

Investment and Institutional Strengthening in Garut District: The Role of Government in the Implementation of Investment Policies

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Abstract: Investment is an important component in regional economic development, but its realization in Garut District is still far from the set target. This research aims to analyze the role of the government in strengthening institutions to support the implementation of investment policies in Garut District. A qualitative method is used to collect and analyze data, with in-depth interviews involving approximately 18 informants, consisting of related services, investors, and the community, supported by a documentation study. The research results show that there is a significant gap between interest in investment and its realization in Garut District, mainly due to the government's suboptimal role in strengthening institutions related to investment. The main challenges identified include inconsistent regulations, bureaucratic obstacles, and weaknesses in coordination and communication between executing institutions. This research emphasizes the importance of strengthening the institutional framework as a prerequisite for implementing effective investment policies at the regional level. From a theoretical perspective, this research contributes to the development of concepts regarding the institutional role in the implementation of investment policies. From a practical perspective, the results of this research can provide input for the Garut District government in formulating strategies to improve coordination, data availability, and the simplification of investment management procedures, thereby increasing investment realization and fostering regional economic growth.

Keywords: investment, institutions, regional government, policy implementation, garut district

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Introduction

Investment plays an important role in supporting economic growth and fostering societal well-being (Leaven et al., 2015; Vázquez-Barquero & Rodríguez-Cohard, 2016). The government has a strategic responsibility to create an environment that supports investment through policies, incentives, and effective facilities (Sugianto et al., 2020; Jufrida et al., 2017). The primary goal of capital investment is to foster societal well-being, but it is essential to ensure that every investment activity aligns with applicable regulations, as the constitution provides a comprehensive framework for capital investment activities.

Law Number 25 of 2007 on Investment, Chapter III, Article 4, explains that the basic policy regarding investment includes legal certainty, transparency, accountability, equal treatment, independence, and environmental insight. The government is expected to support the creation of a conducive business climate to strengthen national economic competitiveness and encourage investment. Endogenous development strategies, which blend regional potential with human resources continuously, aim to open investment opportunities and increase interest in all sectors (Feller, 2011). This investment is expected to create a multiplier effect and contribute to societal well-being.

In the context of regional autonomy, as regulated by Law Number 23 of 2014 on Regional Government, regional governments have the authority to manage their economic potential, including improving the investment climate. Regional governments are expected to develop Long-Term Development Plans (RPJP) and Medium-Term Development Plans (RPJM) to support continuous regional development

activities. However, investment realization in many regions often does not align with planned targets.

This study focuses on the problems occurring in Garut District related to the gap between investment targets and realization. According to data from the Investment and Integrated Services Agency (DPMT) of Garut Regency, investment realization in recent years has not met expectations. For example, in 2021, investment realization only reached Rp 1.29 trillion, and in 2022 it decreased to Rp 1.16 trillion, far from the national target of Rp 2.26 trillion by 2024. Additionally, the contribution of investment to Garut District's Gross Regional Domestic Product (GRDP) remains low, at approximately 2.74%.

Allegedly, the main reason for the gap is the suboptimal performance of investment institutions in the region, particularly the role of the Investment and Integrated Services Agency (DPMT) in promoting and facilitating investment. Inconsistencies in policy formulation and implementation, along with bureaucratic challenges, remain obstacles that must be addressed. These issues raise doubts among investors and affect their trust in the regional government.

Similar cases also occurred in several other regions, such as Central Java and West Sumatra, where investment realization did not meet the set targets. Research conducted by Rahmawati & Santoso (2020) showed that in Central Java, although the policy framework had been well-established, bureaucratic inefficiency and lack of coordination between local and central governments hampered investment growth.

Similarly, a study by Nugroho et al. (2021) on investment in West Sumatra revealed that inconsistent licensing regulations and overlapping authorities

led to declining investor confidence and low investment realization. These findings are in line with conditions in Garut Regency, where policy inconsistency and bureaucratic complexity are the main inhibiting factors. From the experience of other regions, it can be learned that increasing institutional efficiency and simplifying policies are very important to increase investment realization.

