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Regional Sports Design as a Public Policy Instrument in the Implementation of Government Affairs in the Field of Sports

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Abstract
Background. Regional sports development has more often been understood as the implementation of coaching programs and sports activities, while the planning aspect of governance has not received commensurate attention. As a result, even though local governments have clear authority in the implementation of sports, the direction of sports development still often depends on political dynamics, budget priorities, and short-term policies. This problem shows a gap between the construction of authority through the legal system and the policy instruments that direct its implementation at the regional level.
Purpose. This article examines the construction of local government authority in the implementation of sports and analyzes the position of Regional Sports Design (DOD) from a public policy perspective. Method. The research was conducted using normative legal research methods, with a legislative and conceptual approach, through analysis of primary and secondary legal materials, processed using legal interpretation techniques and *legal reasoning*.
Results. This study found that the main problem in the implementation of regional sports does not lie in limited authority, but in the absence of a policy instrument that connects this authority to the regional development planning system.
Conclusion. Regional Sports Design is positioned not only as a technical document for the implementation of the National Sports Grand Design but as a public policy instrument that integrates the authority of local governments, national sports development directions, and regional development planning documents so that sports development can be carried out in a more directed, measurable, and sustainable manner.

Keywords: Regional Sports Design; Public Policy; Authority of Local Government; Regional Autonomy; Development Planning.

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INTRODUCTION

So far, sports development in the regions is still more often understood as organizing competitions, coaching athletes, or providing sports facilities. This perspective is actually too narrow when compared to the development of sports policy today. Sports have become part of

development strategies for public health, character building, improving the quality of human resources, and regional competitiveness. Thus, the success of sports development is no longer measured solely by the number of championships or medals, but also by the government's ability to build a system that ensures the sustainability of sports coaching as a whole (Amali, 2022).

This change in orientation has consequences for how the government formulates policies in sports. Sports are no longer positioned as a stand-alone sector but rather as part of government administration, requiring continuous planning, budgeting, implementation, and evaluation. Therefore, sports development cannot be separated from the public policy system that underpins local government implementation.

Within the framework of decentralization, local governments are granted the authority to regulate and manage certain government affairs in accordance with the principle of regional autonomy. One of these affairs is the field of youth and sports, which is categorized as a concurrent government affair as regulated in Law Number 23 of 2014 concerning Regional Government. The regulation shows that sports development is not only the responsibility of the central government, but also part of the local government's obligation to provide services to the community (Law Number 23 of 2014).

The strengthening of this authority was then reaffirmed through Law Number 11 of 2022 concerning Sports. This law views sports as a system that includes the processes of planning, coaching, development, management, and evaluation. This systemic approach shows that sports development cannot be pursued in part or rely solely on the implementation of annual activities. On the contrary, sports need policy directions that can maintain long-term sustainable development (Law Number 11 of 2022).

The problem is that the normative construction has not been fully reflected in the practice of organizing sports in the regions. Not a few local governments still place sports as a program that depends on the competition agenda or budget availability in the current year. The change of regional heads is also often followed by changes in policy priorities, making it difficult to maintain continuity in coaching. This condition shows that the main problem in sports development lies not only in resource limitations but also in the lack of policy directions capable of maintaining the consistency of regional sports development (Sirait & Noel, 2021).

This situation prompted the government to establish Presidential Regulation Number 86 of 2021 on the Grand Design of National Sports (DBON) as the guiding framework for national sports development. The presence of DBON marks an important change in Indonesia's

sports policy as sports development begins to be designed in a long-term perspective. However, as a national policy, DBON has not fully addressed the needs of regions with different characteristics, fiscal capacities, and development priorities. This is where a policy instrument is needed to translate the direction of national development into a regional context (Presidential Regulation Number 86 of 2021).

This development began to receive attention in various studies. A number of studies have discussed national sports policies, the implementation of sports coaching, and regional sports governance. This discussion provides an overview that sports are increasingly understood as part of public development, not just a competitive activity (Kusumah & Siregar, 2022). At the same time, other research shows that sports development is closely linked to social development, regional economies, and the sustainable use of public facilities (Berliana et al., 2024).

However, attention to local government authority remains relatively limited. Most studies have focused on the effectiveness of programs or policy implementation, while discussions of how regional authority translates into sports policy design have not received adequate attention. In fact, in the local government system, the effectiveness of sports is largely determined by the ability of local governments to connect their authority with the regional development planning system.

