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**FACTORS WHICH INFLUENCED THE
REORGANISATION OF A SUB-DISTRICT
ADMINISTRATION PROGRAMME**

(An Evaluation Study of Planning in Mataram City, Lombok, Indonesia)

**A thesis completed and submitted in partial fulfilment of the
requirements for the degree of
Master of Resource and Environmental Planning (MRP)**

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Abstract

Inequality between sub-district institutions as centres of public services within Mataram City area and the growth of Mataram city's population is projected to be an alarming problem to maintaining a continuous, good quality of public service. At the same time, all government regions, including Mataram City, have to comply with new physical regulations, required to be in existence by the central government of Indonesia, in order to govern each regional territory. These two mandates legitimise the government of Mataram City in the implementation of a programme called 'the reorganisation of the sub-district by means of a division of sub-district territories and their administrations'. This research attempts to evaluate the implementation of this programme, by focussing on factors such as stakeholders' influence, boundary determination and demography. In addition, it also addresses the assistance to be offered to policymakers in Mataram City, to determine suitable locations for the newly reorganised sub-districts, in terms of public services accessibility for the local community.

Many types of research methods were involved, in order to investigate and then evaluate the process of the sub-district reorganisation programme, including the use of interviews and questionnaire instruments for selected city stakeholders. Similar information relating to sub-national reorganisation programme implementation, undertaken by advanced countries, was gained from online sources, to make comparisons with regional government experiences in Indonesia, in order that the criteria of a sub-national reorganisation could be attained.

It can be evaluated that the government of Mataram City is the most influential stakeholder in setting up the direction of a sub-district reorganisation programme, although, to some extent, parts of their collaborative planning lay an emphasis on involving other city stakeholders and thus they demonstrate local democracy. However, most of the sub-district reorganisation programme, in the case of Indonesia, is conducted by means of territorial division, to the extent that development financial assistance is available from central government. It can be noted that sub-national reorganisation programmes, in the case of advanced countries, are generally implemented by the use of an amalgamation system, in order to avoid unnecessary expenses during public services provision.

The Government of Mataram City believe that, through the reorganisation programme, which divides the existing sub-districts territory, there will be a reduction in the inequality between resources at sub-district level, thus providing direct public services to the growing population. In addition, the demographic situation was considered by the sub-district reorganisation programme team, at a communal meeting, in order to anticipate any escalation of conflict that may occur, due to the multicultural situation in Mataram City. It suggested that the policy to redistribute available resources, at the sub-district level, should be accompanied by a determination to find appropriate locations for the new sub-districts offices in order to provide better public service quality, particularly in relation to accessibility to service centres.

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List of Abbreviations

BPS: Badan Pusat Statistik (Central Statistics of Indonesia)

CBD: Central Business District

CGI: Consultative Group for Indonesia

GIS: Geographic Information System

GTZ: Deutsche Gesellschaft fuer Technische Zusammenarbeit

MoHA: Ministry of Home Affairs

NGO's: Non Government Organisations

OECD: Organisation for Economic Co-operation and Development Regulations

SD: Sub-District

UNDP: United Nations Development Programme

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Chapter I

INTRODUCTION

A. Aim of Research

In general, this research attempts to investigate factors which empirically influence the sub-district reorganisation programme in Mataram City. Therefore, it will evaluate the dominant factors that affect the sub-district reorganisation programme in Mataram City. In addition, this research will also try to discuss new boundaries and describe how local stakeholders interact, in order to determine the boundaries between the incumbent sub-districts territory and the newly reorganised sub-districts (administered under district government level). By the use of a certain type of spatial analysis programme, it is expected that the results of this analysis will be useful in assisting key decision makers in Mataram City to allocate new centres of sub-districts appropriately, which will tackle issues related to public services improvement, particularly in terms of its accessibility and efficiency for local community as clients.

The emphasis of this research is the reorganisation of sub-district administration levels, because it has been realised that the reorganisation programme is inevitable, not only due to public need but also to comply with the national acts that regulate the existence of Mataram City as a local government. Focusing on reorganisation of sub-district government tier in this research is important because the development of sub-district administration as the frontline of public services will determine the quality of public services delivery to the residents. Besides, the effectiveness of public services is partly determined by the performance of sub-district administration sources (National Act No. 32 2004 about Regional Government and Gilfoyle and Thorpe, 2004, p. 9).

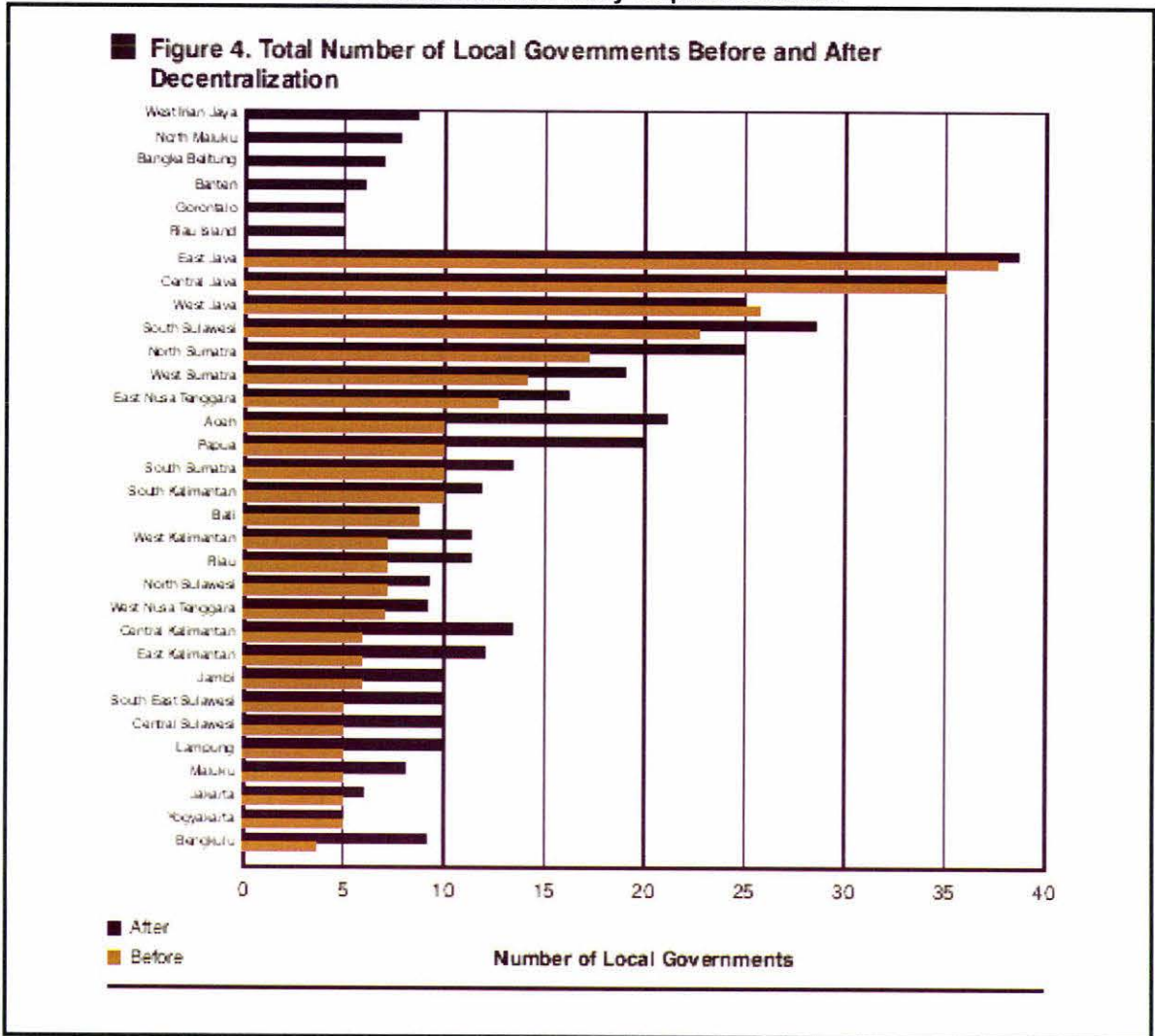
This research is expected to identify criteria relating to best practice in Indonesian local authority reorganisation planning, which is being conducted by local government, in order to address issues such as good governance, democratisation and local values involvement, in the frame of decentralisation (see Figure 1.3).

B. Background of Research

Since the social and political reformation in Indonesia required the implementation of decentralisation which is indicated by the issued of National Act 22 1999 concerning Regional Autonomy Policy on the 1 January 1999, many provinces, rural regions and cities (sub-national government tiers) were reorganised. As a result, the number of governments at sub-national levels was increased significantly. Rohdewohld (1995, p. 31) illustrated that before the reformation era, Indonesia as a unitary state was consisted of 27 provinces (including East Timor Province). Below the provinces level there were 243 rural regions, 58 municipalities (currently known as cities or urban regions), 3,638 districts, 5,062 sub-districts and 62,036 villages. In 2004, according to the Ministry of Home Affairs (MoHA) of the Indonesian Republic, Indonesia consisted of 33 provinces (excluding East Timor¹), 351 rural regions, 93 cities, 5,263 districts, 7,123 sub-districts and 62,806 villages (<http://www.depdaqri.go.id/konten.php?nama=DataWilayah>, 2006). This figure will soon be greater as currently 25 rural regions and cities have been applying to be reorganised towards provinces status (Ministry of Home Affairs of Republic of Indonesia, 26 December 2004).

¹ East Timor finally separated as an independent country in 20 May 2002 (<http://news.bbc.co.uk/1/hi/world/asia-pacific/1996673.stm>, 2006)

Figure 1.1: Total Number of Local Governments Before and After Decentralisation Policy Implementation



Source: IRDA, ASIA FOUNDATION Fifth Report November 2004
 (http://www.gtzsfdm.or.id/documents/dec_ind/o_pa_doc/IRDA%20English%20Nov%202004.pdf, 2004)

Apart from pressure from international monetary organisations, such as the World Bank and the International Monetary Fund (Seymour et al., 2002, p. 35), the phenomenon of reorganisation in both provincial and regional level is inevitable, due to increasing demand from the local community to reform the relationship between central and regional governments. In this case, Seymour et al. (2002, p.33), Rondinelli (2006) and the Directorate General for Regional Autonomy of Indonesian Republic (2002, p.1) confirmed that, decentralisation in Indonesia can be perceived as 'devolution', where authority, together with responsibility for the consequences, is

delegated to the sub national governments level for provinces, regions and cities (http://www.gtzsfdm.or.id/documents/dec_ind/opa_doc/PermasalahanOtDa_Ditjen%20Otda.pdf#search=%22departemen%20dalam%20negeri%22,2002). Consequently, some essential authorities and responsibilities related to public services have been delegated from central to regional government level, which includes both provincial and regional tiers.

Related to the provision of public services as the main responsibility of local government, it is generally noted that the 2004, National Act 32 determines local government (region/city) as the level of government in which there is a broad and wide-ranging autonomy. It stipulates that local governments have responsibility for all governmental matters, except six areas which are a part of central government affairs. These six areas are: foreign policies; defence; security; judicial; national monetary and fiscal affairs; and religious and other matters (National Act 32 of 2004, Article 10 Section 1-3). These "other matters" are listed as "macro-level planning, fiscal equalisation, public administration, economic institutions, human resource development, natural resource utilisation, strategic technologies, conservation, and national standardisation".

In local level National Act No. 32 2004 also provides lists of local responsibilities, which local governments have to accomplish such as public services, public works, health, education and culture, agriculture, transport, industry and trade, investment, environment, land matters, co-operatives and manpower. The figure below shows in more detail the list of authorities taken from the 2004, National Act Number 32, Article 14, which are run by the regional government including sub-district government level.

Figure 1.2: Translation of National Act 32 2004, Article 14 Setting Out the Main Functions of Sub-National Government in Indonesia

Article 14

(1) The mandatory affairs that fall under the regional administration's authority for the districts/cities are the ones with the district/city scale comprising:

- a. Development planning and supervision;
- b. Planning, utilization, and supervision of zoning;
- c. Administering public order and peace;
- d. Providing public means and facilities;
- e. Handling of health sector;
- f. Administering education;
- g. Handling of social issues;
- h. Serving manpower sector;
- i. Facilitating the development of cooperatives, small and medium businesses;
- j. Environmental control;
- k. Agrarian services;
- l. Demography and civil registry;
- m. Serving government administration affairs;
- n. Serving capital investment administration;
- o. Providing other basic services; and
- p. Other mandatory affairs as instructed by the laws and regulations.

(3) Government affairs of a district/city that are optional include government affairs that factually exist and are potential to improve the public welfare in correspond to the condition, uniqueness, and potential of the region concerned.

(4) The execution of the provisions as contained in Article 10, Article 11, Article 12, Article 13 and Article 14 paragraph (1) and paragraph (2) shall be further regulated with a Government Regulation.

Sources:

http://www.gtzsfdm.or.id/documents/laws_n_regs/laws/2004/Law_32_2004_RegionalGovernance_EnglishVersion.pdf, 2004.

These authorities listed above are also run by the government of Mataram City as a mandate to provide services to its local constituents. However, there are some additional services relating to technical functions that need to be operated in each sub-district office. For instance, clean water payment service, power payment service, tax collecting and payment service, small scale health care unit, family planning care unit and micro finance and credit services. These functions are supervised by technical coordinators working under the head of sub-district administration. In addition, each technical coordinator is chosen by his or her own superior technical agencies at district administration level (National Act No. 32 2004 Article 125).

