 concerning spatial planning, which was later partially amended into Job Creation Regulation Number 2 of 2022, to its derivative regulations, such as PP Number 21 of 2021 concerning the Implementation of Spatial Planning and Regulation of the Minister of Public Works Number 16/PRT/M/2009 concerning Guidelines for the Preparation of District Spatial Plans. jo Permen ATR/BPN Number 1 of 2018 jo Perman ATR/BPN Number 11 of 2021 concerning Procedures for Preparation, Review, Revision, and Issuance of Substance Approval of Provincial, District, City Spatial Plans, and Detailed Spatial Plans, and RTRW Bandung Regency 2016-2036, all of which regulate only the content that must be contained in the document indicating the main program for spatial utilization, namely the proposed name of the programs, the location of the programs, the source or origin of funding, the implementing agency, and the time when the programs must be carried out or completed.

Law Number 25 of 2004 about the National Development Planning System, Government Regulation Number 8 of 2008 about the Stages and procedures for Preparing, Controlling, and Evaluating the Implementation of Regional Development Plans, and Regional Regulation of Bandung Regency Number 4 of 2014 About the Bandung Regency Regional Development Planning System all have more detailed rules that go along with the development planning system.

**Clear and Detailed Assignments**
Clear and detailed assignments are needed so that implementers can carry out their duties properly, without confusion and multiple interpretations that can hinder efforts to achieve policy objectives. The main spatial utilization program does not specifically regulate the assignment for each implementing agency, so in its implementation, it refers to the internal assignment of the OPD involved.

For the delegation/disposition of tasks from superiors to subordinates (Regent to Regional Secretary/Regent to Head of Service and/or Head of Agency, Regional Secretary to Head of Service and/or Head of Agency, Head of Service or Head of Agency to Head of Division/Head of Section/Functional Officer, Head of Division and/or Head of Section to implementing staff below), each agency stated that there was a task disposition that had been systematically arranged by the duties and functions according to their respective fields. Usually, in giving the disposition through a disposition sheet, the procedure for writing dispositions even by the Bandung Regency Government has been regulated in Regent Regulation Number 74 of 2017 as amended in Regent Regulation Number 70 of 2018 concerning Amendments to Bandung Regent Regulation Number 74 of 2017 concerning Office Manuscripts within the Bandung Regency Government.

Proper Monitoring

The programs in the space utilization program indication should be integrated with the programs in the strategic plan of each OPD. However, periodic monitoring is only conducted on regional development planning documents and OPD strategic plans but not on spatial utilization programs. Meanwhile, monitoring/review of the new space utilization program was carried out after the implementation had been running for 5 years, which resulted in an assessment that many programs were found to be not in line with the two plans.

The order for a review of the indications of the space utilization program, which is carried out every 5 years in PP Number 21 of 2021 and the RTRW of Bandung Regency 2016–2021, is felt to be taking too long. It would be better if it were accompanied by periodic monitoring so that if there are differences due to development dynamics, they can be immediately mitigated and space utilization programs can be synchronized immediately.

Accuracy of Organisational Structure

In the main program indications for space utilization, only group regional apparatus organizations that are implementers of a program but do not differentiate the authority or description of the responsibilities and duties of each OPD. The separation of authority and duties/responsibilities of the OPD refers to its main duties within the regional government so the organizational structure in implementing the space utilization program refers to the structure of each regional apparatus organization (OPD) involved. In this case, the OPD, whose agency name has been listed in the matrix table indicating the main program for space utilization, must be able to develop its arrangements. The content of the proposed program in the indication of the main program for the use of space should be a reference or guideline for the Bandung Regency Government and each of its sectoral agencies in preparing programs and activities in development planning.

The formation of the organizational structure of regional apparatus in Bandung Regency has referred to Regional Regulation Number 12 of 2016 concerning the Formation and Structure of Regional Apparatus, as amended by Bandung Regency Regional Regulation Number 15 of 2018 concerning Amendments to Regional Regulations of Bandung Regency, which was then amended for the second time through Bandung Regency Regional Regulation Number 8 of 2021.

