

BRIDGING POLICY AND LAW: HARMONIZING THE NATIONAL MEDIUM-TERM DEVELOPMENT PLAN AND LEGISLATIVE AGENDA FOR EFFECTIVE GOVERNANCE IN INDONESIA

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Abstract

This study examines the integration of the National Medium-Term Development Plan and the National Legislation Program in Indonesia, highlighting the impact of misalignment on public policy consistency, governance, and legal legitimacy. The National Medium-Term Development Plan serves as a strategic guideline for achieving long-term development objectives, while the Prolegnas functions as a legal framework for enacting laws that support these objectives. Despite their complementary roles, inconsistencies often occur due to weak coordination among planning institutions, legislative bodies, and technical ministries. Such discontinuities result in overlapping, contradictory, or unimplemented regulations, undermining government accountability and public trust. Using doctrinal legal research and normative analysis of relevant laws, including Law No. 25 of 2004 on the National Development Planning System and Law No. 12 of 2011 on the Formation of Laws and Regulations, the study identifies gaps in harmonization between development planning and legislative processes. Empirical evidence demonstrates that certain legislative agendas, such as the Job Creation Law and sectoral bills, are often formulated without direct reference to national development priorities, reflecting a disconnect between policy and legal instruments. To address these challenges, the study proposes a reconstruction model emphasizing substantive and procedural harmonization. Key strategies include policy–regulation mapping, identification of legal needs based on development priorities, annual updates of legislative programs, and active public participation in policy evaluation. Harmonization ensures vertical and horizontal alignment across sectors, promotes legal certainty, and enhances governance efficiency. By integrating development planning with legislative processes, the government can achieve systematic, consistent, and legally supported implementation of national programs. Ultimately, this integration strengthens transparency, accountability, and public trust, contributing to Indonesia’s long-term development vision, Golden Indonesia 2045.

Keywords: *Legal Harmonization; National Development Planning; Legislative Alignment; Policy Consistency; Governance Accountability.*

A. Introduction

National Medium-Term Development Plan and the National Legislation Program are two important instruments in the administration of government in Indonesia.¹ The National Medium-

¹ Bagus Hermanto et al., ‘Legislative Planning and Quality of Legislation: The Case of Prolegnas in Indonesia Lawmaking’, *The Journal of Legislative Studies*, 24 April 2025, 1–29, <https://doi.org/10.1080/13572334.2025.2492459>; Murtanti Jani Rahayu et al., ‘The Effectiveness of the Regional Long-Term Development Plan of Purworejo Regency: The Evaluation of Strategic Planning’, *Planning Malaysia* 22 (2024): 224–40, <https://doi.org/10.21837/pm.v22i30.1436>; Bagus Oktafian Abrianto et al., ‘Reformulating the

Term Development Plan functions as a strategic guideline for achieving long-term development goals and ensures that state resources are utilized effectively and sustainably.² Good leadership is crucial for increasing community participation in development planning, which is a key element of the National Medium-Term Development Plan.³ Through community participation, the plan can better reflect the needs and aspirations of citizens, thereby enhancing the relevance and accountability of the development process.⁴

The National Legislation Program functions as a legal framework for planning and developing policies at both the national and regional levels.⁵ Through legislative documents, it provides direction for the enactment of laws that support the National Medium-Term Development Plan and ensures that the adopted policies align with the established development planning.⁶ In this regard, a harmonious relationship between the executive and legislative branches is crucial. Wance and Suranto⁷ explain that the pattern of relations between the two branches is important.

The importance of the National Medium-Term Development Plan and the National Legislation Program is also evident in village development. Strategic village development planning is essential to optimize local potential within the framework of the National Medium-Term Development Plan.⁸ Facilitating community participation in the Development Planning Deliberation allows the voices of the community to be heard in the planning and budgeting

Concept of State Principles Based on Ideological and Technocratic Strategic as a Sustainable Development Direction', *Law Reform* 16, no. 1 (2020): 112–26, <https://doi.org/10.14710/lr.v16i1.30309>.

² Anggi A. Putra et al., 'Integration of the Sustainable Development Goals into a Regional Development Plan in Indonesia', *Sustainability* 16, no. 23 (2024): 10235, <https://doi.org/10.3390/su162310235>; Dafri Agussalim et al., 'Localizing the Sustainable Development Goals: Assessing Indonesia's Compliance towards the Global Goals', in *Sustainable Development Goals in Southeast Asia and ASEAN: National and Regional Approaches* (Brill, 2018), https://doi.org/10.1163/9789004391949_003.

³ Muhammad Mutawalli Mukhlis et al., 'Examining the Implementation of Participatory Village Autonomy: Models of Community Engagement and Application in Strengthening Inclusive Governance in Indonesia', *Indonesian Journal of Legal Community Engagement* 8, no. 1 (2025): 115–62, <https://doi.org/10.15294/jphi.v8i1.21226>; Faruq Ibnul Haqi, 'From Policies to Actions: Mayoral Leadership and Local Government's Impact on Urban Resilience in Indonesia', *Journal of Resilient Economies* 3, no. 2 (2023): 62–76, <https://doi.org/10.25120/jre.3.2.2023.4020>.

⁴ Arif Zainudin and Sri Sutjiatmi, 'Pembangunan Dan Mekanisme Sistem Perencanaan (Studi Kasus Desa Pengabean Dan Desa Karanganyar)', *Jurnal Ilmu Pemerintahan: Kajian Ilmu Pemerintahan Dan Politik Daerah* 3, no. 1 (2018): 1–14, <https://doi.org/10.24905/jip.3.1.2018.1-14>.

⁵ Irfan Jamallullail, 'Politics of Law in the Establishment of a National Regulatory Body: A New Direction for Legal Reform', *Journal of Law and Legal Reform* 1, no. 4 (2020): 681–90, <https://doi.org/10.15294/jllr.v1i4.39781>; Hermanto et al., 'Legislative Planning and Quality of Legislation: The Case of Prolegnas in Indonesia Lawmaking'.

⁶ Martitah et al., 'Transformation of the Legislative System in Indonesia Based on the Principles of Good Legislation', *Journal of Indonesian Legal Studies* 8, no. 2 (2023): 545–94, <https://doi.org/10.15294/jils.v8i2.69262>.

⁷ Marno Wance and Suranto Suranto, 'Pola Relasi Eksekutif Dan Legislatif Pada Penyusunan Legislati Daerah', *Journal of Governance and Public Policy* 4, no. 1 (2017): 108–41, <https://doi.org/10.18196/jgpp.v4i1.2643>.

⁸ Benuara Jaya et al., 'Perencanaan Strategis Pembangunan Desa Dalam Rangka Pengembangan Potensi Ekonomi Lokal', *Jurnal Sains Sosio Humaniora* 5, no. 2 (2021): 1061–76, <https://doi.org/10.22437/jssh.v5i2.16484>.

process.⁹ The use of the Electronic Development Planning Deliberation system in the city of Surabaya can serve as a model for the development of participatory planning at the national level.¹⁰

Additionally, investment in inclusive and participatory planning systems can reduce social inequality and more accurately address community needs. The adoption of Information and Communication Technology (ICT) has transformed development planning from a top-down approach to a more participatory one, enabling communities to play an active role in the process.¹¹ This approach is expected to ensure that community needs remain a priority in the implementation of the National Medium-Term Development Plan and the National Legislation Program and to guarantee the sustainability of development outcomes.

