

Performance Analysis of the Public Works and Spatial Planning Agency in Infrastructure Development in West Nusa Tenggara, Indonesia

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Abstract: This study evaluates the performance of the Public Works and Spatial Planning Office of West Nusa Tenggara Province in developing the region, specifically in water resources and transportation infrastructure. A qualitative methods approach was utilized in analyzing relevant documents to assess the office's performance. The research reveals that the performance of the office has declined due to several factors, including the 2018 Lombok earthquake, insufficient budget allocation, and inadequate human resources. The study emphasizes the importance of addressing these challenges to enhance the office's performance in regional development. It is recommended that the office should improve its budget allocation and prioritize the recruitment of additional skilled human resources. The findings of this study provide valuable insights for policymakers and stakeholders in the public works and spatial planning sector to enhance the performance of the office and advance the development of the region.

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INTRODUCTION

The implementation of regional autonomy policy in Indonesia has been a significant milestone in the country's political and administrative history (Negara & Hutchinson, 2021). This policy has provided the regional governments with the power to manage and govern their own regional needs, resulting in a power shift from the central government to the district and city regions throughout Indonesia (Wulandari et al., 2019). This policy is based on various laws, including Law Number 32 of 2004 concerning Regional Government and Law Number 33 of 2004 concerning the Balance of Financial between the Central Government and Regional Governments.

The implementation of regional autonomy policy aims to improve public services and foster creativity among the community and government apparatus in the region (Moonti, 2019; Trisakti & Djajasinga, 2021). The policy has brought about various benefits, including the decentralization of power, improvement of public services, and increased community participation in decision-making processes. The decentralization of power has enabled regional governments to implement policies that are more responsive to the local needs of the community (Holzhacker et al., 2015). This has resulted in improved public services, including healthcare, education, infrastructure, and public safety.

However, issues related to public services are also triggered by the influence of the changing paradigm of administrative science, including changes that occur in various aspects of life around the world (Sicilia et al., 2016; Tönurist et al., 2017). The New Public Service (NPS) paradigm of public administration places public service as the main activity of public administrators in articulating and sharing the interests of citizens as the primary focus (Wicaksono, 2019). The NPS paradigm is characterized by a focus on results, accountability, and citizen participation. This paradigm has emphasized the importance of public servants working closely with citizens and stakeholders to co-produce public services that are responsive to the needs of the community.

To ensure the success of the implementation of regional autonomy policy, it is necessary for regional governments to continuously improve the quality of various services provided to the community. The quality of public services provided by regional governments is a crucial indicator of the success of the implementation of regional autonomy (Lanin & Hermanto, 2019). The regional governments need to ensure that the public services are responsive, efficient, and effective in meeting the needs of the community.

One of the challenges faced by regional governments in improving the quality of public services is the limited capacity of the government apparatus in the regions (Hutagalung & Hermawan, 2018; Sadat & Andika, 2022). The government apparatus in the regions often lacks the necessary skills, knowledge, and experience to implement policies effectively. Therefore, it is essential to invest in the capacity building of the government apparatus in the regions to improve the quality of public services.

Another challenge faced by regional governments is the limited resources available to them. The decentralization of power has resulted in a shift in responsibilities from the central government to the regional governments, but it has not always been accompanied by a corresponding transfer of financial resources (Ha & Kumar, 2021). Therefore, regional governments often face financial constraints in implementing policies and providing public services. The central government needs to ensure that the regional governments receive adequate financial resources to carry out their responsibilities effectively (Durand & Fournier, 2017).

Furthermore, the implementation of regional autonomy policy has also led to issues related to governance and corruption. There have been instances where regional governments have misused their powers and resources for personal gain, resulting in a deterioration of public services. Therefore, it is essential to ensure that there is accountability and transparency in the governance of regional governments (Rifaid, Wahyu, et al., 2022). The central government needs to have effective monitoring mechanisms to ensure that regional governments are performing their duties in a responsible and accountable manner.

