



The Expansion of the Bureaucratic Structure and Financing Regional Development in Indonesia

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Abstract

This study is about an expansion as a goal used by local elites to expand the bureaucratic structure for politicizing the position of political support and obtaining central funding. The existence of soft requirements which tends to be determined by the local government makes the provisions and process of expansion only for the fulfillment of formal aspects without substance related to the urgency of expansion strategically and economically. This study used a mixed-method that emphasizes a meaningful approach to the situation faced in the expansion by administering a survey on communities', government administrators, and stakeholders' opinions in assessing the expansion success. In addition, in-depth interviews were conducted with community leaders, especially those involved in the initial expansion as well as prominent community leaders to find out the expansion plan achievements. This study found that the expansion carried out at the village and sub-district levels had a positive impact on community perception, increased financing, and development. The expansion has allowed each new region the opportunity to finance development through various schemes and the availability of positions for the bureaucracy to gain support for the political power of politicians.

Keywords: *Expansion; Formality; Bureaucracy; Local Government; Village; Autonomy*

Introduction

The regional expansion policy in Indonesia has implications for the Indonesian political system, especially the local political dynamics that occur. The high dynamics of local politics have led to the emergence of a new political culture in the local sphere that tends to be opportunist pragmatism (Mahatma, 2019; Noor, 2016; Sumartono, 2018; Wahid, 2010). The emergence of social distrust in the regions can be seen in relations between the executive and the legislature, local political leaders and local bureaucracies, among local bureaucracies, among political parties, politicians and the people, and so on.

The regional expansion on a wide scale such as districts provides broad political dynamics related to several things, for instance, the phenomenon of government politics at the district level is still strongly correlated with the needs of local communities, especially those at the village level (Alamsyah & Subekti, 2017). Villages are the masses' site that directly feels the impact of village expansion and other implications related to the politicization of the bureaucracy in the current political phenomena development (Antlöv, 2003; Antlöv, Hans et al., 2016; Bebbington et al., 2006).

The success of the government in the national, provincial, district levels cannot be separated from the strategic position of the sub-district and village government which many government experts believe as the end of state market. The real service of government management in this area can be felt directly by the community (Andriyus, 2017). The development of the system through the expansion is expected to add value to the quality of welfare and justice in the community, the life of nation and state. This achievement is a positive value that is expected to be triggered by various policies that have been taken as part of the national framework to create a better and more democratic political life.

The expansion of the region has been considered as an accurate strategy to attract central funds to the region. This opportunity is confirmed by one of the administrative requirements that must be met in the expansion, namely the regional requirements for the number of villages, sub-districts, and districts. All these efforts clearly show the orientation of local elites seeking formal government support from the regent and legislative institutions or Regional People's Representative Council (DPRD). The development of the current government continues to emerge and seems to never stop even though it is no longer very prominent in development due to the moratorium and increasingly stringent regulations to become a temporary area to get a feasibility evaluation in 3 years. However, the expansion process as achieved today can have a major impact on the physical result of development.

The decentralization policy in Indonesia is intended to bring the government closer to the people (Bjork, 2003; Buehler, 2010; Firman, 2009; Rasyid, 2004). This goal is carried out by empowering regional and provincial governments, regional legislative councils, and local communities, as well as using public funds to be more effective and efficient in accordance with regional development needs and increasing the quality of public services (Haryanto, 2016). Decentralization will always be related to two aspects. Firstly, there is a territorial subdivision of a country that has a measure of autonomy. This territorial subdivision has self-governing through political institutions that have a basis in the territory in accordance with their jurisdictional boundaries. This area is not administered by the above government agencies but is governed by the politically formed institutions in the region. Secondly, these institutions will be recruited democratically and various decisions will be made based on democratic procedures. For this reason, decentralization includes several important elements; *first*, decentralization requires area restrictions which can be based on three aspects, namely the spatial pattern of social and economic life, a sense of political identity, and the efficiency of public services that can be implemented. *Second*, decentralization includes the delegation of authority, both political and bureaucratic (Smith, 1985).

