

Coherence Between Planning Documents and Implementation of the Agropolitan Program in Selupu Rejang, Rejang Lebong Regency, Bengkulu Province

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Abstract

This study aims to analyze the level of coherence between formal planning documents and the reality of the Agropolitan Program implementation in Selupu Rejang District, Rejang Lebong Regency. Using a sequential explanatory mixed-methods approach, data were collected through systematic document analysis of the 2019–2024 RPJMD, the 2012–2032 RTRW, and the Program Evaluation Report (Bappeda, 2023), as well as through in-depth interviews with stakeholders and farmers. The results indicate a significant Policy Coherence Gap. Program coherence is at the High Conceptual Coherence level—where planning documents are aligned and conceptually appropriate (Friedmann & Douglass, 1978) but weak at the Low Implementation Coherence level. Quantitative gaps indicate that the realization of infrastructure and processing units is less than 60% of the target. The root of the problem lies in weak horizontal coherence due to institutional fragmentation (ego-sectoral) and low resource coherence due to short-term political priorities (interests) overriding long-term vision (capacity) (Grindle, 2009). An urgent recommendation is the establishment of a formal collaborative governance mechanism and strengthening community participation to ensure that the Agropolitan program is not only good on paper, but effective in the field.

INTRODUCTION

The development of agropolitan areas in Indonesia is becoming increasingly important in line with efforts to improve food security, reduce regional disparities, and improve the welfare of rural communities. The agropolitan concept, as a model for agricultural-based regional development and functioning as an agricultural city, focuses on upstream-downstream integration of the agricultural sector and regional development, aiming to create strong synergies between villages and cities (Rejang Lebong Regency Agriculture Office, 2022). Nationally, the implementation of this program is mandated within the framework of the 2020–2024 National Medium-Term Development Plan (RPJMN), which emphasizes regional

development for equity and increased competitiveness (Presidential Regulation Number 18 of 2020).

In Rejang Lebong Regency, the agropolitan program is expected to increase agricultural productivity and stimulate local economic growth. This potential is reflected in data indicating that the agricultural sector contributes approximately 30% of the region's Gross Regional Domestic Product (GRDP) (Rejang Lebong Regency Agriculture Office, 2023). Furthermore, investment in this sector shows a trend that requires attention; the 2019–2023 Rejang Lebong Regency Domestic Direct Investment (PMDN) and Foreign Direct Investment (PMA) Report indicates that investment in this region, which is dominated by agriculture, must be balanced with adequate spatial planning to maintain sustainability (Indonesian Investment Coordinating Board, 2023).

Selupu Rejang, officially designated an agropolitan area through Regent Decrees No. 291 and 292 of 2002, boasts favorable geographic characteristics. It is a production center for strategic commodities and boasts abundant natural resources, such as fertile land and access to water, making it key to achieving regional agricultural development targets (Rejang Lebong Regency Agriculture Office, 2022).

However, despite having a strong policy foundation (Law Number 25 of 2004 concerning the National Development Planning System and Law Number 26 of 2007 concerning Spatial Planning), the challenges in managing and implementing agropolitan programs often face coherence issues. Policy coherence—particularly between strategic planning and implementation on the ground—is a fundamental prerequisite for achieving sustainable development goals (OECD, 2019; UNDP, 2020). In the context of regional development planning, documents such as the 2019–2024 Regional Medium-Term Development Plan (RPJMD) (Bappeda of Rejang Lebong Regency, 2019) and the 2012–2032 Regional Spatial Plan (RTRW) (Regional Regulation Number 8 of 2012) should serve as a solid framework.

An internal evaluation report reveals gaps in the implementation of the agropolitan program. The Regional Development Planning Agency (Bappeda) of Rejang Lebong Regency (2023) noted in its report that the achievement of the agropolitan program's key performance indicators in 2022–2023 was not yet optimal, indicating a dissonance between the targets set in the RPJMD and their realization at the sub-district level. This gap underscores the importance of examining the effectiveness of the principle of synchronizing national and regional development planning, as also highlighted in the Bappenas (2022) evaluation. This study argues that a lack of vertical (between central and regional) and horizontal (between sectors within regions) coherence can be a root cause of ineffectiveness in achieving established objectives, a critical issue in the context of Integrated Area-Based Development (UNDP, 2020).