In the context of governance in Indonesia, inconsistency between the National Medium-Term Development Plan and the National Legislation Program has become a significant challenge, leading to inefficiencies in public policy implementation.¹² This inconsistency is evident when there is a mismatch between the strategic objectives in the National Medium-Term Development Plan and the legislative priorities formulated in the National Legislation Program. According to research by Sarjito¹³, this often results in policies that do not align with community needs due to the lack of legislative support for priority programs in the National Medium-Term Development Plan.

Inefficiency arises when resource distribution and budget allocation are not well synchronized, resulting from inconsistent or conflicting regulations. Legislative fragmentation often creates confusion among policy implementers, slowing the implementation process and

⁹ Murni Rahayu Purwaningsih, 'Pelaksanaan Musrenbang Daerah Dalam Proses Perencanaan Dan Penganggaran Partisipatif', *Jurnal Litbang Sukowati: Media Penelitian Dan Pengembangan* 6, no. 1 (2022): 151–64, <https://doi.org/10.32630/sukowati.v6i1.346>.

¹⁰ Novy Setia Yunas, 'Efektivitas E-Musrenbang Di Kota Surabaya Dalam Sistem Perencanaan Pembangunan Berparadigma Masyarakat', *Otoritas: Jurnal Ilmu Pemerintahan* 7, no. 1 (2017): 19–27, <https://doi.org/10.26618/ojip.v7i1.387>.

¹¹ Heri Casnoto, 'E-Participatory Planning Dan Kesenjangan Digital: Apa Yang Harus Dilakukan?', *Public Knowledge* 1, no. 1 (2024): 1–12, <https://doi.org/10.62771/pk.v1i1.2>.

¹² Hermanto et al., 'Legislative Planning and Quality of Legislation: The Case of Prolegnas in Indonesia Lawmaking'; Abrianto et al., 'Reformulating the Concept of State Principles Based on Ideological and Technocratic Strategic as a Sustainable Development Direction'.

¹³ Aris Sarjito, 'Evaluating Indonesia's National Defense Policy in Shaping an Effective Area Denial Strategy', *Journal of Political Issues* 6, no. 2 (2025): 124–34, <https://doi.org/10.33019/jpi.v6i2.216>.

negatively affecting public service quality.¹⁴ This is particularly evident in environmental policy, where unintegrated planning can hinder innovation and sustainable policy implementation.¹⁵

Moreover, misalignment between the National Medium-Term Development Plan and the National Legislation Program contributes to challenges in government accountability.¹⁶ Without alignment between these two instruments, stakeholders face difficulties in assessing government performance in implementing public policies, which can lead to public skepticism regarding the government's ability to achieve nationally agreed development goals.

Therefore, better harmonization between the National Medium-Term Development Plan and the National Legislation Program is necessary. This can be achieved through a collaborative approach involving all stakeholders, including the community, in planning and legislative processes.¹⁷ Close cooperation between legislative and executive institutions is necessary to create more effective and integrated policies. Community involvement in development planning deliberations helps ensure that policies accommodate not only political interests but also reflect the real needs of the community.¹⁸

The fundamental problem in governance in Indonesia lies in the lack of synchronization between the National Medium-Term Development Plan and the National Legislation Program.¹⁹ This discontinuity creates a gap between the strategic direction of development in the National Medium-Term Development Plan and the statutory regulations drafted within the National Legislation Program, resulting in weak policy consistency and fragmented implementation of development programs. When the National Legislation Program is not prepared based on medium-term strategic needs, many regulations are enacted without clear policy support, and conversely, many development plans lack an adequate legal framework. This situation weakens the state's capacity to design and implement public policies effectively, efficiently, and accountably.²⁰

¹⁴ David H. Rosenbloom et al., *Public Administration: Understanding Management, Politics, and Law in the Public Sector* (Routledge, 2022); Benjamin L. Crosby, 'Policy Implementation: The Organizational Challenge', *Implementing Policy Change* 24, no. 9 (1996): 1403–15, [https://doi.org/10.1016/0305-750X\(96\)00050-2](https://doi.org/10.1016/0305-750X(96)00050-2).

¹⁵ Rebecca K. M. Clube and Julia Tomei, 'Environmental Policy Without Implementation? A Review of Factors Contributing to Implementation Gaps in Low- and Middle-Income Countries', *Environmental Policy and Governance* n/a, no. n/a (2026), <https://doi.org/10.1002/eet.70068>.

¹⁶ Wance and Suranto, 'Pola Relasi Eksekutif Dan Legislatif Pada Penyusunan Legislasi Daerah'.

¹⁷ Jaya et al., 'Perencanaan Strategis Pembangunan Desa Dalam Rangka Pengembangan Potensi Ekonomi Lokal'.

¹⁸ Purwaningsih, 'Pelaksanaan Musrenbang Daerah Dalam Proses Perencanaan Dan Penganggaran Partisipatif'.

¹⁹ Syahlan, 'Effective and Efficient Synchronization in Harmonization of Regulations Indonesia', *Journal of Human Rights, Culture and Legal System* 1, no. 1 (2021): 54–71, <https://doi.org/10.53955/jhcls.v1i1.7>.

²⁰ Hermanto et al., 'Legislative Planning and Quality of Legislation: The Case of Prolegnas in Indonesia Lawmaking'.

National development in Indonesia is carried out through a structured and sustainable development planning system.²¹ This system ensures that all government policies operate in a directed, integrated, and continuous manner to achieve the state's objectives as mandated in the Preamble of the 1945 Constitution of the Republic of Indonesia. In practice, national development planning is realized through the National Medium-Term Development Plan, which serves as the main guideline for development implementation during each five-year governmental period.²² The formulation of statutory regulations that serve as the legal basis for implementing government policies is planned through the National Legislation Program, which is prepared by the legislative institution together with the government.

Normatively, these two instruments should be interrelated and mutually supportive. The National Medium-Term Development Plan contains national development priorities that require legal support for effective implementation.²³ Meanwhile, the National Legislation Program functions as a priority list for the formation of laws expected to provide a legal foundation for implementing development programs. However, inconsistencies are often found between the development planning in the National Medium-Term Development Plan and the legislative agenda in the National Legislation Program.²⁴ This creates fundamental problems in national development governance because planned development policies are not always supported by adequate legal instruments.