Decentralization includes two main elements. The expansion includes the formation of autonomous regions and the handover of government affairs to autonomous regions (Hoessein, Benyamin, 2002a as cited in Muluk: 2009.56). Furthermore, based on these two main elements, local government emerged. The United Nations as quoted by Muluk defines local government as "a political subdivision of a nation or (in federal system) state which is constituted by law and has substantial control of local affairs, including the power to impose taxes or exact labor for prescribed purposes. The governing body of such an entity is elected or otherwise locally selected".

Moreover, the authority of local government in the unitary state system is different from the federal government system. The authority of the federal government comes from the states which are formulated in the federal constitution. The authority of the autonomous region also comes from the states

not from the federal government and is formulated in state laws. The relationship between the states and the federal government is coordinated and independent. The relationship between the autonomous region and the central government for a unitary state is the same as the relationship between the autonomous region and the states in the federal system which is subordinated and dependent (K. Wheare, 1969; K. C. Wheare, 1962).

The local government for Hossein can have three meanings, first local government is often interchanged with the local authority which refers to organs, namely councils and mayors where the recruitment of officials is based on elections. Second, local governments can act on certain matters or only provide certain services. The functions of government affairs for local governments are detailed while the remaining government functions are the competence of the central government. The principle of general competence or open-ended arrangement is the opposite of the previous principle. The local government must act based on the deemed necessary in meeting the needs of the region as determined by the decision-makers in the area. The central government already has detailed functions, while the remaining functions or affairs are the responsibility of local governments. Third, the formation of autonomous regions simultaneously constitutes the emergence of an autonomous status based on the aspirations and objective conditions of the people residing in certain areas as part of the nation and the region nationally. Communities that demand autonomy through decentralization have transformed into autonomous regions as legal community units that are authorized to regulate and manage government affairs according to their initiatives based on community aspirations (Hoessein, Benyamin, 2002b).

The expansion in regional management in Indonesia is one of the general phenomena that is being promoted. It is carried out by accelerating the expansion of sub-district administration and also villages and urban villages. One of the areas that have massively experienced this rapid expansion of administrative areas after the expansion is the expansion of sub-districts and villages in the Parigi Moutong Regency. After the expansion of Donggala Regency in 2002, this area has far exceeded the number of administrative areas that were divided. Although this is intended as a framework to support regional development in the regional autonomy scheme by establishing definitive areas (Firman, 2013; LABOLO, 2016), however, what has been done has had a wide impact in the era of providing Village Fund Allocations (ADD) in accordance with the mandate of Act of 6/2014 concerning Villages (Sajangbati, 2015). Villages then became one of the objects that spend the large financing from the state to intervene in accelerating development from the outskirts of the village (Cahyono et al., 2020; Mulyono, 2014).

This study would be interesting because it described the expansion implications that has been carried out and understood the strategies carried out by the government at various levels in optimizing these policies to achieve the welfare of rural communities through their participation in village development (Daraba, 2017; Herryanto et al., 2020; Sari, 2015). This study would be an evaluation instrument for the government to obtain an illustration of the obstacles faced by the village nowadays to support the community in achieving their welfare in the village.

The reality is that the post-expansion village administration in the past and present do not seem to show a very prominent picture in terms of the quality of community services. The repositioning of the village government is increasingly being given wide acceleration space in accordance with the existence of the Act of 6/2014 concerning Villages as a separate rule to advance and develop rural communities despite facing strong challenges with the increasing of corruption cases in rural areas (Lamusu & Ismail, 2021; Rahman, 2011; Rahman et al., 2018; Wicaksono et al., 2021). Furthermore, sub-districts are regulated by new provisions through Government Regulation No. 18 of 2017 concerning sub-districts that emphasize their main duties and functions. The expected effectiveness can only be seen through the relationship between village/sub-district elites and local political elites who have legitimacy for simpler

functions of *legislation*, *budgeting*, and *controlling* so that it can stimulate the level of work intensity and work productivity in the village to be more effective in terms of government services.

