

CHAPTER 1.3

REGIONAL STRUCTURE

1.3.1 Regional Levels of Administration

Administration in Indonesia involves four main levels of government structure:

Province (Region Level 1)	<i>Propinsi (Daerah Tingkat 1 or Dati 1)</i>
District (Region Level 2)	<i>Kabupaten (Daerah Tingkat 2 or Dati 2)</i>
Sub-District	<i>Kecamatan</i>
Village	<i>Desa</i>

There are 27 provinces in Indonesia, all of which carry Region Level 1 status. This implies that they are autonomous regions within the unitary state. A discussion of the meaning of autonomy in the Indonesian sense is given in Chapter 1.4. It is sufficient at this stage to define autonomy as being the power to implement certain developmental activities and raise certain revenues to pay for them, within the bounds set by the national government. Planning tasks associated with provincial development are handled by provincial development boards. Three provinces carry special status:-

- DKI Jakarta, as the nation's capital
- DI Aceh, with additional powers relating to religion
- DI Yogyakarta, with differences relating to the Sultanate.

N. B. DKI = *Daerah Khusus Ibukota* - National Capital Special Region
DI = *Daerah Istimewa* - Special Region

There are 246 districts in Indonesia, all of which carry Region Level 2 status. This implies that they are autonomous regions both within the nation and their relevant provinces. They are also granted powers to implement, plan and raise revenues, again within the bounds set by both national and provincial governments. The discussion of the meaning of regional autonomy in Chapter 1.4 applies equally to districts.

National policy emphasises the implementation of development activities at Level 2 rather than Level 1, because it is recognised that within the Indonesian governmental structure, Level 2 authorities are more directly involved in development activities. Many projects now focus on developments in the districts. It is possible, within the next few years, that level 1 administrations will be reduced in size, with more resources being channelled to the districts. Moves in this direction have already started. The release of *Keputusan Menteri 1/1992* on the Organisation and Management of Regional Secretariats at Level 1 appears to call for reduced staff numbers at provincial level.

Kabupaten are also known as regencies, a translation that continues from the colonial period.

Urban centres are also given regional Level 2 status. They are known as *kotamadya*, which best translates as autonomous city or town. There are *kotamadya* throughout Indonesia. Jakarta, as the capital city retains special provincial status. In fact it contains five *kotamadya* within its boundaries; East, West, Central, North and South Jakarta.

Each *kabupaten* contains a number of *kecamatan* or sub-districts. There are 3,586 throughout Indonesia. Very occasionally the term *Tingkat 3* is used to refer to offices at the Sub-District level. This is not correct in a formal sense, as no regional autonomy exists at this level. Discussions have taken place over a number of years as to whether *daerah tingkat 3* should be established; this is probably the origin of the term. The capital towns of *kecamatan* are known as IKK, or *ibu kota kecamatan*. Care should be taken to use the term IKK in an administrative rather than geographical sense. Whilst IKK are usually discrete, small sized urban centres, they can be surrounded by larger conurbations. In other cases they are often little more than the area around the office of the *camat* (or Sub-District Head) which itself can be surrounded by villages or *desa*.

The term *desa* is used in an administrative sense to refer to rural settlements. It is also used by Indonesians in an informal sense to refer to their place of origin. However, given the high population densities that have evolved in some parts of the country, *desa* may actually lie within conurbations. *Desa* may refer to collections of hamlets (often termed *dusun*), rather than one identifiable village. It is preferable to treat the term *desa* as referring to an administrative unit lying hierarchically between the sub-district and the local neighbourhood. This is the sense in which the term is used in government. There are over 65,000 *desa* in Indonesia.

In urban areas, the fourth level of administration in the regions is known as the *kelurahan*. This can be loosely translated as urban village, again with the caveat that it is more of an administrative term than a description of human settlement patterns.

Further levels of administration exist beneath the *desa* and the *kelurahan*. These are the *rukun warga* and *rukun tetangga*. The *rukun warga*, or RW, is usually found in urban centres and forms a sub-unit of the *kelurahan*. It translates literally as a "harmonious association of citizens". The *rukun tetangga* or RT is the lowest unit of administration, and translates as "neighbourhood association". These levels exist in both rural and urban administrative areas. It is an interesting historical aside, that whilst the structure of the higher levels of regional administration owe much to the influence of the Dutch, the RWs and RTs were introduced during the Japanese occupation, as a method of ensuring social control of the lowest groupings, the neighbourhoods. It has been retained and refined, and now forms an important social mechanism for mutual activity and security.