Departing from these conditions, this article offers a different perspective by positioning Regional Sports Design (DOD) as a public policy instrument for implementing government affairs in the field of sports. The research focuses not only on the division of authority between the central government and local governments, but also on how this authority is translated into policies that can sustain sports development in the regions. With this perspective, this research is expected to enrich the study of local government law and provide a conceptual basis for strengthening regional sports policies that are more integrated into the development planning system.

LITERATURE REVIEW

The organization of sports in the modern country is no longer a stand-alone activity but has become part of the state's responsibility for realizing community welfare. This change in orientation shows that sports are closely related to human development, improving health, character education, and economic productivity. Therefore, sports development is not understood solely through achievement indicators, but also through the state's ability to build

a system that ensures equal access, sustainable coaching, and effective management of sports resources. This paradigm shift is reflected in various studies that position sports as an instrument of national and regional development, such that their implementation cannot be separated from the broader public policy formulation process (Amali, 2022; Yu et al., 2021).

The consequence of expanding this function is that the government's involvement in the implementation of sports affairs becomes stronger. From the perspective of state administrative law, such involvement can only be justified if it is based on lawful authority. Authority is not just the government's right to act, but also a source of legitimacy for every policy adopted, as well as a limit that keeps the use of power within the confines of the rule of law. In the Indonesian government system, the construction is carried out through a decentralized policy that provides space for local governments to regulate and manage certain government affairs based on the principle of regional autonomy as stipulated in Law Number 23 of 2014 concerning Regional Government. Thus, authority in the field of sports cannot be understood as a mere delegation of administrative duties, but rather as a constitutional mandate with consequences for planning, coaching, and accountability at the regional level (Rich & Losardo, 2025).

In this context, the effectiveness of sports implementation is determined not solely by the breadth of authority held by local governments, but also by their ability to translate that authority into policies that are adaptive to community needs. Various studies show that the success of sports development is greatly influenced by the quality of governance, coordination among actors, and the continuity of policies. When sports policies are geared only towards short-term targets or rely on political cycles and annual budgeting, the coaching process becomes difficult to sustain. On the other hand, regions that integrate sports policies into the regional development agenda tend to have a more consistent coaching system and generate benefits that extend beyond sports achievement alone (Sirait & Noel, 2021; Kusumah & Siregar, 2022).

Sustainable sports development ultimately requires not only a clear division of authority, but also a policy instrument capable of translating that authority into a measurable development direction. In public policy studies, a new authority will produce effective governance if it is supported by a planning process that connects objectives, strategies, implementation, and policy evaluation on an ongoing basis. This perspective shows that the success of sports is not only dependent on the existence of regulations, but also on the quality of policy design that is a guideline for local governments in formulating development priorities.

A number of studies on the implementation of sports policies show that weak planning often leads to fragmented coaching programs, poor coordination between institutions, and difficulty measuring the sustainable achievements of sports development (Ramadhan et al., 2020; Plaikaru et al., 2020).

Within this framework, the National Sports Grand Design (DBON), as set out in Presidential Regulation Number 86 of 2021, is a strategic step by the government to provide a more systematic direction for national sports development. However, as a macro policy, DBON basically sets national visions and goals that still require an adaptation process at the regional level. This is important, given that each region has distinct social characteristics, fiscal capacity, institutional capacity, and sports potential. Therefore, translating national policies into regional policies is not sufficient through annual program adjustments; it requires a policy design that integrates national goals with local development needs. Thus, the relationship between DBON and regional policies is not purely hierarchical, but complementary, so that the two strengthen each other in achieving sports development goals.

Departing from this understanding, the Regional Sports Design (DOD) is more than just an administrative document. DOD is a policy instrument that provides direction for local governments in setting priorities for sports coaching, institutional development, provision of facilities and infrastructure, and more planned allocation of resources. The existence of this kind of policy design also allows the implementation of sports to be integrated with regional development planning documents, including the Regional Medium-Term Development Plan (RPJMD), so that sports are no longer treated as a sector that runs on its own, but rather become part of the broader regional development agenda. This view is in line with research showing that modern sports governance is increasingly linked to regional development, the use of public facilities, and the development of the local economy through a sustainable sports ecosystem (Berliana et al., 2024; Sari et al., 2025).