Research Method

This research used mix method which combined qualitative and quantitative approaches at the same time (Creswell, 2014) by emphasizing the use of a qualitative method that determines meaning. Quantitative was used to get a portrayal of achievement through a survey framework that involved the community and government administrators to provide an assessment as a basis for conducting the expansion achievement assessment both at the village and sub-district levels in Parigi Moutong. The survey assessment utilized a community perception score, (Gumah & Aziabah, 2020) regarding the state of community life services using a Likert scale (Chyung et al., 2017; Taherdoost, 2019). Survey data with the score categories: Very low, low, medium, high, and very high which used the negative category for under 60 and positive for 60 and over. Then the data was compared with primary data from interviews that came from informants through in-depth interviews, notes, videos, and other important documentation deemed necessary. This method was used to obtain data and information in accordance with technical procedures that allowed a complete picture to be found regarding the purpose of expansion as an innovation in obtaining expansion of bureaucratic positions and financing development at various levels of local government.

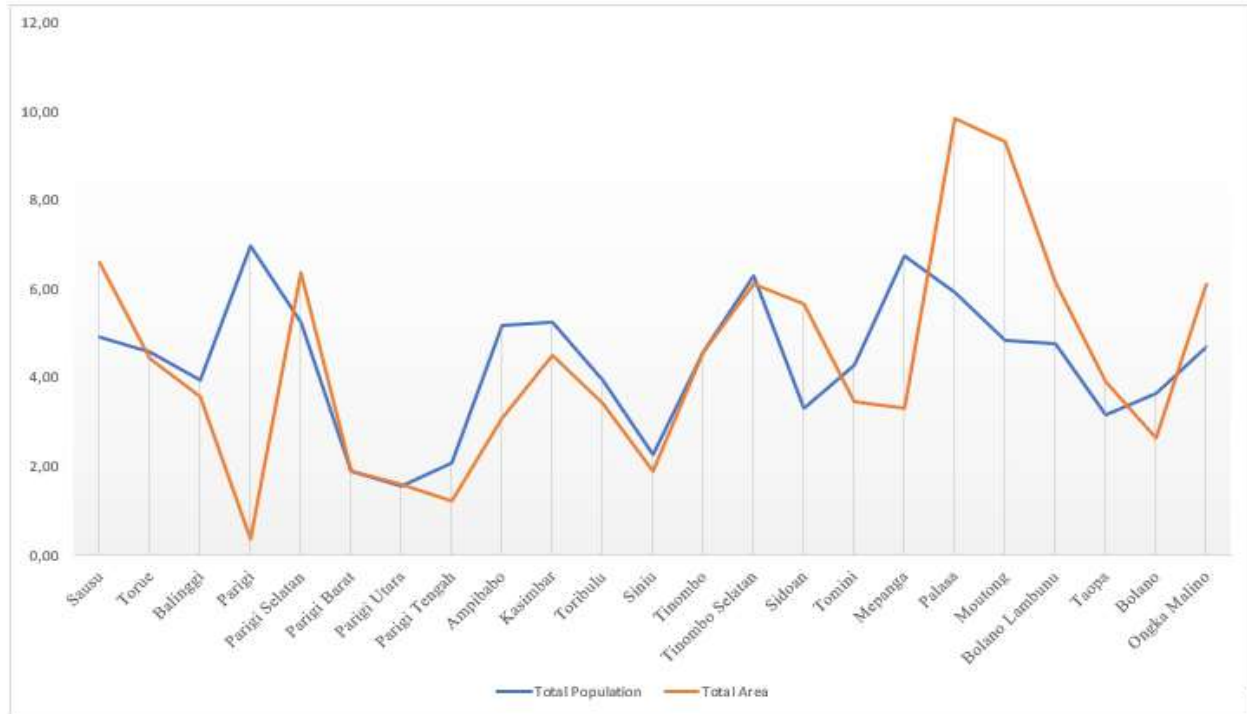
Research Result

Expansion, Position, and Bureaucratic Costs

The topography of Parigi Moutong Regency is 5.94% of the land area of Central Sulawesi Province. This area stretches from the borders of the province of Gorontalo in the East and North and is bordered in the North by the districts of Buol and Toli-Toli. In the west, it is bordered by Donggala Regency and Poso and Sigi Regency in the South. The natural boundaries that form the boundaries with other administrative areas are generally mountains, except for Poso. Generally, this area is limited even though it has the largest number of populations, which makes this area a provincial electoral district only covers one area, which is different from other electoral districts that must be combined.

One of the uniqueness of this area is the length of the 472 km long coastline. The northern part of Parigi Utara to Moutong is dominated by mountains and hills. Meanwhile, from Parigi to Sausu is a land area as one of the supporting factors for the availability of residential and agricultural land. Parigi Moutong Regency has the longest coastline compared to other areas in the Tomini Bay area.

This region developed very quickly within 2002-2021 in terms of regional development. It was divided into 6 sub-districts, but now it has grown to 23 sub-districts. This phenomenon is the institutionalization of a fairly large bureaucratic structure with a narrowing area as the population increases. This condition will lead to a new phenomenon where the production area will be increasingly pressured by the need for land to carry capacity of public infrastructure which is the need for public services. The direct implication is that as a region that relies on agriculture as the main income, the community will experience difficulties in the agricultural production process.