This research aims to provide a comprehensive overview of the role of the regional government, especially in efforts to address the gap between the investment target and its realization in Garut District. The focus of the research is on the institutional aspects involved in implementing investment policies. The main objectives of this study are:

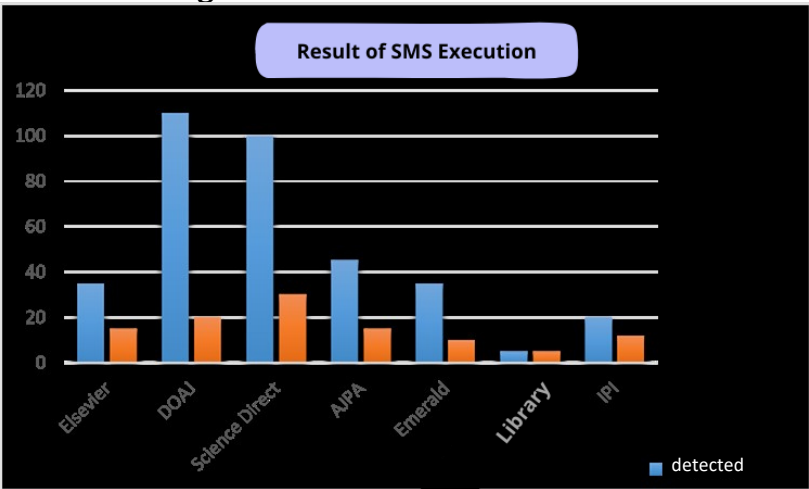
1. To analyze the role of the regional government in strengthening institutions related to investment, particularly the DPMPT of Garut District.
2. To identify factors contributing to the gap between investment interest and realization in Garut District.
3. To provide strategic recommendations for the Garut District government in formulating more effective policies to increase investment realization and promote regional economic growth.

This research is expected to contribute theoretically to understanding the institutional role in investment policies and provide practical insights for the regional government to improve performance and optimize investment potential in Garut District.

In conducting this research, the author identified several previous studies relevant to the topic. These studies are usually utilized to identify similarities and differences between prior research and the ongoing study or serve as a basis for comparison of previous efforts. For this purpose, the author has conducted a systematic mapping study (SMS) of prior literature. This study can also serve as a reference for the dissertation currently being written by the author.

The literature review was conducted using databases such as Scopus and the Indonesian Publication Index (IPI), with the search string "Public Administration and Investment," yielding 107 articles. After filtering based on the inclusion criteria of the SMS, only 57 articles met the criteria. The next step in the SMS is to organize the authors or researchers based on variables or thematic focuses under investigation (as shown in the figure below).

Figure 1. Result of SMS Execution



Source: (Researcher, 2019)

The next step in the SMS involves organizing authors/researchers based on the variables or thematic focuses being studied. The extraction process and data mapping involve organizing relevant

articles into the same categories and grouping them based on similar themes (Koentjoroningrat, 1993). This can be seen in Table 1 below:

Table 1. Relevant Articles for this Research

No	Category	Author(s)
1	Institution	Sanjay (2019)
2	Policies	Petrus (2019); Loise (2020); Tito (2019); Katarina (2022); Jane dkk (2019); Mar Ortega (2020); Jhon (2022); Chandra Muhammad (2018); Sanjay (2022)
3	Management	Maria (2019); Jhony dkk (2019); Marina (2019); Steven dkk (2019); Ananto (2020); Maria (2019); Michael (2019)
Total		17

Source: (Researcher, 2019)

If categories are based on relevant articles for this research, the focus includes 1) institutions in investment, 2) policies in investment, and 3) the management role in investment. Only 17 articles are relevant to the author's research. Among them, only one article addresses institutional aspects, which is a case study using qualitative methods. Additionally, there are nine articles about investment policies, predominantly

employing quantitative research methods, and seven articles focusing on the management role in investment, using both qualitative and quantitative research methods. Previous research relevant to this study can be divided into three types: case studies, literature reviews, and constructive research. The dominant type across the studies is case study research, which

Method

This research studies the role of the government in strengthening investment institutions, set against the backdrop of the gap between investment interest and realization in Garut District. This phenomenon shows that the government in Garut District has not yet optimized its efforts to attract investor interest. Therefore, the focus of this research is on institutional factors, considering that strong institutions are crucial for implementing effective policies.