In this context, this research is crucial. It aims to identify and analyze in depth the extent of coherence between formal planning documents (RPJMD and RTRW) and the implementation practices of agropolitan programs in Selupu Rejang. This gap identification aims not only to evaluate but also to provide evidence-based recommendations to strengthen effective governance (UNDP, 2020) and improve coherence, so that agropolitan programs in Selupu Rejang can run more effectively, contribute to the achievement of the Regional Long-Term Development Plan (RPJPD) 2025–2045 (Regional Regulation Number 4 of 2024), and ultimately realize sustainable regional development (resilient territorial development) (UN-Habitat, 2021).

Formulation of The Problem

Relevant planning documents include the 2019–2024 Rejang Lebong Regency Medium-Term Development Plan (RPJMD), which serves as the primary guideline for regional development. Furthermore, the Rejang Lebong Regency Spatial Plan (RTRW) also provides

guidance on sustainable spatial use. However, in its implementation, reports from the Regional Development Planning Agency (Bappeda) indicate that several programs are not running as planned, necessitating further evaluation (Bappeda Rejang Lebong Regency, 2022).

Challenges to this coherence include budget constraints, low community participation, and limited coordination between institutions. On the other hand, opportunities to improve coherence between planning and implementation also exist, such as support from the central government and increased public awareness of the importance of agropolitan programs. This research aims to delve deeper into these aspects to provide a clearer picture of conditions on the ground.

So the following questions will be the main focus in the analysis carried out as a problem formulation:

1. What planning documents are there related to the development of the agropolitan area in Selupu Rejang?
2. How is the implementation of the agropolitan program in Selupu Rejang, and to what extent have the achievements been achieved?
3. What are the challenges and opportunities faced in creating coherence between planning documents and the implementation of agropolitan programs?

Objective Study

The purpose of this study is to analyze the coherence between planning documents and the implementation of the agropolitan program in Selupu Rejang. By analyzing existing planning documents and comparing them with implementation results in the field, it is hoped that gaps and influencing factors can be identified.

Furthermore, this research aims to provide recommendations for local governments and other stakeholders to improve the effectiveness of agropolitan programs. These recommendations will be based on findings obtained from the analysis of relevant data and information, with the hope of making a positive contribution to the development of agropolitan areas in Selupu Rejang.

To achieve these objectives, this research will employ a qualitative case-study approach. Data collection will be conducted through interviews with relevant stakeholders, analysis of planning documents, and field observations. This approach is expected to provide a deeper understanding of the dynamics involved in implementing the agropolitan program in Selupu Rejang.

LITERATURE REVIEW

Agropolitan Concept

Agropolitan is a development concept introduced by Friedmann and Douglass (1978) as a new strategy for regional planning that focuses on developing rural areas by integrating agricultural and non-agricultural activities. The main characteristic of agropolitanism is the development of growth centers that focus not only on agriculture but also on other sectors, such as industry and services, to support the lives of rural communities. In the context of Rejang Lebong Regency, this concept is highly relevant given the abundant natural resource potential and the need to improve community welfare.

The relevance of agropolitanism to regional development is evident in efforts to improve food security and create jobs. According to data from the Regional Development Planning Agency (Bappeda) of Rejang Lebong Regency (2022), the agricultural sector contributes approximately 30% of Gross Regional Domestic Product (GRDP). By utilizing an agropolitan approach, it is hoped that synergy will be created between the agricultural sector and other sectors, thereby encouraging more inclusive and sustainable economic growth.

A case study that can serve as a reference is the development of an agropolitan area in Poncokusumo District, Malang Regency, which successfully increased agricultural productivity and created new jobs in the tourism and manufacturing sectors. This demonstrates that with proper planning and intersectoral collaboration, agropolitan areas can be a solution to poverty and unemployment in rural areas (Rohma, 2019).

Coherence of Planning Documents

Coherence in the context of planning refers to the harmony and integration between various existing planning documents. Nurhadi (2020) explains that coherence in planning documents is crucial to ensure that established development goals and strategies can be effectively achieved. In the context of Rejang Lebong Regency, planning documents such as the Regional Medium-Term Development Plan (RPJMD) and the Regional Long-Term Development Plan (RPJPD) must be mutually supportive and integrated so that implemented programs can operate in synergy.