Subsequently, delegation to authorities also continued to region level, where more authority relating to direct public services have been passed on to district and sub-district level. Therefore, the intention of the Indonesian decentralisation policy can also be recognised as an effort to bring the government (public services) closer to the public. Similarly, Rondinelli (2006, p. 5) states that reasons for decentralisation can be defined as the: provision of more effective and efficient public services; optimisation of service delivery hierarchy to meet public needs for these services; improvement of infrastructure maintenance; and encouraging bureaucracies to be more customer oriented (<http://www1.worldbank.org/education/globaleducationreform/ppt/d.rondinelli.ppt>, 2006). Additional positive reasons for an autonomy policy, according to Mubyarto (2000, p. 1), are to fill the gap of both equity and equality, related to the development between the western and eastern provinces of Indonesia and to foster the local economy growth and support local democratisation.

Focusing on public services development, the government of Mataram City planned to improve its public services infrastructure through a programme called reorganisation of sub-district government level. Reorganising sub-districts level as a chosen strategy in Mataram City has meant the consideration of several factors being taken into account. These factors can be categorised as demographic factor; the implementation of regulation mandate; good practice of good governance and local democracy; public services improvement; and the local political situation. Further examination relating to these factors will be provided in the literature review and data analysis chapters.

C. Overview of the Importance to Obtain Sub-district Reorganisation Programme in Mataram City

The emergence of a sub-district reorganisation programme in Mataram City can be divided into two major influences, Firstly external influences, such as central government regulations and secondly internal influences, e.g. demographic factors, local stakeholders needs, the intention of public services improvement and local government internal policies. As previously mentioned, reorganisation of local government, including district and sub-districts, are partly driven by National Act No. 32 2004², Article 5, Section 5, which regulates a minimum physical prerequisite for a city to be established. Therefore, a city government should consist of at least four districts. Otherwise, it is possible for central government to eliminate or amalgam a city or rural region government with another closest region if they fail to implement regional autonomy (Article 6 Section 1). As a consequence, Mataram City, which currently has only three districts and 27 sub-districts should be complying with the regulation mentioned above, in order to continue its existence as an autonomous government (http://www.depdagri.go.id/file_profil_uk/UU%20No.%2032%20Thn%202004.pdf, 2004). Coincidentally, a reorganisation of district and sub-district administration areas has never been conducted in Mataram City since 1978, when it was separated from West Lombok Rural Region (9th of Mataram City's Profile, 2004, p. 3).

Other local governments in Indonesia have similar situations where they have to comply with the new regulation. According to Novitasari (2006), it is recorded that several regions in Indonesia have similar situation with Mataram City for instance

² By the time the sub-district reorganisation programme is completed in Mataram City, it is found that there is a new regulation issued by the Ministry of Home Affairs (MoHA) of Indonesia at 10 October 2006 namely MoHA Decree 31 2006 which is regulate specifically and quantitatively about the requirements to form a new sub-district (http://www.depdagri.go.id/file_profil_uk/Permen-No.31-2006.doc, 2006).

Langsa City (3 districts), Lhokseumawe City (3 districts), Sabang City (2 districts)³, Jembrana Rural Region (3 districts), Bangli Rural Region (2 districts), Klungkung Rural Region (3 districts)⁴ and Mojokerto Rural Region⁵ (<http://www.radarsulteng.com/berita/index.asp?Berita=Opini&id=40171>, 18 September 2006).

In other words, all of these cities and regions that manage less than four districts have been influenced to modify their lower tiers by a set of central government regulation.

Another reason for reorganising sub-district administration (known as the internal influential factor) is that the government of Mataram City has the intention of improving their public services provision. The improvement of such public services focuses on sub-district administration level, which provides basic public services and further it is directly accessed by the community. However, public services improvement can also be seen as a mandatory obligation for local government, as stated in the 2004, National Act 32. Parallel to this statement, central government emphasised that “Such an atmosphere further encourages the consolidation of the implementation of regional autonomy as mandated by the Constitution and Law Number 32 of 2004. In conformity with the mandate of the Reform, we no longer want our government to be centralistic. For that reason, the autonomous regions can now at their own discretion manage their resources in the regions under their authority. The regions have also conducted governance and provide public services in a better manner, compared to the previous times” (State Address of the President of the Republic of Indonesia and the Government Statement on the Bill on the State Budget

³ Urban Regions or Cities belong to Aceh Province (<http://www.radarsulteng.com/berita/index.asp?Berita=Opini&id=40171>, 18 September 2006)

⁴ Rural Regions belongs to Bali Province (<http://www.radarsulteng.com/berita/index.asp?Berita=Opini&id=40171>, 18 September 2006)

⁵ A rural region belongs to East Java Province (<http://www.radarsulteng.com/berita/index.asp?Berita=Opini&id=40171>, 18 September 2006)

for 2006 and its Financial Note, http://www.thejakartapost.com/sby_speech_2006.asp, 16 August 2006). In other words, sub-district governments need to improve their delivery of public services.

Moreover, during the last three decades, the population of Mataram City increased significantly. This created another problem for the Mataram City government in maintaining public services accessibility and the equal distribution of development programmes to its stakeholders. The table below shows the growth rate of Mataram City, based on the national census of 1997, 2001 and 2004.

Table 1.1: Population Growth and Population Density of Mataram City for Year 1997, 2001 and 2004.

No	Year	District	Number of Sub-Districts	Population (000)	Area (km ²)	Density (/km ²)
1.	1997	AMPENAN	7	95,453	23.59	4,046
		MATARAM	7	98,018	17.72	5,531
		CAKRANEGARA	9	86,768	19.99	4,431
Total 1997			23	280,239	61.30	4,572
2.	2001	AMPENAN	7	114,017	23.59	4,833
		MATARAM	7	104,065	17.72	5,872
		CAKRANEGARA	9	99,352	19.99	4,970
Total 2001			23	317,343	61.30	5,177
3.	2004	AMPENAN	7	129,919	23.59	5,507
		MATARAM	7	111,055	17.72	5,372
		CAKRANEGARA	9	107,898	19.99	5,178
Total 2004			23	348,870	61.30	5,691

Source: Mataram City statistics 1997, 2001 and 2004.

The above table shows a significant increase in population growth, together with the population density in each district during those periods. Mataram City statistics (2005, p. 86-85) record that overall the average population density was 5,820 people/km² when the population growth rate was relatively high (about 3.27% per year based on the population census conducted between years 1980 and 1990) although the figure recently decreased significantly to about 1.44% per year, based on the population census of 1990-2000 period. The flux of population is believed due to the temporary success of the family planning programme. Population trend caused by family planning programme is uncertainty because the number of migrant who come to Mataram City are likely to increase. Nevertheless, the number of public

service centres attached to the sub-district authorities remains the same, since the release of the Government Law No. 21 1978 relating to the Establishment of Administrative City of Mataram, comprising Ampenan, Mataram, and Cakranegara districts. In most sub-districts, it is found that the standard ratio of public service is imbalanced between the number of existing residents and the availability of a current centre of public services (including civil services) administered by a number of sub-district authorities. Bearing in mind that the population growth is relatively high, it can be assumed that, in the long run, conflicts will possibly occur, due to lack of public services availability.

The importance of conducting such a programme to reorganise sub-district administration level is also influenced by local social and cultural situation, where the demand for involvement from below is likely to increase due to community awareness about good governance and democratisation. As a result, local government has to address new approaches e.g. collaborative planning, community participation and planning from below programmes to deal with community aspirations particularly in development planning. In practice, local government recently enforces those approaches by means of communal meeting or public consultation that is usually held in sub-district level. Citizen forums are believed be able to assists all urban stakeholders in Mataram City as an effective way to mediate various aspirations and interest from stakeholders. Besides, Mataram City consists of many ethnicities and cultures so any transformation that affected local community should be carry out prudently. For example, determining borderlines between hamlets and sub-districts in context of sub-district reorganisation programme needs to be done carefully by the government of Mataram City as leading sector because current proximities are legacy from the past where residents housing tend to be clustered depending on

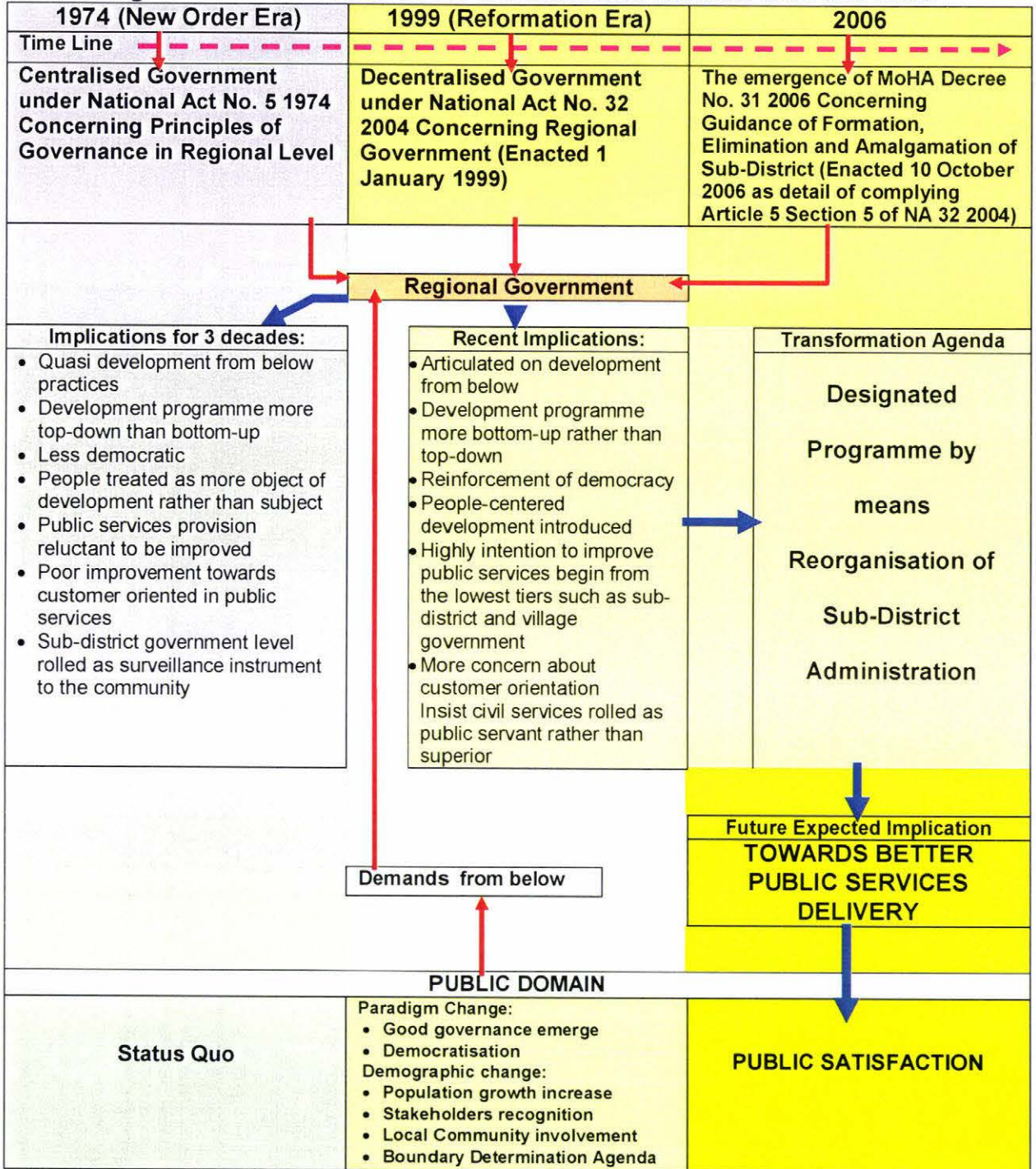
religious and ethnics group. This is because local government not only realised about the possibility of conflict appearance in the middle of heterogenic community but also learned from other region experience and past experience where the tensions easily occur between Sasak tribe and Balinese. Further explanation about this problem is discussed on chapter two, section G onwards.

D. Problem Statement

Based on the above, it can be said that sets of requirements stated in the National Act 32, 2004 and problems due to Mataram City's unfortunate demographic situation, caused the Government of Mataram City, to accept the need for change, in order to provide better public services in the near future. The requirements set by the central government and demands from citizens should be perceived as an opportunity, rather than just problems that need to be addressed in public services improvement. To improve public service provision, the Government of Mataram City decided to reorganise the sub-district government level, which is the closest point of the public services delivery system. However, the programme to reorganise the sub-district administration level should have considered factors, such as demography, which included population growth, the local people's culture and the urban stakeholders' interests.

The bottom line, this research tries to evaluate and examine the accomplishment of the sub-district reorganisation programme as a chosen strategy to be operated in Mataram City, by considering these factors mentioned above. The above circumstances, that affected the Government of Mataram City's ability to transform a legacy from the past regime into the present situation of improving public service quality in the future, is described in the following figure.

