

# Research Horizon

ISSN: 2808-0696 (p), 2807-9531 (e)

## Research Horizon

Volume: 05

Issue: 02

Year: 2025

Page: 339-350

## Citation:

Supena, S., H. (2025).  
Implementation of the  
Policy to Accelerate the  
Development in Rebana  
Region, West Java,  
Indonesia *Research  
Horizon*, 5(2), 339-350.

## Implementation of the Policy to Accelerate the Development in Rebana Region, West Java, Indonesia

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## Abstract

This study investigates the implementation of Presidential Regulation Number 87 of 2021, which aims to accelerate the development in West Java, employing a descriptive qualitative approach, the study gathers data through interviews with government officials, investors, and local communities, as well as field observations. The analysis uses Marilee Grindle's policy implementation theory, complemented by the Big Push concept and the Public and Government Culture dimensions. Findings show that development progress is still below expectations, with only 9 out of 18 strategic projects completed by 2024. Major challenges include weak inter-agency coordination, limited financial resources, and lack of private sector investment. However, there has been notable improvement in infrastructure and regional connectivity. Economic indicators in West Java reflect positive trends, such as 5.12% economic growth and a poverty rate decline to 6.67% in 2023, although unemployment remains an issue. The study recommends improved coordination, adequate funding, active community participation, and environmental sustainability. By implementing the StevyHanny Model, development can become more inclusive and sustainable, creating greater economic and social benefits for all stakeholders.

## Keywords

Active Community Participation, Adequate Funding, Environmental Sustainability, Policy Implementation

## 1. Introduction

As an archipelagic country strategically located at the intersection of two continents (Asia and Australia) and two oceans (the Indian and Pacific), Indonesia holds a significant geographical advantage in the global economic and transportation landscape. This advantageous position, combined with the nation's abundant natural resources, offers a tremendous opportunity for accelerating national development. However, beneath this potential lies a persistent challenge—Indonesia continues to struggle with significant socio-economic inequality. According to Gini Ratio data, the country's economic inequality was recorded at 0.384 in 2021, indicating a moderate level of inequality and reflecting an unequal distribution of welfare across society (Muqowim et al., 2022). This demonstrates that national development efforts to date have not fully reached all levels of the population.

Among Indonesia's provinces, West Java plays a particularly important role in supporting national economic growth. As the most populous province in the country, West Java contributed 13.44% to Indonesia's national Gross Domestic Product (GDP) in 2021. It also recorded the highest level of investment realization in the country, making it a key region in the government's strategy to promote inclusive and equitable development (Abidin, 2021; Simanjuntak, 2024). In light of these factors, West Java has received focused attention from the central government, especially regarding efforts to reduce regional disparities and support balanced development.

One of the major initiatives introduced to address inequality in West Java is the development of the Rebana Area. The Rebana Metropolitan Region includes the regencies of Subang, Sumedang, Indramayu, Majalengka, Cirebon, Kuningan, and the city of Cirebon. This area has been targeted for transformation into a new economic and metropolitan hub in northern West Java. The goal is to stimulate job creation, attract investment, enhance industrial and tourism development, and ultimately foster more balanced growth throughout the province (Sukandi, 2024).

The development of the Rebana Area is regulated under Presidential Regulation Number 87 of 2021, which prioritizes infrastructure development, industrial expansion, and tourism promotion as key pillars of the initiative. However, the implementation of this ambitious policy has faced several challenges. These include limited institutional coordination, inadequate financial resources, and low levels of participation from local communities (Widagdo et al., 2024). Moreover, as of 2024, only 9 out of the 18 strategic projects planned under the policy have been completed. This slow progress suggests that the acceleration of development in the region has not yet met its intended targets. Other contributing issues include weak support from some local governments and persistent coordination difficulties among key stakeholders (Kamal et al., 2015; Abadi, 2024).

To address these challenges, this study presents a novel approach to understanding and evaluating public policy implementation. Unlike conventional studies that rely heavily on standard policy evaluation frameworks, this research expands on Marilee Grindle's (1980) theory of policy implementation. It introduces two additional dimensions that are particularly relevant in the context of regional development: the "Big Push" and "Public and Government Culture." The "Big Push" refers to the need for large-scale, coordinated industrial investment to stimulate economic transformation. Meanwhile, the "Public and Government Culture" dimension highlights the influence of cultural, institutional, and behavioral factors within both public institutions and the local population, which can significantly affect policy outcomes (Mubarok et al., 2020).