The importance of integrated planning documents was also highlighted by the OECD (2019), which stated that coherent development policies can improve the effectiveness and efficiency of resource use. In implementing agropolitan programs, clear, structured planning documents facilitate resource management and monitoring of program implementation. Data from the Rejang Lebong Regency Development Planning Agency (Bappeda) (2023) shows that a lack of coherence between planning documents leads to overlapping programs and budget wastage.

For example, an evaluation of the agropolitan program in Rejang Lebong revealed that several programs did not run as planned due to a lack of synchronization between the Regional Medium-Term Development Plan (RPJMD) and agricultural sector policies. This resulted in the failure to achieve established agricultural production targets. Therefore, efforts are needed to improve the coherence of planning documents so that the implementation of the agropolitan program can be more effective and positively impact the community.

Theory Collaboration in Governance

The collaborative governance framework, as described by Emerson et al. (2012), emphasizes the importance of collaboration between various stakeholders in the planning and implementation of development programs. In the context of the agropolitan program in Selupu Rejang, collaboration between local government, communities, and the private sector is crucial to creating effective synergy.

Collaborative practices in regional development were also explored by Ansell and Gash (2008), who explained that collaboration can increase community participation and strengthen ownership of the programs being implemented. In Selupu Rejang, community involvement in the planning and implementation of agropolitan programs can increase their success. Data from the Rejang Lebong Regency Agriculture Office (2022) shows that active community participation in farmer groups contributes to increased agricultural yields and farmer incomes.

However, challenges in collaboration also need to be addressed. For example, differing interests between stakeholders can hinder the collaboration process. Therefore, a clear mechanism is needed to manage conflict and ensure that all parties have a voice in the decision-making process. Through a collaborative approach, it is hoped that the agropolitan program in Selupu Rejang can be more effective and sustainable.

RESEARCH METHODOLOGY

This methodology is designed as a robust guide to uncovering the layers of coherence between formal planning documents and the reality of Agropolitan program implementation in Selupu Rejang. This approach looks not only at numbers but also at the voices and context behind the policies.

Research Design: Data Triangulation for Depth of Analysis

This study adopted a Mixed Methods Sequential Explanatory design (Creswell, 2014), namely a combination of qualitative and quantitative approaches. This approach was chosen because the issue of coherence is a complex social and policy phenomenon, not sufficiently explained by numerical data alone.

1. Quantitative Stage (Initial): Used to numerically measure and compare the level of program achievement. Statistical data from official reports will be analyzed to identify "quantitative gaps" (e.g., the difference between RPJMD investment targets and actual results on the ground).
2. Qualitative Phase (Follow-up): Aims to explain the "why" of these quantitative gaps. We will go into the field to hear directly from key stakeholders about their perceptions, challenges, and implementation dynamics.

Through this triangulation, readers can understand that we are not simply reporting that targets were not achieved, but also delving into the policy, coordination, and social reasons behind those failures or successes.

Focus Location and Unit of Analysis

The research location was focused on Selupu Rejang District, Rejang Lebong Regency, Bengkulu Province.

1. Location Relevance: Rejang Lebong Regency is an agricultural region with the agricultural sector contributing 30% of GDP (Agricultural Service, 2023). This location is strategically selected because: Selupu Rejang is officially designated as an Agropolitan Area, making it an ideal policy laboratory to test planning coherence. This sub-district is characterized by dense agriculture with a significant population (>20,000 people) who depend on this sector for their livelihoods (Population Service, 2024), allowing us to see the real impact of policies on livelihoods.
2. Coherence Unit of Analysis: Coherence is measured through three main layers, which will be the focus of our data collection: Conceptual Coherence (Document to Document): Comparing the objectives and key indicators between the RPJMD (Bappeda, 2019) and RTRW (Regional Regulation No. 8/2012) with the ideal Agropolitan concept (Friedmann & Douglass, 1978). Vertical Coherence (Plan to Implementation): Comparing the strategies written in the planning documents with the actual steps taken in the field (through observations and the 2023 Bappeda report). Perceptual Coherence (Implementation to Impact): Measuring the extent to which program implementation is perceived to be in line with the needs and expectations of farmers and stakeholders (through interviews).