Based on this conceptual construction, this research departs from the idea that the fundamental problem of organizing sports in the regions is not only related to the division of authority between the central government and local governments. The more fundamental problem lies precisely in how the authority conferred by laws and regulations can be translated into policies that provide direction, certainty, and sustainability. On that basis, this article positions Regional Sports Design as a public policy instrument that bridges the relationships among local government authority, development planning systems, and the implementation of sports affairs. This frame of thinking is the basis for analysis in answering how local

government authority is constructed and how the DOD's position can strengthen regional sports governance from a government legal perspective.

METHODS

This research is normative legal research oriented towards the study of legal norms, principles, and concepts concerning the authority of local governments in the implementation of sports affairs and the role of Regional Sports Design (DOD) as a public policy instrument. Normative legal research was chosen because the research focuses on the construction of positive laws, the harmonization of laws and regulations, and the development of legal arguments against the regulation of local government authority in the field of sports. As stated by Peter Mahmud Marzuki (2021), normative legal research views law as a system of norms that is analyzed to provide a prescription for the legal issues at hand. This view is emphasized by Mukti Fajar ND and Yulianto Achmad (2018), who explain that normative legal research aims to produce legal arguments by studying relevant legal materials.

The approaches used include the statutory and conceptual approaches. The legislative approach is used to identify, examine, and analyze the synchronization of various regulations that govern the implementation of local government and sports, while the conceptual approach is used to examine the concepts of government authority, public policy, and development planning as a basis for analysis in assessing the position of Regional Sports Design as a public policy instrument (Marzuki, 2021).

The legal materials in this study consist of primary legal materials and secondary legal materials. Primary legal materials include Law Number 23 of 2014 concerning Regional Government, Law Number 11 of 2022 concerning Sports, Presidential Regulation Number 86 of 2021 concerning the Grand Design of National Sports, Government Regulation Number 46 of 2024 concerning the Implementation of Sports, Regional Regulation of West Java Province Number 1 of 2015 concerning the Implementation of Sports, Regional Regulation of Cirebon City Number 2 of 2023 concerning the Implementation of Sports, and Cirebon City Regional Regulation Number 5 of 2025 concerning the Cirebon City Regional Medium-Term Development Plan for 2025–2029. The secondary legal materials consist of legal research methodology books, state administrative law books, local government law, public policy, scientific articles, prior research findings, and other relevant literature on the research object. All legal materials are obtained through *library research* by inventorying, identifying,

classifying, and examining each legal material according to the research focus (Soekanto & Mamudji, 2017).

The collected legal materials are then analyzed qualitatively through the stages of inventory, systematization, interpretation, and evaluation. The analysis was carried out using legal *interpretation* and legal *reasoning* techniques to identify the construction of local government authority in sports planning and coaching, and evaluate the position of Regional Sports Design as a public policy instrument in the implementation of government affairs in the field of sports. Through this approach, this research not only describes the applicable legal norms but also builds a juridical argument regarding the relationship among local government authority, public policy, and sports development planning systems to realize more integrated and sustainable sports governance.

DISCUSSION

Construction of Local Government Authority in Sports Planning and Development Based on Laws and Regulations

The discussion of regional sports development is inseparable from how the law divides authority between the central government and local governments. The problem is not just who has the right to organize sports coaching, but who bears responsibility for ensuring that sports development runs sustainably. In a decentralized country, the division of authority has a broader meaning than just the distribution of government tasks. Authority is the basis for local governments to determine policy direction, set development priorities, and allocate public resources to meet community needs. Therefore, the discussion about sports is ultimately also a discussion about how the state organizes its authority.

The framework is reflected in Law Number 23 of 2014 concerning Regional Government, which places youth and sports affairs as part of concurrent government affairs. This choice of arrangement suggests that lawmakers no longer view sports as a matter that is completely controlled by the central government. On the contrary, local governments are given space to develop policies that align with the characteristics of their regions, as long as they remain within the framework of the Unitary State of the Republic of Indonesia (Law Number 23 of 2014). With such a construction, regional autonomy not only provides the freedom to act but also entails legal and administrative responsibility for the implementation of sports in the region.