Figure 1.3: Situation of Local Government Practices over the Time



Legend:

- = Past Situation
- = Current Situation
- = Future Expected Situation
- = Influence Line
- = Implication Line

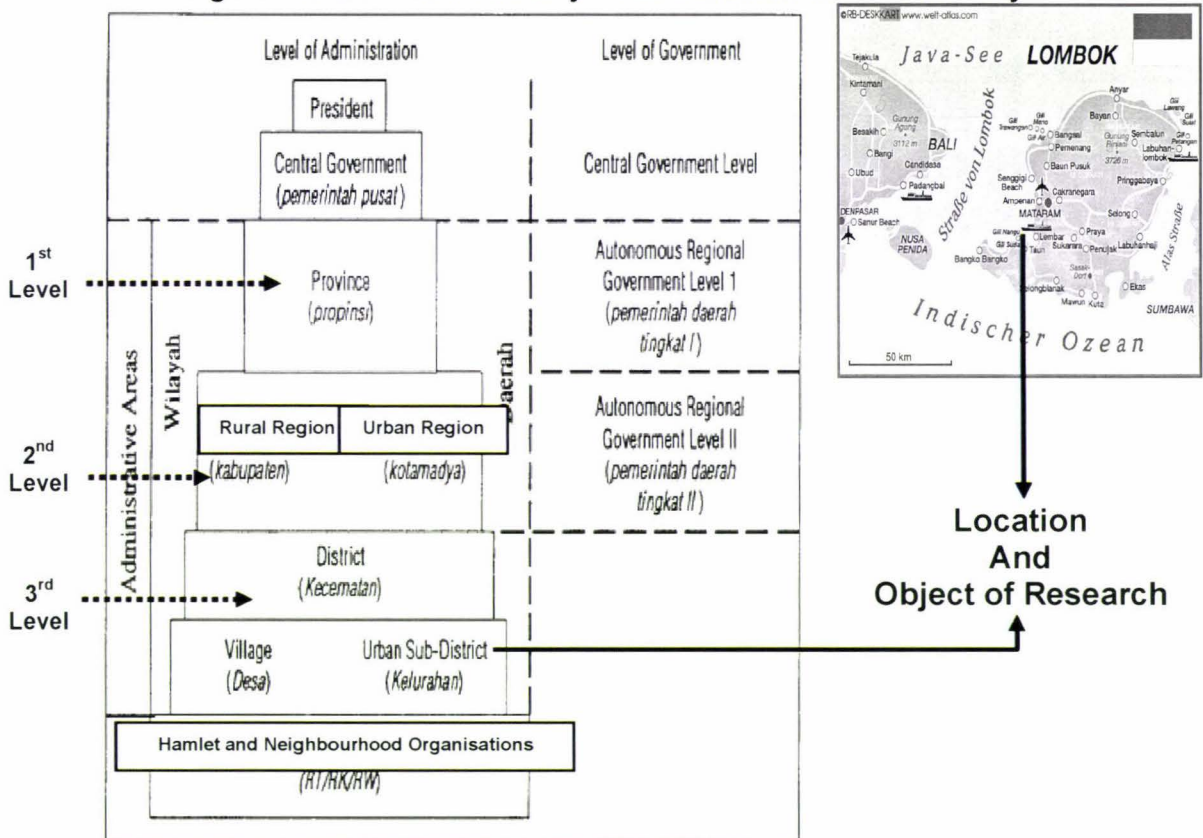
Source: Based on Antlöv (2002 and 2003)

The above situation will be evaluated through this research, particularly in Chapter IV.

E. Overview of Location and Object of Research

It is clear that the location of research is conducted in Mataram City, which is the largest city in West Nusa Tenggara Province (see Figure 1.4 below). Mataram City is situated on the western part of Lombok Island, which is located on the Lesser Sunda Islands in the eastern part of Indonesia. Mataram City has a dual function: firstly, as the main city of West Nusa Tenggara Province, comprising Lombok Island and Sumbawa Island; and secondly, as the main city of Mataram City itself (13th Mataram City Anniversary, 2006).

Figure 1.4: Location and Object of Research in Mataram City



Source: Modified from Rohdewohld (1995, p. 32)

The research is focused on the evaluation of the sub-district reorganisation programme implementation conducted by urban region stakeholders under the Government of Mataram City coordination (See Figure 1.4 above). It will use summative evaluation techniques in order to examine the implication of the outcomes

of reorganisation programme by describing what happens subsequent to the application of the programme; assessing whether the reform have caused the suspected outcomes and, estimating the relative costs associated with the reform. However, some object on the formative evaluation technique also included because it is also examine the process such as the assessment of the factors that influence the programme operation, organisational context, stakeholders involvement, procedures and inputs (Bhola 1990, <http://www.sil.org/linguaLinks/literacy/ReferenceMaterials/-GlossaryOfLiteracyTerms/WhatIsFormativeEvaluation.htm>, 2006 and [http://www. Socialresearchmethods.net/kb/evaluation.php](http://www.Socialresearchmethods.net/kb/evaluation.php), 2006). Overall, this research also aimed to see what has been achieved while the program activities are forming or happening, identifying weaknesses and strengths, collecting information, sharing experience surround the programme of sub-district reorganisation being conducted.

The objective of this research lies in its emphasis on the evaluation of the sub-district reorganisation programme implementation, which was conducted by the urban regional stakeholders and co-ordinated through the Government of Mataram City (See Figure 1.4 above). A summative evaluation technique is used, in order to: examine the implications of the outcomes of this reorganisation programme, by describing what happened subsequent to the application of the programme; to assess whether the objective of the research has caused the outcome; and to estimate the relative costs associated with the objective. However, a formative evaluation technique is also included, since this examines the process, such as the assessment of the factors that influenced the programme operation, the organisational context, the stakeholders' involvement, planning procedures and inputs (Bhola 1990, cited on <http://www.sil.org/linguaLinks/literacy/ReferenceMaterials/-GlossaryOfLiteracyTerms/WhatIsFormativeEvaluation.htm>, 2006 and <http://www.->

socialresearchmethods.net/kb/evaluation.php, 2006). Overall, this research also aims to identify what had been achieved, whilst the programme activities were forming or happening and to: identify the weaknesses and strengths; collect information; and share the experiences, which encompassed the conducting of the programme of the sub-district reorganisation.

F. Thesis Summary

The thesis summary consists of five chapters as follows:

Chapter I generally explains the objective for conducting the research, which is focussed on the evaluation of the sub-district reorganisation programme in Mataram City. The research aims to investigate urban regional stakeholders involved in the operation of the sub-district reorganisation programme, such as the Government of Mataram City, the private sector and the local communities and assemblies, which have been identified as factors that may have influence the reorganisation programme. The background of the research and the overview of the importance given to obtaining a sub-district reorganisation programme, briefly describes the emergence of new regulations and the problems surrounding the decentralisation implementation in Indonesia, particularly at sub-national level. In addition, local demographic factors, such as population growth and the demand for better public services, also triggered the obtainment of a sub-district reorganisation programme for Mataram City.

Chapter II attempts to explain the theoretical framework and literature review that are relevant to the research objective. This chapter also attempts to discuss the decentralisation theories and its empirical implementation in Indonesia. The most important part of this chapter is the examination of best practices, relating to the

reorganisation of the sub-national levels in several developed countries, in addition to reorganisation efforts in Indonesia. Therefore, some criteria relating to sub-national reorganisation in developed countries can be compared with that used for the reorganisation at regional government level in Indonesia.

Chapter III explains the sets of methods used for conducting the field research, which includes the methods used in the collection of information needed in the analysis. It generally describes the qualitative methods of data collection and the types of simple quantitative methods, such as the use of a distribution frequency table. The qualitative methods involve the techniques of collecting data i.e. check lists for the public services recipients, structured interviews with key decision makers, direct field observation and study of relevant official documents. Due to limited time and resources, the population and sample was determined before the field research was conducted in Mataram City. This chapter also explains the methods of data processing that are used in Chapter IV, relating to data interpretation and analysis.

Chapter IV presents the interpretation and analysis, which resulted from the field research, by using the sets of methods designated in Chapter III. The interpretation of data is also accompanied by analysis, which uses some theories relevant to the topic under discussion and backgrounds the theories stated in Chapter II. It is concluded that the reorganisation of the sub-district in Mataram City was generally influenced by the elite group within the Government of Mataram City as main stakeholder, in addition to the demography situation and other related factors. The last part of this chapter attempts to evaluate the situation of boundary determination, by using different types of maps and it investigate the factors that influenced the programme and compares them with the criteria relating to the reorganisation programme in Chapter II.

Chapter V summarises the results of the analysis of the factors that influenced the reorganisation of the sub-district programme. Finally, it recommends some constructive ideas to improve the implementation of any sub-district reorganisation in the near future, particularly in the suggestion for the location of public services points within the newly reorganised sub-districts.

Chapter II

THEORETICAL FRAMEWORK AND LITERATURE REVIEW

A. Introduction

Generally, the purpose of this chapter is to introduce the theoretical background and to present empirical studies about the reorganisation of local government, drawn from developed countries and from Indonesia. A theoretical framework is essential, in order to underpin the basic understanding which relates to the reorganisation of local authority practices, originating from developed countries. At the same time, experiences from other locations are useful for comparing criteria and factors that have influenced local government reorganisation policies. This chapter will describe the role of central governments in advanced countries, together with a contribution of ideas about how to tackle decentralisation within local government reorganisation programmes.

This chapter also presents local governments reorganisation practices in the urban regions of Indonesia, based on Indonesia's decentralisation policy. The results will examine the comparison of criteria and procedures that being used by the authorities to implement regional government reorganisation programme under the decentralisation framework.

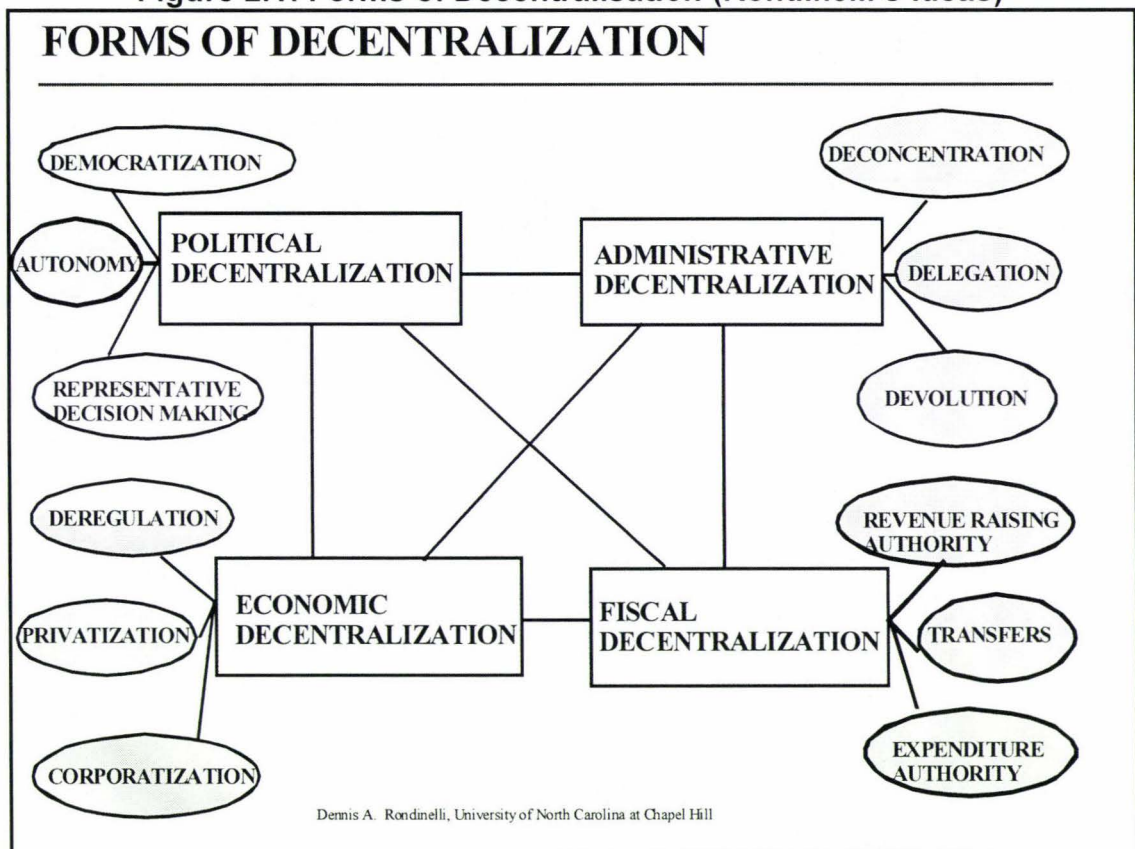
B. Decentralisation

1. Decentralisation Theories Related to Reorganisation of Local Government

Basically, decentralisation can be viewed in two different ways, namely, positively (Denis A. Rondinelli etc.) and on the other hand, negatively (The World Bank, ADB, USAID and IRDA Asia Foundation). Focussing on the reorganisation of local government, Rondinelli (2006, p. 9) explains that decentralisation is about

transferring authority and responsibility from central government to its subordinates, which are called the sub-national or local government tier. In terms of decentralisation forms, Rondinelli divides decentralisation into four major forms: political decentralisation; administrative decentralisation; fiscal decentralisation; and economic or market decentralisation (Litvak and Seddon cited on World Bank Institute, 2006, p. 1-6).

Figure 2.1: Forms of Decentralisation (Rondinelli's Ideas)



Source: Rondinelli (2006, p. 10, <http://www1.worldbank.org/education/globaleducationreform/ppt/d.rondinelli.ppt>).