This research applies the government implementation theory of Meter and Horn (1975) and the concept of investment to analyze institutional aspects from the perspective of the government's role in optimizing institutional strengthening. To deepen the analysis, it also incorporates institutional theory from sociology and investment theory from economics.

The method used in this research is qualitative, as explained by Mayo et al. (2013), because this method allows for illustrating the background and complex interactions, exploring various types of information, understanding processes, and explaining behavioral patterns demonstrated by policymakers and implementers in the context of managing decentralized investment in Garut District.

The approach used in this study, by combining the government implementation theory of Meter and Horn (1975) and investment theory, is very relevant and effective in understanding the dynamics of institutional strengthening involving various government and private actors. The government implementation theory helps analyze the role of government in optimizing institutional strengthening, while investment theory provides a framework for assessing implemented

investment policies. By integrating sociological perspectives through institutional theory and economic theory through investment, this study is able to offer a deeper understanding of how interactions between different actors can influence the effectiveness of investment decentralization policies in Garut Regency. This combination of approaches allows researchers to explore the complexity of interactions between the parties involved and provides broader insights into the challenges and opportunities that exist in the context of investment management and institutional strengthening at the regional level.

The object of the research is to optimize the government's role in strengthening institutions to implement investment policies. The units of analysis include the Investment and Integrated Services Agency (DPMT) and other related institutions.

Table 2. Informant List

No	Informant Name	Total
1	DPMT	5
2	Department of Agriculture	4
3	Department of Livestock	4
4	Department of Plantation	4
5	Department of Health	4
6	Department of Fisheries	3
7	DPRD	4
8	Investor	7
9	Society	3
Total		38

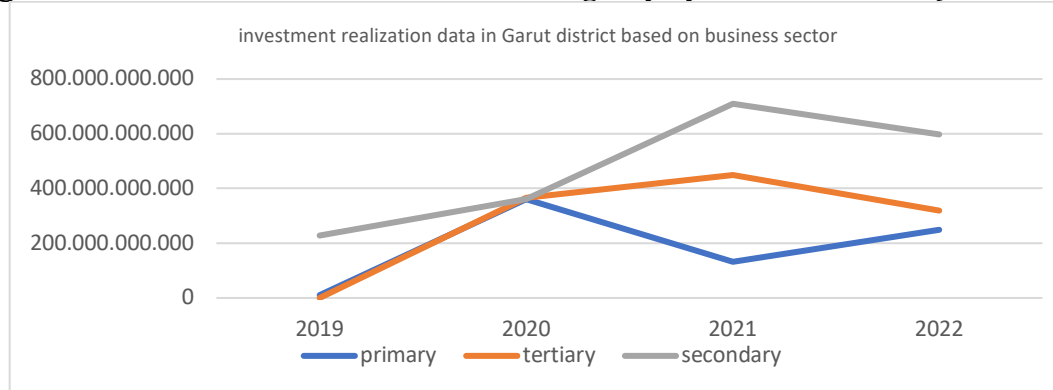
This research also uses document analysis of regulations, reports, and relevant secondary data. Data from interviews and documentary studies are then triangulated to enhance the richness and validity of the data. A list of interviews can be found in the table below. These interviews are differentiated by the relevant departments that have connections with investment, investors, and society.

Result and Discussion

The role of the government in managing institutions goes beyond merely formulating policies to support investment. It also includes efforts to strengthen institutions as tools to facilitate investor participation effectively. Managing strong institutions plays a

critical role in ensuring stability, efficiency, and transparency at every step of the investment process. As Peters and Pierre (2022) point out, solid institutions are essential prerequisites for creating a conducive investment climate because they provide legal certainty and enhance investor confidence.

Figure 2. Investment Realization in Garut Regency by Business Sector (2020-2024)



Source: Investment and Integrated Services Agency (DPMPT) of Garut District (2024)

Based on Figure 2, it can be seen that investment growth from 2019 to 2020 was dominated by the tertiary sector. From 2019 to 2021, there was an increase in tertiary sectors, including electricity, gas, and water supply; trade; hotels; housing; pharmaceuticals; telecommunications; transportation; and warehousing. However, in the following years, the tertiary sector could not sustain or show further growth. From 2021 to 2022, the secondary sector, which includes several industries, dominated the investment landscape. Meanwhile, the primary sector, which includes food crops, agriculture, plantations, and mining, did not experience significant growth and even saw a decline from 2020 to 2022.