In terms of organizational structure, the Department of Industry and Trade plays a role as an agency that assists the Bandung Regent's government affairs in the fields of trade, industry, market management, and mineral and energy resources, so it can be said that this agency has a direct role in efforts to develop the textile industry sector so that it is capable of becoming a sector that has superior competitiveness for the economy of Bandung Regency but is still environmentally friendly. To support the performance of the textile industry, appropriate development planning is needed. Here, we need the support of Bappelitbangda, an agency involved in planning, research, and development in Bandung Regency. Once it has been planned, it needs to be executed in the real
In developing it, of course, it needs support from adequate infrastructure, and it is necessary to keep the development running on track by the spatial layout. This is where support from DPUTR is needed, as the agency is tasked with assisting the Regent of Bandung in the field of public works, and spatial planning. Then, in building the textile industry, do not abandon the rights of the environment; this is the role of DLH as an agency that carries out duties in the environmental sector.

All these departments have been equipped with equipment and staff divided into fields, the distribution of which is regulated in the Regent’s Regulations. Apart from internal organizational arrangements, in implementing spatial planning policies, the Bandung Regency Government also formed a cross-sector organizational structure in the Spatial Planning Forum, which was formed based on the Team Decree. Furthermore, this team is a bridge for the agencies involved in the use of space to communicate and coordinate, as well as provide recommendations to the Regent.

**Adequate Resources**

Overall, each agency has problems related to human resources that have not met optimally both in terms of quality and quantity in supporting the implementation of the workload.

![Figure 1 Comparison of the Number of ASN Resources Based on Education Level (<SMA and >SMA) in 2020-2022](source: Disperdagin, Bappelitbangda, DPUTR, DLH, 2020-2022 (data processed))

It can be seen in the figure that each year, the number of State Civil Apparatus with high school education qualifications and below is always higher than the number of ASN with educational qualifications above high school. DPUTR and DLH are the OPDs with the largest number of employees, with more than 400 employees, because the number in the figure does not include the number of daily casual employees. Bappelitbangda is the OPD with the smallest number of employees, which is in the range of 50 people, with qualifications that are still far from expectations, while Disperdagin, with 217 employees, admits to facing obstacles in terms of fulfilling industrial sector employees, where there are employees who have retired whose formations have not yet been filled. In terms of data resources, there are still OPDs that are not optimized for providing the data needed for development planning purposes. Then, related budget resources used for matters related to the textile industry, it is still considered inadequate because the existing budget still needs to be proportioned for other sectors.

**Fast, Clear, and Two-Way Communication**

Each agency has established communication internally and externally in the form of networking, which is realized through the formation of the FPR Team Decree, discussion activities and coordination meetings held both online and offline as well as the exchange of data and information both formally and informally. Communication constraints
appear to be less than optimal in efforts to organize the industrial center area because it does not seem to get a good enough response.

Community Involvement as Co-Producer

In terms of spatial utilization policies, each agency involved has tried to involve the community as a partner. In DPUTR, this involvement is evident in efforts to seek input from representatives of community leaders, academics, and professional associations during the process of formulating the revision of the Bandung Regency RTRW. DLH has also involved the active role of the community because it believes that building the environment is building human habitation and behavior, so the implementation of environmental programs must be carried out consistently, collaboratively (involving many stakeholders), and based on an ecosystem approach, for example in the recruitment of Balad Badega. Bappelitbangda has tried to involve the community (academics, third parties) in the preparation of development planning studies and development research studies related to batik motifs and the concept of MSME development, while Disperdagin has engaged with the community through organizing Focus Group Discussions (FGDs) with small and medium industries.

Use of Adequate Equipment and Appropriate Technology

In carrying out the implementation of the indications of the main space utilization program, has been supported by the use of appropriate equipment and technology, including computers, PCs, laptops, printers, and scanners, as a means of preparing official administration. At the time of the field review, several officers have been equipped with GPS devices to find out the location point of the industry, so that it will be immediately known whether the location point is by or not with the industrial designation area.

The Right Location

In developing the TPT industry, the Bandung Regency Government through the Bandung Regency RTRW 2016-2036, allocates it to an industrial allotment area of 4,363.16 Hectares, with the following details:

![Figure 2 Area of Industrial Designation (Hectares), as per Bandung Regency RTRW 2016-2036 Source: DPUTR (2022)](image)

Then, based on the KPI area, the Bandung Regency Government divided it into (1) large industrial designated areas for several sub-districts, namely: Katapang, Banjaran, Pamengpeuk, Baleendah, Dayeuhkolot, Majalaya, Ciparay, Rancaekek, Cicalengka, Cikancung, and Solokan Jeruk; (2) medium industrial designated areas, including sub-districts: Arjasari, Cimaung District, Ibun District, Pacet District, and Marggasih District; and (3) small and micro industrial designated
areas, which, according to the Bandung Regency RTRW, can be built in all sub-districts.

