

# Regional Expansion in Tana Toraja Regency of South Sulawesi Province, Indonesia

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**Abstract:** *This research purpose was to describe and analyze society participation, local political elite participation, local government role, and regional parliament in the process of area expansion of Tana Toraja Regency, and describe and analyze autonomy area expansion of public service. The method used in this research was the explanatory survey. The data collection conducted by using interview, observation, questionnaire and document study. The research informants include local leaders, regional government, Regional Parliament Members, non-governmental organizations, social organization. The sample was collected by using purposive sampling, and data were analyzed descriptively. The results of this research showed that the society of Tana Toraja Regency participated actively to support and affect the decision making of area expansion in Tana Toraja Regency to form of the new autonomous regency of North Toraja. The local political elites so participate in support and influence decision making of area expansion in Tana Toraja Regency and to form of the new autonomous regency of North Toraja. The regional government of Tana Toraja Regency as well as take the role in support and influence decision making of area expansion in Tana Toraja Regency. Regional Parliament has an active role in support and influence decision making of area expansion in Tana Toraja Regency and to form of the new autonomous regency of North Toraja, the role of Regional Parliament follow-up the society aspiration and socialization of the area expansion purpose. The area expansion of Tana Toraja Regency and the formation of new autonomous regency impact to the improvement of public service in the education field, health, and infrastructure.*

**Keywords:** autonomous regency, regency expansion, publicservice.

## 1. Introduction

The implementation of regional autonomy that should seriously be concerned is how autonomous regions can realize and sustain a democratic society life. This is in addition to the already asserted by Act No. 22 of 1999 and then revised by Act No. 32 of 2004 on local government, also it is the demands of the times and modern civilization, both in governance and arrangement of social, civic and state.

Law No. 32 of 2004 on local government autonomy is affirmed that the rights, powers, and obligations of autonomous regions was to set up and manage their own affairs and interests of local communities in accordance with the legislation. Policy of regional autonomy through the Law of local government opportunities forming regions to form the merger of several regions or parts of regions that together perform a division of the region into two regions or more, and the expansion of the region into two regions or more can be made after reached the minimum age of governance.

Forming regions referred to in Article 4 of Law No. 32 of 2004 on local government must qualify the administrative, technical and physical territoriality. Administrative requirements for the province include the approval of District / Municipal and regents/mayors will be coverage of the province, the provincial parliament approval parent, and governor, as well as the recommendation of the Minister of Home Affairs. Terms administratively to District / City covering their approval Regency / City Regional People's Representative Assembly and the Regent / Mayor is concerned, the approval of Parliament and the Governor Province and recommendations of Minister of Home Affairs. Technical requirements include factors on which to base that includes the establishment of a regional economic

capacity factor, the potential of the area, defense, security, and other factors that enable the implementation of regional autonomy. The terms of physical include at least five District / Municipality for the establishment of at least five provinces and the District for the establishment of district and four sub-district for the establishment of the city, location, potential capital, facilities, and government infrastructure.

Establishment and expansion of regions in the era of regional autonomy can not be denied as a result of the policy of regional autonomy that is used by local political elites. To take advantage of this opportunity, several regions in Indonesia including several areas in South Sulawesi Province dissociate oneself from its parent assuming that built that of the area to improve the welfare of the people, improving the quantity and quality of public services and bring government closer to the people. It is being developed by the local political elite to the community so that the demands of regional expansion continues.

Based on the observations and supported by some of the survey results, which developed into a regional division problemitt can be identified as follows:

First, regional division aims to improve people's welfare, the fact that there are many regional expansion are not in line with people's welfare. Ministry of Home Affairs in the evaluation results of 104 expansion areas (in five provincial) occurred in 2000, one year after the enactment of Law No. 22 of 1999 found that there were 76 areas are still the problematic because muchasset of parent regions that have not been handed over to the new autonomous regions(Kompas, 2006).

Second, the Local Government Act that allows the regional division has produced 104 new autonomous regions (four

provincial and 100 district/city), fantastic figures for the addition of new areas on the Indonesian island countries, making it appear as if the central government pursued the target to form new autonomous regions.. Even, a newly established area, split the new area again. For example: Luwu regency after three years old had generated North Luwu regency and after three years, North Luwu regency generated East Luwu in 2003. The reason that is used the central government is to improve the welfare of society through models that bring government closer to the community and local political elites give the reason that the regional division of public services is getting better. However, it is not uncommon in new areas has raised controversy in the community, which then triggers the horizontal and vertical conflicts in which people become victims. Example Polewali Mamasa regency expansion causing horizontal conflicts in the region.

Third, the new regional division pains for the mother regions. The assumptions developed in the region expansion is the mother regions willing to sacrifice, because they have to release some of its territory, population, and its assets. The main problems arising from division of assets and local revenue. The cause is an imbalance between regional income earned (financial conflict) by the regions as a major source of local revenue, which consists of market tax, parking, housing, hospital, bus terminal. Unclear directions of regional expansion become an active stimulus that encourages regions to be separated from its mother and stood alone into autonomous regions.

Fourth, the legal framework that has been used in the region expansion is Government Regulation No. 129 of 2000. The Government Regulation is a derivative of the Act number 22 of 1999 on local government. But the government that regulate the establishment requirements and criteria for expansion, deletion, and incorporation of the area is still considered loose.

Various problems that accompany the process of regional expansion during this time strengthening the supposition the absence of a large design (grand design), the basis for determining the extent to which the expansion with subnational governments in this country. Indeed the establishment of regional efforts is to improve the public services that primarily improve the welfare of the people, the expansion of space for political education, community empowerment, and to optimize the use of natural resources in order can be enjoyed by the society. Nevertheless, in practice, regional expansion was more motivated by pursuing funding from the central government that stimulate corruption. The process of regional expansion that took place since 1999 rolling uncontrollably. Based on the multiple phenomena of the expansion process of the autonomous regions, the paper focused on the level of public participation in the process of regional expansion, the level participation of local political elites, the role of local government (Regent and local legislative), and the impact of the regional expansion on public services in the District North Toraja regency.