Source: Parigi Moutong Central Bureau of Statistics (BPS) Data, 2021

Figure 1. Comparison of Population and District Area in Parigi Moutong, 2021

It can be inferred from the figure above that generally the percentage of existing areas had a significant shift compared to the initial expansion. The arrangement of government areas is expected to be in accordance with the arrangement of service needs in terms of range, quantity, and quality. A narrower government administration has made the Parigi Moutong district more well-served. Thus, it received a positive perception of the people in the region and became a response to the wider community in Indonesia. (Agus Nedi et al., 2020; Duri & Rahmah, 2020; Husen et al., t.t.; Sundari, 2020). The impact on the expansion area development received a positive response both for the expansion of sub-districts (Agung, 2016; Astaman et al., 2019; Lantara, 2016; Makagansa et al., 2017), and the implications for regional expansion at the village level (Batita et al., 2021; Indah, 2021; Novita, 2021; Sundari, 2020).

The implication of the government areas expansion at the sub-district and village levels required Parigi Moutong to allocate a high office operational cost. The composition of the position structure generated based on these developments became larger with the following calculations:

There are 278 villages in which it requires 3614 positions to operate. These numbers were obtained from the provisions on the village organizational structure as referred to in Act No. 6/2014 which stated that each village required 13 positions. Similarly, sub-districts which are sub-district work units, totaling 5 sub-districts, need at least 40 positions from the state civil apparatus to occupy the minimal structure of the sub-district, each of them with 13 positions. Meanwhile, it required 184 positions to operate 23 sub-district levels in this area with 17 nomenclatures of positions in accordance with the provisions for community service as referred in Government Regulation Number 17/2018 concerning Districts which also regulates sub-district.

The implication of the development of a definitive area at the sub-district and village levels had a direct impact on regional financing. A definitive territorial burden which includes financing of institutional structures, government supporting infrastructure, and development financing is charged to

the regions to achieve regional-based development. Consequently, financing according to the posture of regional revenue and expenditure budgets from the expansion has grown very rapidly nowadays. The identified financing of 179.686 billion in 2004 has increased tremendously in 2019 by 1.666.260 (trillion) or an increase of 927% within 15 years.