1.3.2 The Governor and Bupati

1.3.2.1 The Governor

The highest provincial authority is the *Dewan Perwakilan Rakyat Daerah Tingkat 1* or DPRD1. This is the provincial equivalent of the National Parliament (DPR), and has powers to enact legislation affecting provincial issues, subject to approval by the Minister of Home Affairs. This includes the establishment and structures of provincial offices and local revenue raising measures. The DPRD1 also ratifies provincial annual budgets (*Anggaran Pendapatan dan Belanja Daerah* or APBD) and five-year development plans (*repelita daerah* or *repda*). A similar body with equivalent duties exists at district level, known as the *Dewan Perwakilan Rakyat Daerah Tingkat 2*. DPRD1 and 2 members are elected by the people of the province or district for five year terms. Regional elections coincide with national elections.

Each provincial administration is headed by a Governor (*Gubernur*), who is appointed by the President from a list of between three and five candidates submitted by the Provincial assembly (DPRD1). Governors are appointed by the President and are responsible on a day-to-day basis to the Minister for Home Affairs. Gubernatorial appointments are for five years and can be extended for a further five years. Individuals are not allowed third terms as governors of a province. Each province has a Deputy Governor (*wakil gubernor*). Candidates for deputy governor are proposed by the governor with the agreement (not election) of the provincial assembly. The Deputy Governor is chosen from a public service background, (either the civil or military stream). Some provinces also have Assistant Governors (*pembantu gubernor*) who are based in outlying areas covering more than one district. Assistant Governors are the representatives of the governor in their areas and are usually only found in provinces containing remote areas.

The Governor has two titles:-

<i>Gubernur Kepala Daerah Tingkat 1</i>	Head of region level 1
<i>Gubernur Kepala Wilayah Tingkat 1</i>	Head of vertical region level 1

It is appropriate at this stage to introduce the concept in Indonesian administration of the *wilayah* and the *daerah*. Unfortunately they both translate as region and can cause some initial confusion. The *wilayah* and the *daerah* (Level 1) both occupy the same geographic area, coinciding with the provincial boundaries. The confusion arises if they are merely seen as geographic areas. In administrative terms they have different meanings, arising from the way that administration is divided between the national government and the provincial government. The *wilayah* represents the areas of administrative interest to the national government, whilst the *daerah* (Level 1) represents the areas of administrative interest to the provincial government. The Governor represents the interests of both national and provincial governments.

(The term *wilayah* can also be used by national departments in a different sense to define regional administrative areas covering more than one province. Usually national departmental administrative units responsible for activities in areas covering more than one province are referred to as *wilayah*, with a qualifying number suffixed, for example *Wilayah 1*, *Wilayah 9* etc. Care has been taken throughout this volume to ensure that a clear distinction is made.)

The Governor is the head of the region (*Daerah Tingkat 1*) as well as the head of the *Wilayah*, and as such is required to report annually to the DPRD1, in open session, on the implementation of administration in the province. This is required to be done at the end of each financial year. Reports may also be requested by the DPRD or given by the Governor at other times. The Governor also has the right, in the capacity of *Kepala Daerah*, to approve provincial legislation before it gains final approval from the Minister of Home Affairs, and is also required to represent provincial interests at the national level. Heads of *dinas* offices are also responsible to the Governor as *Kepala Daerah*. As *Kepala Wilayah*, the Governor is required to represent the interests of the national government in the province, and to ensure that national regulations and policies are being followed. All heads of *kantor wilayah* have a duty to report, not only to their own sectoral Minister, but to the Governor, who thereby coordinates the activities of sectoral departments through their vertical offices or *kantor wilayah*.

1.3.2.2 The Bupati & Walikota

The position of the *Bupati*, or Regent, in the district and the Mayor, or *Walikota* is analogous to that of the Governor at the Provincial level. They are selected by the Governor from a list of between three and five candidates offered by the DPRD2, and their appointments are confirmed by the Minister for Home Affairs. People can only serve as *bupati* or *walikota* for a maximum of two terms of five years. They are directly responsible to the Governor.