This study aims to comprehensively analyze the implementation of the Rebana Area development acceleration policy in West Java. Its primary objectives are threefold: (1) to examine the implementation process of the policy, (2) to identify the

main obstacles that hinder its success, and (3) to propose a policy implementation model that is adaptive, responsive, and suited to local conditions. This model is designed not only to address the specific needs of the Rebana Area but also to serve as a broader reference for similar development initiatives in other developing countries (Chawla & Kumar, 2022).

The research employs a descriptive qualitative methodology, utilizing in-depth interviews with government officials, private investors, and community representatives. Field observations were also conducted across several sites within the Rebana Area to gain firsthand insights into the implementation process. The findings of this study are expected to contribute to both theoretical advancements in public policy science and the practical improvement of policy implementation strategies (Belwal et al., 2021). In conclusion, by incorporating context-specific elements such as industrial momentum and governance culture into the policy framework, this study provides a more comprehensive understanding of what drives or hinders regional development. It also advocates for the use of the StevyHanny Model, a systematic and adaptive approach that emphasizes collaboration, sustainability, and inclusivity. With more effective implementation and stronger stakeholder engagement, the Rebana Area can become a new economic growth engine, offering broad-based benefits for both local communities and the nation.

## **2. Literature Review**

### **2.1. Economic Performance and Social Indicators in West Java (2019–2023)**

West Java has demonstrated a strong recovery across multiple development indicators in the aftermath of the economic disruption caused by the COVID-19 pandemic. The province's economic growth, which had sharply contracted by -2.52% in 2020, experienced a significant rebound in the following years. In 2022, economic growth surged to 5.45%, and in 2023 it maintained a relatively stable level of 5.12%. This recovery was primarily fueled by the revitalization of the manufacturing sector and a steady increase in export activities, both of which are key drivers of West Java's economy (Alkis & Kose, 2022; Yando et al., 2024).

In parallel with economic recovery, the region achieved notable progress in poverty reduction. The poverty rate, which stood at 8.43% in 2020 during the height of the pandemic, consistently declined to reach 6.67% by 2023. This downward trend reflects the positive impact of targeted government interventions and poverty alleviation programs. Additionally, the Human Development Index (HDI) an indicator combining aspects of education, health, and incomes showed continuous improvement. According to Muhtadi et al. (2023), from a score of 72.03 in 2019, West Java's HDI increased to 74.34 in 2023, suggesting broader gains in public welfare, better access to healthcare services, and improvements in educational outcomes (Benöhr, 2020).

The labour market also showed signs of recovery. After reaching a peak of 10.46% in 2020 due to widespread job losses, the open unemployment rate fell to 7.44% in 2023, indicating stronger employment absorption and a rebound in economic activities. Despite these advancements, the issue of income inequality persists (Pratama et al., 2023). The Gini ratio, which measures income distribution, rose from 0.38 in 2020 to 0.428 by September 2024, signaling that economic growth has not been evenly shared across all population groups. Finally, life expectancy in the province increased gradually from 72.3 years in 2019 to 73.0 years in 2023. This improvement, though modest, points to ongoing enhancements in public health infrastructure and access to healthcare services (Wang et al., 2021).

### **2.2. Strategic Intent and Challenges of the Rebana Area Development**

Presidential Decree Number 87 of 2021 was introduced as a strategic policy instrument to accelerate the development of the Rebana Area, a designated economic

growth hub that includes the regions of Subang, Sumedang, Indramayu, Majalengka, Cirebon, Cirebon City, and Kuningan in West Java Province. This initiative is part of a broader governmental effort to reduce regional economic disparities and stimulate inclusive growth through the development of integrated industrial zones, trade corridors, and tourism destinations. According to Ayufita (2023), the Rebana Area is envisioned as a new metropolitan centre capable of attracting investment, generating employment opportunities, and enhancing regional connectivity.