According to data from the Investment and Integrated Services Agency (DPMPT) of Garut District from 2019 to 2022, investment growth in the region showed fluctuations across sectors.

These data can be used to evaluate the overall investment growth in Garut District during this period. Despite the region's economic potential, investment growth is still far from the established target. The regional government has targeted investment realization of Rp 2.26 trillion by 2024 to support economic development. Although this target aligns with the economic potential of Garut District, the contribution to the Gross Regional Domestic Product (PDRB) is only 2.47%, which is very low. This suggests that the investment targets outlined in the 2019–2024 Regional Medium-Term Development Plan (RPJMD) have not been achieved.

An interview with the Investment and Integrated Services Agency (DPMPT) revealed that related stakeholders face several challenges influencing the low investment interest and realization

compared to the available opportunities. The main issues include:

1. **Lack of Coordination between Institutions**
There are weaknesses in coordination between the Investment and Integrated Services Agency (DPMPT) and other stakeholders, which negatively impact the licensing process and slow down investment realization. Ineffective communication between agencies often poses obstacles to the smooth implementation of policies.
2. **Regulatory Uncertainty**
Inconsistent regulations related to investment and licensing create confusion for investors. Frequent regulatory changes and multiple interpretations make the investment process unclear and difficult for investors to follow.
3. **Lack of Standard Operating Procedures (SOP)**
The absence of clear SOPs in managing investments has led to inconsistencies in policy implementation on the ground. Investors often receive conflicting information from different agencies regarding procedures and investment requirements.
4. **Inadequate Data and Information**
Incomplete data on investment opportunities, strategic locations, and potential sectors causes hesitation among investors. The regional government has not yet optimized efforts to provide comprehensive and accurate information for potential investors.
5. **Incomplete Detailed Spatial Plan (RDTR)**
The lack of a complete RDTR in strategic regions creates uncertainty for investors in determining suitable locations for investment. This issue

has caused project delays because proposals often do not align with spatial planning policies.

6. **Bureaucratic Obstacles**
A complicated bureaucratic process for licensing remains a major obstacle. Slow license processing and complex procedures discourage investors from continuing with their investment plans.
7. **Lack of Participation and Commitment from Implementing Agencies**
Not all implementing agencies at the technical and administrative levels actively participate in supporting investment. Low commitment to implementing effective investment policies has resulted in delays in project realization.
8. **Minimal Infrastructure Support**
The lack of adequate infrastructure in several strategic areas is also an obstacle to attracting investment. Insufficient access, water availability, electricity, and other facilities hinder investment growth.

These factors hinder investors from identifying and realizing opportunities in Garut District. The lack of information and regulatory certainty negatively impacts investors' interest and commitment.

These findings highlight the need to strengthen institutional aspects and improve investment governance in Garut District. Important aspects such as stakeholder coordination, the availability of data and information, and clear procedural guidelines are essential to enhancing investment realization. This research also evaluates the institutional aspects of the Investment and Integrated Services Agency (DPMPT) and other technical agencies in Garut Regency, aiming to assess their effectiveness in implementing investment policies. The purpose of Regional Regulation Number 8

of 2022 concerning investment (amending Regional Regulation Number 14 of 2012) is to enhance the region's economic potential through investment.

The parties involved in the implementation of Regional Regulation Number 8 of 2022 on investment, based on the research findings, are identified as follows:

1. Head of The Investment and Integrated Services Agency (DPMPT) and all service staff within the DPMPT
2. Heads of other technical divisions and all operational staff in their respective fields
3. Society
4. Investors

However, the key actors who play a crucial role in determining the success of investment achievements according to targets are the head of the investment agency and the heads of other technical departments as government officials. These individuals hold significant responsibilities in implementing investment policies. They act as sources of information and agents of change, facilitating the adaptation of policies to local communities. According to Mthethwa (2023:38), key actors at the field level play a crucial role in policy implementation because they must make decisions during direct interactions with the community. In this context, the technical departments that issue licensing recommendations and engage in on-the-ground implementation are the actors who most frequently interact with the community, thereby influencing the effectiveness of program execution and the community's acceptance of these programs in Garut Regency. Wimmelmaa, Vallgarda, & Jensen (2018) further state that the professionalism of field implementers—shaped by commitment, knowledge, and

experience—plays a critical role in the successful implementation of policies.