The *Bupati (Walikota)* also holds two titles:-

<i>Bupati (Walikota) Kepala Daerah Tingkat 2</i> Region Level 2; and	Regent (Mayor) Head of
<i>Bupati (Walikota) Kepala Wilayah Tingkat 2</i> Vertical Region Level 2	Regent (Mayor) Head of

As *Kepala Daerah* the *Bupati/Walikota* is required to report to the DPRD2 at the end of each financial year. Other responsibilities include the approval of district regulations promulgated by the DPRD2, subject to gubernatorial and Home Affairs approval; and receiving direct reports from heads of *dinas* in the district or municipality. The duties of the *Kepala Wilayah* include ensuring that national regulations and policies are being followed in the district and the coordination of the activities of any national or provincial organisations with representative offices in the district.

1.3.3 The Regional Secretariats

The Governor and Regent both have regional secretariats to assist them in a wide range of tasks. The title of these secretariats incorporates the concept of both the *wilayah* and the *daerah*, indicating their support function to the Governor and *Bupati* in both of their roles. They are known as *Sekretariat Wilayah Daerah Tingkat 1* at provincial level, and *Sekretariat Wilayah Daerah Tingkat 2* at district or municipal level. This is often abbreviated to *Setwilda Tkt.1* and *Setwilda Tkt.2*. The Secretariat is headed by a senior public servant known as *Sekretaris Wilayah Daerah*, or *Sekwilda*, whose job is to coordinate and manage all administrative functions within the Secretariat. The *Sekwilda* is assisted by a number of Assistants in charge of different areas of administration, who in turn are in charge of a number of bureaux. At provincial level (*Tingkat 1*) there are three categories of *Sekretariat Wilayah Daerah* - A, B and C (with A being used in the larger, more developed provinces).

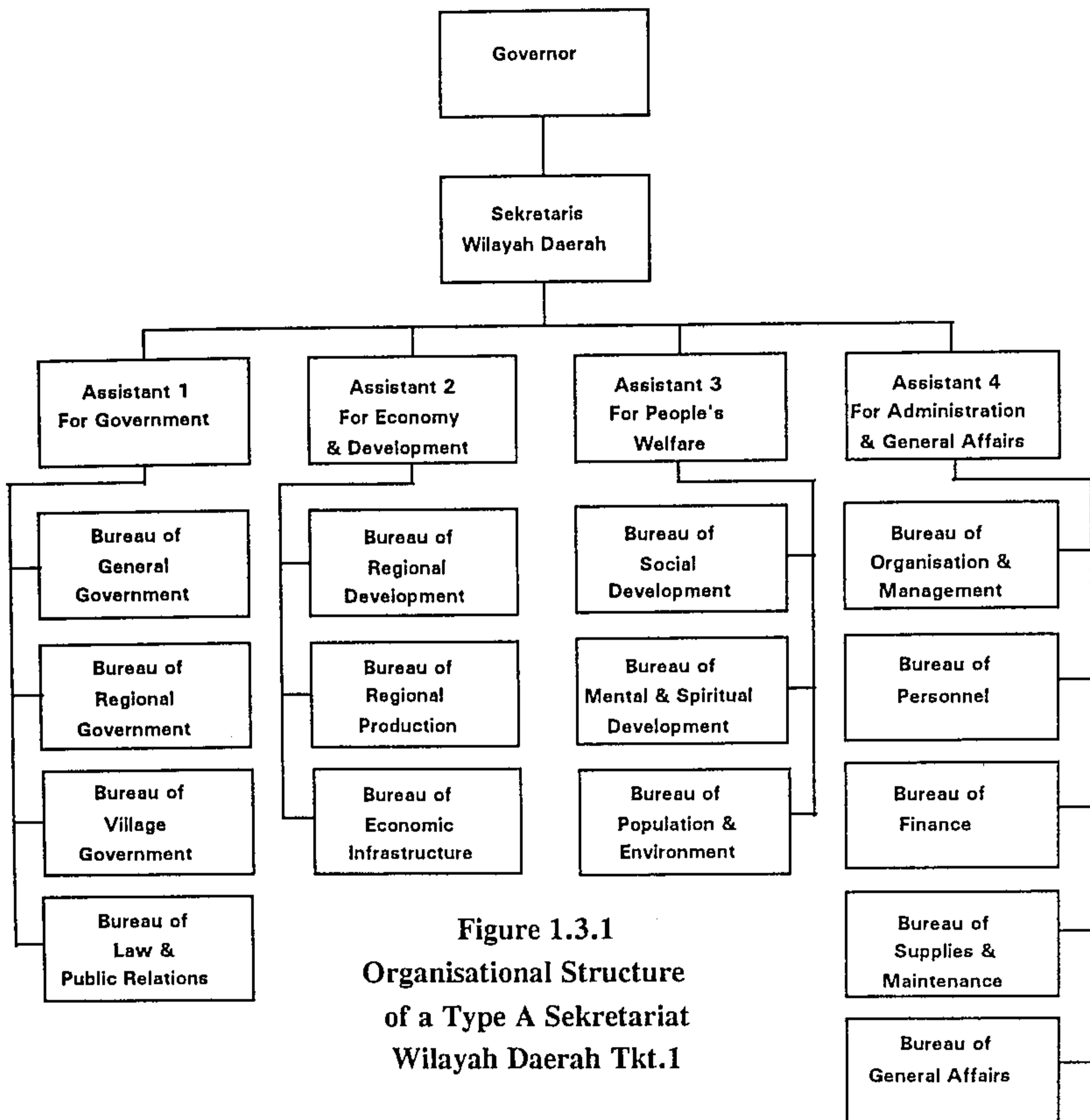
Currently new legislation has been introduced to change the structures of the *Setwilda*. (Ref:- *Kepmendagri 1/1992* for Level 1 and *Kepmendagri 28/1992* for Level 2). However, most still use old structures defined in legislation issued in the 1970's and 1980's. (Ref:- *Kepmendagri 240/1980* for Level 1 and *Kepmendagri 130/1978* for Level 2). Figure 3.1 shows a Type A *Setwilda Tkt.1* of the older form.