This chapter generally discusses administrative decentralisation, which deals with the redistribution of authority and responsibility and financial resources, in order to support public services provision through various levels of government, from central government (including its agencies) to field units of government bodies, subordinate units or local government (Litvak and Seddon on World Bank Institute, 2006, p. 1-6). The redistribution of authority, responsibility and financial resources

are essential considerations, since governments and their non governmental partners now face new challenges (which can constrain them) in their efforts to provide a high quality public services delivery (Kettl, 2006, p. 1). South Korea, for example, has already conducted restructuring of its government administration, by applying an efficiency approach, in order to deal with limited financial sources, due to the severe implication of the so-called Asian (economy) Crisis in 1997. Additionally, Kim (2000, p. 147) argued that government reforms in South Korea have been implemented because the previous performance of government was weak at all levels, due to the high centralisation, lack of transparency and rigidity and low competitiveness amongst civil servants. Therefore, the objectives of the government administrative reforms, under President Dae Jung Kim's administration, are focused on public sector restructuring programmes which, result in efficiencies and effectiveness within government performance.

In other parts of South Asian Countries, including India and Pakistan, government reorganisation by means of federalism is carried out, in order to reduce the conflicts which occur in those countries between ethnic and religious groups (Adeney, 2000, p. 5). At this point, decentralisation in developing countries has shown positive results. This is partly because decentralisation, through local government reorganisation, is effective and it is able to create better equality in the allocation of resources and government funding, by allowing representation for different political, religious, tribal and ethnic groups, who participate in the development decision making processes. Eventually, it is expected to create political stability and national unity, together with a reduction of costs in public services provision (Rondinelli and Cheema, 1983 in Seymour and Turner, 2002, p. 34).

Rondinelli (2006, p.11, <http://www1.worldbank.org/education/globaleducation-Reform/ppt/d.rondinelli.ppt> and Litvak and Seddon in World Bank Institute, 2006, p. 2-3), cluster administrative decentralisation into three types, as stated below:

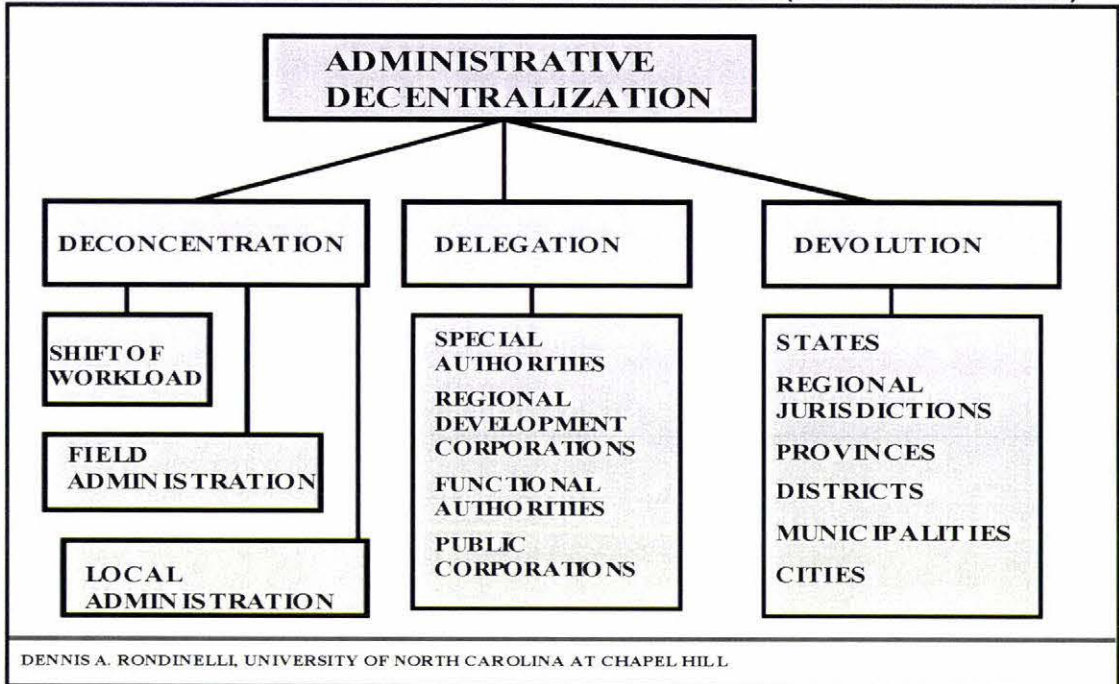
- a. Deconcentration: This is known as the least decentralised type of decentralisation because the decision making power and financial management is redistributed mostly amongst the central government agencies. Authority and financial management are possibly transferred to the lower levels of local government under the central government agencies supervision. In other words, it is defined as the transfer of effective control by central government and its agencies to their field level offices. Based on Blanckenberg (1984, cited on <http://www.agnr.umd.edu/users/rivera/pda9.htm>, 2006), Taiwan, South Korea, Norway, and Sweden experienced another type of deconcentration called deconcentrated "dual" authority, which was shared by the government with farmer associations, whilst in New Zealand an adapted extension of a decentralising strategy, known as the "commercialisation" of public sector extension services is likely to be implemented.
- b. Delegation: This type of decentralisation is acknowledged as a more extensive form of decentralisation, where only some parts of authority, responsibility and public administration decision making are delegated to local government as their responsibility. Delegation is held when a sub-national government acts as the agent of central government during the implementation of extended functions. This delegation also enables transfer of authority to the private sector and

involves selling or shifting services to private and third party. Sectors, such as NGOs, cooperatives and community organizations (<http://www.agnr.umd.edu/users/rivera/pda9.htm>, 2006).

- c. Devolution: This is recognised as the most extensive form of decentralisation, where decision making, financial and management authority, together with responsibility for services, is transferred to local government units through elected mayors or councils with corporate status. This means that effective control is transferred to sub-national governments (<http://www.agnr.umd.edu/users/rivera/pda9.htm>, 2006). As Litvak and Seddon (cited on the World Bank Institute, 2006, p. 2-3) explicitly state, "In a devolved system, local governments have clear and legally recognized geographical boundaries over which they exercise authority and within which they perform public functions. It is this type of administrative decentralization that underlies most political decentralization".

In relation to these types of decentralisation stated above, it can be said that the former Indonesian government implemented the first two types of administrative decentralisation, based on the National No. 5 1979 relating to regional government. Nowadays, the government has embraced devolution with the so-called 'Regional Autonomy' as a new public management system which is governed under the National Act 32 2004 concerning regional government (Soedirdja, 2001, p. 2). The figures below explain the three main divisions of decentralisation, based on Rondinelli's theories.

Figure 2.2: Division of Administrative Decentralisation (Rondinelli's Ideas)



Source: Rondinelli (2006, p. 12, <http://www1.worldbank.org/education/globaleducationreform/ppt/d.-rondinelli.ppt>).

Apart from Rondinelli's ideas, UNDP (1999, p. 3-5) gave further explanations regarding different types of decentralisation, based on areas of study such as administrative decentralisation, financial management decentralisation, political or democratic decentralisation and services delivery decentralisation.

a. Administrative Decentralisation, from Rondinelli and Nelli's (1986 cited on UNDP, 1999, p. 9) point of view, means that "...the transfer of responsibility for planning, management, and the raising and allocation of resources from the central government and its agencies to field, units of government agencies, subordinate units or levels of government, semi-autonomous public authorities or corporations, area-wide regional or functional authorities, or non-governmental private or voluntary organisations.". In more detail, UNDP (1997 on UNDP, 1999, p. 9) itself argued that administrative decentralisation, particularly in developing countries, have been implemented using a variety of decentralisation policies, which usually transfer development planning and management responsibilities to

local authorities. Other governments practise a limited degree of a decentralisation system by means of a de-concentration policy. Central government relocates essential administrative functions amongst its own units, although this is on an unprecedented scale. Central government also allocates more substantial parts of government affairs, such as grants management supplied from the national budget, local economy development responsibility, administrative authority and political autonomy to the lower tiers of local government. At this stage, reorganisation of local government policy can be perceived as a means to an end of administrative decentralisation itself.

- b. The idea of Financial Management Decentralisation, which originated from the United Nations (1996 cited on UNDP, 1999, p. 9) is based on the transparency of financial management as the core for reforming public sector efforts. In order to fully support the decentralisation process, decentralisation of financial management should reinforce fundamental characteristics such as, (a) transparency of allocation, (b) predictability of the amounts available to local institutions, and (c) local autonomy for decision making on resource utilisation. The distribution of grants should be driven by transparent formulas and it should also provide local government with the next available multiyear planning cycle, rather than seeing this plan steered by political intentions. Therefore, it is expected that local stakeholders, which include local communities, will have the opportunity to manage their own limited resources and it will also enable the implementation of meaningful local strategic planning. In this case, reorganisation of local government should be addressed to comply with a good governance paradigm, where accountability and transparency are the main tools to ensure efficiency in government practices.

- c. Political or Democratic Decentralisation: The aim of introducing political and democratic decentralisation to developing countries is to reduce the high concentration of power within the central governments, that has lead to potentially high abuses of power i.e. dictatorship, corruption, collusion and nepotism. Furthermore, the UN (1996 on UNDP, 1999, p. 10) argued that the rationale to foster democratic decentralisation and to strengthen local government is not only to break the grip of corrupt national bureaucracies on development process but also to disperse the monopolisation of power held by national governments. In these circumstances, it is essential to promote a tool called 'a multiple checks and balances system' within the practice of political power, by means of fragmenting central government power. Based on UNDP's experience in India, which is one of the major developing countries, it has been found that the sustainability of democratic decentralisation should be indicated by the transference of administrative, fiscal and political power to local levels, through capacity building of all local stakeholders (UNDP, 1999, p. 10). In the process of local authority reorganisation, it is important to involve local stakeholders. At this point, UNDP (1999, p. 10) emphasises that "...Decentralisation is an integral part of the logic of democratisation-the power of a people to determine their own form of government, representation, policies and services. In designing decentralisation strategies it is important to ensure adequate processes of accountability, transparency and responsiveness by all societal actors."
- d. Services Delivery Decentralisation: The UN (1996 on UNDP, 1999, p. 10) indicated that community services include many different types of activities, for example, collective goods and services produced by local government, such as clean water provision, wastewater disposal and the creation and maintenance of

streets and parks. Other services involve individual benefits i.e. education and social welfare. Additional specific services include: public infrastructure development; the construction of public buildings; mapping and land surveying; maintaining the environment; health protection; protecting citizens' legal security; and the exercise of public authority and police power. Instead of practising conventionally organised systems for delivering public services, through sectorised divisions (mostly found in developing countries), recent new approaches, such as geographically decentralised and purchaser-provider models, have been implemented by local government organisations in order to achieve solutions tailored to the needs of the communities in each authority. In relation to this research, it is important to bear in mind that the improvement of public services provision is one of the key reasons for the reorganisation of local government

Overall, the explanations above have a significant relationship with this research, which is focussed on the reorganisation of local authority.

In addition, although the meaning of decentralisation is clearly defined for most scholars, its implementation is still problematic (World Bank, 2005, p. 15) and it can take a number of different forms (Seymour and Turner, 2002, p. 33). Blaser et al. (2003, p. 4) explicitly state that the application of decentralisation can differ from country to country, so therefore it must be tailored to country, or even local, circumstances. The term "one size fits all" cannot be applied in relation to decentralisation practices. For example, some local governments in a few countries, such as Argentina, China and Ethiopia have adopted decentralisation and they have been struggling to obtain a self-sufficient local budget provision (fiscal problem). In some Eastern European countries and the former Soviet Union countries, decentralisation was part of the political and economic transformation (Ahmad, 2005,

p. 1), whilst in Malawi, Eastern Europe, Brazil, Indonesia, Uganda, Cote d'Ivoire and Thailand decentralisation generally deals with regional autonomy, conflict resolution (Ahmad, 2005, p. 1) and the local capacity for buildings and public services improvements (Blaser et al., p. 10-17 and Seymour and Turner, 2002, p. 33, http://www.nzasia.org.nz/journal/NZJAS-back-issues/NZJAS-Dec02/SeymourTurner_.pdf). Pessimistically, UNDP (1999, p. 4) sees that decentralisation has no common definition and understanding, due to its varied practices in many countries and its need to reach, primarily, a diverse array of governance and public sector management reform objectives. Furthermore, decentralisation means different things to different people and this is related to its application.

However, apart from the problems mentioned above, one of the most important prerequisites, in order to comprehend decentralisation from theory to practice, is an obvious understanding of the idea of decentralisation and more specifically its dealings with public services, through the reorganisation of local government (Ahmad, 2005, p. 1). Therefore, users should be equipped with proper instruments that can provide analytical knowledge of decentralisation beginning with a conceptual point of view, together with empirical and field-tested examples of the idea in practice (UNDP, 1999, p. 1).

As stated by Ahmad (2005, p. 1), decentralisation rarely explicitly discusses public services provision. However, there are some essential definitions relating to decentralisation that can be presented, based on UNDP documents from 1996 to 1998 ⁶). UNDP (1999, p. 2) stated that "...decentralisation or decentralising

⁶ A series of documents about decentralisation published by the Joint UNDP-Government of Germany during three years of publication from 1996 to 1998. The titles are:

- UNDP, Decentralized Governance Programme: Strengthening Capacity for People-Centered Development, Management Development and Governance Division, Bureau for Development Policy, September 1997, p. 4
- UNDP, Decentralized Governance Monograph: A Global Sampling of Experiences, Management Development and Governance Division, Bureau for Policy Development, April 1998, p. 6

governance refers to the restructuring or reorganisation of authority so that there is a system of co-responsibility between institutions of governance at the central, regional and local levels". Decentralisation can be seen as a means to create more open, responsive and effective local government in conjunction with the underpinning of a representational community-level decision making system. It also supports local initiatives for development, through improvement of local actors for making administrative, fiscal, political functions and relationship decisions (UNDP, 1999, p. 2).