However, the implementation of this policy has encountered substantial challenges. As of 2024, only 9 of the 18 strategic projects mandated by the Presidential Decree have been successfully completed. Several structural and operational issues have hindered progress, including limited fiscal capacity, complex and prolonged land acquisition processes, and inefficiencies in inter-agency coordination. In addition to infrastructure and investment barriers, the human capital deficit presents another critical challenge. The skill levels and educational qualifications of the local workforce are not yet aligned with the competencies required by emerging high-technology and advanced manufacturing sectors targeted by the development agenda (Ahi et al., 2023).

### **2.3. Policy Implementation Framework: The StevyHanny Model**

The StevyHanny Model provides a robust and multidimensional framework for effective policy implementation, emphasizing the integration of strategic planning, cross-sector collaboration, and outcome-oriented performance assessments. This model is especially relevant in the context of the Rebana Area development, where policy success depends on the coordination of diverse actors and complex resource mobilization. By incorporating the roles and interests of the government, private sector, and local communities, the model facilitates a holistic approach to regional development (Sudarwanto & Kharisma 2022).

When applied to the Rebana initiative, the StevyHanny Model highlights several critical success factors: the need for institutional synergy, transparent and efficient financial governance, and active community participation. These elements are essential to overcoming implementation challenges such as fragmented inter-agency coordination, budget limitations, and insufficient local capacity. The model also calls for aligning development objectives across institutional levels, ensuring that resource allocation is both strategic and equitable, and fostering a participatory process that supports not only economic advancement but also social inclusion and environmental sustainability. Through its integrative structure, the StevyHanny Model offers a pragmatic yet adaptive approach to achieving long-term, inclusive growth in the Rebana Area.

## **3. Method**

This study employs a qualitative descriptive method to explore the implementation of development acceleration policies in the Rebana Region of West Java Province. Referring to the approach used by Dekker et al. (2020), this research emphasizes an in-depth understanding of policy execution through empirical field data. Primary data were collected through in-depth interviews with key informants, including central and regional government officials, area managers, investors, and local communities within the Rebana Region. These interviews aim to uncover experiences, perspectives, and challenges in implementing the policies. Direct observations were also conducted at strategic sites in Sumedang, Subang, Indramayu, Majalengka, Cirebon Regency, Cirebon City, and Kuningan to understand the actual conditions, infrastructure availability, and community interactions with development. Secondary data were obtained from official documents such as Presidential Regulation Number 87 of 2021, policy implementation reports, statistical data from the Central Statistics Agency (BPS),

and relevant literature on regional development policies. The analysis process begins with organizing the data to identify key themes aligned with Marilee Grindle's theoretical framework, particularly concerning policy content, implementation context, and achieved outcomes. The analysis is conducted iteratively to capture field complexities and ensure the validity of the findings. Furthermore, additional dimensions such as the "Big Push" strategy and the role of public and governmental culture, as discussed by Murphy et al. (1989), are considered to develop a more adaptive and context-sensitive implementation model for accelerating development in the Rebana Region.