Type B *Setwilda* have three Assistants: for Government; Economy, Development and People's Welfare; and Administration and General Affairs. The Assistant for Economy, Development and People's Welfare is in charge of the six Bureaux as for Assistants 2 and 3 in Figure 3.1. Both Type A and B *Setwilda* have fifteen Bureaux.

Type C *Setwilda* also have three Assistants, as for Type B. The Assistant for Government has three bureaux, with Regional and General Government combined. Social, Mental and Spiritual Development are combined into one bureau under the Assistant for Economy, Development and People's Welfare. There are thirteen Bureaux in a Type C *Setwilda*.

Sekretariat Wilayah Daerah Tkt.2 consist of 8 *bagian* or divisions. They are:-

<i>Pemerintahan</i>	Government
<i>Hukum, Organisasi & Tatalaksana</i>	Law, Organisation and Management
<i>Keuangan</i>	Finance
<i>Perekonomian</i>	Economy
<i>Pembangunan</i>	Development
<i>Kesejahteraan Rakyat</i>	People's Welfare
<i>Umum, Hubungan Masyarakat & Protokol</i>	General Affairs, Public Relations & Protocol
<i>Kepegawaian</i>	Personnel



1.3.4 The Regional Planning Board

Regional Development Planning Boards or *Bappeda* operate in all 27 provinces and all 275 Level 2 authorities. *Bappeda* stands for *Badan Perencanaan Pembangunan Daerah*. Whilst nearly every other office in the regions will have some form of planning function, the *Bappeda* have the function of coordinating the planning process for the regions, in a similar fashion to the coordinating function of *Bappenas* at the national level.

Each *Bappeda* is headed by a chairman or *ketua* who is assisted by a secretariat and a number of units or *bidang*, which are further divided into *seksi* or sections. *Bappeda* organisations were established in the early 1980's by *Keputusan Presiden 27/1980*. Their structures were defined in *Keputusan Menteri Dalam Negeri 185/1980*. Structures for *Bappeda* at both provincial and district levels are similar. Different provinces and districts can have one of three *Bappeda* structures, types A, B and C, depending on the overall development load of the region. The structure of a **Type A *Bappeda*** is shown in Fig 1.3.2.

Type B organisations do not have a research unit. They have four units.

Type C organisations combine economy and social/cultural functions into one unit. They have three units.

It is likely that AIDAB project personnel and consultants working in the provinces will have close contact with officers from *Bappeda* organisations. Planning activities undertaken by the various sections of *Bappeda* and the names of the sections are:-

Research unit (*Bidang Penelitian*):-

Economic research (*Ekonomi*); social & cultural research (*Sosial Budaya*) ; physical development & infrastructure research (*Fisik & Prasarana*).

Social & Cultural Unit (*Bidang Sosial Budaya*):-

Education, mental & spiritual development, regional government (*Pendidikan, Mental, Spiritual & Pemerintahan*); public welfare (including health) (*Kesejahteraan Rakyat*); information & public communication (*Penerangan & Komunikasi*); and population (*Kependudukan*).