The main problem frequently arises when not all priority development programs listed in the National Medium-Term Development Plan are followed by plans for law formation in the National

²¹ Glenn-Marie Lange, 'Strategic Planning for Sustainable Development in Indonesia Using Natural Resource Accounts', in *Economy and Ecosystems in Change* (Edward Elgar Publishing, 1997), <https://doi.org/10.4337/9781035303571.00026>; Kanako Morita et al., 'Analysis of National and Local Governance Systems to Achieve the Sustainable Development Goals: Case Studies of Japan and Indonesia', *Sustainability Science* 15, no. 1 (2020): 179–202, <https://doi.org/10.1007/s11625-019-00739-z>; Hania Rahma et al., 'Development of a Composite Measure of Regional Sustainable Development in Indonesia', *Sustainability* 11, no. 20 (2019): 5861, <https://doi.org/10.3390/su11205861>.

²² Deny Noer Wahid et al., 'The Urgency of Returning the People's Consultative Assembly Authority in Determining the Outlines of the Nation's Direction', *Yuridika* 38, no. 3 (2023): 539–64, <https://doi.org/10.20473/ydk.v38i3.36885>; Bambang Soesatyo, 'The Significance of MPR Decrees as the Legal Basis for National Development in the Context of Industry 5.0 and Golden Indonesia 2045', *Corporate Law & Governance Review* 7, no. 3 (2025): 160–69, <https://doi.org/10.22495/clgrv7i3sip1>; M. Wildan Humaidi and Inna Soffika Rahmadanti, 'Constitutional Design of State Policy as Guidelines on Indonesia's Presidential System Development Plan.', *Volksgeist: Jurnal Ilmu Hukum Dan Konstitusi* 6, no. 1 (2023): 61–76, <https://doi.org/10.24090/volksgeist.v6i1.7981>.

²³ Mumtaz Soraya Nasution, 'The Synergy of the Development Planning Regulatory Framework with the National Legislation Program', *The Journal of Indonesia Sustainable Development Planning* 4, no. 1 (2023): 69–85, <https://doi.org/10.46456/jisdep.v4i1.369>.

²⁴ Ahmad Habib Al Fikry et al., 'National Law Development through Civil Procedure Law Reform as a Manifestation of State Goals during the Covid-19 Pandemic', *Lex Scientia Law Review* 5, no. 2 (2021): 41–64, <https://doi.org/10.15294/lesrev.v5i2.50483>.

Legislation Program. Many strategic policies require new legal foundations or regulatory revisions but are not included in the legislative priority list. As a result, implementation of development programs is hindered due to the absence of a clear legal basis. Conversely, some draft laws in the National Legislation Program have no direct connection with the national development agenda established in the National Medium-Term Development Plan. This mismatch indicates a gap between the technocratic nature of development planning and the politically influenced legislative planning process.

The inconsistency between the National Medium-Term Development Plan and the National Legislation Program is also caused by differences in institutional mechanisms used in their formulation.²⁵ The National Medium-Term Development Plan is prepared by the government through coordination by the Ministry of National Development Planning/National Development Planning Agency, involving ministries, institutions, and regional governments. Its formulation process is carried out through technocratic, participatory, political, and both top-down and bottom-up planning approaches. Meanwhile, the National Legislation Program is formulated through a legislative mechanism involving the House of Representatives, the government, and the Regional Representative Council, considering various political interests, public aspirations, and sectoral regulatory needs.²⁶ These differing approaches often result in a legislative agenda that is not fully aligned with national development needs.

The impact of this lack of synchronization is significant for the effectiveness of national development implementation. First, development policies planned in the National Medium-Term Development Plan may not be implemented optimally due to inadequate legal support. Second, the formation of laws not based on national development priorities can lead to overlapping regulations and less effective solutions. Third, this condition can result in inefficiency in the legislative process because resources are used to deliberate draft laws without strategic urgency for national development.

²⁵ Neneng Yani Yuningsih et al., 'Analysis of Conformity of the Regional Medium-Term Development Plan (RPJMD) West Bandung Regency 2018-2023 with the National Medium-Term Development Plan (RPJMN) 2020-2024', *AIP Conference Proceedings* 2952, no. 1 (2024): 170001, <https://doi.org/10.1063/5.0214407>; Helmy Boemiya, 'Changes To The Regional Medium-Term Development Plan During The Covid-19 Pandemic Period In The Legal Perspective Of Regional Government', *Trunojoyo Law Review* 5, no. 1 (2023): 66–85, <https://doi.org/10.21107/tlr.v5i1.21053>.

²⁶ Akhmad Safik, 'Law-Making Process in Indonesia An Analysis On the National Legislation Program (Prolegnas)', *Jurnal Magister Ilmu Hukum: Hukum Dan Kesejahteraan* 1, no. 1 (2021): 20–33, <https://doi.org/10.36722/jmih.v1i1.728>; Siti Mariyam et al., 'The Making of Law in Indonesia: A Criticism and Evaluation of the Practise of Legislative Function in the House of Representatives', *Law Reform* 16, no. 2 (2020): 215–23, <https://doi.org/10.14710/lr.v16i2.33773>.

Normatively, the national development planning system is regulated in Law Number 25 of 2004 concerning the National Development Planning System, which emphasizes integrated planning across sectors and government levels.²⁷ The National Medium-Term Development Plan, as a five-year development planning document, is regulated through a Presidential Regulation for each governmental period. Planning for law formation through the National Legislation Program is regulated in Law Number 12 of 2011 concerning the Formation of Laws and Regulations, as amended by Law Number 13 of 2022.²⁸ These provisions emphasize that the National Legislation Program must be prepared in a planned, integrated, and systematic manner.

Although these legal frameworks regulate development planning and legislative planning mechanisms, no provision explicitly requires synchronization between the National Medium-Term Development Plan and the National Legislation Program. This regulatory gap causes integration between development policies and regulatory formation to often depend on administrative coordination among institutions rather than a legally binding obligation.

Based on these issues, it is important to study the reconstruction of the integration between the National Medium-Term Development Plan and the National Legislation Program within Indonesia's national development governance system. This reconstruction is necessary to harmonize development planning and legislative planning so that every development agenda in the National Medium-Term Development Plan can be supported by a clear legal framework through the National Legislation Program. Thus, national development can be implemented more effectively, systematically, and consistently according to the country's development objectives.

Based on the background described above, this study focuses on two key problem formulations. First, it explores forms of discontinuity between the National Medium-Term Development Plan and the National Legislation Program and their impacts on public policy consistency. Second, it examines how reconstructing the relationship between planning and

²⁷ Saptono Jenar, 'The Acceleration Development of Disadvantaged Region: On Government Affairs Perspective', *Nurani Hukum* 4, no. 2 (2021): 1–15, <https://doi.org/10.51825/nhk.v4i2.12214>; Pangajoman et al., 'The Legal Politics of Transforming United Nations Resolution A/RES/70/1 on the 2030 Agenda for Sustainable Development into National Law and Its Impact on Regional Development Planning from the Perspective of International Law', *Proceedings of the 3rd International Conference on Law, Economics & Good Governance (ICLAW 2025)*, 29 December 2025, 417–32, https://doi.org/10.2991/978-2-38476-519-5_33; Topan Yulia Pratama, 'The The Direction of Legal Development in The National Development Plan, Referencing Law Number 17 Of 2007 Concerning The National Long-Term Development Plan 2005-2025', *UNISKA Law Review* 5, no. 1 (2025): 63–98, <https://doi.org/10.32503/ulr.v5i1.6549>.