Interests and Power Relations among Implementing Agencies of Regional Regulation Number 8 of 2022 on Investment

The institutional context in the implementation of Regional Regulation Number 8 of 2022 on Investment also involves an understanding of the interests and power relations between and within the relevant agencies. Research findings show that each agency and implementing actor plays an interdependent role in the policy implementation process. Purwanto & Sulistyastuti (2015:153) note that a multi-organizational implementation structure requires coordination between organizational units and cooperation among implementing actors. Therefore, in terms of interests, each agency has an interest in coordinating and communicating with other agencies.

In the implementation of Regional Regulation Number 8 of 2022 on Investment, there is communication and coordination among implementing agencies. This communication demonstrates that the investment promotion program fosters interaction with other implementing agencies. Coordination between implementing actors also becomes an essential variable contributing to the execution of basic healthcare policies (Ali, 2018:317). Hence, if there are obstacles to coordination and communication within an agency, it will affect the policy implementation by other agencies.

This issue is evident in the implementation of Regional Regulation Number 8 of 2022 on Investment, where, despite the coordination and communication between the Investment and One-Stop Services Agency (DPMPT)

and other technical agencies, DPMPT has yet to clearly monitor the recommendation issuance process within the related technical agencies in terms of both timeliness and cost. This situation results in a lack of active participation and strong commitment from DPMPT and other technical agencies in implementing Regional Regulation Number 8 of 2022, which aims to increase investment realization in Garut Regency.

Effective policy implementation requires strong formal and informal relationships among implementing agencies (North, 1995). The lack of support and awareness from implementing agencies has been identified as one of the factors hindering policy implementation, as highlighted by research conducted by Khan & Khandaker (2016:541) and Oktaviani, Suryoputro, and Sariatmi (2018:17). The limited active involvement of implementing agencies for Regional Regulation Number 8 of 2022 in Garut Regency is evident, as both the DPMPT and other technical departments have yet to establish clear Standard Operating Procedures (SOPs), resulting in multiple interpretations of the policy's content and objectives.

Due to the absence of clear SOPs, the information provided to investors about the investment licensing process differs significantly from what is communicated internally. In an institutional context, the lack of active participation and commitment from government agencies serves as a variable that hampers the implementation of investment policies in Garut Regency. This aligns with Najam's (1945:43) assertion that various institutions are directly or indirectly involved in implementing certain policies and programs. However, these institutions also participate, either directly or indirectly, in the

implementation of diverse policies and programs. Given their involvement in multiple programs, their commitment levels in implementing specific policies will vary.

This challenge is also apparent in public policy implementation, where institutional variations emerge among different agencies (Czunyi, 2012:46). With regard to the commitment of implementers, the priorities of these institutions shape their responses to policies. This dynamic is evident in the implementation of Regional Regulation Number 8 of 2022 on Investment, as Garut Regency's current development priorities are largely focused on infrastructure projects. Consequently, government support for enhancing the region's economic potential is minimal, affecting the commitment to implementing Regional Regulation Number 8 of 2022 on Investment.

In addition to issues of information availability and procedural certainty, the dynamics of interagency relations in the implementation of Regional Regulation Number 8 of 2022 on investment are significant concerns that must be addressed.

Research findings indicate that the implementation of this regional regulation involves several key stakeholders: (1) the head of the DPMPT and the staff of the Integrated Investment and Licensing Service, (2) heads of other technical departments or agencies, (3) the community, and (4) investors. Although there is coordination and communication between the Investment and Licensing Service and other technical agencies, the monitoring process for issuing recommendations within these agencies remains unclear. This lack of clarity leads to insufficient active participation and commitment from each institution.

Moreover, formal coordination and communication between agencies reveal several weaknesses. The absence of clear Standard Operating Procedures (SOPs) within the DPMPT and other technical agencies in Garut Regency has resulted in varying interpretations of the policy's content and objectives. Consequently, investors receive inconsistent information regarding the investment licensing process, hindering the development of a uniform and coherent approach.

