

The New District of East Belitung: the Review Poliferation Process

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ABSTRACT

The regional autonomy conducted in many functions of government. One of its forms is proliferation of region. The aim of this study was to overview the proceed of proliferation in East Belitung District. This research was a qualitative research consisted of two main techniques to collect the data; they were interview and secondary data from documentations. The findings show that there were ten steps to create the new East Belitung District. The steps started from the preparations of local's planning and administration to the final steps in the hand of national parliaments. This study found that the number of local government in Indonesia has increases, and the process at the central government level seem relatively easy. But, the eligibility criteria being compromised. Then, the political will from communities were not clear mention. Also there was a conflict interest between local government and central government in the feasibility study for proliferation in Belitung District. It concluded that we could not deny that political intervention in the bureaucracy has facilitated the formation of East Belitung districts.

Keywords: proliferation, East Belitung

ABSTRAK

Otonomi daerah dilaksanakan dalam berbagai fungsi pemerintah. Salah satu bentuknya adalah pemekaran daerah. Studi ini bertujuan untuk mengetahui proses dari pemekaran daerah baru yaitu Kabupaten Belitung Timur. Penelitian ini merupakan penelitian kualitatif yang terdiri dari dua teknik dalam pengumpulan data, yakni interviem dan data sekunder dokumentasi. Beberapa temuan dalam studi ini menjelaskan bahwa ada sepuluh langkah dalam pembuatan Kabupaten Belitung Timur. Hal itu dimulai dari persiapan atas

perencanaan dan administrasi di ranah lokal sampai pada proses terakhir yakni pengambilan keputusan parlemen tingkat nasional. Studi ini menemukan bahwa pembentukan daerah baru di Indonesia meningkat, dan proses yang terjadi di pemerintah pusat terlihat relatif mudah. Tetapi kriteria persyaratannya dapat dikompromikan. Kemudian, keinginan politik dari masyarakat tidak disebut secara jelas dalam proses tersebut. Ditemukan juga bahwa terdapat konflik kepentingan antara pemerintah lokal dan pemerintah pusat terkait dengan studi kelayakan pemekaran Kabupaten Belitung. Penelitian ini menyimpulkan bahwa kita tidak dapat menyangkal adanya intervensi politik dalam birokrasi yang memudahkan pembentukan Kabupaten Belitung Timur.

Kata Kunci: Pemekaran, Belitung Timur

INTRODUCTION

Decentralization, a set of policies that includes financial, political, and administrative changes, can affect virtually all aspects of development. It is the delegation of authority and responsibility to perform government functions, i.e. from the central government to lower level, quasi-independent government organizations, or the private sector. Therefore, according to Iwan J Azis (2008), decentralization is not about weakening central authority. The primary goal is to make local government become more responsive to the needs of local people.

Indonesia has used decentralization as one way to reduce the extent of the disparity in development between regions and to promote regional development (Suahasil Nazara, 2007). These efforts were in improving public services in order to stimulate regional economic development, including management of potential growth areas, the realization of social welfare, and the provision of public education at the local level. The intention was to accelerate the growth of democracy by the creation of regions.

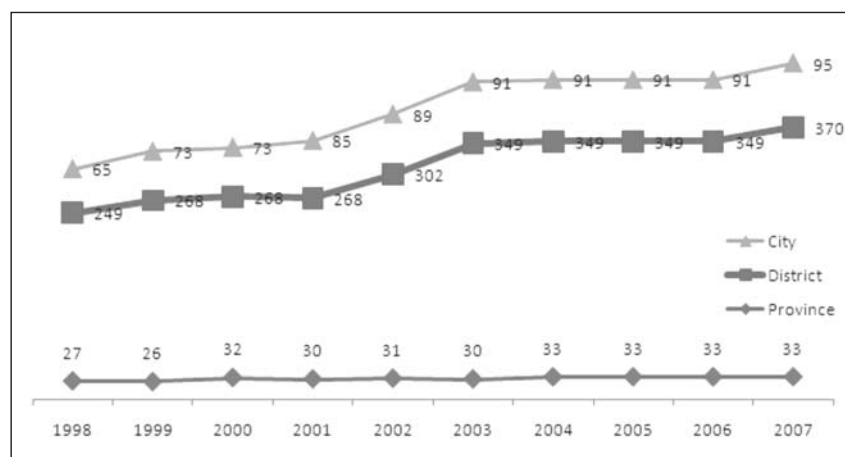
The Indonesian government enacted two key laws, Law no. 22/1999 on Regional Government and Law no. 25/1999 on Central-Local Fiscal Balance, and put in place the technical regulations stipulated in Government Regulation (Peraturan Pemerintah, also known as PP) No. 129/2000 concerning Establishment and Criteria for Division, Dissolution and Merging of Regions. Implemented in 2001, Indonesian decentralization policies were characterized by proliferation (also known as *pemekaran*), the rapid creation of new jurisdictions across the various levels of sub-national governments. Before execution of the policy, there were 249

districts, 65 cities and 27 provinces. At the end of December 2007, the numbers had risen to 370 districts, 95 cities and 33 provinces.

The implementation of decentralization is not without its problems, as some obstacles appear to follow along with local practices of decentralization. Decentralization in Indonesia is commonly known as ‘regional autonomy’ (*otonomi daerah*). The arguments that attack its poor design and preparation of the laws causing serious flaws of the decentralization laws were the primary causes of the emerging problems. Amongst others, that said that the decentralization laws did not take into account the inequality of regions’ capacity, so they cannot be imposed effectively, and conversely it creates perverse effects, especially for poor and less developed regions.

The pro and contra the division and creation of new autonomous administrative regions increased with the rapid increase in the number of autonomous regions each year. For the group pro then proliferation is the best way to address a range of government authority for improving public services. The contra considers that the proliferation does not carry change significantly to the welfare of society and is the “euphoria” decentralization and purely political. Brodjonegoro (2009), the proliferation of territories was causing harm, so if this trend was not stopped, the decline of community service would take place instead.