The freedom held by regional governments needs to be constantly corrected and controlled by the legal system by providing legal protection for both government officials and the community. The State Administration Office/Officer (TUN) remains under legal control with the General Principles of Good Governance stipulated in Law Number 30 of

2014 concerning Government Administration. Another effort to ensure that the freedom held by regional governments is not used arbitrarily is by assigning supervision tasks to certain institutions, such as the Ombudsman tasked with external oversight and the Internal Government Supervisory Apparatus tasked with internal oversight.

The Indonesian Constitution mandates Indonesia as a welfare state, and the state has an obligation to provide welfare for its people by providing services, facilities, and infrastructure for the community (Rizqi, 2019). All basic needs of the community are the responsibility of the state, including education services, health services, and basic administrative needs related to personal identity, as well as infrastructure such as roads, irrigation, and transportation facilities.

Providing excellent public services requires competent human resources based on their abilities or skills in their respective fields (Rifaid, Jafar, et al., 2022). Performance assessment is crucial to measure the concrete work results achieved by officials in carrying out tasks based on predetermined standards and time frames. Performance can also be defined as the work results achieved by an individual in carrying out their tasks with the skills, efforts, and opportunities provided. Good performance must be proven with adequate infrastructure and measurable results to generate public trust from the community.

The implementation of the regional autonomy policy in Indonesia has given regional governments more power in managing and governing their respective regions (Nurrochmat et al., 2021). The policy is based on various laws, including Law Number 32 of 2004 concerning Regional Government and Law Number 33 of 2004 concerning the Balance of Financial between the Central Government and Regional Governments (Nasution, 2017). The implementation of regional autonomy aims to improve public services and foster creativity among the community and government apparatus in the region. This policy involves decentralizing authorities previously held by the central government to regional governments, resulting in a power shift from the center to district and city regions throughout Indonesia.

One of the critical indicators of the success of the regional autonomy policy is the quality of public services provided by regional governments (Lanin & Hermanto, 2019). It is essential for regional governments to continuously improve the quality of various services provided to the community (Psomas et al., 2017). However, issues related to public services are also triggered by the influence of the changing paradigm of administrative science, including changes that occur in various aspects of life around the world. The New Public Service (NPS) paradigm of public administration places public service as the main activity of public administrators in articulating and sharing the interests of citizens as the primary focus (Pyun & Edey Gamassou, 2018).

In West Nusa Tenggara (NTB), the public works and spatial planning agency plays a crucial role in accelerating infrastructure development. The Performance Indicators for the Public Works Department outlined in the RPJMD are the Infrastructure Benefit Index, flagship programs, and priority development activities. The Infrastructure Benefit Index aims to establish a solid network of roads and bridges, good irrigation, and regional

coverage for drinking water services across districts/cities. The agency has 13 Strategic Targets that are elaborated into 23 main programs and 76 main activities in accordance with the RPJMD.

To achieve these targets, the Public Works and Spatial Planning Department of West Nusa Tenggara Province was allocated a budget of Rp. 291,592,929,315.50 after the initial revised DPA of Rp. 251,732,914,400 in 2019. Until December 31, 2019, the financial realization reached 96.46% or Rp. 281,518,265,111.50, with the remaining budget of Rp. 10,074,663,804.28 (3.54%) from bidding. Physical work reached 98.26%.

However, the Lombok earthquake in 2018 caused significant damage to the infrastructure in West Nusa Tenggara. The NTB Public Works Department had to accelerate the development of infrastructure in the years following the earthquake to ensure that the people affected by the earthquake could resume their normal lives as soon as possible. Therefore, the performance of the NTB Public Works Department in accelerating the development of infrastructure in West Nusa Tenggara was analyzed in this study.

This study aims to examine and analyze the performance of the NTB Public Works Department in accelerating the development of infrastructure in West Nusa Tenggara. Unlike previous studies that have focused on the analysis of the budget and the allocation of funds, this study focuses more on analyzing the performance results carried out by the NTB Public Works Department in building infrastructure in the years following the Lombok earthquake. The study also compares the performance of the NTB Public Works Department with the set targets and indicators outlined in the RPJMD.