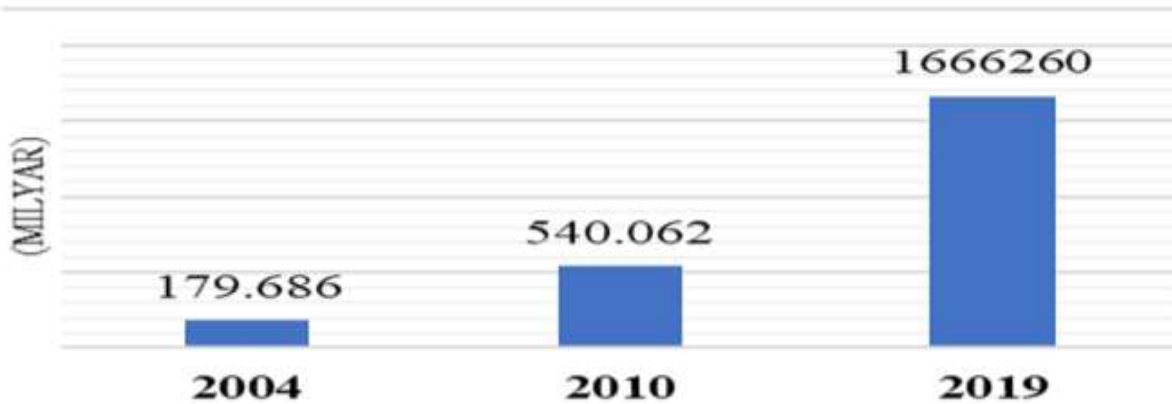


Figure 2. Development Local Government Budget (APBD) of Parigi Moutong Regency
Source: from various sources, 2021

The expansion area in developed countries is always correlated to the electoral area. It is due to the fact that the expansion implicated a new identity that must be represented in the political system which manages policies in the region. The Parigi Moutong area, which was formerly the Donggala district, was only represented by a small number of local elites at every level of political office and bureaucratic career path. Nevertheless, the demand for human resource competence and capacity for leading, managing, and developing Parigi Moutong based on community expectations is very high nowadays.

The sources of leadership to occupy the post-expansion positions were teachers. Although they are functional staff, they were qualified for these strategic positions. Therefore, several positions of echelon IIa in Parigi Moutong District have backgrounds as teachers. The shifting of functional positions by senior teachers will have a huge impact on the educational field which has always been a barometer of achieving the quality of human resource development in the regions.

For the community, the expansion area is longed for and considered to be an opportunity for better lives management. Minimally, the expansion will make change through village construction such as the construction of village and sub-district office as well as its facilities. The other constructions are schools, health service facilities, and village roads which are directly accessed by the community as the result of the expansion.

The Advancement of Development and Public Services

As stated in the Act of Village that village is no longer an administrative area, in fact, it is no longer a subordinate or executing element of the regional government. This regulation emphasizes the function of the village in particular, even though it remains a special and independent area that is located within the sub-district area in a district. Therefore, every villager has the right to speak for his interests according to the socio-cultural conditions in his community.

The village is a legal community unit that has the authority to regulate and manage the interests of the local community based on local origins and customs that are recognized in the national government system and are located in the Regency area (Wijaya, 2002). The village within the framework of the

unitary state of the Republic of Indonesia has a very decisive central position in ensuring the presence of services to the community. The village is the front line of service to the community which is calculatedly in the largest number in the village area.

Public services in the village include the provision of services by the village government. It is similar to the sub-district which is a regional organizational unit. The implementation of financing uses village allocation funds through the State Budget (APBN) and/or other funds sourced from the Local Government Budget (APBD) as well as provincial grants and Village Budget (APBDes) (Andari, 2018; Cahyono et al., 2020).