FIGURE 1: NUMBER OF PROVINCE, DISTRICTS AND CITIES 1998-2007



Note: A reduction in the number of provinces in 1999 due to East Timor Independence, and the Law on Papua proliferation into three provinces (stipulated in year 2000) were abolished in 2001
 Source: Research Result (base on DSF, 2007, BAPPENAS-UNDP, 2008 and BPS)

Issues arising from resultant proliferation of regions have been examined in several studies, including the Institute of Public Administration (2004). This study explained that a regional development strategy should be conducted with early studies not only about the feasibility of an area that will be established, but also the impact that will be generated in the parent district. These things need to be considered in order to avoid the increasingly obvious differences between the main areas and the new areas. The Indonesian National Development Planning Board (*Badan Perencanaan Pembangunan Nasional, BAPPENAS*) in cooperation with United Nations Development Program (UNDP), explained that in the five years that the policy has been implemented, the first or “parent” regions consistently showed better results in all areas of concern compared to the new autonomous regions. Then the group suggested the need for a preparatory period for transfer of personnel and for local economic and governance infrastructure to be established before proceeding with administrative division. Poverty was also relatively high in the new autonomous regions despite the trend of decline elsewhere in the country. Moreover, as measured by GDP per capita, the new regions were left behind compared to the level of welfare in the parent district.

Qibthiyah Studied (2008) reported that the education and health outcomes estimations provide mixed results within the treatment group. The findings shed light on the current practice of administrative or political decentralization, specifically on the competing local-central preferences within each sector on measured service delivery outcomes. The research showed improvements in education outcome in new local governments, represented by a reduction in the dropout rate. However, there was no positive change in the quality of education in terms of students’ tests scores even though there are relatively higher conditional grants allocated to the proliferated local governments. Meanwhile, in terms of the infant mortality rate, the evidence of improvement in the infant mortality was found on the originating local governments but not on the new local governments.

Several previous studies were conducted to assess the effect of the proliferation of regional policy itself, but this study will investigate and enhance previous research by examining the process of proliferation with

the focusing study in East Belitung District. The East Belitung districts was inaugurated in 2003¹, in accordance with Law number 22/1999 and PP number 129/2000.

THEORITICAL FRAMEWORK

As part of the practical implementation of Law no. 22/1999 December 2000, the Government of Indonesia issued Government Regulation no. 129/2000 on Establishment and Criteria for Division, Dissolution and Merging of Regions, which gives local governments the right to apply for the creation of new regions. Since 2001, the National Parliament (*Dewan Perwakilan Rakyat, DPR*) has approved the creation of 115 new districts and cities, thereby increasing the total number regions in the country from 366 to 484 in the span of just six years (DSF, 2007).

A. Definition of Proliferation

Proliferation is a division of one administrative area into two or more areas. The division involves regions all over the country and the subsequent regional population becomes much smaller. At the province level, this produced a pattern of one province dividing into a new province and a mother province. While, at the district level there were several patterns. First is from one district to one new district (new autonomous district) and a mother district; second, from one district into a new city and mother district; and third, from one district to two new districts and one mother district.

The purpose of local government institutions is to provide efficiency service delivery by incorporating heterogeneous preferences to better suit the local needs, while eliminating or by reducing any geographical constraints. As revealed by McGuire (1991) and Oates (1972, 1999) in Qibtiyyah (2008), this point is largely based on a theory of fiscal decentralization that posits that smaller governments have more effective and more efficient administration.

The definition of local government formation in Indonesia follows Government Regulations no. 129/2000. Jurisdiction formation is defined as any change in political administration status that involves changes in the structure of one's jurisdiction. Government Regulation no. 129/2000 states the creation of new sub national governments (i.e., district/

city or province) can take the following forms: (1) Districts/Cities secede from one province to form a new province; (2) division of one district/city into several new districts/cities; (3) creation of one district/city from two or more existing districts/cities.

Still according to Qibtiyyah (2008), the formation of new sub national governments was typically a result of the division of an existing province, district, or city, as in type (2) from one district into a new city and mother district. No amalgamations occurred at the district/city or province levels of government as in the type (3) from one district to two new districts and one mother district. Amalgamation, which is defined as the merging of two or more local governments, only occurred at the lowest level of government (i.e., the village).

The creation of a new region has two steps (DSF, 2007)

1. Proliferation (*pemekaran*): an area splits off from an existing region (parent region)
2. Creation (*pembentukan*): the split-off area gains the status of regional government.

Furthermore, in practice, it is not possible to construct a new region government without first splitting off an area from an existing region. In other words, the creation of the new area always requires that both steps be taken.

B. Objective of Proliferation

Based on Article 2 Chapter 2 of Government Regulation no. 129/2000, the overall objective of administrative restructuring of regions (including *pemekaran*) is to increase public welfare. To achieve this goal, there must be the following:

1. Improvement of public service delivery
2. Acceleration of the growth in democratic life
3. Acceleration of regional economic development
4. Acceleration of the management of regional resources
5. Improvement of security and discipline
6. Improvement relations between the central government and the regions

C. Present State of Proliferation in Indonesia

The creation of a new autonomous region began to grow rapidly since Law no. 22/1999 on Regional Government and Law no. 25/1999 on Fiscal Balance between Central and Local Governments. Before these two laws were applied, number of autonomous regions was 249 districts, 65 cities and 27 provinces. At the end of December 2007, the numbers were 370 districts, 95 cities and 33 provinces. This rapid development related to the impact of decentralization on the devolution of authority from the central government to local government.

The creation of a new autonomous region prior to 1999 was decided by the central government with a long preparatory phase. According to Tarigan (2010), the planning stage includes the complete development of all government infrastructures and the reallocation of human resources from the central government. The emergence of regional economic growth and a politically dynamic society go into the assessment before the area was determined to be eligible for autonomy. The authority of the central government did not allow for many social or political upheavals in the region.