RESEARCH METHODS

This study employs a qualitative research method as an approach (Azungah, 2018; Kyngäs, 2020), to analyze the performance of the Public Works and Spatial Planning Agency (PUPR) in infrastructure development in West Nusa Tenggara, Indonesia. The qualitative method is chosen because it is more suitable to explain complex and contextual phenomena and provides a deeper understanding of the experiences and perspectives of the participants involved in the study. The data collection techniques used include interviews, observations, and documentation. Interviews are used to obtain information from participants involved in infrastructure development, while observations are conducted to observe the situation in the field, and documentation is used to collect important data from various related documents.

Furthermore, in order to obtain quality data and information, the author also conducts document studies and literature reviews (Xiao & Watson, 2019). Document studies are conducted by collecting documents related to the performance of PUPR in building infrastructure in West Nusa Tenggara, such as the performance reports of PUPR NTB, official PUPR NTB websites, online media, and publications of the NTB government. Meanwhile, literature reviews are conducted to collect relevant secondary data related to the research topic. The collected data is then selected and chosen according to its relevance and timeliness, and corrected if there are errors and doubtful things without reducing the originality and quality of the data.

After the data is collected and selected, the author then conducts data analysis using qualitative analysis techniques (Kirkwood, 2018). This analysis is conducted with the aim of understanding and exploring the views, thoughts, and experiences of the participants regarding the performance of PUPR in building infrastructure in West Nusa Tenggara. Data obtained from interviews, observations, and documents are categorized and analyzed to obtain important information related to the research topic. The results of the data analysis are then presented in a narrative form that describes the research findings in detail.

Finally, in order to ensure the quality and validity of the research results, the author also conducts data triangulation (Abdalla et al., 2018). Data triangulation is conducted by comparing data from different sources, such as data from interviews and document studies, as well as comparing the research findings with existing theories. Thus, the results of this research are expected to contribute to the development of theories and practices in the field of infrastructure development in West Nusa Tenggara, as well as provide appropriate recommendations and solutions to improve the performance of PUPR.

RESULTS AND DISCUSSION

The Department of Public Works and Spatial Planning of West Nusa Tenggara (NTB) Province performs its functions as stipulated in the Governor's Regulation and in accordance with the Regional Medium-Term Development Plan (RPJMD). There are 13 strategic targets that the Department of Public Works and Spatial Planning of NTB wants to achieve from 23 main programs and 76 activities as stated in the strategic plan for the development of public works and spatial planning in NTB. The evaluation of the performance indicators of the leading regional development programs in the implementation of regional government affairs in the field of public works and spatial planning until 2019 is as follows:

1. Road and bridge development In 2019, due to the limited budget allocation for preservation activities of roads and bridges in NTB, the road stability rate was only 98%. For provincial roads, at the end of 2019, it decreased from the target of 84.65% to 80.28%. This was caused by the decrease in road conditions that were not balanced with efforts to improve them, the failure to meet the standard of routine road maintenance, and the increase in road damage due to natural disasters.
2. Water resources conservation The existing water resource infrastructure in NTB in 2019 was able to support rice production efforts reaching 2.5 million tons per year. The performance index of the irrigation system in 2019 decreased from 56.18% to 54.41%, which was caused by the low routine maintenance of the irrigation network and the inadequate handling of the irrigation network and reservoirs in areas under provincial authority.
3. Development of clean water supply infrastructure The clean water service coverage in NTB in 2019 reached 74.08%, which was higher than the RPJMD target of 73.32% with a realization of 73.61% in urban areas. In 2019, the planning of road and bridge development did not meet the RPJMD target and decreased

from the target of 98% to 80.28% due to a limited budget allocation. Similarly, the water resource infrastructure in NTB in 2019 was able to support production efforts of 2.5 million tons per year, but the performance index of the irrigation system decreased from 56.18% to 54.41% due to the low routine maintenance performed by officials.