The services provided are basic services, especially education, health, and infrastructure. (Chalik & Habibullah, 2015). The most principal is administrative services. Administrative services by the village government are required by the state and regulated in-laws and regulations in order to achieve the protection of personal, family, honor, dignity, and property (Prihastini, 2014). Especially it is related to the accountability of government services that provide legal certainty for village communities to be served and get recognition from other communities with these services (Zainudin, 2016).

It can be simply concluded that the purpose of expansion, as the goal in various laws and regulations, is intended to improve the welfare of the community (Agus Nedi et al., 2020; Elvawati, 2015; Suaib, 2020). Several aspects are expected to be achieved through the expansion including 1. Improvement of services to the community; 2. Accelerated growth of democratic life; 3. Accelerated implementation of regional economic development; 4. Accelerated management of regional potential; 5. Enhancement of security and order (Duri & Rahmah, 2020; Kurnia Dwi Astuti et al., 2020; Mangatur & Tinov, t.t.).

The sub-districts and villages expansion achieved maximum achievement based on the perception built by the community in the region. It is illustrated on the figure below.

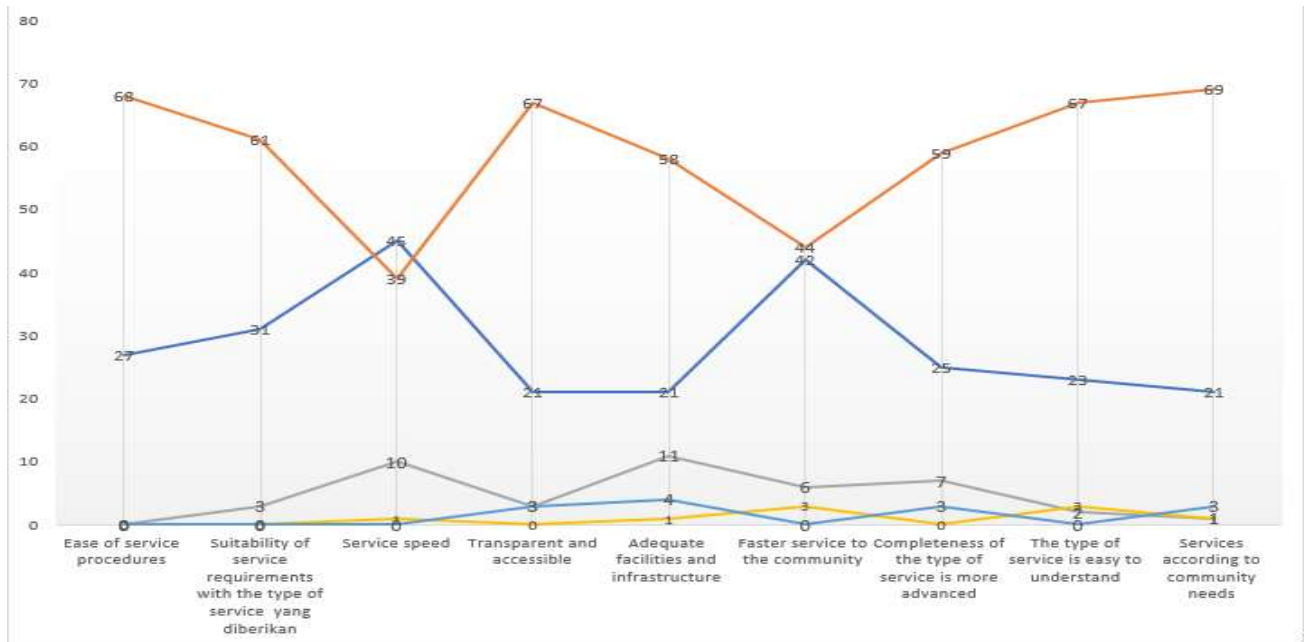


Figure 3. Public Perceptions Regarding Public Services
Source: Primary data, 2021

It can be inferred from the data above that community gave a positive assessment of the service innovations as the result of this expansion. The expansion at the sampled village level which includes villages on the outskirts of the capital Parigi Moutong with the expansion into Lobu Mandiri village can achieve the expectation of the community regardless of the domination of the community from the previous parent village.