Since 2001, the first year of implementation of Government Regulation no. 129/2000 and Law no. 22/1999 and Law no. 25/1999, the creation of a new region should be initiated by the local government (province and district/city) from which the region would be split off. Law, no. 22/1999 allows for the division of an area providing it meets the criteria for economic capacity, regional potential, population, area, and other considerations that enable the implementation of regional autonomy. Further criteria stipulated in Government Regulation no. 129/2000 detailed 7 criteria, 19 indicators and 43 sub-indicators of eligibility for autonomy. An area is said to “graduate” into an autonomous region if the parent district and the candidate district have a total score equal to or greater than the minimum passing score; and it is said to “fail” if more than half of sub-indicators score value 1 (lowest score).

Based on studies by as Fitriani (2005) in Tarigan (2010), proliferation occurs for various reasons. First, historical ethnic ties create social bonds. Second, there are fiscal incentives to form a new autonomous region. Local governments have greater authority to control their budget, and

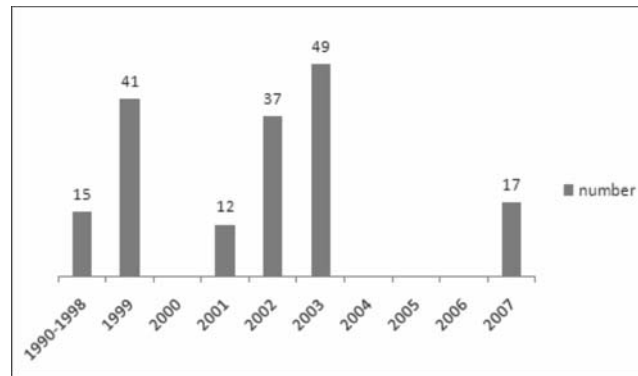
the creation of the new districts results in larger transfer of funds from the central government to serve the same population. This includes financing from the central government in the allocation of funds for local civil servants and employment opportunities through the increased number of staff positions for local government. Third, bureaucratic and political rent seeking. Fourth, newly created local governments may be closer situated to the population that they serve resulting in better service delivery.

For the reasons mentioned above and according to a study by Decentralization Support Facilities (DCF, 2007), the process of proliferation can be categorized in the following manner:

1. Before 1999, new regions were created at the initiative of the central government in order to increase administrative efficiency. The majority of new regions were created for 'functional' reasons, mainly by splitting off a city from a district which was based on assumption that an urban district requires a different mechanism than rural area;
2. After the downfall of the Soeharto regime (1999-2000), at the peak of the monetary crisis, the Government approved the creation of 4 new provinces and 41 new districts. Almost regions were in resource-rich parts of country that were seeking a larger share of revenues from the exploitation of natural resources (mainly oil, gas and forestry). However, many other new districts and cities were formed in the relatively resources poor provinces of Sulawesi, Papua and Maluku. Unlike Java and Bali, where very few new districts have been created since 2001, these regions are culturally and ethnically diverse. So, political factors have driven the creation of these regions;
3. Since 2000, the Government has also created seven new provinces, three of which were formed since 2001. There were Maluku Utara Province split off from Maluku Province; Banten Province split off from Jawa Barat Province; Kepulauan Bangka Belitung Province split off from Sumatera Selatan; Gorontalo Province split off from Sulawesi Utara Province; Irian Jaya Barat Province split off from Papua Province; Kepulauan Riau Province split off from Riau Province; and Sulawesi Barat Province split from Sulawesi Selatan Province;
4. From 2001 to the present, the creation of a new region was initiated

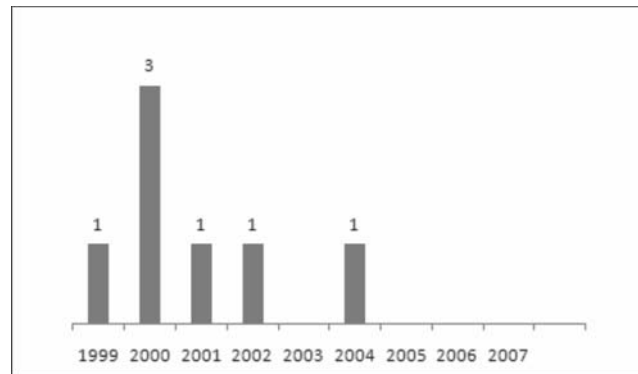
by local government. During the 2001-2003 periods, the National Parliament approved the creation of 98 new districts and cities. By contrast, only 15 new districts were created during 1990-1998.

FIGURE 2: NUMBER OF NEWLY CREATED DISTRICT GOVERNMENT, 1999-2007



Source: DSF, 2007

FIGURE 3: NUMBER OF NEWLY CREATED PROVINCIAL GOVERNMENT, 1999-2007



Source: DSF, 2007

TABLE 1: GEOGRAPHICAL DISTRIBUTION OF NEWLY CREATED DISTRICTS, 1990-2005

REGION	1990-1998	1999-2000	2001-2005	TOTAL
Sumatera	5	20	36	61
Jawa and Bali	3	2	4	9
Kalimantan	1	8	14	23
Sulawesi	3	5	17	25
NTB & NTT	2	1	4	7
Maluku and Papua	1	4	23	29
Total	15	41	98	154

source: DSF, 2007

RESEARCH METHODS

The research will consist of two approaches. First, a conceptual framework of proliferation based on existing literature. This framework will help to analyze the proliferation process in Indonesia. Second, to generate empirical data from the field, interviews were done with local government officials and former members of creation committee to prepare East Belitung District. The author used secondary data which come from such as the National Planning and Development Board (*Badan Perencanaan Pembangunan Nasional - BAPPENAS*), Decentralization Support Facility (DCF), the State Administration Bodies (*Lembaga Administrasi Negara-LAN*), the Regional Planning and Development Board (*Badan Perencanaan Pembangunan Daerah - BAPPEDA*), and Central Bureau of Statistics of Belitung District (*Badan Pusat Statistik - BPS*).