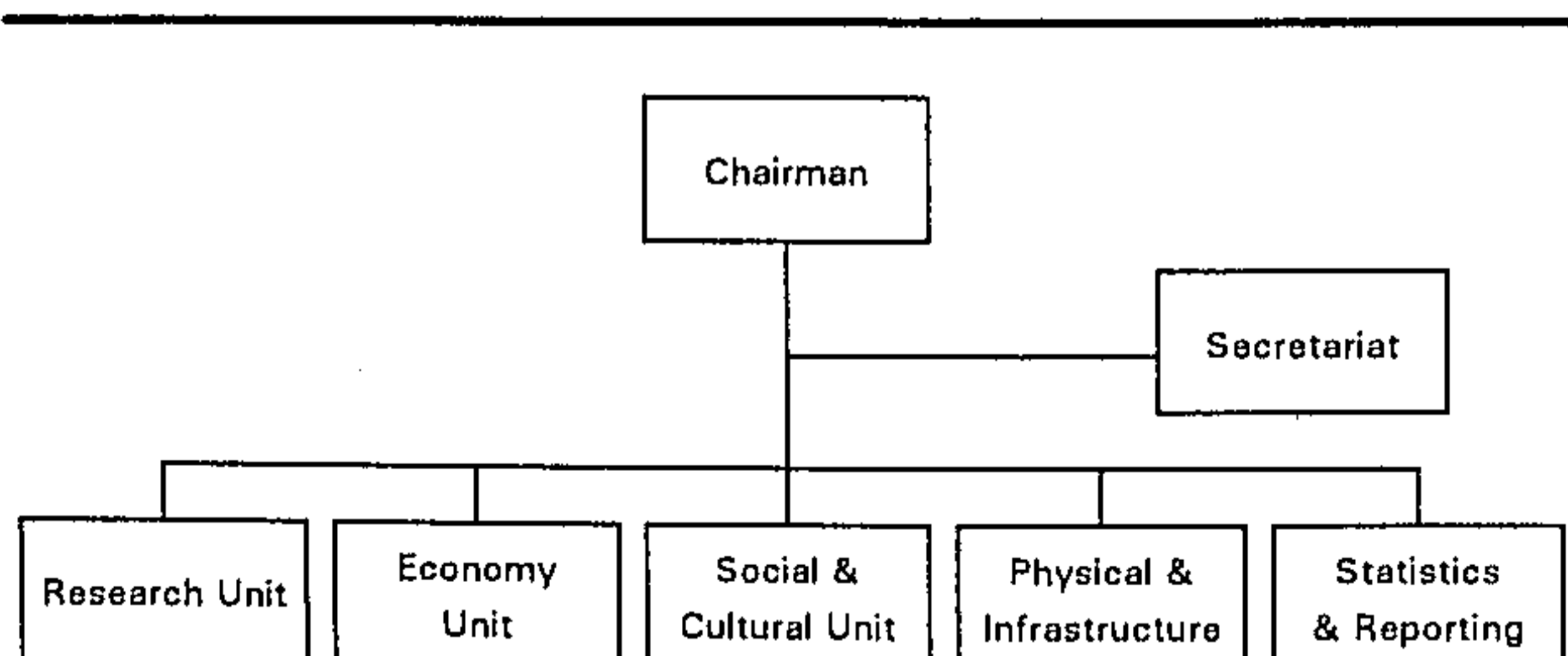


Figure 1.3.2 Structure of a Type A *Bappeda* Tkt. 1

Economy Unit (*Bidang Ekonomi*):-

Agriculture (*Pertanian*); industry, mining & energy (*Industri, Pertambangan & Energi*); trade & cooperatives (*Perdagangan & Koperasi*); business development (*Perkembangan Dunia Usaha*).

Physical Development & Infrastructure Unit (*Bidang Fisik & Prasarana*):-

Water resources management (including irrigation and water supply) (*Pengairan*); communications & tourism (*Perhubungan & Parawisata*); spatial planning & land use (*Tata Ruang & Tata Guna Tanah*); and natural resources & environment (*Sumber Alam & Lingkungan Hidup*).

Statistics & Reporting Unit (*Bidang Statistik & Laporan*):-

Data collection (*Pengumpulan Data*); data analysis (*Analisa & Penilaian*); reporting (*Pelaporan*); and data presentation (*Peragaan*).