Data Collection Procedures: Presenting Field Reality

1. Key Document Analysis (The Core): The process begins with a systematic document analysis (Dalglish et al., 2020) of the RPJMD, RTRW, and Agropolitan Program Evaluation Report (Bappeda, 2023). These documents were analyzed to explicitly identify objectives, target indicators, and resource allocations.
2. In-depth Interviews (The Voices): Conducting semi-structured interviews with purposively selected key informants to gain multi-stakeholder perspectives: Planning Officer

(Bappeda): To understand the rationale and constraints in document preparation. Technical Implementation Officer (Agriculture Office): To understand day-to-day implementation challenges. Village Head/Selupu Rejang Sub-district Official: To explain coordination and administration at the regional level. Farmers and Farmer Group Administrators: To explore the coherence of perceptions of the extent to which the program aligns with their needs and realities.

3. Participatory Observation (The Reality Check): Observations were conducted at planned Agropolitan locations, such as processing centers, irrigation infrastructure, and market access. The purpose of these observations was to verify the consistency between the descriptions of infrastructure and programs in the report and actual physical conditions on the ground.

Data Analysis: Exploring the Meaning of Coherence

Data analysis was conducted sequentially, following a mixed methods design:

1. Quantitative (Descriptive) Data Analysis: Secondary data (GRDP, agricultural statistics, budget realization) will be analyzed descriptively to measure the performance level of the Agropolitan program based on official indicators. The goal: To produce a score or percentage indicating how far the program deviates from the targets set in the planning document.
2. Qualitative Data Analysis (Comparative Thematic): Data from interviews and observations will be analyzed using Thematic Analysis (Braun & Clarke, 2006). Looking for recurring patterns, themes, and narratives related to coordination, budget allocation, community participation, and policy interpretation. Critical Comparison: The most crucial step is to compare the emerging Qualitative Themes (e.g., "obstacles to coordination between agencies") with Quantitative Gaps (e.g., "low absorption of infrastructure budget"). This research will transparently show: Are the obstacles in the field (revealed by farmers) a reflection of inconsistencies in planning documents? This analysis will answer why coherence fails or succeeds.

With a detailed and structured methodology, this research is expected to provide high analytical depth and original findings regarding the coherence of regional development planning.

RESULTS AND DISCUSSION

This paper presents findings obtained through triangulation of qualitative and quantitative data, focusing on content analysis of formal documents and empirical verification in Selupu Rejang District. The discussion focuses on testing key hypotheses regarding the coherence between planning and implementation of the Agropolitan program, as follows:

Planning Documents Related to the Agropolitan Program

Regional Medium-Term Development Plan (RPJMD) of Rejang Lebong Regency

Analysis of the 2021–2026 Rejang Lebong Regency RPJMD (Bappeda, 2020) shows that the Agropolitan program in Selupu Rejang is positioned as one of the priorities for regional economic development to increase regional competitiveness. The results of this analysis demonstrate strong conceptual coherence between the RPJMD and national objectives (Presidential Decree No. 18/2020). However, resource coherence is beginning to show signs of weakness, with a small budget allocation, potentially hampering the implementation of key programs (Agriculture Service, 2023).

Table 1. Planning and its relationship to agropolitan

Component	RPJMD Target (Bappeda, 2020)	Linkages with Agropolitan
Key Performance Indicators (KPIs)	Increase in GRDP of the Agricultural Sector from 30% to 33%.	The main objective is to increase the added value of agricultural products.
Strategy	Development of Agribusiness Supporting Infrastructure (Irrigation, Farm Roads, Market Centers).	Supporting Horizontal Coherence between sectors (PUPR and Agriculture).
Budget Allocation	The specific allocation for agropolitan programs is relatively low (average 2% of total regional capital expenditure).	Raises initial questions regarding resource coherence.

Discussion: These findings indicate good vertical conceptual coherence, where the RPJMD internalizes national policies and theoretical concepts. However, there are early indications of challenges in resource coherence. The relatively low budget allocation for the Agropolitan program compared to the ambitious GRDP KPI targets creates a policy dilemma. Nurhadi (2020) highlights that coherence in planning documents is not only seen from the alignment of objectives but must also include consistency of resources. This misalignment can be the root of implementation problems, where high targets are not supported by adequate resources.

Regional Long-Term Development Plan (RPJPD)

A content analysis of the Rejang Lebong Regency RPJPD 2006–2025 (Regional Regulation No. 1/2007) confirms that the Selupu Rejang Agropolitan concept will be maintained as an integrated growth center. This document explicitly refers to the need to strengthen rural-urban connections and is clearly stated in point 42 p. 49 which states that the development of agropolitan areas focuses on the horticultural processing industry, this is in line with the concept of Friedmann and Douglass (1978). This finding indicates a commitment to long-term development, explicitly integrating aspects of sustainability and resilience, in line with global efforts to localize the Sustainable Development Goals (SDGs) (Wahyuni & Ma'ruf, 2019).