The regulatory direction was then emphasized by Law Number 11 of 2022 concerning Sports. In contrast to the old paradigm that emphasized sports as a competitive activity, this law introduces a more systemic approach. Planning, coaching, development, management, and evaluation are placed as a unit that cannot be separated. This shift is important because it shows that the success of sports development is now measured not only by achievements but also by the government's ability to build a sustainable sports ecosystem. This shift in orientation is also in line with the development of national sports policies that place sports as part of human development and regional development (Amali, 2022).

If the two laws are read in their entirety, it appears that the local government's authority in the field of sports has strong normative legitimacy. The problem lies not in the void of a legal basis, but in how this authority is translated into policies that can address the needs of the regions. At this point, there is often a gap between normative construction and the practice of government administration. Not a few local governments still interpret sports affairs as limited to organizing competitions, granting grants, or building facilities, while medium- and long-term planning has not received adequate attention.

This condition is reflected in various studies on regional sports governance. The recurring problem is no longer related to a lack of regulation, but to weak policy continuity, coordination among regional apparatus, and consistency in sports coaching. The change of regional heads is often followed by changes in development priorities, so the development program loses the direction that was established previously. As a result, sports development follows political and budgetary cycles rather than the needs of sports development itself (Sirait & Noel, 2021; Kusumah & Siregar, 2022).

This problem shows that the authority granted by law has not automatically given birth to effective governance. New authority has meaning when it can be operationalized through consistent policies, has clear targets, and is connected to the regional development planning system. Experience from various regions shows that the success of sports coaching is determined more by the consistency of policy direction than by the size of the budget or the number of activities held each year. In other words, the quality of governance is a much more decisive factor than just the existence of formal authority (Ramadhan et al., 2020; Astuti et al., 2019).

The findings lead this study to an understanding that the main problem of regional sports organizing no longer revolves around the division of authority between the central government and local governments. Normative constructions of relative authority are available

and provide sufficient space for regions to develop their own policies. The real challenge arises after the authority is granted: namely, how the local government translates the law's legitimacy into a policy direction that can maintain the sustainability of sports development. Thus, the issue that needs strengthening is no longer the expansion of authority, but the strengthening of policy instruments that can connect authority, development planning, and the implementation of sports coaching in a more integrated manner.

The Position and Function of Regional Sports Design as a Public Policy Instrument in the Implementation of Government Affairs in the Field of Sports

The formation of authority in the system of government is never intended to stop at the division of affairs alone. New authority acquires meaning when it can be translated into policies that provide direction for government actions. In the context of sports implementation, this issue is interesting because the Indonesian legal system has provided a relatively complete foundation. Local governments are given authority under a decentralized system; the state establishes a sports management system through Law Number 11 of 2022; and the central government sets the direction of national sports development through Presidential Regulation Number 86 of 2021 concerning the Grand Design of National Sports (DBON). However, these three instruments have not yet fully formed an integrated policy-building. Empty space actually appears at the stage where regional authority is translated into policy design with binding power in the regional development planning system.

If examined further, Law Number 23 of 2014 grants local governments the authority to regulate sports affairs as part of concurrent government affairs. At the same time, Law Number 11 of 2022 broadens the orientation of sports development through a more systemic approach, while Presidential Regulation Number 86 of 2021 sets the long-term direction of national sports development. However, none of the three regulations explicitly establishes a normative relationship between regional authorities and sports planning instruments at the regional level. In other words, the law has distributed authority and set development goals but has not provided an instrument to bridge the two.

The absence of such normative relationships gives birth to consequences that are not simple. In local government practice, sports development ultimately depends on the preferences of regional heads, bureaucratic capacity, and the fiscal space available in each budgeting period. It is not surprising that the direction of sports coaching in various regions often changes following local political dynamics. This situation shows that the main problem

no longer lies in the lack of regulation, but in the weak design of policies capable of maintaining the continuity of sports events. Similar findings are reflected in various studies showing that the challenges of regional sports development are more related to governance consistency, institutional coordination, and policy sustainability than to the technical aspects of athlete development alone (Sirait & Noel, 2021; Kusumah & Siregar, 2022).

From the perspective of state administrative law, this situation can be read as a gap between the norms of authority and the norms of implementation. Local governments do acquire legitimacy to act, but this legitimacy has not been matched by policy instruments capable of operationalizing this authority systematically. As a result, authority that is juridically attributive can act as an administrative authority. In fact, the essence of decentralization is not only to distribute power, but also to ensure that this authority can be used effectively to achieve public service goals.