## 2. Theoretical Study

Autonomous region expansion is the fruit of a political policy of decentralization that gave birth to regional autonomy, opening up space for the region to split the new area as mandated by law on local government. Establishment and expansion of regions, forming regions are giving status to certain areas as provincial or district/city, while the regional division is solving the provincial or district/city into two or more regions (government regulations number 78 of 2007 concerning the procedures for the establishment, abolition and the merging of regions). Expansion of the autonomous region has been studied by experts among others Dwiyanto (2006), Efendy (2007), Pratikno (2008), Retnaningsih (2008), Infallible (2008), Leemaas (1970), Burhan (2011), Maryono (1958), (Ferrasi (2007).

## 3. Results and Discussion

### Level of Public Participation in Process Autonomous Regional Expansion

In the formation of new autonomous regions, is widely acknowledged the role of community participation is necessary because people expect their government as the owner of the proximity of government and society. Therefore the level of the willingness of the community to participate in the implementation of governmental tasks and the implementation of regional autonomy greatly enhances the ability of the new autonomous region held government affairs submitted by the central government.

The level of community participation in North Toraja regency in the process of establishing autonomous regions is an essential element inherent in the process. But it does not mean everyone can participate with the same intensity and capacity. This is because of differences in abilities, interests, and skill between members of the community.

### Participation of Local Political Elites in Process of Autonomous Region Expansion.

Local political elites are individuals who topped the major institutions in society. Because of its institutional position, the political elite has the ability to issue political decisions that are valid and binding on all members of society. The power of local political elite is to make and carry out decisions can be expressed and originated in institutions where they are at the top. Through these institutions, those belonging to the group of political elite can carry out and impose decisions to other members of society (Meriam Budiardjo, 1984).

In connection with this, the new autonomous region expansion is a political policy of decentralization in the form of regional autonomy. Autonomous region expansion is not directly impact on the public welfare but only meet the aspirations and interests of the local political elite. In the autonomous regional expansion, local political elites plays an important and quite got the attention of the government (Kompas, 2012).

Participation of the local political elite, both working at the local government bureaucracy and outside the government

bureaucracy can be a factor in the formation of new autonomous regions.

#### **Role of Local Government of Tana Toraja regency in the process of formation of new autonomuos region**

The local government of Tana Toraja as the Parent regions is regent and the its device and they have a decisive role in the process of formation of new autonomous regions of North Toraja district. In Article 5 of Law 32 of 2004 the results of the revision of Law No.22 of 1999, affirmed that the establishment of autonomous regions as referred to in Article 4 must be qualified administrative, technical, and physical territoriality. Administrative requirements for the establishment of new autonomous regions, namely the approval of the district Parent Regents and Regional People's Representative Assembly.

#### **The role of Regional People's Representative Assembly of Tana Toraja in the Process of New Autonomous Regional Expansion.**

Legislative Council of Tana Toraja is local people's representative body and serves as an element of the regional administration and plays an important and strategic in the process of formation of North Toraja district. The formation of new autonomous regions must fulfill the administrative requirements, namely the approval of Parliament and parent region (Regent) The role of district Regional People's Representative Assembly of Tana Toraja can be seen in the performance of duties and obligations to be executed in the process of formation of North Toraja district.

First, the Regional People's Representative Assembly as the Institute of Regional People's Representatives is obliged to absorb, collect and follow up the people's aspirations. Based on the review of documents obtained information that the aspirations of the people of Tana Toraja Northern Territory in the form of a list of questionnaire, written support signed by approximately 556 (five hundred and fifty-six) public figures, submitted formally to the Regional People's Representative of Tana Toraja precisely on 2 September, 2002. Legislative Council of Tana Toraja regency responded positively and accepted the aspirations of appropriate mechanisms (Anonymous, 2002) History of the Struggle Formation of North Toraja Regency, 2002: 42).

Second, the Regional People's Representative Assembly of Tana Toraja Regency reabsorb the aspirations of the people who fight for the division of Tana Toraja district of North and follow up these aspirations to affirm the committee deliberations prepare the agenda for the plenary session of parliament for discussion of the aspirations of the community that continues to grow. On 12 September 2002 Parliament held a plenary session receive the expansion aspirations of Tana Toraja. Furthermore, on 24 September 2002 to implement the Tana Toraja regency plenary session and take a decision on the division of North Toraja district and designated by decree of Parliament No: 11 / Decicion /Parliament/ IX / 2002. By decision of the Parliament, it can answer the aspirations of the people.

#### **The impact of the Autonomous Regional Expansion of Public Service and Public Welfare**

Regional expansion or creation of new autonomous regions in the organization of regional autonomy aimed at shortening the span of control of local government services and the Regional Representatives Council to the public in improving the people's welfare

In conjunction with the expansion of new autonomous regions is North Toraja regency which was established by Law No. 28 The year 2008, which is the result of the division of Tana Toraja. From the review of the document and supported by a wide range of information obtained from informants that the formation of North Toraja Regency aims to gain government control range of the districts in the area of North Toraja Regency very much to the mains, and improve public services.

#### **4. Conclusion**

The proliferation of New Autonomous Region of North Toraja is a result of the decentralization policy fruit in the form of regional autonomy was passed through Act 28 of 2008. Where participation levels of society and participation of the local political elite and the government's role and the role of parliament will determine the formation of the autonomous region. The impact of the expansion of the autonomous regions of North Toraja is a change in public services in order to improve the welfare of society.

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