It is similar to the community in Sintuwu Raya village as the sample village farthest from the capital of Parigi Moutong Regency. Some changes are related to the procurement of basic health services in the village polyclinic in Sintuwu so that people do not have to go far to South Sidoan to get health services from midwives and health care workers. The change in the field of education is the construction of kindergartens on the initiative of the village so that the people can access this level of education. Moreover, population administration and other services are getting easier because the location is closer and are carried out by people who are well-known by the community so that they can be accessed anytime and anywhere.

Table 1. Community Assessment of Service Innovation

Perception	Mean	Category
Ease of service procedures in government	85.68	High
Conformity of service requirements with the type of service provided	85.89	High
Speed in providing service	86.95	High
Transparent and accessible to all parties	81.91	High
Other supporting facilities and infrastructure are adequate	79.16	High
Faster service to the community	86.32	High
Completeness of the service type is more advanced	81.91	High
The type of service is easy to understand	83.16	High
Services according to community needs	81.89	High

Based on the table above, the speed of service became the most prominent comparison based on data on public perceptions regarding post-evolutionary services. The expansion has made services based on the public's perspective in the high category compared to pre-expansion. It was due to the fact that the economic condition of the community and the poor local transportation facilities that serve the village community. Although the existing area is relatively narrow compared to other sub-districts and villages' area in Sulawesi, the condition of the long area makes a far distance of services to the community.

Although the category of public perception related to service innovation was high, the perception of the community regarding the improvement of adequate supporting facilities and infrastructure was at the lowest number of 79.16. The condition of the development budget posture always limits the improvement of facilities that are not directly related to community services. One of the prominent conditions related to facilities and infrastructure is the existence of office facilities for the administration of government which is not supported yet by adequate facilities and infrastructure although they already have a building. This condition mainly occurs in village administrations, where generally the villages resulting from the expansion only expect financing from the profit-sharing fund mechanism in accordance with the regulations.

This limitation encourages the village government to create various innovations that allow the development of facilities with limited financing schemes. One of the budget sources is from the mechanism of grants and waqf for office locations obtained from people who have a concern for the improvement of services to the community in the area. However, it cannot meet the needs of the

infrastructure budget as a whole, such as the need for office space for the Village Consultative Body (BPD), Village-Owned Enterprises (Bumdes), and other elements.

In fact, expansion becomes a way for regions to obtain financing from the central government and optimize services through cross-subsidy financing policies implemented in state financial policies. The ability of local governments budget through local revenue seems cannot realize the expectation. The low potential sources that can be taxed make districts difficult to prepare financing for development and services through this scheme. The only possible source is through regional development which also justifies bureaucratic financing (Sayfudin, 2013). Financing has always been a bureaucratic structure as a financing unit due to the existence of a scheme for determining the typology of government at various levels, in this case including the sub-district and village.

Conclusion

The general phenomenon of regions in Indonesia is the limitations in financing development by prioritizing low regional original income. Development financing has direct implications for local political dynamics related to the ability to accelerate regional progress and public services. This limitation is used by local elites in achieving their goals in accordance with the regulations of the state mechanism support. The size of the village and sub-district area is a separate major problem, especially for development, empowerment, and services. The expansion becomes an innovative solution to involve the state and create a state presence in the circle of the main communities of the nation's people. In addition to the purpose of advancement and services that get a positive perception in the community, expansion area also results in the politicization of structural positions for local political interests.

Bureaucratic mechanisms in the post-reformation era of regional autonomy have brought back the people's obsession to become aristocrats in the regions through government positions. Institutionalization affairs in the context of regional expansion are used as a purpose by local elites to achieve these positions. One of the broad implications is the emergence of a power-sharing policy that is intended to be the basis of political support in the period of direct democracy nowadays.

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