1.3.5 Horizontal and Vertical Offices in the Regions

The concepts of *daerah* and *wilayah* were introduced in section 1.3.2.1. The responsibilities of the Governor and Bupati towards the two different types of sectoral office have also been explained.

The roles of the two types of sectoral office are:

1.3.5.1 Kantor Wilayah - Vertical Office/Area Office

To represent the sectoral (central government) department in the region;

To guide, coordinate and monitor the implementation of sectoral activities in the region; and

To implement sectoral activities that are still the responsibility of the national department (see section 1.4.3 on deconcentration and co-administration for more details).

1.3.5.2 Kantor Dinas - Horizontal Office/Regional Office

To represent the regional perspective in the sector; and

To plan and implement sectoral activities in the region

1.3.5.3 A Generalised Picture of Regional Sectoral Organisations

There are two different offices at the provincial level for some sectoral areas; health and forestry, for instance. Other sectoral fields have more complex structures, for instance, agriculture, which has one *kantor wilayah* and four *dinas* offices. The structures used for sectors in which AIDAB has most contact are covered in more detail in Section 3.

It is also important to note that the arrangement of regional organisations is a dynamic one. Variations exist both between regions and between different sectors. Institutional arrangements for development activities also vary from project to project, and in some cases also vary with time. Who actually carries out which activities is often the subject of a continuing process of negotiation. Where sectors have been covered in more detail in this volume, specific arrangements of organisational structure are detailed. Where this is not the case, the reader is recommended to request organisational information from the relevant sectoral agencies. This information is almost universally available in GOI institutions.

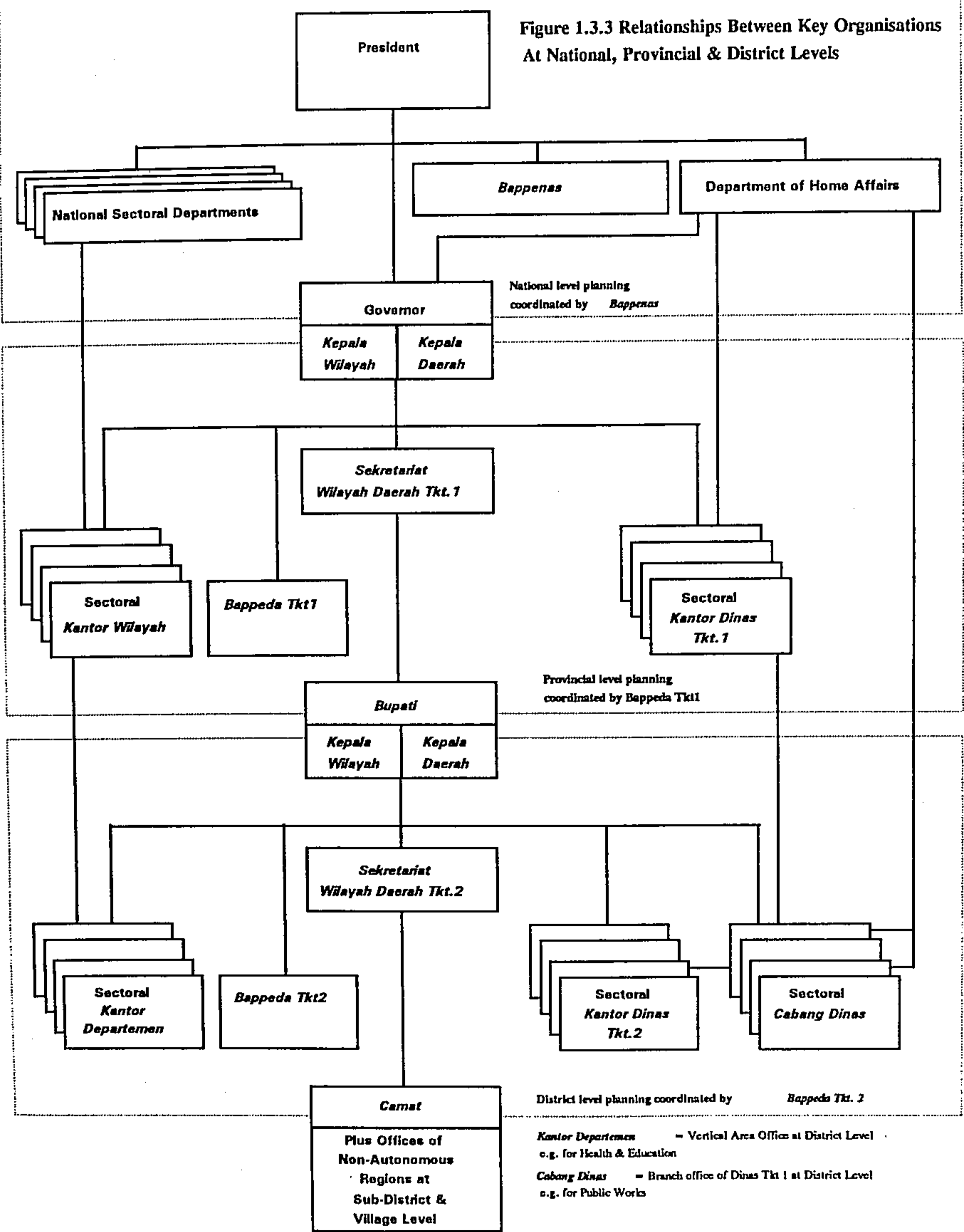
Although there are obvious limitations to the generalisation of regional organisation, it is still useful to present a generalised picture of the sectoral offices in the regions. This is depicted, for both provincial and district level sectoral offices, in Figure 1.3.3. Regional secretariats and planning boards are also included in the figure, as are relationships between districts, provinces and the National Government. Note the key position of the Governor and Bupati as both *kepala daerah* and *kepala wilayah*. For simplicity, not all regional organisations are shown, only those key organisations likely to be involved in development implementation.