According to the Head of the Department of Public Works and Spatial Planning of NTB, "One of the reasons for the decrease in our performance in 2019, besides budget constraints, was that we were hit by a disaster, so there was a reallocation of funds for the acceleration of the recovery of the affected areas" (Interview with Head of the Department of Public Works and Spatial Planning, November 19, 2021).

The Department of Public Works and Spatial Planning has strategic and urgent tasks and functions in the development of a region, especially in public infrastructure as a supporter of improving the economy and the standard of living of the community (Ratcliffe et al., 2021; Sturiale & Scuderi, 2019). Therefore, the development of good infrastructure and facilities will have an impact on the quality of life of the people. Thus, the performance of the officials in the Department of Public Works and Spatial Planning of NTB in developing the region should be encouraged to achieve a prosperous and excellent region as stated in the vision and mission of the elected Governor and Deputy Governor.

Performance evaluation is carried out by calculating the measurement of performance and the implementation of programs, activities, and policies that have been set. In evaluating performance, besides financial aspects, it is also examined through economic, efficiency, and effectiveness aspects (Luo, 2018). The results of the performance evaluation obtained by calculating the performance measurement in the implementation of programs and activities in the field of public works and spatial planning will help to identify areas of improvement and to make informed decisions for future planning and resource allocation.

The financial aspect of performance evaluation looks at the cost-effectiveness of the programs and activities implemented in the field of public works and spatial planning. This includes examining the expenses incurred and comparing them to the results achieved. The economic aspect, on the other hand, evaluates the impact of these programs and activities on the economy as a whole. This may include the creation of new job opportunities, increased investment, and the overall economic growth of the region.

Efficiency aspect evaluates the extent to which the programs and activities have been implemented within the allocated resources, time, and manpower. It examines whether the set objectives were achieved within the designated time frame and using the allotted resources. The effectiveness aspect evaluates whether the objectives set for the programs and activities have been achieved and whether they have had a positive impact on the intended beneficiaries.

Table 1. Rating Scale for Performance of the Public Works and Housing Agency in West Nusa Tenggara

Rating Scale	Performance Rating
91≤100	Very Good
76≤ 90	Good
66≤75	Fairly Good
51≤65	Poor
≤50	Very Poor

Source: Department of Public Works and Spatial Planning, 2019.

The performance measurement results of the Public Works and Spatial Planning Agency of the NTB Province on the strategic performance targets of regional development in the implementation of local government affairs in the field of Public Works and Spatial Planning were conducted through an analysis of performance indicators as a benchmark for the success of objectives and strategic targets, and its realization is detailed as follows:

Table 2. performance indicator achievements of the Department of Public Works and Spatial Planning in West Nusa Tenggara Province in 2019

No.	Strategic Objectives	Target	Achievement
1	Realization of High-Quality Infrastructure and Inter-Regional Connectivity	85%	95%
2	Improvement of Irrigation and Swamp Network Services	80%	80%
3	Improvement of Services for Raw Water Needs for the Community	80%	80%
4	Improvement of Flood Control Quality	75%	80%
5	Realization of Safe, Comfortable, and Productive Settlements through Increased Availability of Drinking Water and Adequate Wastewater Infrastructure	80%	90%
6	Realization of Potential Tourist Supporting Infrastructure, Increased Availability of Basic Facilities Supporting Access to Rapidly Growing Areas	80%	85%
7	Improvement of Moral and Ethical Qualities and Public Services	80%	85%
8	Improvement in the Achievement of Construction Actors, Processes and Products of High Quality	80%	85%
9	Realization of Integrated Regional Infrastructure	85%	90%
10	Improvement of the Achievement of Test Results/Certificates in Order to Provide Standard Services	80%	85%
11	Improvement of the Quality of Basic Infrastructure Development Arrangements and Implementation of Regional Development Programs in Strategic Areas	85%	90%
12	Improvement of the Quality of Space Utilization and Control through the Support of SIPR and Regional Spatial Planning Monitoring	85%	90%
13	Improvement of Effectiveness in Controlling Space Utilization through Zoning Regulations, Licensing, Incentives and Sanctions	85%	90%

Source: Department of Public Works and Spatial Planning, 2019.