²⁸ Martitah et al., 'Transformation of the Legislative System in Indonesia Based on the Principles of Good Legislation'; Aan Eko Widiarto et al., 'The Authority Relationship of Central and Local Governments in Forming Laws and Regulations: Between Indonesia and Malaysia', *Legality: Jurnal Ilmiah Hukum* 33, no. 1 (2025): 148–67, <https://doi.org/10.22219/ljih.v33i1.36629>; Petra Mahy, 'Indonesia's Omnibus Law on Job Creation: Legal Hierarchy and Responses to Judicial Review in the Labour Cluster of Amendments', *Asian Journal of Comparative Law* 17, no. 1 (2022): 51–75, Cambridge Core, <https://doi.org/10.1017/asjcl.2022.7>.

legislation plays a crucial role in building an accountable government, particularly regarding the need for a legal system that supports development planning.

Studies on the relationship between development planning and legislative planning have been conducted by several previous researchers with different focuses. The first study, by Madjid²⁹, discusses institutional integration of development planning and legislation. It emphasizes that lack of synchronization between the development planning system and the legislative system is caused by weak institutional coordination and the absence of a mechanism clearly integrating the two systems.

The second study discusses regulatory harmonization within the Indonesian legal system, emphasizing the importance of regulatory restructuring and legislative reform to reduce overlapping laws and regulations. It highlights that regulatory complexity often leads to inconsistencies among legal instruments, creating legal uncertainty and hindering effective policy implementation. However, this research primarily focuses on broader regulatory harmonization within the national legal system.³⁰

Unlike previous studies, this research offers novelty by focusing on empirical analysis of inconsistencies between the National Medium-Term Development Plan and the National Legislation Program and by proposing a reconstruction model for integrating development planning and legislation within the national development governance framework. This study examines institutional issues and highlights the implications of such inconsistencies for public policy consistency while formulating a reconstruction model to strengthen the relationship between development planning and the national legal system.

This study employs a doctrinal legal research method, focusing on legal norms in statutory regulations related to the national development planning system and legislative planning. The approaches include statutory and conceptual approaches, examining relevant regulations such as Law Number 25 of 2004 on the National Development Planning System and Law Number 12 of 2011 on the Formation of Laws and Regulations, as amended by Law Number 13 of 2022. Legal materials consist of primary, secondary, and tertiary sources obtained through library research, analyzed qualitatively using normative legal analysis to examine inconsistencies between the National Medium-Term Development Plan and the National Legislation Program and to formulate

²⁹ Mario Agritama S. W. Madjid, 'Integrasi Kelembagaan Perencanaan Di Bidang Pembangunan Dan Legislasi: Membangun Kelembagaan Yang Tangguh', *Jurnal Legislasi Indonesia* 22, no. 3 (2025): 433–48, <https://doi.org/10.54629/jli.v22i3.1516>.

³⁰ Fuqoha Fuqoha et al., 'Harmonisasi Regulasi Pemerintah Pusat Dan Pemerintah Daerah Diantara Kesejahteraan Sosial Dan Kepentingan Nasional', *Jurnal Inovasi Dan Kreativitas (JIKa)* 3, no. 1 (2023), <https://doi.org/10.30656/jika.v3i1.6289>.

a reconstruction of integration between development planning and the legislative system in supporting national development.

In this context, Law Number 59 of 2024 on the National Long-Term Development Plan 2025–2045 provides the foundation for preparing the National Medium-Term Development Plan, while Law Number 25 of 2004 on the National Development Planning System and Law Number 12 of 2011 on the Formation of Laws and Regulations establish the framework for the National Legislative Program. These laws collectively regulate government development planning and legislation; however, in practice, implementation of the National Medium-Term Development Plan and the National Legislation Program is often separate, causing policy inefficiency.

B. Ensuring Legal Harmonization: Aligning National Legislation with the National Medium-Term Development Plan

Legislation should not be separated from the direction of the National Medium-Term Development Plan, because laws and regulations function as normative instruments that translate public policies into binding legal frameworks.³¹ However, in practice, the government is often confronted with social, economic, and political dynamics that demand rapid and appropriate policy responses. In such situations, the government may adopt decisions based on *freies Ermessen*, or discretionary authority within the scope of administrative discretion, even when a clear legal framework has not yet been established.³² Although the use of *freies Ermessen* is intended to respond to urgent societal needs, its application without a well-planned legislative direction may create legal uncertainty and open opportunities for the abuse of authority. Therefore, it is essential to ensure that discretionary policies remain within the framework of development planning as outlined in the National Medium-Term Development and are subsequently followed by systematic legislative adjustments within the National Legislative Program. The integration between the National Medium-Term Development and legislation will strengthen government accountability while maintaining legal legitimacy in every administrative action taken.³³

³¹ Lismanto and Yos Johan Utama, 'Membumikan Instrumen Hukum Administrasi Negara Sebagai Alat Mewujudkan Kesejahteraan Sosial Dalam Perspektif Negara Demokrasi', *Jurnal Pembangunan Hukum Indonesia* 2, no. 3 (2020): 416–33, <https://doi.org/10.14710/jphi.v2i3.416-433>; Syahlan, 'Effective and Efficient Synchronization in Harmonization of Regulations Indonesia'.

³² Yutaka Arai-Takahashi, 'Discretion in German Administrative Law: Doctrinal Discourse Revisited', *European Public Law* (Alphen aan den Rijn, The Netherlands) 6, no. 1 (2000): 69–80, <https://doi.org/10.54648/272011>; Anwar Sadat, 'Discretion and Accountability of Local Government in Administering Governance', *Journal of Governance* 5, no. 2 (2020): 237–48, <https://doi.org/10.31506/jog.v5i2.9283>; Philipus M. Hadjon et al., *Pengantar Hukum Administrasi Indonesia* (Gadjah Mada University Press, 2005).

³³ Lismanto and Utama, 'Membumikan Instrumen Hukum Administrasi Negara Sebagai Alat Mewujudkan Kesejahteraan Sosial Dalam Perspektif Negara Demokrasi'.

The theory of legal harmonization explains that an ideal legal system is one that is consistent, non-overlapping, and well-integrated both vertically and horizontally.³⁴ Such harmonization is essential in achieving coherence between the National Medium-Term Development as a policy document and the National Legislative Program as a regulatory agenda.