In terms of administrative decentralisation, Soja, (1971 cited on Krishan, 1988, p. 93) found new challenges for administrative area reforms, where the intention to develop administrative capacity building for local government systems is likely to increase. For that reason, there is a need for improvement and rationalisation in terms of the hierarchy, size and shape of administrative areas, in conjunction with appropriately or strategically established public service centre locations and its headquarters complying with its surrounding environment. A study of urban office location, conducted by Goddard (1975, p. 11), suggested that office location determination is essential, since modern corporate organisations are likely to focus on interactions between the organisation and its social and technical environment, such as the climate of opinion relating to the offices' activities and information flows that obviously define how the office operates and adapts in times of spatial dynamic changes.

The most important statement from Krishan (1988, p. 93), who studied the pattern of administrative area reform, is his assumption that the tendency towards

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- United Nations (DDSMS and UNDP), Report of the United Nations Global Forum on Innovative Policies and Practices in Local Governance, Gothenburg, Sweden, 23-27 September 1996, ref St/Tcd/Ser.E/46, p. 26
 - UNDP, Factors to Consider in Designing Decentralized Governance Policies and Programmes to Achieve Sustainable People-Centered Development, Management Development and Governance Division, February 1998, p.1

administrative area reorganisation is conditioned by the political system and the development level of different countries. In addition, each central government in developed, socialist and developing countries treated reorganisation of the sub-national level in a different way (different patterns). For instance, the First World countries tended to reorganise their administrative structure by means of consolidating their lowest tier of administrative units into larger and fewer ones (Krishan, 1988, p. 96). Looking at Japan as an example, Gyosei Kanri Kenkyuu Sentaa (Centre for Administration and Management Research, Japan) recorded that the number of regencies has decreased drastically from 71,497 regencies in 1898 to 14,289 during the Meiji restoration and starting from the 1950's the figure reduced further to only 1966 regencies and cities in March 2006 (<http://saniroy.wordpress.com/2006/03/10/>, 2006).

The Second World countries' (socialist) reorganisation replaced traditional local government structures with new structures, whilst in Third World countries the pattern generally shows that central governments tend to continue with the local government's inherited structures with occasional modifications of its structures, by means of dividing larger units of local government into smaller ones, which is the reverse of the developed countries' experiences (Krishan, 1988, p. 93). Indonesia, for example, will tend to have more regions and cities in the future (refer to Chapter One page 2-3 and report from IRDA, ASIA FOUNDATION Fifth Report November 2004 ([http://www.gtzsfdm.or.id/documents/dec_ind/o_pa_doc/IRDA%205 English%20Nov%202004.pdf](http://www.gtzsfdm.or.id/documents/dec_ind/o_pa_doc/IRDA%205%20English%20Nov%202004.pdf), 2004).

However, in this decade, most of Krishan's analysis about socialist countries⁷⁾ in 1988 probably already become less significant for explaining the contemporary

⁷ The demise of communism prompted major changes in government organisations and the geographical boundaries of some countries, particularly in Eastern Europe and the former Soviet Union. These countries

pattern of decentralisation, since the number of socialist countries has decreased. The table below shows some essential changes recorded by Shah a decade after Krishnan's ideas is appeared.

Table 2.1: Distinctions between Governance Structure in 20th and 21st Century

Table 1: Governance Structure— 20th Versus 21st Century	
<i>20th Century</i>	<i>21st Century</i>
◆ Unitary	◆ Federal/confederal
◆ Centralized	◆ Globalized and localized
◆ Center manages	◆ Center leads
◆ Bureaucratic	◆ Participatory
◆ Command and control	◆ Responsive and Accountable
◆ Internally dependent	◆ Competitive
◆ Closed and slow	◆ Open and quick
◆ Intolerance of risk	◆ Freedom to fail/succeed

Source: Shah (1998, p. 5)

Shah (1998, p. 5) reports that, through the influence of the globalisation paradigm, the pattern of a governance structure in most countries is likely to shift from unitary constitutional structures to federal or devolutionary ones, which indicates that the trend today is to move away from a centralised to a localised world. Consequently, it has brought changes to the role and culture of central governments from its old characteristics to being a multi-centred government, with a participatory mode of operation, a competitive and innovative outlook, which is open and quick and allows the freedom to fail or succeed.

2. Overview of Decentralisation Practice in Indonesia

Betts (2003) notes that, in order to understand the implementation of regional autonomy in Indonesia, it is essential to comprehend why other developing countries are conducting decentralisation. There are several major reasons for decentralisation in developing countries. Decentralisation is believed to be able to: accelerate a

sought guidance from the principles and practices pursued in industrialised countries, where federal systems of decision making have evolved over a long period of time (Shah, 1998, p. 2).

region's economic growth; integrate diverse regions in heterogeneous countries; promote development for poverty alleviation; obtain a larger share of rare resources more efficiently; and gain benefits in planning and decision-making at the local level (Betts, 2003). All these reasons reflect Indonesia's experience in developing decentralisation or the so-called "Otonomi Daerah" (Regional Autonomy). More specifically, Indonesia's decentralisation policy which is effective since 1 January 1999 was started in response to the people's demands from outside Java, who believed that authority was not distributed equally, since the first two presidents of Indonesia decided to practice a high degree of centralisation (Rabasa and Chalk, 2001, p. 47-51). Parallel to this reason, Usman (2002, p. 1) states that "...a centralised government system cannot possibly administer Indonesia's large population of over 203 million (BPS, 2001) and its diverse socio-cultural and religious background". Consequently, the decentralisation policy was launched by central government without much public debate (GTZ, 2006, http://www.gtzsfdm.or.id/dec_in_ind.htm) with the expectation that decentralisation would lessen the provinces' distrust of Jakarta and resolve disintegration sentiments (Betts, 2003). Therefore, decentralisation could be a key for bringing Indonesia together as a unitary state.

So far the development of decentralisation in Indonesia has faced some grey areas during its seven year implementation. Some authors have listed the inappropriate practices of decentralisation in Indonesia. For example, it has been found that there is lack of improvement in real fiscal autonomy, finance and human resources capability (Seymour and Turner, 2002, p. 40) and increasing disparity between the rich and poor regions (Rabasa and Chalk, 2001, p. 49) Also, annual critiques relating to the maintenance of service provisions

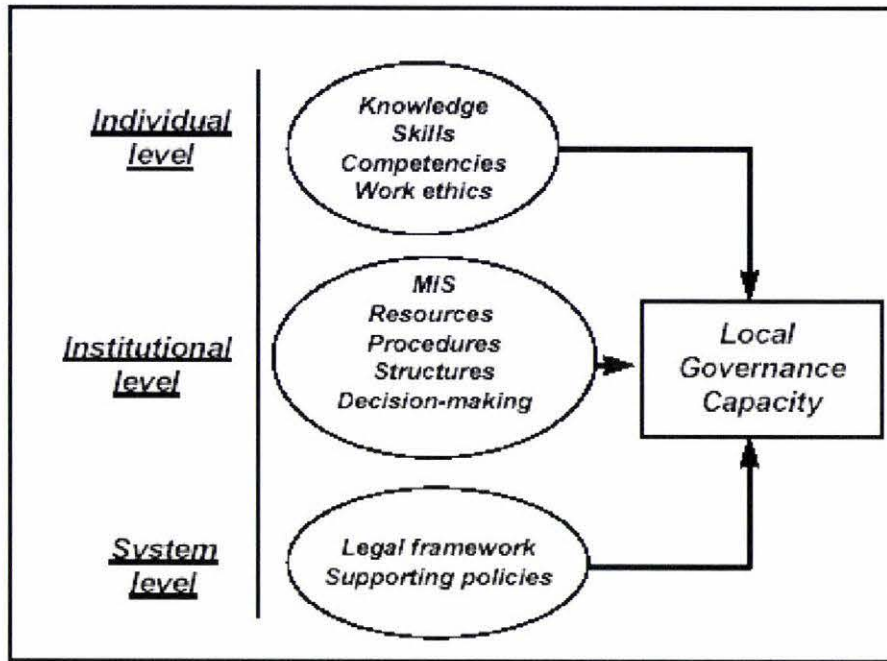
(http://www.gtzsfdm.or.id/documents/dec_ind/donor_act_re_sta/Dec_pol_note.pdf.) have come from the Consultative Group on Indonesia (CGI), since the implementation of decentralisation.

Dealing with the problems stated above, the Ministry of Home Affairs of the Indonesian Republic (2001, p. 3) at several CGI meetings, admitted the shortcomings, which were due to the decentralisation or regional autonomy policy. At the same time, the Government of Indonesia also added that decentralisation in Indonesia has a specific problem related to cultural issues, such as differing values systems and patterns of thinking and it believes that change will take time (Soedirdja, 2001, p. 3). In addition, before the emergence of the 2004 National Act 32, decentralisation in Indonesia was in the second phase (installed phase) of the four critical phases, which aimed to fully apply the decentralisation process and give support to local governments to initiate the strengthening of their administrations, to improve their efficiency and support their resource base (Soedirdja, 2001, p. 9-11 and also refer to Chapter I, p. 10).

Furthermore, Indonesia had already set up strategies to anticipate the weaknesses of decentralisation and its impact. Based on the UNDP's Technical Advisory Paper No. 3 (1998), the strategy can be described threefold as follows:

- a. **System Level** (i.e. the regulatory framework which enables national and regional policies)
- b. **Entity Level** (i.e. an individual organisation's structures and working mechanisms, its relationships with other relevant organisations and its working culture and resources)
- c. **Individual Level** (i.e. skills and competencies of staff, work ethics etc.) (refer to Figure 2.3 based on Rohdewohld, 2003, p. 2)

Figure 2.3: Decentralisation Strategy with an Emphasis on Local Government Capacity Building



Source: Rohdewohld (2004, p. 3)

Following the above strategies, Rohdewohld (2004) states that there were several key elements proposed by the Government of Indonesia (GOI) at the Pre-CGI Meeting on Decentralisation and the November 2001 CGI Meeting in Jakarta. Key elements of the suggested GOI strategies were:

- a. Medium-term orientation of capacity building activities.
- b. Targeting of different levels of government (central, provincial and local) and of different categories of stakeholders (such as public sector agencies, regional parliaments, political parties and civil society organisations).
- c. Focus on demand-driven programmes based on the specific needs of individual regions.
- d. Integration of activities, i.e. combining training and skills development for individuals with institutional reforms and modification of the regulatory framework at central and local level.
- e. Focus on horizontal exchange and peer learning between local governments.

- f. Support to providers of capacity building activities, such as training institutes, universities and management and consultancy institutes, in order to enable them to provide adequate services to regional governments.
- g. Flexibility in the strategy, i.e. the need to regularly review key assumptions and recommendations of the strategy.

Mawardi (2002, p. 7) on behalf of the Ministry of Home Affairs of the Indonesian Republic, presented eight agendas to accelerate those strategy achievements, They are as stated:

- a. Regulatory framework to support, enforce and complement legal law for regional autonomy implementation.
- b. Developing local and village level government organisations, in order to strengthen institutional building, networking with clear procedures.
- c. Enhancing the management of human resources at local government level.
- d. Managing local government finance by means of good governance principles.
- e. Capacity building for local legislative body, NGO's and community, in order to increase their capability regarding their roles and functions, particularly in terms of checks and balances.
- f. Planning system development, based on good governance principles.
- g. Local economy development within stakeholders.
- h. Managing transitions, in order to reduce negative impact and conflict management during decentralisation implementation processes.

It can be said that the above explanations above disproved critiques about decentralisation application in general. For instances, the World Bank publication, *The Political Economy of Democratic Decentralization* (1999), states: "The causes of

decentralization differ substantially from one place to another. The multiplicity of theories and the diversity of experiences suggest the probable validity of the following positions:

- a. No single factor is sufficient to explain decisions to decentralize in all countries or in a single country.
- b. No single factor is necessary to decisions to decentralize in all countries.
- c. Decentralization in each country is the result of a combination of causes.
- d. The combination of causes producing decentralization varies from country to country.”

Decentralisation practices that affected programme for reorganising of sub-national tiers particularly in context of sub-district reorganisation programme will be describe in more detail in section D of this chapter.

C. Reorganisation of Local Authority (Theory and Practices)

This section will portray the rationale of local authority reorganisation and offer selected empirical evidence of local reorganisation efforts, mainly taken from developed countries. Sources for the discussion will be drawn from contemporary organisation design and administrative decentralisation and practices from relevant sources. It is expected that, at the end of this section, some lessons from both theories and practices can explain the criteria relating to the reorganisation local authorities.

1. Best Practices of Local Authority Reorganisation in Developed Countries

In any system of local government, the number of hierarchies is normally directly related to such factors as geographical situation, population levels, the nature

of local administration and the corresponding levels of centralisation. For example, regarding the number of administrative units tiers in some countries, federal states typically have a four-tier system, consisting of the federation, quasi autonomous states, local government units serving wide areas and units providing local services, whilst unitary states are generally three-tiered.

The example descriptions of local government best practices are taken from several authors, who conducted research concerning local government reorganisation from either federal or unitary advanced countries, such as Japan, South Korea, France and Germany. The discussion regarding local government reorganisation in Japan only refers to local governments administered under prefectures administration, whilst in France it only refers to Paris city, as a distinct case, apart from its reputation as a member of the “Global-cities club” together with other big cities in Europe. In the South Korean and German cases, government reform is comprehensively conducted, particularly at sub-national level but with a different approach.