RESULT AND ANALYSIS

A. Local Conditions

Law no. 22/1999, Article 5 Paragraph (1) states, "Local government forms the basis for consideration of economic capability, regional potency, society, culture, politics, population, area, etc that enables the implementation of regional autonomy." The central government also has set Government Regulation no. 129/2000 regarding Establishment and Criteria for Division, Dissolution and Merging of Regions. Such regulations stimulate the spirit and aspirations of the communities of the Belitung Islands that are represented by religious leaders, traditional leaders, education and youth organizations, and NGOs to expand Belitung District into two districts. There was hope that they could improve the welfare of their society through their own efforts.

Before proliferation, Belitung District was one of the districts in Bangka Belitung Islands Province with an area 4,800.600 Km². As an archipelago region, Belitung District consists of 189 big and small islands.

In terms of administration, Belitung District consists of nine sub-districts (known as *kecamatan*), Tanjungpandan, Membalong, Badau, Sijuk, Selat Nasik, Manggar, Gantung, Kelapa Kampit, and Dendang. Through division into two districts, Belitung district would split thus:

1. The mother district (Belitung District) would consist of five sub-districts with 40 villages and the area 2,293.69 km². The sub-districts of

Belitung District are Tanjungpandan, Membalong, Badau, Sijuk and Selat Nasik with the district capital in Tanjungpandan.

2. The candidate district (East Belitung) District would consist of four sub-districts with 29 villages and the area 2,506.91 km². The sub-districts of the candidate of East Belitung Districts are Manggar, Gantung, Kelapa Kampit, and Dendang with the district capital in Manggar.

Based on the results of population registration at the end of the year 2000 (Central Bureau of Statistics, *Biro Pusat Statistik, BPS of Belitung District, 2001*), the number of residents in Belitung District is 126,948 (64,543 males and 62,405 females). The total population was divided into 30,088 households with an average of 4 people per household. For the candidate East Belitung Districts, the population at the end of 2000 was 84,169 people (43,292 males 40,887 females). The population was divided into 19,948 households with an average of 4 people per household.

Concerning the availability of educational facilities, Belitung District has facilities for elementary and secondary school level (junior high school and senior high school). At the basic education level, there are 131 primary schools (*Sekolah Dasar, SD*). At the junior high school level (*Sekolah Menengah Pertama, SMP*), there are 19 schools, and at the senior high school level (*Sekolah Menengah Atas, SMA*), there are 12 schools (Table 2).

TABLE 2. THE NUMBER OF SCHOOLS IN BELITUNG DISTRICT (MOTHER DISTRICT) IN 2001

NO	SUB DISTRICT	NUMBER OF SCHOOL			
		SD	SMP	SMA	TOTAL
1	Tanjung Pandan	55	13	12	80
2	Membalong	29	2	-	31
3	Sijuk	22	2	-	24
4	Badau	17	1	-	18
5	Selat Nasik	8	1	-	9
	Belitung (mother District)	131	19	12	162

Source: BPS of Belitung District, 2002

The health care facilities are available free to the public in Belitung District. There is one hospital, seven-community health centers (*Pusat*

Kesehatan Masyarakat, Puskesmas), two clinics, and six dispensaries (Table 4.2). There are 152 medical personnel and paramedics, consisting of eight doctors, 44 midwives, 50 nurses and 50 other health workers supporting the health facilities.

TABLE 3. THE HEALTH FACILITIES OF BELITUNG DISTRICT (MOTHER DISTRICT), 2001

NO	SUB DISTRICT	HEALTH FACILITIES				TOTAL
		HOSPITAL	COMMUNITY HEALTH CENTER	CLINICS	DISPENSARY	
1	Tanjung Pandan	1	3	2	6	12
2	Membalong	-	1	-	-	1
3	Sijuk	-	1	-	-	1
4	Badau	-	1	-	-	1
5	Selat Nasik	-	1	-	-	1
Belitung (mother District)		1	7	2	2	16

Source: Regional Planning and Development Board of Belitung District, 2001

Meanwhile within the candidate of East Belitung District, there are also educational support facilities ranging from elementary to junior high school and senior high school. At the basic education level, there are 107 primary schools (*Sekolah Dasar, SD*). At the secondary school level, there are 13 junior high schools (*Sekolah Menengah Pertama, SMP*) and 9 senior high schools (*Sekolah Menengah Atas, SMA*) (Table 4).

TABLE 4. THE NUMBER OF SCHOOLS IN THE CANDIDATE OF EAST BELITUNG DISTRICT, 2001

NO	SUB DISTRICT	NUMBER OF SCHOOL			
		SD	SMP	SMA	TOTAL
1	Manggar	41	5	5	51
2	Gantung	28	3	2	33
3	Kelapa Kampit	20	3	2	25
4	Dendang	1	2	-	20
The candidate of East Belitung District		107	13	9	129

Source: BPS of Belitung District, 2002

Of the health care facilities available to the public in the candidate district, there are five of community health centers (*Pusat Kesehatan*

Masyarakat, Puskesmas), and two dispensaries (Table 4.4). 139 medical personnel and paramedics, consisting of 6 doctors, 37 midwives, 49 nurses and 47 other health workers, support the health facilities.

TABLE 5. THE HEALTH FACILITIES OF THE CANDIDATE OF EAST BELITUNG DISTRICT, 2001

NO	SUB DISTRICT	HEALTH FACILITIES				TOTAL
		HOSPITAL	COMMUNITY HEALTH CENTER	CLINICS	DISPENSARY	
1	Manggar	-	2	-	1	3
2	Gantung	-	1	-	-	1
3	Kelapa Kampit	-	1	-	-	1
4	Dendang	-	1	-	-	1
The candidate of East Belitung District		-	5	-	1	6

Source: Regional Planning and Development Board of Belitung District, 2001

Until 1996, the economy of Belitung District was still stable and had consistent growth. Whereas in 1997 the real growth rate (based on 1993 constant prices) decreased by around 2.14 percent and in 1998 was down to -4.30 percent. In 1999, the economy of Belitung District began to rise again, with a growth rate of 1.89 percent.