From a vertical perspective, harmonization refers to the conformity between the hierarchy of legal norms and national policies. The National Medium-Term Development, as a strategic framework established by the government, should serve as the main reference in the formulation of laws proposed within the National Legislation Program. According to Law Number 25 of 2004 on the National Development Planning System, development must be carried out by taking into account existing laws and regulations and by integrating national policies at every stage of planning and implementation.³⁵

In this regard, firm enforcement of legal norms that are consistent with the National Medium-Term Development is highly expected to avoid unsynchronized and overlapping policies, which may lead to inefficiency in the implementation of public policies. From a horizontal perspective, harmonization involves alignment across sectors, such as education, environment, and the economy. Each sector has its own regulations and policies; however, all must operate under the overarching framework of the National Medium-Term Development in order to achieve holistic development objectives. Sectoral policy alignment is essential to ensure that each policy issued can support and reinforce one another, rather than contradict each other.³⁶

For example, education policies should be aligned with economic policies to produce high-quality human resources, while environmental policies must consider the sustainability aspects of every development program. Harmonization between the National Medium-Term Development and the National Legislative Program is crucial not only for improving efficiency in policy formulation but also for creating clarity for the public regarding the direction of public policies being implemented. Research by Ripamonti³⁷ shows that well-integrated policies enhance accountability and transparency in governance, thereby strengthening public trust in the

³⁴ Hans Kelsen, *Pure Theory of Law* (Lawbook Exchange, 2005); Ni'matul Huda and Riri Nazriyah, *Teori & Pengujian Peraturan Perundang-Undangan* (Nusamedia, 2011).

³⁵ Adam Latif et al., 'Pengaruh Kepemimpinan Terhadap Partisipasi Masyarakat Pada Perencanaan Pembangunan', *Jurnal Analisis Kebijakan Dan Pelayanan Publik* 52, no. 2 (2019): 144–64, <https://doi.org/10.31947/jakpp.v5i2.7977>.

³⁶ Zainudin and Sutjiatmi, 'Pembangunan Dan Mekanisme Sistem Perencanaan (Studi Kasus Desa Pengabean Dan Desa Karanganyar)'.

³⁷ Juan Pablo Ripamonti, 'Does Being Informed About Government Transparency Boost Trust? Exploring an Overlooked Mechanism', *Government Information Quarterly* 41, no. 3 (2024): 101960, <https://doi.org/10.1016/j.giq.2024.101960>.

government. This is particularly important in the context of decentralization, where public participation plays a key role in the successful implementation of policies.

C. Bridging Policy and Legislation: Addressing Misalignment Between the National Medium-Term Development Plan and the National Legislation Program

The National Legislative Program is often formulated without direct reference to the National Medium-Term Development Plan. Consequently, the National Legislation Program is frequently driven by proposals from specific sectors or political pressures, rather than by development priorities holistically established in the National Medium-Term Development. This situation results in policies that are often misaligned with broader development objectives, thereby hindering the effective implementation of public policies.³⁸

A lack of an integrative evaluation mechanism between the National Development Planning Agency, the House of Representatives, and technical ministries has become a key factor hindering this synergy. An integrated evaluation mechanism is essential to assess the extent to which each proposed law supports the objectives set out in the National Medium-Term Development. Wance and Suranto³⁹ note that coordination among these institutions is often overlooked, resulting in dysfunction within the planning and budgeting system. This highlights the need for clear procedures to bridge communication and collaboration between planning institutions and legislative bodies responsible for drafting laws.

Furthermore, there is no effective method to assess the synchronization between the National Legislation Program and the priorities of the National Medium-Term Development, which leads to fragmentation in policy substance. This fragmentation exacerbates existing issues, causing public policies to become inconsistent and unfocused on the established development objectives. Therefore, a more systematic mapping of the relationship between legislation and the National Medium-Term Development is necessary, along with the development of clear evaluation indicators to measure the impact of policies on national development. Without a comprehensive assessment technique, it is difficult to formulate policies that are adaptive and responsive.

A case study illustrating the misalignment between the National Medium-Term Development and the National Legislation Program can be seen in the inconsistency between the Job Creation Law (Omnibus Law) and the environmental protection agenda established in the National Medium-Term Development 2020–2024. In the National Medium-Term Development,

³⁸ Latif et al., 'Pengaruh Kepemimpinan Terhadap Partisipasi Masyarakat Pada Perencanaan Pembangunan'.

³⁹ Wance and Suranto, 'Pola Relasi Eksekutif Dan Legislatif Pada Penyusunan Legislasi Daerah'.

the government committed to strengthening environmental governance and promoting sustainable development, including climate change mitigation and the protection of strategic ecosystem areas. However, the Job Creation Law relaxed several environmental regulations by simplifying business licensing processes without strict Environmental Impact Assessments, thereby contradicting the direction of national policy.

Misalignment is also evident in other sectors, including the lack of priority legislation supporting education transformation or the strengthening of health services, even though both sectors are key pillars of the National Medium-Term Development. For instance, the National Legislation Program does not explicitly prioritize a comprehensive revision of the National Education System Law or the strengthening of regulations for the national health insurance system, both of which are necessary to realize the vision of developing high-quality human resources and building a resilient health system.

Inconsistency between the National Medium-Term Development and the National Legislative Program is reflected in several empirical findings showing weak integration between policy directions and legislative outputs. A study conducted by the Center for Indonesian Law and Policy Studies revealed that out of 84 draft bills proposed in the National Medium-Term Development 2015–2019, only 70 bills (around 83%) were included in the National Legislation Program, while the remaining 14 bills (approximately 17%) were not aligned with the national legislative agenda.⁴⁰

Lack of synchronization results in regulations that do not support the strategic development priorities outlined in national planning documents. Furthermore, in 2016, the central government revoked 3,143 regional regulations because they conflicted with higher-level laws and regulations. This demonstrates clear disharmony between central and regional policies, as well as the weakness of synchronization mechanisms within the development planning system.⁴¹

Moreover, during the 2014–2018 period, a phenomenon of hyper-regulation occurred below the level of laws, marked by the issuance of 7,621 ministerial regulations, 452 government regulations, and 765 presidential regulations. Ironically, the number of laws enacted during the same period declined, indicating the low effectiveness of national legislative coordination in ensuring that regulations align with strategic national needs. Overall, these data demonstrate that without strong integration between the National Medium-Term Development and the National

⁴⁰ Diani Sadiawati et al., *Kajian Reformasi Regulasi Di Indonesia: Pokok Permasalahan Dan Strategi Penanganannya* (Pusat Studi Hukum dan Kebijakan Indonesia (PSHK), 2019).

⁴¹ Ibid.

Legislation Program, legislation in Indonesia will continue to face fragmentation, regulatory overlap, and legal uncertainty.⁴²

Several draft bills included in the National Legislation Program are not based on the National Medium-Term Development but are instead driven by sectoral political interests or elite pressure. Conversely, a number of priority issues outlined in the National Medium-Term Development—such as agrarian reform, social protection, and digital transformation—have not been proportionally accommodated within the National Legislation Program. This indicates fragmentation between national strategic planning and legislative processes, risking the production of patchwork policies that are inconsistent, uncoordinated, and lacking clear direction. The following table presents examples of draft bills or legislative policies that empirically do not align with the National Medium-Term Development and the National Legislation Program.