This institutional context emerges as a significant variable that impedes the implementation of investment policies in Garut Regency. As Najam (1945:43) explains, the differing levels of involvement and commitment from agencies participating in policy implementation result in varying degrees of commitment. This complexity, as highlighted by Czunyi (2012:46), presents challenges in the public policy implementation process. Furthermore, the institutional priorities—particularly the emphasis on infrastructure development in Garut Regency—shape the agencies' responses to policy implementation, contributing to the low level of commitment to Regional Regulation Number 8 of 2022 on Investment.

These findings underscore the importance of strengthening coordination and communication among the relevant agencies, as well as the need for clear definitions of duties, roles, and responsibilities for each stakeholder involved in the implementation of investment policies in Garut Regency. These efforts are expected to enhance the commitment and active participation of all relevant parties.

Characteristics of the Implementing Agencies for Regional Regulation Number 8 of 2022 on Investment

Understanding the institutional context in the implementation of Regional Regulation Number 8 of 2022 on Investment requires analyzing the characteristics of institutions, which are structurally influenced by the social, economic, political, and legal conditions in which they operate. However, in this study, the institutional characteristics of the implementing agencies for the investment regulation are examined only from social and economic perspectives.

From a social perspective, the implementing institutions are government agencies. The Investment and Integrated Licensing Service Agency (DPMPT) of Garut Regency serves as the local government organization responsible for enhancing the economic potential of the region. Other technical departments are tasked with issuing licensing recommendations as technical executors and must report on program implementation to DPMPT.

From an economic perspective, both DPMPT and other technical agencies receive funding from the Regional Revenue and Expenditure Budget (APBD) of Garut Regency, placing them under the direct supervision of the local government. As government institutions, all DPMPT officials and technical agencies are expected to support and work toward achieving the goals of Regional Regulation Number 8 of 2022 in accordance with their functions. Their role also involves coordinating and communicating with the community to facilitate policy implementation. However, in practice, not all agency officials perform their duties as expected to support policy execution, even though effective coordination and communication between agency officials,

investors, and the community are essential.

Economically, DPMPT and other departments are also responsible for increasing local revenue (PAD) by promoting the region's economic potential to investors in Garut Regency.

In addition to these institutions, the community plays an active role in supporting the realization of investment in Garut. Interviews with DPMPT officials and investors revealed that many local non-governmental organizations (NGOs) in Garut hinder the realization of investments. One investor even mentioned that the costs of cooperating with local NGOs in Garut are higher than the official licensing fees, which contributes to the low rate of investment realization in the region.

The local government and investors must foster harmonious cooperation, as this alignment will create a healthy investment environment. As a regulator supporting the investment climate, the government must enact regulations that encourage synergy among the government, investors, and the community. Investors, as operators of exploration activities, must comply with laws governing these activities, with the implementation regarded as a general legal agreement with the government.

Conclusion

This research concludes that investment realization in Garut District is still not optimal and falls short of the established targets stipulated in the 2019-2024 Regional Medium-Term Development Plan (RPJMD). Several factors hinder investment realization, particularly weaknesses in institutional management by the government. These include lack of coordination between institutions, the absence of clear Standard

Operating Procedures (SOPs), and insufficient data and information on investment opportunities. Additionally, bureaucratic obstacles, regulatory inadequacies, and the incompleteness of the Detailed Spatial Plan (RDTR) pose significant challenges for the regional government in supporting investment.

Suggestions/Recommendations:

1. Strengthen coordination between institutions:
The regional government needs to improve coordination between the Investment and Integrated Services Agency (DPMT) and other stakeholders to facilitate the licensing process and enhance investment realization.
2. Develop clear SOPs:
Clear SOPs and transparency in managing investments are necessary to ensure investors do not face uncertainties in licensing procedures.
3. Enhance data and information availability:
The government should provide comprehensive data on investment opportunities across sectors, strategic locations, and relevant regulations to attract more investors.
4. Accelerate RDTR completion:
Accelerating the completion of the RDTR in potential areas will provide certainty for investors regarding location suitability.
5. Simplify bureaucracy:
Streamlining bureaucratic processes in licensing is essential to minimize obstacles for investors.

Research Implication

This research contributes to the theoretical development regarding the role of institutions in implementing

investment policies at the regional level. Practically, the findings can serve as a foundation for the Garut District government to improve investment governance and increase the attractiveness of the area for investors.

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