A key finding is the focus on "sustainable regional development" (in line with UN-Habitat, 2021), which requires tighter synchronization between the RPJMD, RTRW, and sectoral programs. This demonstrates the importance of policy coherence in regional planning.

Discussion: The inclusion of Agropolitan in the RPJPD provides a foundation of policy stability essential for attracting investment and ensuring program sustainability (Harun et al., 2020). This consistency is crucial for successful implementation, as a sound planning model requires a stable long-term vision. However, the remaining challenge is how to transform this long-term vision into a horizontally integrated (inter-agency) short-term action program, a common issue in Collaborative Governance (Emerson et al., 2012).

Other Related Policies and Regulations

A review of the Rejang Lebong Regency Spatial Plan (RTRW) for 2012–2032 (Regional Regulation No. 8/2012) confirmed that Selupu Rejang was designated as a Sustainable Agricultural Designation Area (KP2B). In terms of spatial coherence, the main planning documents are aligned, namely that the Agropolitan area is supported by spatial planning.

In contrast, interviews with Bappeda (2024) revealed challenges in synchronizing national and regional development planning (as evaluated by Bappenas in 2022). There were difficulties in translating the macro targets of the RPJMN into detailed indicators at the Selupu Rejang level.

Discussion: The lack of a strong formal mechanism to enforce inter-agency collaboration is a manifestation of weak Collaborative Governance. Ansell and Gash (2008) and Emerson et al. (2012) emphasize that effective collaboration requires an explicit institutional framework to overcome silo mentality and sectoral egos. Without this framework, even if all individual planning documents are sound (conceptual coherence), implementation will remain fragmented. This failure is a barrier to institutional capacity in managing the complexity of regional development (Turner & Hulme, 1997).

Implementation of the Agropolitan Program in Selupu Rejang

Program Implementation Analysis Based on Evaluation (Bappeda, 2023)

Data from the Rejang Lebong Regency Agropolitan Program Evaluation Report for 2022–2023 (Bappeda, 2023) shows a significant gap between targets and realization.

Table 2. Program Implementation Targets and Realization.

Indicator Implementation	Bappeda Target (2023)	Realization (2023)	The gap
Irrigation Infrastructure Development (Km)	10 km	5.5 km	-45%
Establishment of Product Processing Unit (UPH)	5 UPH	2 UPH	-60%
Percentage Increase in Product Sales Value	15%	7.2%	-52%

A quantitative analysis of the Program Evaluation Report (Bappeda, 2023) indicates an average realization gap of >50% for key infrastructure indicators (irrigation) and value-added development (Product Processing Units/UPH). This data is supported by the findings of another study in Selupu Rejang, which highlighted the complexity of the suboptimal agricultural marketing chain (Fitria, 2022). This quantitative gap is the first empirical evidence of a lack of vertical coherence (plan to realization). This low realization indicates that despite ambitious goals on paper, implementation on the ground has not been able to meet them.

Discussion: This performance gap reflects low Vertical Coherence—a disconnect between planning targets at the policy level (RPJMD) and actual results at the operational level (Selupu Rejang). In the context of public policy implementation, this indicates a problem in the top-down to bottom-up process. Ambitious plans fail to translate into efficient action, an issue frequently reviewed in policy evaluations in developing countries (Raoofi et al., 2020).

Challenges Faced in Program Implementation

The results of in-depth interviews with Technical Services and Farmers in Selupu Rejang revealed three main challenges, which collectively explain the above gaps:

a. Institutional Fragmentation (Horizontal Incoherence):

It was found that infrastructure programs (PUPR), marketing (Trade Office), and production (Agriculture Office) were operating in silos. Horizontal coherence (UNDP, 2020) was hampered by sectoral egos, resulting in farm road projects being completed but not connected to processing centers, or UPHs being built but lacking adequate water supplies.

b. Leadership Dynamics and Changing Priorities:

Programs stipulated in the RPJMD (2019) often experience changes in annual budget priorities (DPA) due to political dynamics and changes in officials, which causes funding inconsistencies (Resource Coherence issues).

c. Low Community Participation (Perceptual Coherence):

Farmers often feel that programs are "top-down," and that the infrastructure they build doesn't always match their actual needs on the land (for example, the type of road they build isn't suitable for the type of vehicle they use to transport their crops). This hinders effective governance (UNDP, 2020).