Table 1. Inconsistencies Between National Legislation Program and National Medium-Term Development Plan

No	Policy / Bill / Law	Inconsistency	Source / Year
1	Job Creation Law (Law No. 11 of 2020)	Not listed in the initial 2020 National Legislation Program; drafted using a sudden Omnibus Law approach and did not follow the 2020–2024 National Medium-Term Development Plan.	Center for Indonesian Law and Policy Studies, Tempo, The Indonesian Forum for the Environment (2020)
2	Family Resilience Bill (2020 National Legislation Program)	Inconsistent with the 2020–2024 National Medium-Term Development Plan because it is not a human development priority based on gender equality and human rights.	National Commission on Violence Against Women (2020), Indonesian Center for Judicial Research (ICJR)
3	Alcoholic Beverages Bill	Not included in the strategic agenda of the National Medium-Term Development Plan and not based on national development urgency.	National Legislation Program 2021–2024, Academic Critiques (UGM, UI)
4	Cancellation of 3,143 Regional Regulations by the Government	Regional regulations are often not synchronized with the direction of national development and higher-level regulations.	Ministry of Home Affairs, National Legal Development Agency (2016)
5	Derivative Regulations of Laws (2014–2018)	Hyper-regulation: 7,621 Ministerial Regulations, 430 Government Regulations, 709 Presidential Regulations are not supported by priority legislation in the National Legislation Program.	Center for Indonesian Law and Policy Studies, National Legal Development Agency, Regulatory Studies Center UI
6	Broadcasting Bill (Revision)	Conflicts with the National Medium-Term Development Plan in digital transformation; may restrict investigative journalism.	AJI, KPI, SAFEnet (2023–2025)
7	Sexual Violence Eradication Law	Only entered the National Legislation Program after public pressure; despite being a priority in the social protection National Medium-Term Development Plan.	National Medium-Term Development Plan 2020–2024, National Commission on Violence Against

⁴² Ibid.

No	Policy / Bill / Law	Inconsistency	Source / Year
			Women, House of Representatives (2016–2022)
8	Military and Police Law (Revision)	Not listed in either the National Medium-Term Development Plan or the 2020 National Legislation Program; emerged without a development plan basis.	National Human Rights Commission, KontraS (2024–2025)
9	Special Jakarta Region Bill	Not planned in previous National Medium-Term Development Plan or National Legislation Program; discussed suddenly following the relocation of the capital city.	House of Representatives, Constitutional Law Experts (2025)
10	Policy on Abolishing Honorary Employees	Implemented without a specific legal basis; inconsistent with the National Medium-Term Development Plan in bureaucratic reform.	Ministry of Administrative and Bureaucratic Reform, Ombudsman (2024–2025)
11	Climate Change Bill Exclusion	National Medium-Term Development Plan emphasizes environmental agenda, but there is no climate bill in the National Legislation Program.	Ministry of Environment and Forestry, The Indonesian Forum for the Environment, House of Representatives (2020–2025)

Source: author's analysis results

D. Strategic Integration of the National Legislation Program with the National Medium-Term Development Plan for Effective Governance

Preparation of the National Legislation Program must begin with identifying legal needs from five-year strategic planning documents, such as the National Medium-Term Development Plan and the Regional Medium-Term Development Plan. This step is crucial to ensure that each law drafted can support and strengthen the implementation of established national and regional development programs.⁴³

Identifying legal needs is a critical initial step in formulating the National Legislation Program. As stated by Susanti and Kurniawan⁴⁴, integrating the results of strategic environmental assessments into the Regional Medium-Term Development Plan is important for creating regulations that support sustainable development. This ensures that the regulations formulated are relevant to the development context and capable of addressing existing societal problems.

Formulating the National Legislation Program based on identified legal needs also prevents overlapping regulations that could hinder implementation. Additionally, it provides a clear

⁴³ Ariyaningsih et al., 'Disaster Law in Indonesia', in *Disaster Law: Implications to Governance and Implementation*, ed. Yan Cui and Rajib Shaw (Springer Nature Singapore, 2025), https://doi.org/10.1007/978-981-97-7374-9_12; Ngesti Dwi Prasetyo et al., 'The Juridical Framework of the Pentahelix Model in the Preparation of Regional Medium-Term Development Planning', *Jurnal IUS Kajian Hukum Dan Keadilan* 11, no. 3 (2023): 569–88, <https://doi.org/10.29303/ius.v11i3.1286>.

⁴⁴ Tri Susanti and Badrudin Kurniawan, 'Implementasi Pembuatan Kajian Lingkungan Hidup Strategis Rpjmd Periode 2021-2026 Sebagai Upaya Untuk Mendukung Pembangunan Berkelanjutan Di Kabupaten Tuban', *Publika* 10, no. 1 (2022): 231–44, <https://doi.org/10.26740/publika.v10n1.p231-244>.

foundation for planning the programs to be implemented, facilitating the measurement and evaluation of the outcomes achieved.

The legislative process is aligned through a policy–regulation mapping approach. This approach enables the government and stakeholders to understand the relationship between the policies outlined in the National Medium-Term Development Plan and Regional Medium-Term Development Plan, and the laws drafted in the National Legislation Program. Wibiseno emphasizes that this policy mapping can assist in evaluating the level of achievement of development indicator targets.

By mapping policies against existing regulations, stakeholders can see how each law contributes to the achievement of broader goals and identify potential regulatory overlaps or gaps. This provides opportunities for necessary improvements and revisions to ensure that every legislative step aligns with the desired development direction.

Policy–Regulation Mapping is the alignment between development agendas in the National Medium-Term Development Plan and legislative agendas in the National Legislation Program.

Table 2. Alignment of Key Regulatory Initiatives with the National Medium-Term Development Priorities

Priority Area	Regulatory Requirement (Bill)	Status in National Legislation Program	Alignment with National Development Priorities
Bureaucratic Reform	Government Administration Bill	Included in National Legislation Program	Aligned
Digital Transformation	Personal Data Protection Bill	Included in National Legislation Program	Aligned
Energy Development	New and Renewable Energy Bill	Not yet passed	Partially Aligned
Education Reform	National Education System Bill	Not included in National Legislation Program	Not Aligned

Source: author’s analysis results

Public involvement in the preparation of the National Legislation Program is highly emphasized in this context. The transparency of the legislative agenda allows for more informed and meaningful public participation, which, in turn, can result in regulations that are more accountable and responsive to societal needs. Stakeholders play an important role in the legislative process, especially in the context of strengthening development goals.

Restructuring the National Legislation Program to align with medium-term development documents, such as the National Medium-Term Development Plan and the Government Work Plan, is essential to ensure that all resulting policies and regulations support the established

development objectives. This step also involves the need for annual revisions of the National Legislation Program in accordance with the latest developments in the development documents.

The National Legislation Program must be formulated based on the legal needs identified in the National Medium-Term Development Plan and the Government Work Plan. In this way, the resulting regulations not only address specific sectoral needs but also reflect broader development goals and objectives. Integrating the National Legislation Program with development policies will create harmonization between regulations and development programs, thereby avoiding overlapping regulations that could hinder implementation.