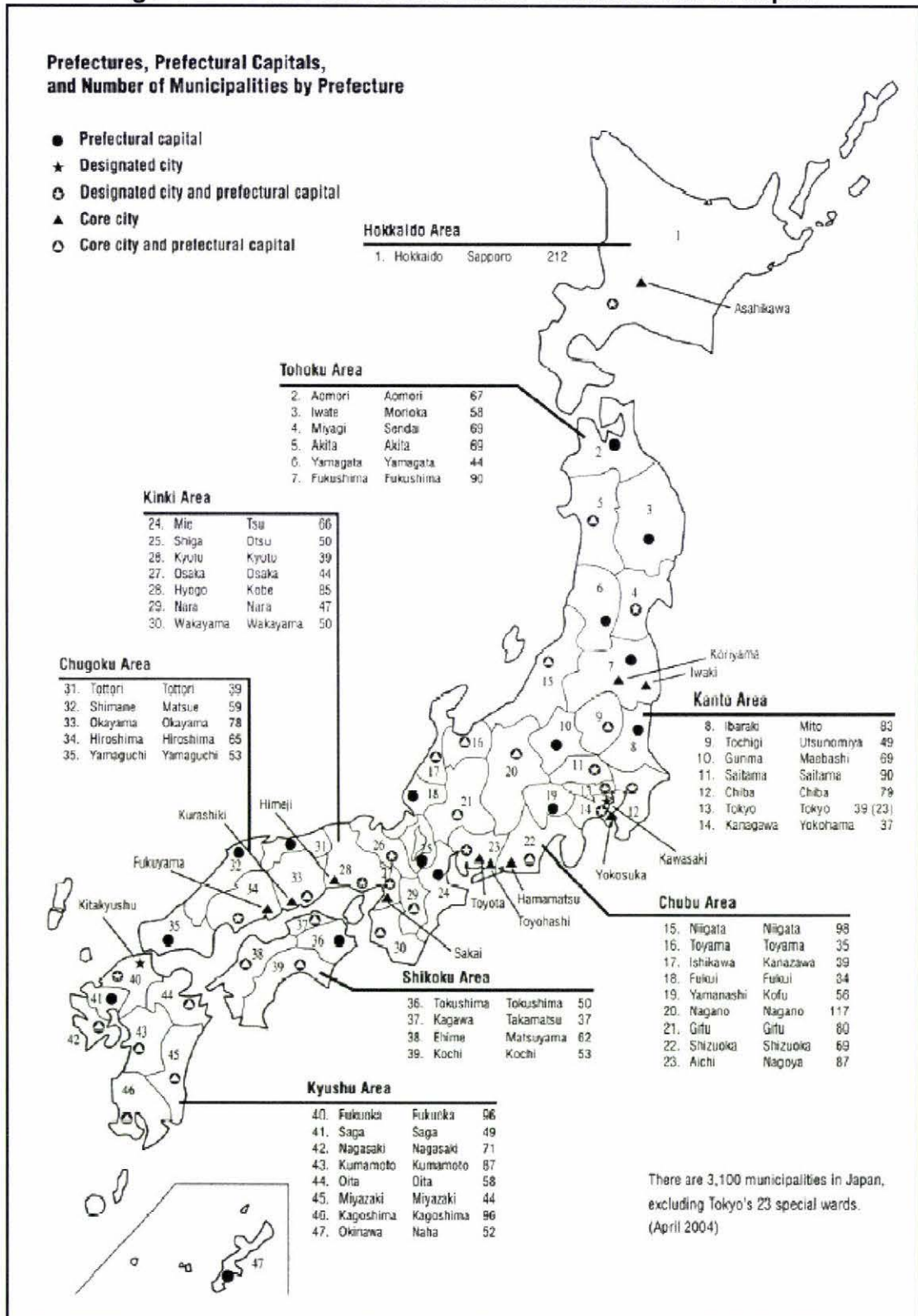
a. A Lesson from Japan.

Generally, Japan is like any other unitary states that usually have a three tier government called central government and wide-area local government units and basic local government units, but in this case it also has two levels of local government, where the prefectures serve wider areas and municipalities which provide local services. The 47 prefectures in Japan were established under the the Meiji period empire in 1871 and the number of prefecture has never been changed until today. However, their second tiers have been facing an evolutionary process to fit in with Japan’s internal demand (<http://saniroy.wordpress.com/2006/03/10/>, 2006

and <http://gojapan.about.com/cs/japanmaps//blprefecturemap.htm>, 2006). From time to time, the basic legislation for local government establishment system experienced some modifications. Based on Kiuchi (2004, p. 1), it is recorded that one of the salient moments of basic legislation change was indicated by the establishment of Japan's Constitution in 1946, when democracy was inserted into the government system. However, the practise of the reorganisation of local government tiers, beyond the prefectures administration, has been frequently implemented from the Meiji period until the present day (<http://saniroy.wordpress.com/2006/03/10/>, 2006). Reorganisation occurred long before the Municipal Merger Law, which was enacted for the first time in 1953 (Kiuchi, 2004, p. 62). In other words, the evolution of local authority at sub-national level in Japan has proved to be more dynamic than that at the national level. This is generally because the demand for efficiency from local government performance has become the main and constant reason, besides the demographical factor (<http://saniroy.wordpress.com/2006/03/10/>, 2006 and Kiuchi, 2004, p. 62) and there was also the need for effectiveness within public service delivery (Iqbal, 2001, p. 11). For example, in terms of efficiency, Kiuchi (2004, 64) argues, that by the end of 2002 fiscal year, local governments in Japan would face severe and extreme financial problems when the debt to central authorities amounted to 193 trillion yen. To cope with this circumstance, radical fiscal and continuous administrative reform was necessary (Kiuchi, 2004, p. 64). Another reason for this situation was that the mean efficiency was articulated, in order to avoid the high cost of maintenance for public facilities and infrastructures nationwide, as well as decreasing redundancies and local administrative centre expenditure (<http://saniroy.wordpress.com/2006/03/10/>, 2006). To understand the viewpoint of

local government in Japan, the figure below depicts the general divisions of Japan's local government.

Figure 2.4: Prefectures and Local Governments in Japan



Source: <http://www.clair.or.jp/e/forum/pdf/en2004.pdf>, 2006

Local government reorganisation in Japan focuses on two types of local government, Shichouson (SCS)-the same level with rural region and Toshi-Machi-Mura is similar with city-town or urban region (<http://saniroy.wordpress.com/2006/03/10/>, 2006). According to Shichouson Jichi Kenkyuukai (Regional Autonomy Group of Study, 2003), it is reported that both the number of local governments and local region reformation in Japan is in decline, due to the application of a local government amalgamation system, which has occurred during a long time in history since Meiji Empire period (Meiji Amalgamation around 1898) and followed by Showa Empire (Showa Amalgamation around 1950-1960) and Heisei Empire period (Iqbal, 2001, p. 11-12). Consequently, new local governments as a result of amalgamation system have emerged during this time. Gyosei Kanri Kenkyuu Sentaa (Center of Administration and Management Research) stated that 71,497 Shichouson (SCS) existed at the end of the Meiji period in 1898 and these had decreased to only 14,289 SCS. In 1950 (an early modern development era in Japan), the number of SCS was reduced to 10,443 and in 1955 the number further reduced to only 5,206 SCS. Furthermore, at the end of the "economic boom" period (1995), SCS administration was recorded as 3,234 and during the era of the current decentralisation system the figure sharply downsized to almost half (1,966 SCS) including 767 City, 978 Regency and 221 Village or Sub-Districts (<http://saniroy.wordpress.com/2006/03/10/>, 2006).

The obvious declining trend of the local government unit in Japan is influenced by several factors, such as the economy, demography, geographical situations and the obedience to Japan's unitary state system and public administration development, including its amalgamation system (Kiuchi, 2004, p. 2, Iqbal, 2001, p.

13-14, and <http://saniroy.wordpress.com/2006/03/10/>, 2006). In 1996, Gyosei Kanri Kenkyuu Sentaa (Center of Administration and Management Research) highlighted two main reasons which had influenced the decrease of local government numbers: these were consistency and efficiency. The term consistency relates to the strong idea in Japanese tradition of placing the role of the administrative area within economic development, whilst efficiency is become a staple mission, in order to accomplish national welfare for the people of Japan. (<http://saniroy.wordpress.com/2006/03/10/>, 2006). In addition, Kiuchi (2004, p. 2-28) states that amalgamation as a means to an end is based on population levels and Japan is a typical unitary state, where the services coverage areas are divided amongst the three tiers of government and they have to improve the quality of day to day public services, in addition to bringing public services delivery closer to the customers. These efforts are generally supported by the so called, Decentralisation Promotion Law, since the basic principles of decentralisation in Japan are clear and stated thus: “the roles to be fulfilled by the national and local governments,” increase “the autonomy and independence of local governments,” and develop “dynamic, unique regional societies.” (Kiuchi, 2004, p. 63).

The two tables below show figures related to the official standard of local government reorganisation, based on the ratio between population level, service area coverage and the centre of administration:

Table 2.2: Population Level and Number of Local Administrative Centres in Japan

Population	Prefectures	Population	Cities	Special Wards	Population	Towns and Villages
10 million and above	1	1 million and above	10		40,000 and above	30
5 million and above	8	500,000 and above	13	7	30,000 and above	83
3 million and above	1	300,000 and above	41	4	20,000 and above	195
2 million and above	10	200,000 and above	39	5	10,000 and above	633
1 million and above	20	100,000 and above	120	5	5,000 and above	779
Less than 1 million	7	50,000 and above	230	1	1,000 and above	635
		30,000 and above	166	1	Less than 1,000	50
		Less than 30,000	76		••••	
Total	47	Total	695	23	Total	2,405

Source: Kiuchi, 2004 (p. 3)

Table 2.3: Service Area Coverage and Number of Local Administrative Centres in Japan

Area	Prefectures	Area	Cities	Special Wards	Area	Towns and Villages
10,000 km ² and above	7	1,000 km ² and above	4		1,000 km ² and above	5
5,000 km ² and above	21	500 km ² and above	33		500 km ² and above	57
3,000 km ² and above	13	300 km ² and above	59		300 km ² and above	96
2,000 km ² and above	4	200 km ² and above	101		200 km ² and above	163
1,000 km ² and above	2	100 km ² and above	188		100 km ² and above	466
Less than 1,000 km ²		50 km ² and above	154	3	50 km ² and above	632
		25 km ² and above	83	6	25 km ² and above	554
		Less than 25 km ²	73	14	Less than 25 km ²	432
Total	47	Total	695	23	Total	2,405

Source: Kiuchi, 2004 (p. 3)

In relation to the above table, there is a need to clarify the fact that the suitability of an amalgamation system implementation is partly reflected in the population growth trend for productive ages in Japan, which has tended to decline, particularly in the cities outside of the core cities (<http://saniroy.wordpress.com/2006/03/10/>, 2006). Additionally, a study conducted by Hayashi in 1995 (<http://saniroy.wordpress.com/2006/03/10/>, 2006) found that the optimum level of population in each SCS is 115,109, and therefore the stakeholders and interest groups have a scientific-based reference to undertake improvements to the amalgamation processes.

An amalgamation system was one of the influential factors that reduced the numbers within local government and in particular was divided into two types, namely, combination and annexation which were both positive influences (<http://saniroy.wordpress.com/2006/03/10/>, 2006). Combination was conducted in order to merge several local administrative areas into a larger area and a new name was used for the new administrative area. This type of amalgamation only happened during the periods of Meiji and Showa. Annexation, the second type of amalgamation was used in the recent Heisei modern empire and its aim was to merge several smaller areas to be administered under the nearest, larger administrative area. Consequently, the new administrative area and its boundaries used names belonging to the larger administrative area or city (<http://saniroy.wordpress.com/2006/03/10/>, 2006). In some cases during 1961-1992, amalgamation enabled several core cities to be annexed according to their similar characteristics, For instance, Tokyo and its surrounding areas was developed and based on services, commerce and governmental activities, whilst the triangle development area of Kyoto-Osaka-Kobe, together with Nagoya-Shizouka, are based on industry and services. Other core

cities, such as Kitakyushu-Fukuoka and Tohoku, are based on the agricultural and fisheries industries (<http://saniroy.wordpress.com/2006/03/10/>, 2006).

Iqbal (2001, p. 12-13) argued that the use of an amalgamation system is based on several motives, which differed from period to period during the empires. For example, it was discovered that the principle of the amalgamation system, during the great Meiji Empire, was the desire to use local government more effectively as an instrument of state power and policy. Whilst the next major round of amalgamation (Showa in the 1950s) was generally motivated by the need to secure an adequate capacity for the distribution of newly devolved and essential local services (i.e. education, health care and prosperity). Hence, amalgamation was defined as voluntarily-based, where smaller local administrations voluntarily applied to be annexed with the larger authorities. In this case, the current amalgamation is known as 'amalgamation from below' because it has been initiated by the mayors and local assemblies, rather than forced by the higher tier of government or by central government (Iqbal, 2001, p. 12-13).

Overall, decentralisation and administrative reorganisation, by means of local autonomy and amalgamation, have been supporting the progress of Japanese economic development, equal public services distribution and welfare policies (<http://saniroy.wordpress.com/2006/03/10/>, 2006 and Iqbal, 2001, p. 1 and 13-14). On the other hand, decentralisation processes are also criticised by a few local observers, due to their negative impact. For instance, it is indicated that amalgamation is the main cause of the loosening of public control on public decision making processes, due to the increase of distance between the centre of government and the sub-urban areas within a SCS (<http://saniroy.wordpress.com/2006/03/10/>, 2006). In other words, the degree of democracy in Japan is less and it will become a

challenge to Japanese governance status in the future. In relation to a similar issue, Mabuchi (1995) argued that post amalgamation the participation of people using the ballot boxes during the general local elections had declined significantly.