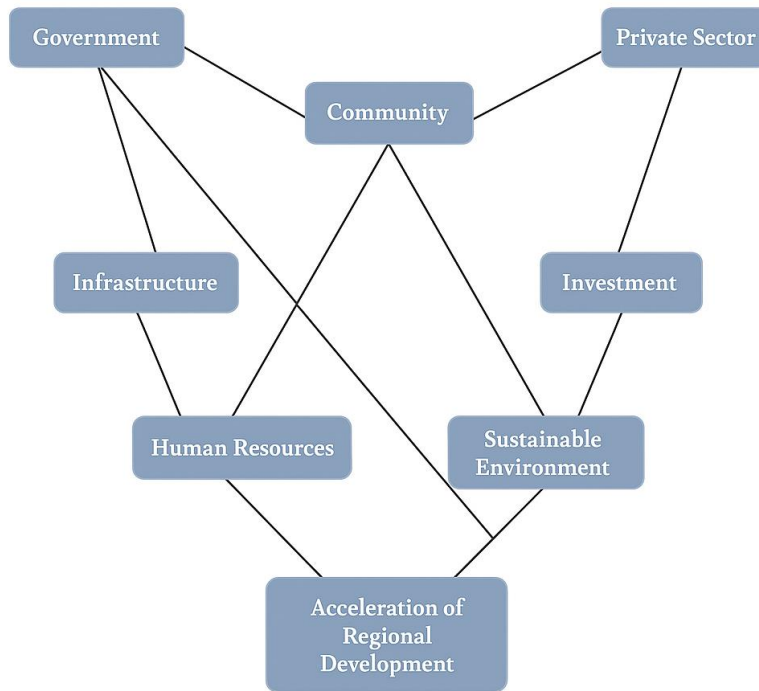
#### **4. Results**

Based on data from the West Java Central Statistics Agency in the West Java Province in 2022 report and West Java statistical indicators from 2021 to 2023, covering various aspects of development such as economic growth, poverty rates, Human Development Index, open unemployment rate, Gini Ratio and life expectancy per year. Based on development indicator data in West Java, a trend shows recovery and improvement in various sectors during the 2019–2023 period. Economic growth fluctuated, with a contraction of -2.52% in 2020 due to the COVID-19 pandemic, but managed to recover to reach 5.45% in 2022 and stabilize at 5.12% in 2023. The poverty rate also showed a decline from 8.43% in 2020 to 6.67% in 2023, reflecting the success of the poverty alleviation program. The Human Development Index (HDI) continues to increase from 71.8 in 2019 to 74.34 in 2023, indicating progress in education, health, and public welfare. The open unemployment rate peaked at 10.46% in 2020 and was successfully suppressed to 7.44% in 2023, indicating significant improvements in the labour market. The stable Gini ratio in the range of 0.38-0.41 indicates that income inequality remains moderate. In addition, life expectancy has also increased from 72.3 years in 2019 to 73.0 years in 2023, reflecting improvements in the quality of health services. Overall, although the challenges of the pandemic have slowed development, West Java has succeeded in showing a trend of economic recovery and increasing public welfare (Husnah & Ichwan, 2023).

Accelerating the development of the Rebana Area in West Java Province is one of the strategic steps taken by the government to create sustainable regional economic growth. The Rebana Area, which includes Subang, Sumedang, Indramayu, Majalengka, Cirebon, Cirebon City, and Kuningan, is designed as a new metropolitan area that will become the centre of industrial, trade, and tourism activities. Through Presidential Regulation (*Peraturan Presiden/Perpres*) Number 87 of 2021, the government has established a policy to accelerate the development of this area, hoping to create new jobs, increase investment attractiveness, and address economic disparities between regions in West Java. This study shows that the implementation of the policy to accelerate the development of the Rebana Area has not yet achieved optimal results. Of the 18 strategic projects planned in Perpres Number 87 of 2021, only 9 projects have been completed, while various technical, administrative, and social obstacles still constrain the rest.

Developing the Rebana area as one of the national strategic projects requires close synergy between various parties to achieve the expected goals. The government, private sector, and community play a crucial role in supporting the acceleration of this development through their respective contributions (Meliana et al., 2024). Providing adequate infrastructure, optimal investment management, and human resource development are important elements in creating an advanced and competitive area. In addition, environmental sustainability is an inseparable foundation to ensure that this development provides a long-term positive impact for all stakeholders (Nyinang et al., 2024). The following diagram explains the

relationship between components that accelerate the development of the Rebana area.



**Figure 1.** Conceptual Acceleration of Rebana Area Development

Figure 1 is a conceptual policy for accelerating the development of the Rebana area in West Java Province, emphasizing synergy between the government, private sector, and community to encourage inclusive and sustainable economic growth. The government focuses on developing strategic infrastructure, such as toll roads and industrial areas, while the private sector contributes through investments that support job creation (Hidayah & Wimala, 2024). On the other hand, the community is empowered by developing human resource skills and active involvement in development. This policy also emphasizes the importance of maintaining environmental balance to achieve accelerated development holistically without ignoring ecological sustainability.

The StevyHanny Model, which provides a systematic approach to implementing development acceleration policies, is particularly relevant in the context of the Rebana Area. This model integrates aspects of strategic planning, cross-sector collaboration, and measurement of success based on actual results in the field. By involving partnerships between the government, private sector, and community, the StevyHanny Model has the potential to create broad positive impacts and ensure the sustainability of inclusive regional development.