TABLE 6. THE ECONOMIC GROWTH OF BELITUNG DISTRICT (MOTHER DISTRICT) (IN PERCENTAGE)

NO	SUB DISTRICT	1996	1997	1998	1999
1	Tanjung Pandan	8.31	6.17	-8.32	0.73
2	Membalong	7.29	4.47	-1.81	2.03
3	Sijuk	6.69	6.24	-3.15	2.31
4	Badau	8.46	3.9	-4.54	0.98
5	Selat Nasik	8.84	5.58	-3.66	3.39
Belitung (mother District)		7.92	5.33	-4.3	1.89

Source: Regional Planning and Development Board of Belitung District, 2002

Until 1996, the economy of the candidate of East Belitung District was also growing stably and consistently. In 1997, however, the economy suffered a decline of 1.72 percent. Because of the crisis in 1998, the

economy fell to -3.77 percent. In 1999, the economy experienced a revival, so the growth rate increased to 1.56 percent.

TABLE 7. THE ECONOMIC GROWTH OF THE CANDIDATE OF EAST BELITUNG DISTRICT
(IN PERCENTAGE)

NO	SUB DISTRICT	1996	1997	1998	1999
1	Manggar	6.38	4.42	-5.94	0.31
2	Gantung	8.25	4.92	-2.92	1.27
3	Kelapa Kampit	6.39	4.92	-16	2.29
4	Dendang	5.07	4.94	-5.16	2.35
The candidate of East Belitung District		6.52	4.8	-3.77	1.56

Source: Regional Planning and Development Board of Belitung District, 2002

B. Political Willingness

The desire of the residents of Manggar, Gantung, Kelapa Kampit and Dendang sub-districts to form a new autonomous region, East Belitung District, was very strong. There were various reasons that underlined the desire for a new region in the proposal by Formation Committee to Form East Belitung District. They included the following:

1. The enactment of Law no. 22/1999 provided ample opportunity for the formation of new regions;
2. The demand of the people to obtain better service from the local government through local control of the bureaucracy;
3. The desires of the community and local governments to manage their own natural resources; and
4. To increase the sources of local government revenue.

The steps for the creation of East Belitung District (Figure 4.1.) were as follows:

1. Step 1 The Participatory Meeting and Seminar

As mentioned in Government Regulation no. 129/2000, the society's political will regarding the establishment of new regions has not been clearly mentioned by any previous regulations. The idea of forming a new autonomous East Belitung District was inspired by the proliferation of Bangka Belitung Island Province in 2000. The wishes of the

people in the area of Bangka and Belitung to separate themselves from South Sumatra Province had existed for a long time. This was finally realized in 2000 after the collapse of Suharto regime.

To follow up on these ideas, the Union of Scholars of East Belitung conducted a seminar entitled 'The Formation of East Belitung District', which took place in Manggar, Belitung District, on November 12, 2001. The seminar committee invited the Head of Belitung District, Regent H. Ishak Zainudin, B.Sc; the Head of the Regional Planning and Development Board of Belitung District, Drs. Abdul Hadi Adjin; and Prof. Dr. Yusril Ihza Mahendra. However, two speakers of the three did not attend namely the Regent and Prof. Dr. Yusril Ihza Mahendra.

The seminar was attended by heads of villages, religious leaders, and members of community organizations. The most important result was the formation of an organization to raise people's aspirations to create the East Belitung District (Zahari, 2005).

2. *Step 2 Formation Committee to Form East Belitung District*

Hence, according to Jafri, on December 9, 2001 (interviewed by author on February 8, 2010) the Formation Committee to Form East Belitung District was established to fight for the aspirations of the community. Its membership consisted of individuals from the four sub-districts in the proposed area of East Belitung District.

In addition to fighting for the community and socializing extensively, the committee was also tasked to prepare a proposal for the formation of East Belitung District. Once the area that would become East Belitung District was determined, and the capital city was chosen, a land preparation office was established to set up infrastructure facilities and government offices. The committee then proposed candidates to be the Acting Regent to East Belitung District based on suggestions from the Regent of Belitung and the Governor of Bangka Belitung Island Province.

3. *Step 3 Socialization*

As mentioned by Jafri (interviewed by author on February 8, 2010) –

a former secretary of the Formation Committee to Form East Belitung District - the Formation Committee to Form East Belitung District held meetings to socialize with the community at the four sub-districts with of proposed East Belitung District, as follows:

- a. On December 19, 2001, meeting in sub-district of Dendang;
- b. On December 20, 2001, meeting in sub-district of Gantung;
- c. On December 21, 2001, meeting in sub-district of Kelapa Kampit;
and
- d. On December 22, 2001, meeting in sub-district of Manggar.

These meeting were later broadcast on the local television stations.