So far and to some extent, local governments are successfully answering the challenges of inaccessibility, caused by the increasing distances of remote parts of the population and their need to reach public service centres, by introducing online services, including certificate updating and residents' registration services (Kiuchi, 2004, p. 12 and <http://saniroy.wordpress.com/2006/03/10/>, 2006).

b. A South Korea Case

Administratively, South Korea is divided into eight provinces (Do), one special autonomous province (Teukbyeol Jachido), six metropolitan cities (Gwangyeoksi) and one special city (Teukbyeolsi). Furthermore, these administrative areas are divided into a variety of smaller types of areas, such as cities (Si), counties (Gun), wards (Gu), towns (Eup), districts (Myeon), neighborhoods (Dong) and villages (Ri) (<https://www.cia.gov/cia/publications/factbook/print/ks.html>, 2006). South Korea, under several presidents and administrations, namely, T.W. Roh administration, Y.S. Kim administration and Dae Jung Kim administration, experienced a series of actions, in order to reorganise South Korean's interior government (Kim, 2000, 154). However, the most critical governmental reformation since 1998 has been held under the Dae Jung Kim administration, because it implemented more comprehensive reorganisation, in order to cope with internal and external problems, and at the same time administrative pressures and reforms became a worldwide issue for governments everywhere (Kim, 2000, p. 145).

Kim (2000, 145-146) evaluated that a comprehensive effort for government reorganisation in South Korea should be partly driven by internal pressures. For instance, to meet the people's demand for smarter and more knowledge-based governments offering services and performances conducted efficiently and effectively. In particular, the need to reform was obvious since it appeared that most Koreans insisted on similar performances from both government and businesses. This occurred because previously the South Korean government had practiced a centralistic government, characterised by a lack of transparency, rigidity and low competitiveness (Kim, 2000, p. 147). At this stage, Dae Jung Kim's administration targeted the improvement of service delivery quality and fostered efficiency in the public sector by implementing three principles: market-oriented, performance-oriented and customer-oriented principles (Kim, 2000, p. 146).

Another part and an even more compelling driving force, according to Kim (2000, p. 145), was the situation faced by the South Korean government, categorised as 'external forces', the 1997 Asian economic crisis and the strong influence from international financial donor agencies, such as the International Monetary Fund (IMF) and the World Bank, which promoted good governance and new public management (NPM) implementation in South Korea (Kim, 2000, p. 145-156). Kim (2000, p. 146) further believed that the economic crisis could be seen as a unique opportunity and a susceptible reason for ambitious Korean reforms. To cope with this problem, Dae Jung Kim's administration paid more attention to reforming four major sectors, for example the finance, business, labour and public sectors.

Focussing on public sector reformation, which is related to this research, Kim (2000, p. 147) explained that Dae Jung Kim's emphasis lay in developing a small but efficient government through the reorganisation of government functions and at the

same time reducing its size. Dae Jung Kim also ordered the introduction of a high competitiveness at all levels of government, by improving personnel and civil service organisations, in addition to a well designed, customer oriented government service, through fostering desirable actions and attitudes from government employees (similar to NPM's). Based on Kim (2000, p. 148-152) these sets of action plans were further implemented by identifying weaknesses within central and local government bodies and making improvements as follows:

- 1) REORGANISATION by streamlining government functions and reducing its size, followed by the implementation of a wide-ranging, restructuring programme, e.g. reducing cabinet member numbers and the merging of ministries,
- 2) AGENTIFICATION occurred by constructing semi-autonomous agencies responsible for operational management, adopted from the British type of executive agency, which incorporates competition and market principles into organisational management, known for its establishment of business-like management.
- 3) DEREGULATION aims to make Korea 'business friendly', as a result of a 48% reduction in regulations.
- 4) PERSONNEL REFORM introduces new procedures for appointing top level management positions in local governments. The new employment system scheme enables private sector applicants to hold the three highest grades in the local government structure (previously only incumbent employees had an opportunity to apply for the highest grade positions) as well as attracting more talented people to positions and encouraging the exchange of personnel between ministries, central government and local government and businesses.

- 5) PAY REFORM introduces a performance-related pay programme, known as “a yearly stipend system”. Previously, government executives were criticised because they held power without being held accountable for their job performance.
- 6) DOWNSIZING aims to comply with the reorganisation schemes mentioned above. As a result, there has been a reduction of 25,955 (16%) in central government personnel, 56,649 (19%) local government personnel and 60,234 (24,2%) personnel in quasi-nongovernmental organisation.
- 7) CULTURAL and BEHAVIOURAL CHANGE uses a CITIZEN'S CHARTER, adopted from the British, which emphasises the behavioural transition of the superior, from punishing mistakes to discussion of the problem in terms of day to day working issues.

Furthermore, to ensure those parts of reorganisation operated smoothly, the Dae Jung Administration formed the so called Planning and Budget Commission (PBC) included the Office of Government Reform (OGR) in 1998, with the main task of maintaining the reorganisation of local governments (Kim, 2000, p. 154). This institution is similar with the National Performance Review Institution developed by Clinton-Gore administration in United State of America. The formation of institutions such as OGR is not Korea's first experience with local government change, since formerly, under T.W. Row and Y.S. Kim's administrations, Korea also tried and experienced similar reorganisation. On the other hand, both PBC and OGR are obviously more advanced, since they employ full time experts, who dedicate their time to achieving its goals. Whereas, T.W. Roh's Administrative Reform Committee (ARC) and Y. S. Kims' Administrative Innovation Committee (AIC) were only presidential advisory committees and they only consisted of part time experts, which

resulted in unfocussed purpose, lack of binding power and lack of accountability to accomplish their agendas (Kim, 2000, p. 154).

Although the reorganisation of all tiers of government was based on democratic values and it seemed to be to run successfully, it is believed that the whole purpose of reformation was fully driven by economic motives called DJnomics (Kim, 2000, 147). South Korean observers point out that some issues, related to the shortcoming of the Dae Jung Kim reformation system, included the influence of sturdy economic motives upon public sector reform, the infusion of corporate characteristics into the practice of government and the failure to comply with the people's expectations for reform, related to anticorruption initiatives, local autonomy and decentralisation, police autonomy, fiscal and budgetary reform and education autonomy (Kim, 2000, p. 152). In detail, Park (1998) earlier criticised the new role of bureaucrats demanded by politicians and citizens, in order that the government should operate in a businesslike management manner (Rowan, 2002, p. 1). Park also argued that the infusion of businesslike management into government management should be implemented carefully, due to the extreme fundamental differences between the public and private sector. In addition, it was shown that Dae Jung Kim's ideas were imposed by IMF agendas, so it was no surprise that Dae Jung Kim's policies tended to imitate western ideas (Rowan, 2002, p. 1) and focussed merely on the financial and business sectors and labour relations. As a result, the commitment of the South Korean public sector reforms, supervised by OGR, had a relatively lower priority (Kim, 2000, p. 153). At this point, OGR's role in local government reorganisation programmes was also criticised, because it was likely that the reform agenda had been monopolised, dominated and implemented in a top down manner by the OGR.

It was suggested by Park (1998) that government, practitioners and scholars should be expected to inspect their current situation and problems from their own local wisdom. Thus, it is not useful to simply borrow ideas from foreign countries

without adaptation and as Kettle has noted, reformers should not forget the lesson that a transplanted seedling has rarely grown well (Kim, 2000, 157). Rowan (2002, p. 3) in terms of local autonomy, expected that it should not merely aim to achieve efficiency, but it should also realise greater equality.

Apart from the critics, Dae Jung Kim’s administration proved able to provide a strong foundation for economic recovery and sustainable growth, by enforcing good governance to combat the economic crisis of 1997-1998 in Asia and in particular it tackled the financial burden of South Korea.

c. Local Government Reorganisation in Germany

Table 2.4: Size and Number of Sub-National Governments in Germany

Number	<i>Länder</i>		
	16 of which 3 (Berlin, Bremen, Hamburg) are "city states"		
	area (km ²)	population	
Largest	70 000 (Bavaria)	17 700 000 (N. Rhine-Westphalia)	
Smallest	2 600 (Saarland)	1 100 000 (Saarland)	
"city state"	400 (Bremen)	700 000 (Bremen)	
Number of local authorities			
	Old <i>Länder</i>	New <i>Länder</i>	TOTAL
County (<i>Kreise</i>)	237	92	329
Non-county municipalities (<i>Kreisfreie Städte</i>)	91	24	115
Municipalities (<i>Gemeinden</i>)	8 512	6 403	14 915

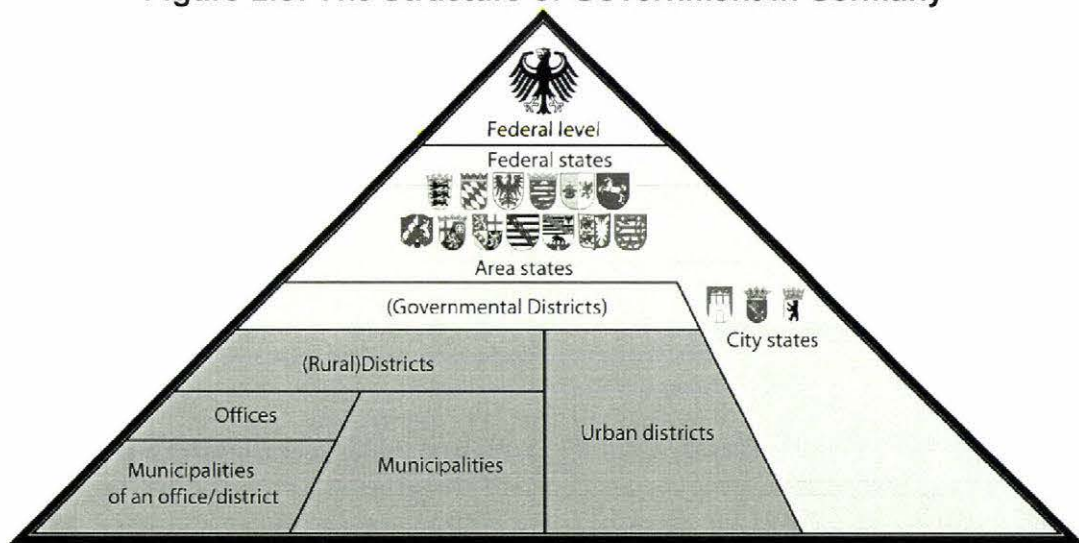
Source: Federal Ministry of the Interior. (OECD, 1997, <http://www.oecd.org/dataoecd/10/0/1902398.pdf>).

As a federal state, Germany has, in general, three main layers of administration: Federal (Bundes); States (Länder) administrative authorities which are known as "direct" state administration; the local governments or local authorities, which are considered as "indirect" state administrations, e.g. municipalities, towns and districts (Haschke, 2006, <http://www.iuscomp.org/gla/literature/localgov.htm#ToC1>). In more detail, Germany is composed of 16 states consisting of 13 territorial states (Flächenländer administered by Land Government or Landesregierung) and three

city-states (Bundesländer administered by the State Government or Staatsregierung) e.g. Berlin, Bremen and Hamburg are both territorial states and city states, which hold state status (Länd) and a local authority (OECD, 1997, <http://www.oecd.org/dataoecd/10/0/1902398.pdf> and <http://www.answers.com/topic/states-of-germany>, 2006).

Focussing on local government (see Figure 2.5), there are three types of local government: municipalities (Gemeinden); non county municipalities (Kreisfreie Städte or Stadtkreise), where the towns and districts do not belong to a district; and the counties or administrative districts (Kreise) (<http://www.oecd.org/dataoecd/-/10/0/1902398.pdf>, 2006; Gregor and Andrew, 2006, http://www.citymayors.com/government/germany_government.htm#Anchor-Local-38-00 and <http://www.answers.com/topic/states-of-germany>, 2006).

Figure 2.5: The Structure of Government in Germany



Source: <http://www.answers.com/topic/states-of-germany>

According to Haschke (2006), the existence of local autonomy for towns, municipalities and districts is essential, in order to demonstrate how local democracy and the decentralised distribution of power operates in Germany, this is based on both the Federal Republic of Germany Basic Law and the constitutions of the Länder.

These basic regulations ensure that the local authorities administer their affairs for the local community or local stakeholders and at the same time guarantee the local authority the independence to make decisions and deal with their own needs and interests. In other words, the distribution of power is not only distributed horizontally among legislative, executive and judicative bodies but it is also decentralised vertically to the local government states, municipalities, districts and towns. At the same time, in certain situations, basic federal law prevents state intervention in municipality tasks if they can conduct them on their own and this includes budget and expenditure responsibility (Haschke, 2006 and Gregor and Andrew, 2006, http://www.citymayors.com/government/germany_government.html, 2006). As stated by Haschke (2006), "The following sovereign rights largely relate to the responsibilities of municipalities and they cannot be infringed by the Federation or the Länder within the limits of higher laws:

- 1) **Personnel sovereignty:** This grants municipalities the right to select, engage, promote and dismiss staff.
- 2) **Organisational sovereignty:** This encompasses the right for municipalities to organise the administration themselves.
- 3) **Planning sovereignty:** This grants municipalities the power to organise and shape municipality territory under their own responsibility, by drawing up urban development plans (land use and building plans).
- 4) **Legislative sovereignty:** This entails the right to pass municipality bylaws.
- 5) **Financial sovereignty:** This entitles municipalities to be responsible for managing their income and expenditure.
- 6) **Tax sovereignty:** This grants municipalities the right to raise taxes (provided that this right has not been revoked by a higher law)".