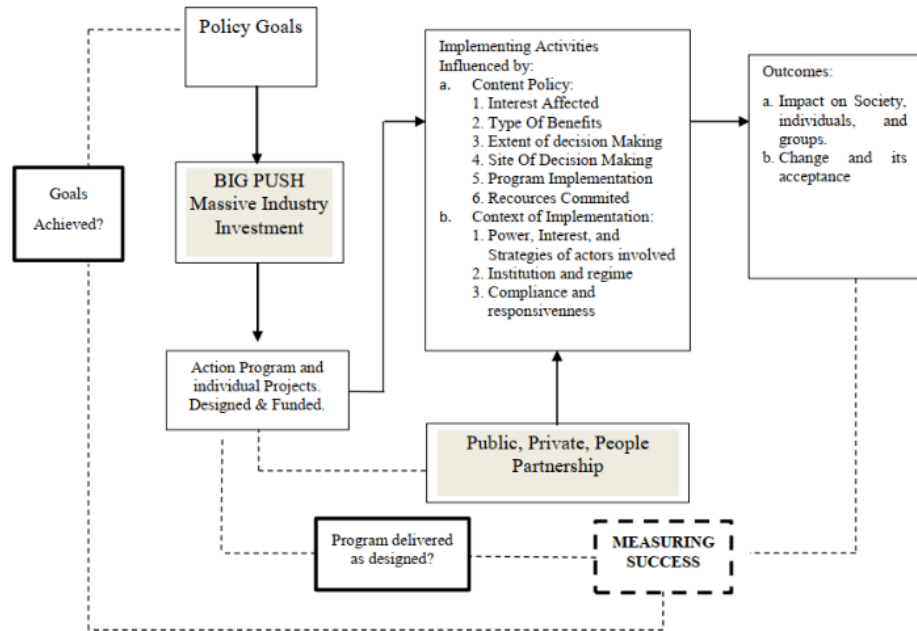


Figure 2. Conceptual Acceleration of Rebana Area Development

The StevyHanny Model for policy implementation with the Big Push approach is very relevant in the context of Presidential Regulation Number 87 of 2021 concerning the Acceleration of Development of the Rebana Area and the Southern West Java Area, which is a strategic policy to accelerate the development of the area. This model integrates key elements, including affected interests, resources, decisions taken, and coordinated program implementation between the central government, local governments, the private sector, and the community (Setiawan & Chalil, 2023). All of these are important elements in ensuring that the acceleration of development in the Rebana area can be realized in accordance with the objectives of the policy. Presidential Regulation Number 87 of 2021 provides a strong legal basis for accelerating the development of the Rebana area and the southern part of West Java by focusing on infrastructure development, sizeable industrial investment, and sustainable development (Winarsi et al., 2021). This policy also emphasizes the importance of synergy between various stakeholders through the model proposed in the StevyHanny Model.

In this context, the policy of accelerating development in the Rebana area requires effective implementation of every planned program and project. The StevyHanny Model shows that the achievement of policy objectives can be measured through its impact on society, individuals, and groups and the level of community acceptance of the changes that occur (Setiawan & Chalil, 2023). By emphasizing the importance of partnerships between the public, private sector, and the community, this model supports the government's efforts to attract large industrial investment to the Rebana area, create jobs, and accelerate infrastructure development that supports economic growth in the area. In addition, the context of policy implementation reflected in the Presidential Regulation involves the power, interests, and strategies of the actors involved, both at the central and regional government levels. This aligns with the need to create practical cross-sector cooperation, which is expected to overcome various challenges in accelerating development, such as lack of coordination between institutions, limited funding, and uncertainty in the licensing process.

## 5. Discussion

The implementation of the policy to accelerate the development of the Rebana Area in West Java still faces significant challenges. Coordination, funding, and community involvement need to be improved to ensure the success of this national strategic project. The collaboration between the government, the private sector, and local communities plays a central role in realizing the potential of the Rebana Area as a new metropolitan hub supporting regional and national economic growth. Presidential Regulation Number 87 of 2021 aims to encourage investment, enhance infrastructure, and build new centers of economic activity. However, its implementation is hindered by budget limitations, suboptimal infrastructure readiness, and institutional coordination issues. The Chairperson of the West Java IWAPI DPD (DPD IWAPI/ *Dewan Pengurus Daerah Ikatan Wanita Pengusaha Indonesia*), Safitri et al. (2024), stated that the development is progressing slowly due to financial constraints. Efforts have been made to promote the area to foreign investors in Europe and the Middle East, yet tangible investment outcomes are still lacking.