Annual revisions of the National Legislation Program are essential to adapt to changes and developments in the social, economic, and political context. When the National Legislation Program is revised routinely, the government can be more responsive to the dynamic needs of society. Updating the National Legislation Program in conjunction with the Government Work Plan and the Work Plans of Ministries/Agencies will enhance the relevance of the proposed laws. It also provides an opportunity for the government to make regulatory adjustments based on evaluations of the implementation of existing policies.

The National Development Planning Agency plays a strategic role in the preparation of the National Legislation Program, not only as a technocratic planner but also as a formal link between policy and legislation in Indonesia. Strengthening this role is essential to create alignment between medium-term development planning documents and the resulting regulations.

The National Development Planning Agency functions as the agency responsible for formulating and coordinating national development planning, as well as ensuring that each policy supports the achievement of development goals established in the National Medium-Term Development Plan. In this context, the National Development Planning Agency must actively identify legal needs based on development priorities and formulate proposed regulations that align with these needs.

In addition to formulating legal needs, the National Development Planning Agency also serves as a mediator among various ministries and agencies, ensuring that all legislative proposals receive adequate support. This supports the notion that the National Development Planning Agency's involvement can prevent duplication and help create synergy in policy-making.

Ministries and agencies have a strategic role in preparing the National Legislation Program. They contribute by providing technical input and data necessary to support each regulation. This enriches the legislative process with accurate and relevant information. Ministries and agencies should collaborate with the National Development Planning Agency to prioritize regulatory needs

in their respective fields according to the provisions of the National Medium-Term Development Plan and the Government Work Plan.

Strengthening the roles of the National Development Planning Agency and the Ministries/Agencies is also related to enhancing accountability and transparency in the legislative process. In the context of public information openness, the National Development Planning Agency can issue periodic reports on the development of the National Legislation Program and the implementation of regulations, allowing the public to understand the extent to which proposed policies provide benefits for them.

To create an effective evaluation framework for synchronizing the National Medium-Term Development Plan with the National Legislation Program, several instruments are needed to assess the consistency and alignment of proposed legislation with development objectives. The Legislative Alignment Index evaluates the extent to which Draft Laws reflect the priorities and goals established in the development plan, helping policymakers ensure that legislation not only fulfills legal obligations but also strategically supports the national development vision and mission. Complementing this, the Consistency of the Thematic Matrix identifies duplication or gaps in regulations by mapping existing laws against sectoral priorities, highlighting areas where regulations overlap or where new regulations may be needed, and emphasizing the importance of harmonizing policies to reduce regulatory fragmentation at the local level. Finally, the Draft Matrix Law assesses the degree of integration between policies and legislation, providing a comprehensive view of how well legal instruments and development objectives are synchronized and how planning institutions perform in aligning vision and mission.

Table 3. Integration of National Legislation with Medium-Term Development Policies

Policy Area	Legislation (Bill)	Status	Integration Level
Regulatory Reform	Job Creation Bill	Passed	High
Digital Transformation	Personal Data Protection (PDP) Bill	Passed	High
Green Energy	New and Renewable Energy (EBT) Bill	Not yet passed	Low
Education System	National Education System Bill	Not yet a priority	Low

Source: author's analysis results

The matrix shows that not all development agendas have strong regulatory support. Regulatory Accountability refers to monitoring that provides an overall picture of the legislative status based on the National Medium-Term Development Plan. This tool can display important information, such as the stages of bill approval, implementation impacts, and progress toward development goals. It enables stakeholders to monitor regulation implementation in real-time,

identify potential issues, and make policy adjustments quickly if necessary. It emphasizes the importance of using transparent data and information to enhance the effectiveness of reporting and monitoring.

The integration of policies and legislation plays a crucial role in building accountability to the public and ensuring government legitimacy. In this context, a harmonized legal system not only provides clarity on policy direction but also upholds legal legitimacy, allowing the public to clearly assess how the government carries out the established development plans. A harmonized legal system functions to strengthen the clarity of policy direction.⁴⁵

Public policy must encompass various mutually supportive instruments, including law as the foundation for every action taken by the government. When the laws and regulations produced align with planning documents such as the National Medium-Term Development Plan, the outcomes of these policies can not only be verified for their accuracy but also gain legitimacy. When legislation follows the National Medium-Term Development Plan, policy performance can be evaluated both legally and politically. With this alignment, the evaluation of policy effectiveness can be carried out in a more systematic and measurable way. Policy implementation based on identified needs not only increases transparency but also allows the public to participate in the evaluation process and the accountability of the government. This creates a positive impact on decision-making and enhances public trust in the government.

Integration of policy and legislation also provides space for the public to actively participate in the decision-making process. With transparency in the legislative agenda and openness of information, the public can provide constructive input and criticism. Policy and legislative harmonization is an important foundation that can enhance the effectiveness, efficiency, and transparency of governance. Through harmonization, the resulting regulations become more targeted, efficient in terms of budgeting and formation time, and can avoid regulatory overlap, thereby accelerating the implementation of development programs.

Harmonization contributes to the development of regulations that are clearly formulated and focused on specific development objectives. Legal harmonization in tourism development can prevent waste of budget and time. Through this approach, efficiency can be achieved across various sectors, not only in terms of budgeting but also in the implementation of more integrated development programs. With harmonization, the risk of overlapping regulations can be minimized. The integration of various policies and legislation enables the government to

⁴⁵ Moh Fahriyanto Marikar, 'Harmonizing the National Legal System Through the Formation of Ideal Legislation', *Jurnal Legalitas* 16, no. 2 (2023): 167–78, <https://doi.org/10.33756/jelta.v16i2.19941>.

formulate regulations that are consistent in policy implementation across all sectors. Avoiding overlapping regulations is crucial to maintaining clarity in the implementation of development programs and reducing confusion at the operational level. Harmonization also plays a role in accelerating the implementation of development programs. With an integrated legal system, the legislative process can proceed more efficiently, and all parties involved in policy implementation can better understand the applicable regulations, as the focus is more on legal reform in specific areas.

Policy and regulatory harmonization also enhances transparency and accountability in governance. When all parties have a clear understanding of existing regulations, transparency in program implementation can improve. The integration of programs is important to ensure accountability, enabling the public to more easily oversee the implementation of development programs.

The public has the right to know how regulations are implemented and to hold the government accountable. Regulatory consistency plays a fundamental role in building public accountability. With integrated policies and consistent regulations, the public can directly assess whether the government is executing development plans in accordance with applicable regulations. Furthermore, transparency in the legislative agenda allows for more informed and meaningful public participation, creating space for citizens to engage in the decision-making process. Regulatory consistency enables the public to monitor government performance in achieving development goals. With a clear legal framework, citizens can evaluate whether government actions align with the plans set out in planning documents. Public involvement in this process is crucial, as participation in the form of oversight can enhance government accountability and the legitimacy of the policies implemented.

Transparency in the legislative agenda provides the public with the opportunity to actively participate in the policymaking process. According to Aris and Salman, public involvement in the legislative process is key to achieving legitimacy and fairness in policy formulation. Transparency not only helps ensure that the resulting policies reflect the needs of the public but also creates space for citizens to provide constructive input and criticism, which in turn improves the quality of regulations. Regulatory consistency, accompanied by active public participation, can strengthen the relationship between the government and its citizens. It increases public trust in the government. Transparent and accountable public communication serves as a key element in ensuring that government decisions align with the expectations of the people.