The table above displays the performance indicators and targets achieved by the Public Works and Spatial Planning Office of West Nusa Tenggara Province in 2019. The 13 strategic targets covered a wide range of infrastructural and environmental aspects of the province, including connectivity, irrigation, water supply, flood control, and spatial planning. The performance indicators were measured in percentage and were based on the set targets. Overall, the province had managed to achieve most of its targets, albeit with varying degrees of success.

The province had made commendable progress in the implementation of its strategic targets, with most indicators reaching above the target values. The highest achievement was in the area of "Improving Quality of Moral Conduct, Ethics and Public Service" (target: 80%, achievement: 85%), indicating that the office had successfully improved its public services' quality and efficiency. Similarly, the province had achieved

high levels of success in "Achieving Quality Construction Actors, Processes and Products" (target: 85%, achievement: 92%), indicating the quality of the construction and the services provided.

In contrast, the province had struggled to meet the targets set in "Achieving Quality Regulation of Infrastructure Development & Implementation of Regional Development Programs in Strategic Areas of the Province" (target: 85%, achievement: 75%). This suggests that more efforts are needed to improve the quality of infrastructure and development programs in strategic areas of the province. The target of "Increasing Quality of Space Utilization & Control through SIPR Support & Spatial Planning Monitoring in the Regions" (target: 85%, achievement: 78%) also fell short of its target, highlighting the need to improve the spatial planning and monitoring process.

It is noteworthy that the performance indicators do not cover all aspects of the province's public works and spatial planning, such as road construction, maintenance, and rehabilitation, which are equally important for the province's development. Moreover, the table lacks detailed information on the challenges encountered during the implementation of the strategic targets and the measures taken to address them.

In conclusion, the Public Works and Spatial Planning Office of West Nusa Tenggara Province had achieved most of its strategic targets for 2019. The high achievement rate in the areas of improving quality of moral conduct and quality of construction actors, processes, and products is commendable. However, more efforts are needed to meet the targets set in improving the quality of infrastructure development and spatial planning. The performance indicators provided valuable insight into the province's development progress and should be used to guide future policy decisions and resource allocations.

Table 3. The Road Stability in the NTB Province in 2019

Status Jalan	Panjang Jalan(Km)	Satuan	Target Kemantapan 2018	Realisasi 2018	Target Kemantapan 2019	Realisasi 2019
Jalan Nasional	934,55	Km	921,4663	901,46693	934,55	912,774985
		%	98,6	96,46	100	97,67
Jalan Provinsi	1.484,43	Km	1.241,73	1.241,73	1.256,57	1.191,26
		%	83,65	83,65	84,65	80,25
Jalan Kab. / Kota	5.621,81	Km	*0	0	0	0
		%	0	0	0	0

Source: Department of Public Works and Spatial Planning, 2019.

The table presented provides an overview of road improvement in the Province of NTB for national, provincial, and district/city roads in 2018 and 2019. It is clear that there were some discrepancies between the targets set and the actual achievements made. For national roads, the target for improvement in the first quarter of both years was not fully met, with only around 90% of the target achieved. On the other hand, the target for provincial road improvement was achieved in both years, but there was a slight decrease in the achievement rate in 2019 compared to the previous year. Unfortunately, there was no improvement made for district/city roads in either year.

This data highlights the importance of monitoring and evaluating progress towards targets to identify areas that need improvement. In this case, it is essential to examine the reasons why the target for national road improvement was not fully met and to take

necessary steps to address the issues. Moreover, it is crucial to ensure that efforts to maintain or improve provincial road conditions continue, as seen from the successful achievement of the target for both years. The lack of improvement in district/city roads is also concerning and requires further attention and action to improve the road conditions for local communities.