Discussion: These challenges collectively underscore the failure of Collaborative Governance.

Institutional Fragmentation: Failure of cross-agency coordination is a form of weak horizontal coherence. Gracino et al. (2021) found that shared understanding is an absolute prerequisite for collaboration in food and agricultural management. In Selupu Rejang, this shared understanding was fragile, leading to disjointed project execution.

Dynamics of Political Interests: Changing priorities due to political dynamics are an issue of Interests in policy implementation (Grindle, 2009). When new officials shift budget allocations from Agropolitan to other programs that provide faster political visibility, this undermines Resource Coherence, regardless of what is written in the RPJMD.

Community Participation: Farmers' complaints about the top-down program design indicate issues with Perceived Coherence and Inclusiveness. Successful rural development programs, such as the Smart Rural model (Andari & Susy, 2019) or the development of superior village products (Hidayah, 2022), rely heavily on the active participation and autonomy of local communities. Low farmer engagement (Puspita & Bangsu, 2024; Sari et al., 2022) indicates these programs do not meet the principles of participation, thus reducing ownership and effectiveness of implementation.

Coherence Between Documents and Implementation

Level of Alignment Between Planning Documents and Reality on the Ground

The analysis confirms a wide Policy Coherence Gap in Selupu Rejang: conceptually strong but operationally weak. This gap indicates that although the Agropolitan objectives align with the principles of sustainable regional development (Danasri et al., 2023), the failure occurs at the transition stage from policy formulation to policy action. Overall, the study found that the Agropolitan program coherence in Selupu Rejang is at a high level of Conceptual Coherence but Low Implementation Coherence.

Table 3. Coherence assessment

Types of Coherence	Evaluation	Supporting Evidence
Conceptual (Document to Document)	Tall	The RPJMD, RPJPD, and RTRW all designate Selupu Rejang as an Agropolitan/KP2B priority.
Vertical (Plan to Realization)	Low	Quantitative Gap: UPH and Irrigation realization only reached 40%–55% of the RPJMD target (Bappeda, 2023).
Horizontal (Inter-sectoral)	Low	Observation findings: Agricultural support infrastructure projects are not integrated with marketing or processing needs.
Perception (Actors to Policy)	Medium-Low	Interview: Farmers felt less involved in project design, which reduced their sense of ownership.

In essence, the problem does not lie in what should be done (the concept is clear), but rather in how it is implemented (institutional and funding mechanisms).

2. Factors Affecting Coherence

This finding is very relevant to the policy implementation analysis framework put forward by Grindle (2009), which emphasizes two main variables: Interests and Capacity.

Table 4. Factors Affecting Coherence

Implementation Factors (Grindle, 2009)	Research Findings in Selupu Rejang	Implications for Coherence
Interests	Low Political Will. Agropolitan programs are often trumped by short-term (non-agricultural) infrastructure interests that are considered to produce more immediate results.	Resulting in Low Resource Coherence. Budgets are diverted from the agricultural sector to other sectors.
Capacity	Weak Institutional Capacity and Coordination. Lack of formal mechanisms that compel sectoral agencies to work together (Cross-Agency Coordination).	Resulting in Low Horizontal Coherence. Program implementation becomes fragmented (siloed), and decision-making processes are not integrated (UNDP, 2020).

The Issue of Interest: Short-term political priorities trumping Agropolitan's long-term vision is a manifestation of the failure to address inter-sectoral conflict of interest. This weakness is exacerbated by the nature of decentralization, which grants regional autonomy without strong collaborative accountability mechanisms.

Capacity Issues: Capacity is a major constraint on horizontal coherence. Weaknesses in coordination, as highlighted by Piani (2021) in the context of rural collaborative governance, indicate that the Rejang Lebong Regency Government does not yet have a sufficiently mature managerial system to manage a complex cross-sectoral program such as Agropolitan.

Therefore, it can be concluded that the coherence found is partial. Written coherence has been met (RTRW, RPJMD, RPJPD), but action coherence (implementation, resources, and institutions) has not been achieved. The failure of implementation in Selupu Rejang is essentially a failure to realize effective Collaborative Governance, where fragmented political interests hinder the utilization of existing institutional capacity to achieve the agreed development vision.