With clarity in regulations, the public not only feels included but can also hold the government accountable if policies are not implemented according to expectations. The vision of Golden Indonesia 2045 aims for Indonesia to become a sovereign, advanced, just, and prosperous nation. To realize this ambitious vision, legislation cannot stand alone as a purely technocratic or normative process; it must serve as a strategic instrument closely aligned with the direction of national development. Therefore, the National Legislation Program, as an annual and medium-term legislative planning instrument, must be aligned with the National Medium-Term Development Plan and National Long-Term Development Plan, which outline the steps toward the 2045 vision.

For example, in the pillar of superior human development and mastery of science and technology, the National Legislation Program should include strategic bills such as the Bill on the Development and Protection of Innovation, the Digital-Based National Education Bill, or revisions to the National Education System Law to strengthen vocational education. In the pillar of sustainable economic development, legislation is needed to support energy transition, ecosystem protection, and the strengthening of green and digital economies.

Synchronization between the National Medium-Term Development Plan and the National Legislation Program is feasible if there is good communication among planning institutions, legislators (House of Representatives and the President), and technical implementers (ministries/agencies). This consistency reinforces the principles of good governance, facilitates policy implementation, and prevents overlapping regulations.

According to Hadjon et al⁴⁶, the principles of good governance can only be realized if government administration processes, including legislation, are carried out transparently, accountably, participatively, and in alignment with public policy directions. Inconsistencies between the National Medium-Term Development Plan and the National Legislation Program indicate weak inter-agency coordination and lead to violations of the principles of legal certainty and governmental effectiveness.

Asshiddiqie⁴⁷ emphasizes the importance of a functional relationship between planning institutions and legislators (House of Representatives and the President), so that legislation does not operate in isolation but is rooted in the national development plan. He describes this as part of integrating state functions within an orderly democratic system.

⁴⁶ Hadjon et al., *Pengantar Hukum Administrasi Indonesia*.

⁴⁷ Jimly Asshiddiqie, *Format Kelembagaan Negara Dan Pergeseran Kekuasaan Dalam UUD 1945* (FH UII Press, 2004).

Kardos⁴⁸ emphasizes that good governance should be grounded in planned legislation rather than ad hoc measures and must align with the national objectives set out in the development plan. When regulations are issued without a strategic planning framework, administrative deviations and issues of legal legitimacy can arise. This underscores the critical role of cross-institutional coordination as the foundation for effective state integration. In his view, planning, legislation (by House of Representatives and the President), and technical implementation (by ministries/agencies) must operate synergistically and systematically.

This aligns with the principle of goal-setting regulation, which states that every regulation must have a clear direction toward achieving development objectives. When the National Medium-Term Development Plan and the National Legislation Program are not synchronized, it reflects weaknesses in the general principles of good governance, such as legal certainty, utility, public order, and accountability.

A reconstruction of the legislative system is needed through substantive and procedural harmonization. Legislation must be drafted based on an integrative evaluation framework that measures the alignment between the National Legislation Program and the National Medium-Term Development Plan, with indicators grounded in national development needs and principles of accountable governance. Without an integrative evaluation framework and procedural-substantive harmonization, the legislative process will only produce overlapping, non-implementable regulations that may even be counterproductive to development objectives.

E. Conclusion

Discontinuity between the National Medium-Term Development Plan and the National Legislation Program occurs when the strategic direction of national development planning is not adequately reflected in the legislative agenda. Such gaps often stem from weak coordination among key actors, including planning institutions like the Ministry of National Development Planning/National Development Planning Agency, legislators such as the House of Representatives and the President, and technical implementers within various ministries and agencies. This lack of alignment can have far-reaching consequences. For instance, public policies may lose consistency, leading to regulations that overlap, contradict one another, or become difficult to implement. The resulting regulatory environment can undermine government accountability, as officials struggle to demonstrate progress toward national development goals.

⁴⁸ Mihaela Kardos, 'The Reflection of Good Governance in Sustainable Development Strategies', *8th International Strategic Management Conference* 58 (October 2012): 1166–73, <https://doi.org/10.1016/j.sbspro.2012.09.1098>.

Moreover, without a clear legal framework linking planning and legislation, the public faces significant challenges in assessing government performance, thereby limiting civic engagement and oversight.

Addressing these discontinuities requires a comprehensive reconstruction of the relationship between development planning and legislative processes. Substantive and procedural harmonization between the National Medium-Term Development Plan and the National Legislation Program is essential to ensure that every regulation is grounded in a clear strategic rationale, aligns with overarching national development objectives, and facilitates effective program implementation. By integrating these processes, policymakers can achieve greater coherence across laws and regulations, minimizing instances of redundancy and conflict while enabling more efficient use of resources and faster execution of development initiatives.

Such integration also supports systematic evaluation of policy performance, allowing for objective measurement of whether regulations are achieving intended outcomes. A harmonized legal framework provides clear indicators for monitoring and accountability, making it easier to track progress and identify areas for adjustment. It encourages a proactive approach to governance, where potential regulatory conflicts are addressed before they impede program implementation. This alignment between planning and legislation thus becomes a critical tool for enhancing transparency, as both policymakers and the public gain a more precise understanding of how laws support national development priorities.

Beyond institutional efficiency, harmonization has significant implications for public participation and legitimacy. When the legal and planning frameworks are coherent, the public can more effectively engage in oversight, offer feedback, and participate in shaping policies. Transparent legislative agendas allow citizens to evaluate the alignment between government actions and declared development goals, fostering a sense of ownership and trust in governance processes. In essence, a legal system that is attuned to development planning not only facilitates effective policy implementation but also underpins the legitimacy of government actions in the eyes of society.

From a governance perspective, integrating development planning with legislation creates a structured environment in which objectives, strategies, and responsibilities are clearly defined. Ministries and agencies can operate with clarity regarding their roles in program execution, while legislators have a concrete reference for drafting laws that reinforce rather than contradict development plans. This clarity helps reduce administrative ambiguity, ensuring that resources are

allocated efficiently and development programs proceed without unnecessary delays caused by conflicting regulations.

Furthermore, harmonization strengthens the capacity for long-term strategic planning. By embedding development priorities into the legislative agenda, governments can anticipate future policy needs, prepare for emerging challenges, and ensure that legislative initiatives are proactive rather than reactive. This strategic foresight contributes to sustainable development, as regulations are designed to support enduring national goals, such as economic growth, social equity, and environmental protection, rather than short-term political expediency.

The practical benefits of aligning the National Medium-Term Development Plan with the National Legislation Program extend to various sectors. For example, in education and human capital development, harmonized regulations can support reforms in vocational training and digital literacy, ensuring that educational programs are both legally sound and aligned with national development priorities. In economic and environmental policy, coordinated legislation can promote energy transitions, green economy initiatives, and ecosystem protection in a manner that is both legally enforceable and developmentally coherent.

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