A. Regional Preparation (District and Province)

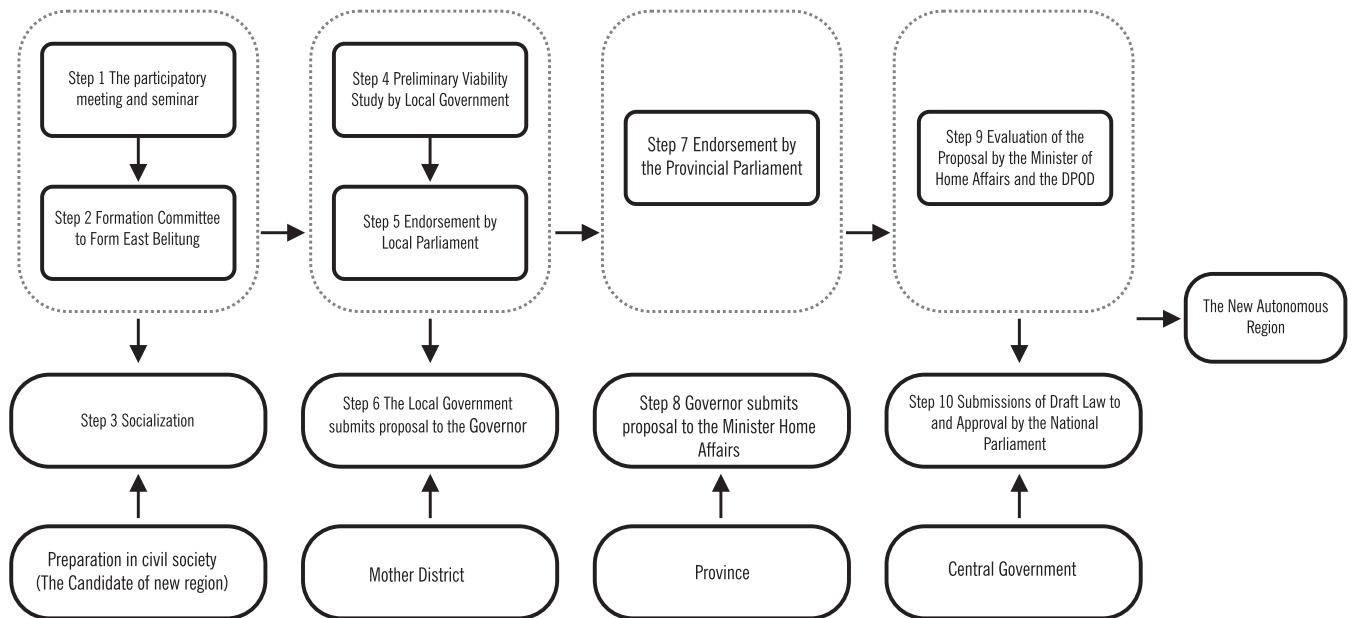
There are a variety of documents required to propose the formation of a new district at the provincial level. Some documents include the following:

- a. District Parliament Approval;
- b. Provincial Parliament Approval;
- c. Map of the Proposed Region;
- d. Data on the Region;
- e. Preliminary viability study;
- f. Proposal by Regent of Mother District.

4. Step 4 Preliminary Viability Study

The government of Belitung District conducted the preliminary viability study or feasibility study for proliferation in Belitung District with the cooperation of the Research and Development Agency of the Ministry of Home Affairs. This was done at the request of the Regent of Belitung District, according to the letter of Belitung Regent no. 0016/I/2002 on April 2, 2002 regarding the requirement to research/study the proliferation of Belitung District. As revealed by the former Head of Regional Planning and Development Board of Belitung District (interviewed by author on February 17, 2010), the decision was made to collaborate with Research and Development Agency of Ministry of Home Affairs in order to justify the proliferation of Belitung District. However, it was also done to simplify the process of valida-

FIGURE 4: THE STAGE FOR THE CREATION OF NEW REGION CASE EAST BELITUNG DISTRICT



tion for the proliferation proposal of Belitung District by the Central government.

On March 9, 2002, the Regent of Belitung District decided to establish a team to study the feasibility of proliferation in Belitung District (No. 001605/KPTS/I/2002). The feasibility study made reference to Government Regulation no. 129/2000, by the considering seven criteria with 19 indicators and 43 sub-indicators.

However, there were no data available concerning financial institutions and economic infrastructure. The team covered up the fact that the data was not available by falsifying data in order to improve the outcome of the study to (interview on February 17, 2010).

B. Regional Administrative Procedure

The entire administrative process is conducted at the district and provincial levels. Each step in the process is inter-related and supports the formation of a new district. This chain begins with emergence of the desire of society for a new district, the delivery of the aspiration to Local Parliament of the Belitung District, and the approval of Provincial Parlia-

MEMBERS OF FORMATION OF COMMITTEE TO FORM EAST BELITUNG DISTRICT

NO	NAME	POSITION	REGIONAL ORIGIN (SUB-DISTRICT)
1	Zahari MZ	Chairman	Manggar
2	Firdaus HN	Vice chairman	Gantung
3	Hasan	Vice chairman	Kelapa Kampit
4	Viranto	Vice chairman	Dendang
5	Drs. Jafri	Secretary	Manggar
6	Sirwan Buang Ali	Vice secretary	Manggar
7	Siswadi Usman	Vice secretary	Gantung
8	Izhar Saman	Vice secretary	Kelapa Kampit
9	Kondrat Oktolseja	Treasure	Manggar
10	Eka Budiarta	Vice treasure	Kelapa Kampit
11	Saparudin Marden	Member	Manggar
12	Bambang Sudiro, SH	Member	Kelapa Kampit
13	Hasnan	Member	Gantung
14	Drs. Bachrum	Member	Gantung
15	Quid Gardi, SH	Member	Kelapa Kampit
16	Elfiandi	Member	Gantung
17	Sarwandi	Member	Dendang
18	Subhan Troya	Member	Dendang
19	Liamit	Member	Dendang
20	Fadlin	Member	Dendang

Sources: Record of the struggle to form East Belitung Districts by Zahari, unpublished

ment for the creation of the new autonomous district.

1. Step 5 Endorsement by the Local Parliament

The Formation Committee to Form East Belitung District conveyed the community's aspiration to create a new region to the Belitung District Parliament (*DPRD Kabupaten*) on December 31, 2001. The aspiration articulated by the Formation Committee had a letter of recommendation from various community members.

On January 2, 2002, 22 of the 30 Belitung District Parliament members held a plenary session that addressed the community's aspiration to develop East Belitung District. Then the local parliament of Belitung District held a plenary session to reach agreement regarding the proliferation of East Belitung District.

As mentioned, Zahari (2005), the results of the plenary session conducted by Local Parliament of Belitung District on January 28, 2002

were as follows:

- a. The Military/Police Representatives (*Fraksi Angkatan Bersenjata Republik Indonesia/Polisi*), with Sauji as a spokesperson, fully supported the creation of a new autonomous East Belitung District;
- b. The Mandate for the Renewal of the Nation (*Fraksi Amanat Pembaharuan Bangsa, FAPB*), whose spokesperson was Harpan Effendi, SH, did not fully support the creation of the new autonomous of East Belitung District. Instead, they wanted to establish a team and research the issue further;
- c. The Official Political Party (*Fraksi Partai Golongan Karya, Golkar*), with spokesperson H Iswarin Yusuf, did not support proliferation in East Belitung District, and also recommended conducting a feasibility study;
- d. The Indonesian Democratic Party for Struggle (*Fraksi Partai Demokrasi Indonesia Perjuangan, PDI-P*), Rustam Efendi, B.Sc, as spokesperson, did not clearly state their position, in terms of politics but in economic terms they were doubtful, because of the danger in disturbing the mother district;
- e. The Star-Moon Party (*Fraksi Partai Bulan Bintang, PBB*), whose spokesperson was Sawaluddin, fully supported proliferation of East Belitung District.