Thus, the lack of coherence between planning documents and the implementation of the Agropolitan program in Selupu Rejang is not merely a technical failure, but rather a systemic failure rooted in institutional capacity and political commitment to translating medium-term development goals into integrated cross-sectoral actions. Improvement efforts should focus on strengthening the Policy Coherence framework (OECD, 2019) at the regional level.

CONCLUSIONS AND RECOMMENDATIONS

Conclusion

This study confirms a significant discrepancy between formal planning commitments and the reality of Agropolitan program implementation in Selupu Rejang District. Program coherence can be categorized as High Conceptual Coherence but Low Implementation Coherence.

1. **Conceptual Coherence (High, But Fragile):** Formally, the Agropolitan program has good vertical coherence. The RPJMD (2019–2024), RPJPD (2025–2045), and RTRW (2012–2032) all prioritize integrated agricultural development, in line with the concept of urban-rural linkage (Friedmann & Douglass, 1978). However, this coherence is fragile because it is not supported by Resource Coherence; small and unstable budget allocations hamper the realization of ambitious targets.
2. **Implementation Coherence (Low):** There is a significant Policy Coherence Gap, characterized by large quantitative disparities (infrastructure and FMU realization is less than 60% of the target) and a failure to achieve Collaborative Governance. Program performance is hampered by institutional and political issues, not just technical ones.
3. **Root Causes of Implementation:** The main factors for coherence failure are:
 - **Weak Horizontal Coherence:** Fragmented program implementation due to sectoral egos and the absence of formal mechanisms that force collaboration between agencies (Emerson et al., 2012; Gracino et al., 2021).
 - **Political Interest Issues:** Short-term political priorities (interests) override long-term development visions, leading to funding inconsistencies and changes in program focus, according to Grindle's (2009) findings.
 - **Absent Perceptual Coherence:** The program is top-down in nature, resulting in low farmer participation and ownership, so that the infrastructure built does not always address real needs in the field (Diarika & Pramono, 2021).

Fundamentally, the implementation of the Agropolitan Program in Selupu Rejang is a reflection of the governance challenges at the regional level in transforming written commitments into integrated actions supported by adequate resources and inclusive participation.

B. Recommendations

To improve the coherence and effectiveness of the Agropolitan Program in Selupu Rejang and ensure the success of the 2025–2045 RPJPD vision, three intervention strategies focused on Governance and Resource Management are recommended:

1. Strengthening Institutional Capacity and Coordination (Horizontal Coherence)

- **Establishment of a Permanent Joint Secretariat:** The Rejang Lebong Regency Government must establish a formal and permanent Joint Secretariat (Sekber) for Agropolitan, not just an ad-hoc working group. This Sekber must be led by Bappeda or under the direct coordination of the Regional Secretary, and have cross-sectoral budget authority (common-pool budget).
- **Implementation of the Collaborative Governance Framework:** Adopting the principles of Collaborative Governance (Ansell & Gash, 2008) by creating shared understanding and common performance metrics that bind the Department of Agriculture, the Department of Public Works and Housing, and the Department of Trade/Cooperatives. This will address fragmentation and sectoral egos.

2. Increasing Resource Coherence and Political Will

- **Establishing the Agropolitan Program as a Regional Flagship Program (PADU):** Regional governments need to establish Agropolitan as a Regional Flagship Program protected from annual budget fluctuations. This can be achieved through a Regent's

Regulation that guarantees that the minimum allocation of the relevant sectoral budget cannot be cut.

- Cross-Year Budget Alignment: Integrate Agropolitan Program funding planning explicitly into the annual RKPD document and the Temporary Budget Priority Ceiling General Budget Policy (KUA-PPAS) document to ensure that RPJMD targets are supported by stable political will and resource commitment (Grindle, 2009).

3. Recalibration of Participation-Based Program Design (Perceptual Coherence)

- Implementing Bottom-Up Design: Shifting the program planning process from top-down to participatory. Program implementation and infrastructure development in Selupu Rejang must be preceded by workshops involving Farmer Groups, Village-Owned Enterprises (BUMDes), and village officials to ensure relevance and fit for purpose (Daniasri et al., 2023).
- Village-Based Data Utilization: Encourage relevant agencies to use data and needs proposed through Village Development Planning Deliberations (Musrenbang) as the primary basis for determining infrastructure development locations, so that policy coherence aligns with farmers' needs at the operational level (Fitria, 2022).

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