On a more optimistic note, Subang Regency Investment Coordinator highlighted the positive impact of infrastructure projects, especially the toll road connecting Suryacipta to Patimban. This road has enhanced regional connectivity and is expected to attract further investment. However, several other infrastructure initiatives remain pending, necessitating immediate attention. In terms of human resource development, Wulandari et al. (2024), reveals to transportation Infrastructure, emphasized the importance of aligning vocational school curricula with industrial needs. Strengthening human capital is essential to support high-tech industries and sustain long-term development. Local residents, especially in Majalengka and Subang, have expressed hope that the development will be inclusive and bring tangible benefits to surrounding rural areas.

According to Setiawan and Chalil (2023), until 2024 the achievements of the accelerated development program in the Rebana Area have shown mixed results. On the positive side, significant progress has been made in infrastructure, particularly with the construction of toll roads and bridges that have improved inter-regional connectivity (Nyinang et al., 2024). Access to clean water and electricity has also begun to improve in various districts. Additionally, the area has been positioned as an economic growth centre, with 13 designated industrial zones currently under development.

Nonetheless, serious obstacles persist. According to an interview with the Coordinator of the Directorate of Planning and Development of National Priority Infrastructure, only 7 out of 32 planned development projects had been completed by 2023 (Salim et al., 2024). Delays were mainly due to land acquisition issues, weak inter-agency coordination, and minimal private sector involvement stemming from bureaucratic complexities and legal uncertainties. The level of education among the local population remains relatively low, creating a mismatch between human resource capabilities and the requirements of modern industries. Meliana et al. (2024), reveals to address this gap, the government has initiated efforts such as the establishment of the Bandung Manufacturing Polytechnic Campus 2 in Majalengka to enhance local workforce competence.

Djoko Hartoyo, Assistant Deputy for Acceleration of Development Utilization at the Coordinating Ministry for Maritime Affairs and Investment, stressed the urgency of cross-sectoral collaboration to speed up project completion. He also pointed out the need for systematic efforts to resolve technical and administrative barriers. Despite the challenges, the Rebana Area's development has begun to yield positive impacts. According to Bernardus Djonoputro, Director of the Rebana Area Development Acceleration Agency, the region has seen an uptick in economic

activity, particularly in the trade and tourism sectors, as new jobs are being created and infrastructure access improves.

## **6. Conclusion**

The implementation of Presidential Regulation Number 87 of 2021 on accelerating the development of the Rebana Area in West Java is a strategic move aimed at boosting regional economic growth, reducing disparities, and creating new centers of economic activity. Although some progress has been achieved, major challenges persist, including weak institutional coordination, infrastructure limitations, funding constraints, and difficulties in attracting private investment. Development indicators in West Java show improvements in economic growth, poverty reduction, and the Human Development Index (HDI), yet unemployment and income inequality remain critical issues. The Rebana Area holds significant potential as a new metropolitan hub to generate employment and attract investment, but realizing these goals requires an integrated approach involving government, private sectors, and local communities. In this context, the StevyHanny Model is relevant as it emphasizes strategic planning, cross-sector collaboration, and performance measurement based on real field outcomes, aligning with inclusive and sustainable development principles.

To ensure the success of this policy, several improvements are essential. Strengthening coordination between central and regional governments is a priority to address administrative and technical obstacles through better communication and policy synchronization. Development funding must be sufficient and efficiently distributed, with increased involvement from the private sector through flexible and attractive financing schemes. Prioritizing the development of quality and evenly distributed infrastructure is crucial, along with enhancing human resources by aligning education curricula with industry demands. Community empowerment should also be encouraged to ensure they receive direct benefits from the development. Furthermore, environmental sustainability must be integrated at every stage to balance economic growth with ecosystem preservation. With these measures, the acceleration of Rebana Area development can become more effective, inclusive, and sustainable, offering long-term value to all stakeholders involved.

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