Then after the plenary session, the local parliament of Belitung District issued the Decree of Local Parliament of Belitung District no. 06/2002 concerning Local Proliferation on January 28, 2002. This decree only acknowledged the expressed opinion and recommended forming the feasibility study team.

There was no firm support to approve proliferation from the government of Belitung District or the local parliament. The Acting Governor of Bangka Belitung Islands Province, Amur Muchasim, SH, M.Si, spoke with the local parliament and the Regent of Belitung District regarding the problems. One of the problems was that there were elites in the government who were against the proliferation of East Belitung Districts.

Therefore, the local parliament issued the Memorandum of Local Parliament of Belitung District no. 061/2002 concerning the Proliferation of Belitung District on March 7, 2002. In the memorandum, the mem-

bers of the local parliament declared:

- a. Support for the local proliferation plan and approval for the formation of East Belitung District;
- b. The local parliament request that the proliferation of East Belitung District be processed in accordance with relevant rules and regulations.

The memorandum was signed by the leadership of local parliament of Belitung District, namely Anwar DM, as Chairman; H. Abubakar, as Vice Chairman; H. Iswarin Y Said, as Vice Chairman. However, Rustam Effendi, B.Sc, the other Vice Chairman did not sign. Among the party leadership who signed were the leader of Indonesian Democratic Party for Struggle, Rozaly; the leader of Official Political Party, Zamhar Mukti, BA; the leader of Star-Moon, Syawaluddin; the leader of the Mandate for the Renewal of the Nation, Suhari, and the leader of Military/Police, Sudjak.

2. Step 6 Proposal Submission by the District Regent to the Governor

The Belitung District Regent sent the proposal to establish a new autonomous region in Belitung District to the Governor of Bangka Belitung Islands Province on March 9, 2002. According to Government Regulation no. 129/2000, the letter from the Regent contained an application for expansion, including a map of the new region, data on the region, and the decree of the local parliament concerning approval for the proliferation in Belitung District.

3. Step 7 Endorsement by the Provincial Parliament

The Parliament of Bangka Belitung Islands Province gave its full support to form the new autonomous district of East Belitung District. It was reflected by the recommendations and decisions, as follows:

- a. The Letter of Recommendation of the Parliament of Bangka Belitung Province No. 166/345/DPRD/2002 on March 13, 2002 concerning Support and Approval for Proliferation in East Belitung District;
- b. The decree of the Parliament of Bangka Belitung Province No. 37 Year 2002 on March 9, 2002 concerning Proliferation in Bangka and Belitung Districts.

4. *Step 8 Governor Submits Proposal to the Minister of Home Affairs*

Then the Acting Governor of Bangka Belitung Islands Province sent the proposal to the Minister of Home Affairs and Regional Autonomy regarding the proliferation in Belitung District on March 13, 2002.

The Governor's proposal for expansion of Belitung District contained a map for new region, data on Belitung District, and the decree of the Parliament of Bangka Belitung Islands Province concerning proliferation in Belitung District.

C. Central Government Process

The process discussed on proliferation was applied in various regions through two main phases, namely a technocratic process (technical and administrative feasibility studies) and the political process. This was because in addition to meeting the technocratic requirements which are stipulated Law no. 22/1999 and the Government Regulation on 129/2000, the proposed extension should be supported politically by the National Parliament.

1. *Step 9 Evaluation of the Proposal by the Minister of Home Affairs and the DPOD*

It is the Ministry of Home Affairs that assesses the feasibility studies and evaluates the proposal for the proposed new local governments. To clarify the data as submitted by the local government, DPOD undertook a field survey from July 25 to 27, 2002 in the candidate district. In the field survey, the team met with all levels of local government, the Chairman and the Members of the Local Parliament of Belitung District, and community members. The team's task was to observe the true conditions in the district. The team consisted of the following members:

1. Ir. Suwarno P. Rahardjo, from the Directorate General of General Administration Department of Home Affairs, as Chairman;
2. Drs. Suparman, from the Directorate General of Ministry of Home Affairs, as secretary;
3. Suminto Martono, SH, from Commission II of the National Parliament (DPR);
4. Letkol. CKU. Idris Mahidin, from Ministry of Defense and Security;

5. Drs. Aca Tresnarasa, from Secretariat General of the Ministry of Home Affairs;
6. Drs. Lukmal Nul Hakim, MSi, from Directorate General of Regional Development Department of the Home Affairs;
7. Ir. Tri Patmasari MSi, from National Land Survey Coordinating Agency;
8. Asri Ernawati, SH, from State Secretariat;
9. Nugroho Iman Santoso, from Ministry of Finance;
10. Ir. Edison Silaen Dipl. Ph, From Directorate General of Regional Autonomy Department of the Home Affairs; and
11. Drs. Pudji Wahono from the Center For Regional Autonomy and Information Studies (CRISE).

a. The DPOD findings

The DPOD findings were as follows:

1) Economic Potential

The potential of the candidate district is in agriculture, forestry, fishery, tourism and mining, especially mining Type C (quartz and kaolin). To explore and manage the economic potential, strategic measures need to be taken such as improving human resource capacity and encouraging foreign and domestic investment.

2) Finance Resources and Financing Capabilities

In general, the statistics of regional revenue and expenditure of Belitung District in 2000 and 2001 and the 2002 draft show the share of the total local revenue against the GRDP decreased from 12.08% in 2000 (realization) to 10.78% in 2002 (provisional). The proportion of central government transfers to total region revenue has increased from 67.96% in fiscal year 2000 to 80.31% in 2002.