1.3.6 The Camat and Sub-District Structure

The last two levels of administration (excluding the RW and RT) are the sub-district and village levels. In most fields there are no specific sectoral structures at these levels. An exception to this is Health, where public health centres are located at *kecamatan* or sub-district level, and public aid posts are operated by communities at the village level. Another exception is Education, where *kecamatan* offices exist. The sub-district is headed by the *Camat*, who is known as the *Kepala Wilayah Kecamatan*, indicating that the *kecamatan* is not an autonomous region. The *Camat* is thus the representative of the *Bupati* in the sub-district. The *Camat* is appointed by the Governor on the recommendation of the *Bupati* or *Walikota*. The position is a career position for public servants who have undergone training at the Government Academy of the Department of Home Affairs.

The role of the *kecamatan* government is defined as (ref. Surianingrat, *Wewenang, Tugas dan Tanggung Jawab Camat*- The Authority, Duties and Responsibilities of the *Camat*):-

Figure 1.3.3 Relationships Between Key Organisations At National, Provincial & District Levels



Kantor Departemen = Vertical Area Office at District Level
 e.g. for Health & Education

Cabang Dinas = Branch office of Dinas Tkt 1 at District Level
 e.g. for Public Works

- a. General Government:- work and activities to provide government, security and general and political order at the sub-district level, to guide the development of village people and lands activities and to coordinate and monitor governmental activities that do not fall into the direct responsibility of other government bodies. This represents the national responsibilities at the sub-district level.
- b. Regional Government:- to further the work and activities of the district at the sub-district level. This represents the regional responsibilities at the sub-district level.

The sub-district government possesses powers and responsibilities in the following fields:-

Government;
 Security and public order;
 Guidance of the people;
 People's welfare;
 Local economy;
 Village people's development;
 Tax collection and finance; and
 Administration.

To undertake these tasks the *Camat* is assisted by:-

<i>Mantri Pagar Praja</i>	Chief of State Security (for the sub-district)
<i>Kepala Kantor Wilayah Kecamatan</i>	Head of Sub-District Office
<i>Kepala Urusan Pembinaan Masyarakat</i>	Head of People's Guidance
<i>Kepala Urusan Pembangunan Masyarakat Desa</i>	Head of Village Development

In turn the *Kantor Wilayah Kecamatan* is divided into the following units (at this level known as *urusan*):-

<i>Urusan Pemerintahan</i>	Governance Unit
<i>Urusan Kesejahteraan Rakyat</i>	People's Welfare Unit
<i>Urusan Perekonomian</i>	Economic Unit
<i>Urusan Administrasi</i>	Administration Unit

There are rough parallels between the functions of the *kantor wilayah kecamatan* and the *sekretariat wilayah daerah* at district and provincial levels. It should also be noted that *Inpres* funding going directly to villages (*Inpres Desa*) is coordinated by the *Urusan Pembangunan Masyarakat Desa*.