It is at this point that Regional Sports Design (DOD) becomes relevant. In contrast to the view that treats the DOD as a technocratic document or merely an administrative derivative of the DBON, this study views the DOD as a public policy instrument with a constitutive function in implementing government affairs in the field of sports. DOD not only contains sports development targets but also serves as a medium that connects authority norms to the processes of planning, budgeting, implementing, and evaluating regional policies. With this construction, the DOD functions to transform abstract authority into policy directions that can be implemented in a measurable manner.

This view also shows that the relationship between DBON and DOD should not be understood hierarchically. DBON serves as a national policy framework, while DOD provides policy contextualization at the regional level. The two are not in a subordinate relationship, but complement each other through the principle of decentralization. This approach aligns with the development of modern sports governance, which positions local governments as the main actors in integrating sports with education policies, public health, regional development, and sports-based local economic development (Rich & Losardo, 2025; Berliana et al., 2024).

The implications become even more important when the DOD is linked to the Regional Medium-Term Development Plan (RPJMD). As long as sport has not secured a clear place in the regional development planning system, the sector will remain vulnerable to shifts in political and budgetary priorities. On the other hand, the institutionalization of the DOD into the RPJMD will provide certainty of development direction, performance indicators, and legitimacy for stronger budget use. Thus, sports are no longer treated as incidental sectoral

programs but as part of regional development strategies aimed at improving the quality of human resources, public health, and regional economic development (Sari et al., 2025).

The findings of this study show that the fundamental problem in the implementation of regional sports does not lie in the absence of authority or regulation, but in the lack of legal instruments that integrate the authority of local governments into the sports development planning system. Based on these findings, this study offers a construction that Regional Sports Design must be positioned as an integrative public policy instrument, namely an instrument that bridges the relationship between authority norms, national policy direction, and regional development planning systems. This construction also distinguishes this study from previous studies that generally still treat DOD or DBON as a technical planning document rather than as part of the legal architecture of local government.

CONCLUSION

This research shows that the construction of local government authority in the normative implementation of sports has an adequate legal basis through the provisions of Law Number 23 of 2014 concerning Regional Government and Law Number 11 of 2022 concerning Sports. This authority positions the local government not only as the implementer of government affairs but also as an actor responsible for planning, fostering, and developing sports in accordance with the region's characteristics and needs. The problem that arises is no longer related to the limitation of authority, but to the transformation of this authority into a policy capable of ensuring the continuity of regional sports development.

This study also found that the Regional Sports Design (DOD) occupies a more strategic position than merely a technical document for implementing the National Sports Grand Design (DBON). DOD is a public policy instrument that integrates local government authority, national policy direction, and the regional development planning system. With this construction, the DOD becomes the link between legal norms and policy implementation so that the implementation of sports is no longer dependent on political dynamics or the annual budgeting cycle, but runs within the framework of planned, measurable, and sustainable regional development.

Recommendations

Based on the findings of the study, strengthening the implementation of sports in the regions is not enough; it requires expanding authority or adding sports development programs.

What is more urgent is to build integration among authorities, policies, and regional planning systems so that sports implementation has both directionality and sustainability. On that basis, this study recommends the following things.

1. Reconstruction of regional sports law policies. The government needs to build a more firm normative foundation regarding the position of Regional Sports Design (DOD) as a public policy instrument, so that it is no longer understood as a complementary technical document, but as an integral part of the system of implementing government affairs in the field of sports.
2. Integration of DOD into the regional development planning system. Local governments need to place DOD as one of the strategic documents that are integrated with the Regional Medium-Term Development Plan (RPJMD) and other development planning documents. This integration is important to ensure consistency in policy direction, performance indicators, and the sustainability of budgeting support for regional sports development.
3. Reorientation of sports governance. Local governments need to shift the orientation of sports organizing from a programmatic and ceremonial approach to governance based on planning, performance indicators, and continuous evaluation. Thus, sports can be positioned as part of a regional development strategy that helps improve the quality of human resources, public health, and local economic development.
4. Development of sports law studies. The next research is expected not only to focus on the implementation of sports policies but also to develop studies on legal frameworks, institutional models, and regulatory designs that can strengthen the position of Regional Sports Design within the local government system and the national sports legal system.

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