To increase local autonomy while reducing dependence on the central government, the region is be expected to optimize the financial resources through more effective taxation and levies.

3) Institutional Development

The government of Belitung District must prepare to coach, guide and facilitate the candidate district on the issue of government structure. The new government should be streamlined, multi-functional,

and cost-effective.

4) Regional Development Strategy

Considering the potential in agriculture, there needs to be development of the agriculture infrastructure such as irrigation (dam), wetland. For marine and fisheries, there is a need to establish a marine industry development center. Meanwhile, with respect to mining, particularly mining Type C, it is necessary to improve services related to port and related industrial area.

5) Security

Although the crime rates are still low, for future needs, a new police force should be established, including a water police station equipped with patrol boats.

6) Land Registration and Zoning Laws

For the orderly administration of government and to avoid any possibility of future disputes, local regulations should be issued on the expansion of settlement areas at the sub-district and village levels.

7) Facilities and Infrastructure

There is an immediate need for the candidate district to prepare and set the center of government. A location of about 500 hectares then needs to be decided by the Regent.

8) Location of Capital

The prospective location of the capital is in the sub-district of Manggar that has received the support of people from all four sub-districts and is in accordance with the decree of the local parliament of Belitung District.

9) Boundaries

In anticipation of the future boundary disputes, the actual boundary line needs to be clearly defined.

10) Distribution and Asset Status

Regulations to determine land and asset distribution should be enacted. An inventory of local assets should be conducted and submitted to the candidate district. Division of assets between the new East Belitung District and the mother district should be carefully considered so as not to reduce the viability of either district.

11) Socio-political Conditions

In general, the socio-political conditions in the candidate of district are safe, orderly, and controlled. Therefore, these conditions should be maintained, especially in anticipation of parliamentary elections.

b. DPOD Approval

Based on the findings and recommendation from the survey team, the DPOD approved the creation of a new autonomous region. On November 19, 2002, the Minister of Home Affairs, as Chairman of the DPOD, prepared a draft bill to authorize the establishment of East Belitung District, and submitted it to the President (Zakaria interviewed by author on February 16, 2010).

2. Step 10 Submission of Draft Law by the President to the National Parliament

The bill of creation for East Belitung District, in the Bangka Belitung Islands Province submitted by the President to National Parliament. The National Parliament discussed the bill of creation of East Belitung District at the National Parliament plenary session IV on January 27, 2003. Subsequently, Law no. 5 / 2003 was enacted on February 25, 2003. The East Belitung District was established on May 24, 2003. At the same time the Minister of Home Affairs, on behalf of the President of Republic of Indonesia, inaugurated the Acting Regent of East Belitung District.

CONCLUSION

Given the empirical focus, the proliferation process was reviewed in the case of the new district of East Belitung in accordance with Law no. 22/1999 and Government Regulation No.129/2000. From the study, authors found as following:

1. The findings show that as the number of local governments in Indonesia has increases, the processes at the central government level seem relatively easy. The eligibility criteria are being compromised and manipulated, such as finance institutions that are not yet available, and failing to present the data of local revenue;
2. There was a lack of existing regulations such as political will from communities it's not clear mention;
3. In the feasibility study for proliferation in Belitung District, the Gov-

ernment of Belitung District conducted with the cooperation of Research and Development Agency of the Ministry of Home Affairs. There was conflict interest;

4. The Acting Governor of Bangka Belitung Islands Province, Amur Muchasim, SH, M.Si, intervened to process in Local Parliament of Belitung District and the Regent of Belitung District regarding the problem at that time. With his influence, therefore, the local parliament issued the Memorandum of Local Parliament of Belitung District regarding support for the local proliferation plan and approval for the formation of East Belitung District;
5. It cannot be denied, that political intervention in the bureaucracy has facilitated the formation of East Belitung districts.

Based on the above matters, the author recommends as following:

1. It needed clarity in formulating the support or political will of the community. Based on the process of proliferation in East Belitung District, a process that occurs in certain aspects such as determine of public aspiration, optimal public organization, it does not involve the community as a whole.
2. The political will should be followed by the desire to improve public services that are supported by the ability to stand alone for the welfare of the community. Because of that, the community leaders should understand the overall policy of decentralization. It is not only about the political aspect, but also the political influences economic life.
3. For a community to make a detailed proposal, it must consist of the history of region, its culture, politics, economy, including natural resources, etc. In addition, the proposal should have outlined plans for regional economic that describe the capabilities that allow themselves in development. Other than administrative requirements to include the following:
 4. Preparing the physical requirements related to spatial planning and boundaries. also formulating spatial planning documents;
 5. Identifying possible location of new autonomous regions as well as the Capital city of new region;
 6. Preparing the institutional requirements and related organizations of-

- office needs, identification of assets, staff functions, organizational structure, or process planning and budgeting.
7. To form a Special Committee (*panitia khusus*), which will conduct the discussion about the expansion plan of the area. The members of parliament should necessarily have an understanding that the establishment or expansion of new areas is not only for political purposes but also is a strategic move to increase overall development.
 8. Issuing consent by local government and supporting the expansion territories, and decisions about the capital city and supporting financing in the preparation period until the establishment of legislative and electoral processes Head of the Region.
 9. It is mentioned in Article 16 of Government Regulation no. 129/2000 that in conducting feasibility study, the local governments can cooperate with any institutions that can support the new region. However, to avoid conflicts of interest, it should be mentioned clearly that this cooperation can be done at the institute and will not affect the process of forming the new district.
 10. The results of a study must be contains data on overall regional sustainability projections include the ability to run the government itself in the future. Therefore, the document in initial research can be included spatial plan, economics and region, economic capabilities and the potential own revenue, population, population growth rate. As needed, the Liaison Officer as a representative of Mother Districts who can perform intensive communication with various stakeholders both at the local level, provincial and Central government.

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