Whilst implementation of foreign assisted development projects is generally coordinated at higher levels in the regional structure, it is considered both useful and politic to keep officials at the *kecamatan* level (particularly the *camat*) informed of project activities that affect their areas.

1.3.7 Village Administration

1.3.7.1 Administrative Structure

The *desa* is headed by the village head or *kepala desa*, the *kelurahan* by the *lurah*. They are nominated by the *Bupati/Walikota* from names identified in popular elections and are appointed by the Governor. Many *kepala desa* and *lurah* are ex-public servants from either civil and military backgrounds. The positions are similar in status and are supported by local individuals working within similar structures. The structure for the village administration is defined in *Peraturan Menteri Dalam Negeri 1/1980* and for the *kelurahan* administration in *Keputusan Menteri Dalam Negeri 44/1980*.

The minimum structure for village administrative units is as follows:-

<i>Urusan Pemerintahan</i>	Governance
<i>Urusan Pembangunan</i>	Development
<i>Urusan Umum</i>	Administration

The maximum structure consists of the three units as above, together with:-

<i>Urusan Kesejahteraan Rakyat</i>	People's Welfare
<i>Urusan Keuangan</i>	Finance

Kelurahan administration differs slightly in that the development section is entitled development and economy (*Pembangunan & Perekonomian*).

1.3.7.2 Village Statistics - the Monograph

Kepala Desa and *Lurah* are required to keep village records that include details of village finances, population statistics and administration activities. This includes the preparation of an annual budget and project proposals for village activities. Much of the data is used in the preparation of the annual Village Monograph or *Monografi Desa/Kelurahan*. The monograph contains data on:-

- Government of the village;
- Land and land use in the village area;
- Population by age, sex, religion, occupation and education plus movements in and out of the village;
- Village administration staff;

Basic details on the number of RW and RT;
 Village level taxes collected;
 Number of village decisions (*keputusan desa*);
 Financial transaction summaries;
 Numbers in political groupings and numbers of social organisations;
 Number of religious and health institutions;
 Basic health statistics (patient numbers);
 Numbers of schools, teachers and students;
 Numbers of sports, recreational and social facilities; numbers of sports teams;
 Basic details of roads and other transport infrastructure and numbers of vehicles owned;
 Telecommunications, television and radio equipment in the village;
 Area under crops and crop yields;
 Irrigation facilities (numbers by type);
 Tourist facilities;
 Water and sanitation facilities;
 Fishing yields and animal numbers;
 Hectares under various types of forestry;
 Village and cottage industries;
 Cooperative activities;
 Numbers of houses of various types;
 Numbers of artistic/cultural and musical groups; and
 Numbers of transmigrants in the village area.

This list of information is used by various regional and national departments to gather data on their various sectoral constituencies, and forms the basis for a significant portion of the basic data issued by many government bodies. It may also be useful for project activities.

1.3.7.3 The Village Resilience Organisation (LKMD)

The village head also presides over the Village Resilience Organisation. In *Bahasa Indonesia* this organisation is known as the *Lembaga Ketahanan Masyarakat Desa* (LKMD), and can be equated with the concept of the village council with elected members. The Secretary of the village administration is usually the Secretary of the LKMD. The organisation is split into a number of sections, with sub-committees set up to promote and guide the various sectoral activities in which the village is involved. LKMD sections often establish project specific working groups. There are ten sections, each with a section chairperson. These sections equate to the ten program areas which are usually displayed on the village noticeboard. The programs are:-

Agama
P4

Kamtibmas

Religion
 Acculturation, comprehension and
 experience of Pancasila
 Security, tranquillity and order

<i>Pendidikan & Penerangan</i>	Education & information
<i>Lingkungan Hidup</i>	Environment
<i>Perekonomian & Koperasi</i>	Development, economic affairs and cooperatives
<i>Kesehatan, Kependudukan & Keluarga Berencana</i>	Health, population and family planning
<i>Pemuda, Olahraga & Kesenian</i>	Youth, sports and the arts
<i>Kesejahteraan Sosial</i>	Social welfare
<i>Pendidikan Kesejahteraan Keluarga</i>	Family welfare promotion

Project activities that involve village people need to include the relevant sections of the LKMD at planning and implementation stages. Community participation can be substantially increased by negotiations with LKMD and other interested community organisations. The concept of *gotong royong*, or mutual assistance, which describes communal activities involving all village members, is of prime importance in this context.