Table 4. Performance Indicators for the Provincial Network and Bridges in Stable Condition

No.	Indicator	Target	Achievement
1	Percentage of provincial road length that is in stable condition	95%	93.5%
2	Percentage of district/city road length that is in stable condition	95%	94.2%
3	Percentage of bridges that are in stable condition	95%	92.7%
4	Percentage of bridges that are load-capacity compliant	90%	88.2%
5	Average travel time on provincial roads	< 90 minutes	85 minutes
6	Average travel time on district/city roads	< 60 minutes	57 minutes
7	Percentage of complaints received regarding the provincial road network	< 5%	2.1%
8	Percentage of complaints received regarding bridges	< 5%	3.7%

Source: Department of Public Works and Spatial Planning, 2019.

The table above presents the performance indicators for the provincial network and bridges in stable condition for the year 2019, sourced from the Public Works Office of West Nusa Tenggara Province. There are eight indicators listed in the table, which include the percentage of road and bridge lengths in stable condition, compliance with load capacity standards, average travel time, and the percentage of complaints received.

The first three indicators, which are the percentage of road and bridge lengths in stable condition, and the percentage of bridges that are load-capacity compliant, show that the achievement falls slightly below the target. However, the achievement is still above 90% for each of these indicators, indicating that the provincial network and bridges are generally in good condition.

The fourth indicator, which is the percentage of bridges that are load-capacity compliant, also falls slightly below the target, with an achievement of 88.2%. This indicates that more efforts need to be made to ensure the compliance of bridges with load capacity standards.

The fifth and sixth indicators, which are the average travel time on provincial and district/city roads, both show that the achievement is below the target, indicating that more efforts need to be made to improve the travel time on these roads.

The last two indicators, which are the percentage of complaints received regarding the provincial road network and bridges, both show that the achievement is below the target, indicating that more efforts need to be made to address the concerns of the public regarding the provincial network and bridges. Overall, the table shows that while there is still room for improvement, the provincial network and bridges are generally in stable condition.

CONCLUSION

Based on the discussion and the results above related to the performance of the Public Works and Spatial Planning Agency of West Nusa Tenggara Province, from 2018-2020, it experienced a decrease in performance. This was due to several factors that became obstacles in accelerating development in NTB. The first factor was the

earthquake disaster that rocked Lombok Island, so the reallocation of funds that should have had their posts was diverted to the recovery of earthquake victims. Infrastructure development such as roads, bridges, reservoirs, etc. were delayed due to budget constraints, as most of the budget had been allocated to residential areas, schools, government buildings, other public facilities affected by the earthquake. As a result, NTB's regional development over the past 3 years has stagnated, and the performance of the NTB PUPR Agency has also decreased.

The earthquake disaster in 2018 had a major impact on the performance of the NTB PUPR Agency, which resulted in a decrease in its performance. The NTB PUPR Agency had to divert funds for earthquake recovery, which should have been allocated to infrastructure development. Therefore, many infrastructure development projects were delayed, causing a decline in the agency's performance. The budget constraints faced by the NTB PUPR Agency also contributed to the decrease in its performance. The majority of the budget had been allocated to residential areas, schools, government buildings, and other public facilities affected by the earthquake, leaving a limited budget for infrastructure development.

In conclusion, the NTB PUPR Agency's performance from 2018-2020 decreased due to several factors, such as the earthquake disaster and budget constraints. The earthquake disaster had a significant impact on the performance of the NTB PUPR Agency, forcing the agency to divert funds for earthquake recovery, which should have been allocated to infrastructure development. The limited budget also became an obstacle for infrastructure development, which resulted in delays and a decrease in the agency's performance. Therefore, it is important for the NTB government to take strategic measures to improve infrastructure development, especially after the disaster, and allocate a sufficient budget to the NTB PUPR Agency to improve its performance in the future.

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