Until now, Bandung Regency has not had an industrial area, which is due to low interest from investors in building an industrial area because it requires quite large land acquisitions, and there are concerns that there will be difficulties when processing permits up to the central government (ministries) so that the textile industry is spread throughout the region. In fact, the provision of adequate infrastructure is very important for increasing industrial competitiveness, and this requires a lot of money, so support from investors is needed. Therefore, it is important for government officials to improve their communication skills to attract investors for industrial infrastructure projects in Kabupaten Bandung.

Industrial estates in Kabupaten Bandung are scattered more in urban areas bordering the city of Bandung. Then, for the distribution of the TPT industry, there is often a lack of cooperation between industries that function upstream and industries that function downstream, even though through connectivity between these industries it is hoped that business actors can obtain alternative suppliers and alternative marketing networks and strengthen regional economic independence in times of global economic downturn, thereby reducing dependence on imports of raw materials and exports of products abroad.

It’s important to pay attention to the second issue, which is where small businesses are located. Article 99 of the Bandung Regency RTRW 2016–2036 says that small, non-polluting businesses can grow in the Settlement Designation area, but this goes against Law Number 3 of 2014 about industries, which was changed in Perpu Number 2 of 2022 about job creation, Article 106. Another debate related to the location of small industries also arises with the current licensing system (online single submission-risk-based approach), where small industries with medium and high risks must be located in industrially designated areas, such as one of the cases of MSEs engaged in convection (KBLI 1411 Business Field of Other Traditional Clothing Industry from Textile/Fabric). Based on DPUTR’s understanding, these convection MSEs are non-pollutive, but based on KBLI, they have medium and high-risk levels.

The government also needs to consider cutting off, so that for small industries with medium to high risk levels that have just applied for licenses, they are required to be located in industrial designation areas, so that the difference with the central provisions is not protracted.

It is not easy to equalize this perception because many small industries have been built, which makes it impossible for all of them to be relocated, so coordination is needed with the central government and provincial government. The Regency Government also needs to implement a maximum quota as a benchmark for industries that can be built in a sub-district by looking at the size of the area and population density in the area, bearing in mind that there are sub-districts with a small area, but the population is sufficient, densely populated areas, such as Dayeuhkolot, Margahayu, Margasari, Rancakek, Pamengpeuk, and Katapang sub-districts, and attention also needs to be paid to the Baleendah area, which, even though the area is not small, has the densest population among all the sub-districts, and this area is included in the water release area, so it has the potential for flooding.

Another urgent thing that must be done is to accelerate the discussion and preparation of the synchronization of space utilization programs and industrial development plans for Bandung Regency because these two things will be a guide for the regional government in determining the future not only of the textile industry sector but also other industrial sectors.

CONCLUSION

Indication of the main program of spatial utilization is implemented by attaching each proposed spatial utilization program to the regional development planning program, both RPJMD and OPD sectoral programs. The results showed that between the main program indication document of space utilization and regional development planning documents have aligned objectives, but both have different time dimensions, where the space utilization policy is a policy with a time dimension of 20 years, while the regional and sectoral medium development planning policies have a time dimension of 5 years. The lower timeframe of the regional and sectoral medium development planning causes the targets and
objectives of these policies to change easily, due to the influence of: (1) changes in the internal and external environment, such as the dynamics of government, the dynamics of development, and the dynamics of sectoral regulations, (2) lack of communication skills including in terms of convincing investors and the public, (3) inadequate resources, and (4) lack of control from the Spatial Planning Forum. Changes in targets and objectives lead to inconsistencies in the planning of programs that intersect with the textile industry.

The lack of standardization to regulate the implementation of the main spatial utilization program and the absence of mandatory annual synchronization at that time resulted in unsynchronization not being resolved quickly, and there are still textile industries whose development in the past was not in accordance with the provisions of the regional designation. Therefore, although the dimensions of accurate and detailed task assignment, accurate organizational structure, community involvement as co-producers, and adequate and appropriate equipment have been implemented quite well, they have not been fully effective in supporting the revival of the textile industry performance.

REFERENCES


Novi Eka Ratnasari, Widya Setiabudi Sumadinata & Elisa Susanti. Revive Textile Industry Performance Through Improved Implementation of Key Spatial Utilization Program Policies