These points are significantly crucial in case of local government reorganisation and the quantity of the tasks that should be carried out by each local government.

Local government in Germany implemented eight types of basic public services, i.e. general administration, finance, education/culture, health and social affairs, public works/physical planning, public services, economic affairs and transport (Ferrazzi and Rohdewohld, 1999, p. 21). Previously, all these public services were managed under *Ämt* (a department divided into sections or *Abteilung*) and the work was undertaken by *Ämter* (departments or offices). Some related tasks can be accomplished with some relevance to *Ämter* and coordinated under the *Dezernate*, so the greater the number of tasks and population the higher number of offices within the section (*Abteilung*), department (*Ämt*), *Ämter* and *Dezernate*. Therefore, a large local government could consist of 40 *Ämter* (offices), whilst in the smaller ones, several tasks are combined in one *Amt* and correspondingly, fewer ones in *Ämter*. Previously, In terms of organisational structure, there have been four levels of hierarchies in the administration of urban local government, namely, the mayor, the head of the *Dezernat*, the head of the *Amt* and the head of the *Abteilung* (Ferrazzi and Rohdewohld, 1999, p. 21 and <http://www.answers.com/topic/states-of-germany>, 2006).

The need to reorganise local government in Germany was generally driven by internal problems, such as the decrease of revenue sources on the one hand and on the other hand the demand from citizens to improve and enlarge public service quality at the same time (Ferrazzi and Rohdewohld, 1999, p. 20). Haschke (2006) emphasizes that, in order to perform their tasks, local governments need revenue or income taken from fees, contributions, taxes and state allocated funds from Federal Land. However, it has been found that all these sources are not sufficient enough to

cover local government expenditure when dealing with public services provision (Haschke, 2006). In other words, a high degree of local autonomy policy, for most local governments in Germany, is not necessarily followed by sufficient local funds to implement public services for the whole area within their jurisdiction.

Dealing with those problems, the government decided to reorganise the design of organisational structure of local governments mentioned above, by using a method called New Steering Management (NSM), which was adapted from the New Public Management method (Ferrazzi and Rohdewohld, 1999, p. 20). It was expected that reorganisation would bring efficiency and reduce the expenditure of local bureaucracy. To assist local governments to redesign their structures, the Centre for Local Government Management Studies (the Kommunale Gemeinschaftsstelle für Verwaltungsvereinfachung-KGSt⁸) provided data, analysis and consultancies relating to this reorganisational aim (Lehmann-Grube/Dickmann 1997). As reported by Ferrazzi and Rohdewohld (1999, p. 2), a few critical changes have been made to reorganise local government, such as the abolishment of Ämter and its replacement with larger administrative units called Fachbereiche and therefore the position of head of the Amt automatically disappeared. The new structure currently consists of three levels of hierarchy: the mayor as chief executive of the LG administration; the head of the Fachbereich; and below the Fachbereich-level, the head of sections or groups (sometimes called Fachdienste).

In addition, there is no standard to decide the size and composition of the new Fachbereich, since the determination of the local government organisational structure is based on the locally specific context, which generally includes its type,

⁸ Ferrazzi and Rohdewohld (1999, p. 21) "The KGSt is a non-governmental research and consultancy organisation in which local governments can become members, and which is financed by membership fees and other revenue. KGSt is conducting studies and consultancies, organises seminars, workshops and conferences, and publishes a wide range of reports on issues".

characteristics and quantity of its tasks (Jann, 1998 cited on Ferrazzi and Rohdewohld, 1999, p. 22 and Haschke, 2006). However, the rationale to form the Fachbereich size relies on two criteria. The first one is the availability of resources, e.g. personnel and other resources. At this point, Fachbereich has autonomous authority to decide the allocation of resources that would fit with each organisation's needs, consequently the use of resources can be managed as efficiently as possible, in order to attain the organisation's goals. The second criteria are the reduction of organisational lines, by integrating the production processes for local government outcomes, to accelerate administrative problem processing and decision-making. Ofner (in Hampton et. al, 1968, p. 243) has stated that too many committees spend too much time evading individual responsibility and this leads to an increase in time consuming conformity and compromise. At this stage, the new organisational units are expected to have the capability to execute as many steps as possible in the production process, by reducing interaction with other departments or units to a minimum (Ferrazzi and Rohdewohld, 1999, p. 23), which will result in an immediate start to the decision making process.

Another driving force to form and eliminate a local government, according OECD (1997, p. 214, <http://www.oecd.org/dataoecd/10/0/1902398.pdf>) is that new boundaries for local territories, as a consequence of local government reorganisation, is expected to be determined by state decrees, since the state's constitution provides the procedures and content for such decrees and these are related to the process of boundary determination. This occurs because federal constitutions are the only guarantor for the institutions of local government, but at the same time the federation has to ensure that local government structures comply with the state structure and they are obligated to follow federal laws, which include financial consequences, such

as payment of social benefit (Haschke, 2006). Therefore, every state's statutes have an important role in guiding the process of reorganisation of local authorities. In addition, Germany experienced the use of an amalgamation system when it reorganised its local government, in the same way as the local government reorganisation in Japan. This amalgamation approach within the German local government system and institutions was conducted from 1965 to 1977 but unlike Japan's case, individual German states adopted different approaches, in order to combine similar tasks for creating larger local governments capable of providing modern public services (OECD, 1997, p. 214, <http://www.oecd.org/dataoecd/10/0/19-02398.pdf>). For example, in some states, smaller municipalities amalgamated to form a larger municipality, whilst at the same time other states' smaller municipalities remained independent but were clustered together to form associations of municipalities within a joint administration called Ämter, Verbandsgemeinden or Verwaltungsgemeinschaften. As a result, the number of municipalities' administration decreased significantly at that time, from 24,000 to only 8,500 municipalities. At the district tier level, reorganisation by amalgamation resulted in the merging of smaller districts and a decline in the number of district and non county-municipalities, from 425 and 137 to 237 and 91 in 1960 (OECD, 1997, p. 214, <http://www.oecd.org/dataoecd/10/0/1902398.pdf>).

Nowadays, territorial reform, particularly in the new states area, is more flexible as many municipalities failed to provide modern public services, due to lack of revenue and budget deficits (as mentioned before). Consequently, the reorganisation of such municipalities as for example, Ämter in Brandenburg and Mecklenburg-Western Pomerania and Verwaltungsgemeinschaften in Saxony, Saxony-Anhalt and Thuringia was achieved either under state statute or on a

voluntary basis. The effect was significant and reduced the number of districts from 189 to only 92 districts (OECD, 1997, p. 214, <http://www.oecd.org/dataoecd/10/0/1902398.pdf>). However, Haschke (2006) articulates that "...the current status and the territorial size of an actual municipality can be amended also according to the Basic Law and has often been amended within the framework of local territorial and functional reforms". At the same time, the organisational line declined so the number of the personnel was reduced. At this point, personnel felt very insecure, since they faced a new selection process if they wished to be employed in the future within local government. This resulted from the rigidity of German labour laws, particularly in the public sector, where the individual interests of staff members had previously been protected and there was now no guarantee that any individual staff member would continue to be employed (Ferrazzi and Rohdewohld, 1999, p.27).

d. The Reinforcement of Reorganisation for the City Government of Paris (France)

France is one of the countries in Europe that consists of four tiers of government: the state or central government; regions; departments; and 'communes' as the lowest hierarchy. Swift and Kervella (2003) claimed that, whilst local government in France experienced a long period of centralisation, in the past two decades it has experienced a radical transformation towards decentralisation, due to the decentralisation Law of 2 March 1982, that changed the balance of power between the state and local authorities (regions, departments and communes). As a result, decentralisation gave autonomy in decision-making to local authorities, by the sharing of administrative and budgetary tasks between central and local authorities.

Communes were administratively established in 1789 and they share the same level of hierarchy with municipalities. Communes are also known as the lowest tier but they have the greatest number, about 37,000 nationwide. At that time, the establishment of communes was formed without any consideration as to the number of inhabitants and therefore there is variation in terms of population. In fact, as explained by Swift and Kervella (2003), almost 80% of the communes have less than 1,000 residents. Therefore, the law enacted on 6 February 1992 suggests that it is not only population size which should be taken into consideration in the reorganisation of communes but it should also be based on the common interests of several communes, so they can co-operate and form a larger commune. In addition, the law is used by central government to encourage smaller communes to merge (amalgamation) and to form urban communities (*communautés urbaines*) or to be grouped and form associations of several communes (*syndicats intercommunaux*). Apart from the case of Paris City, Swift and Kervella (2003) are critical that, in reality, it is rare for mergers to be implemented, because both residents and local councillors often retain a strong sense of identity with their own communes. In other words, community bonding is one of the significant factors, which impact upon the existence of regulations, population size and the availability of common services and this has blocked the reorganisation of local government, through the use of an amalgamation system at municipality level.

Due to the massive number of local governments in France, which involves nearly 37,000 communes, 194 departments (100 in France, 96 in metropolitan France and four overseas: Martinique, Guadeloupe, Réunion and French Guiana) and 26 regions (22 in metropolitan France and four overseas) (Swift and Kervella,

2003), Kuhlmann (2004, p. 1) offers Paris city⁹⁾ as a unique case of decentralisation that is different from the cases faced by the other communes mentioned above. This is because Paris, unlike any other city administration in France or even in Germany and England, has experienced a long history of moving towards decentralisation but it has been, hitherto, largely neglected in institutionally oriented metropolitan research (Kuhlmann, 2004, p. 1). In other word, Paris has only moved slowly towards decentralisation during its history. Kuhlmann (2004, p.1) claims that Paris should be reorganised because of the density of its population, which is much higher than other capital cities in Europe, such as Berlin and London¹⁰⁾ whilst the living space is much smaller than those large cities. The table below depicts the ratio between population numbers and the size of the urban area in Paris:

Table 2.5: Area and Population in the "Ville de Paris" Compared to London and Berlin

Criterion of Comparison	Paris	London	Berlin
Area in square km	105	1.578	892
Population in millions	2.1	7.2	3.4
Population Density in 1.000 Inhabitants per sq. km	20.2	4.6	3.8

Source: Statistisches Landesamt Berlin 2002; Röber et al. 2002: 342 ff.; composition/calculation by the author (Kuhlmann, 2004, p. 2)

Whilst other cities reorganised their administration by considering the population size, it is probable that Paris, as a commune, is still reluctant to change even up to the present time. The need for change is generally because the number of districts (Arrondissements) has not been changed since the territorial reform

⁹ Kuhlmann (2004, p. 3) "The Ile-de-France Region was founded in 1976 (law of 6 Mai 1976) and is according to the French constitution regarded as a "local" authority which (like the départements and the communes) is able to "administer itself freely". The highest institution in the Ile-de-France region is the Regional Council (currently with a ruling majority of socialists, ecologists and communists) having- jurisdiction particularly in spatial and urban planning, economic development, training, health, secondary schools, environment, culture, international actions, sports and leisure".

¹⁰ Kuhlmann (2004, p.9-10) "Global trends, by contrast, do hardly explain the capital city's institutional trajectory. Contrary to other big cities, for instance London, where the government tried to cope with growing problems of suburbanisation - being one dominant global trend at that time - by creating a new administrative unit for the entire conurbation area ("Greater London") In accordance with the proposals of the Herbert Commission called in by the conservative government in 1957, the administration of the London agglomeration was completely transformed. In 1965, the Greater London Council, was created embracing - beside the inner-city area - boroughs of Outer London (see Röber/Schröter 2003: 8)".

conducted by Napoléon III in 1859, that divided Paris into 20 districts (Kuhlmann, 2004, p. 4). In other words, the ratio between central public services and the growth of population remains the same. In fact, the small-shaped structure of the Paris districts is striking, since they cover an average area which is approximately ten times smaller than the average area of a London borough and on average even fifteen times smaller than a Bezirk of Berlin. In addition, the average number of residents in a Paris arrondissement, with about 100,000 inhabitants, is only half that of a London boroughs' average and amounts to no more than a third of the inhabitants living in the average Bezirk of Berlin (see table 2.6) (Kuhlmann, 2004, p. 4-5).

Table 2.6: The Arrondissements of Paris Compared to London Boroughs and the Bezirke of Berlin

Criterion of Comparison	Paris	London	Berlin
Number/ Designation of the districts	20 Arrondissements	33 Boroughs	12 Bezirke
Average Area per District in sq. km	5.3	47.8	74.3
Average population per District	105,000	218,000	283,000

Source: Statistisches Landesamt Berlin 2002; Röber et al. 2002: 342 ff.; composition/calculation by the author (Kuhlmann, 2004, p. 5)

Another important description that makes Paris different from other cities is, for example, the fact that Berlin has great authority under German federal law, whilst Paris, according to Kuhlmann (2004, p. 4), does not yet hold the status of a fully-fledged local authority even though it is supervised directly by the Mayor of Paris. Beside this phenomenon of the unchanging number of Paris districts, since Napoleon III ruled the country, the term 'no territorial reform in Paris' also refers to the lack of political will from central government and their lack of effort in responding and complying with current globalisation trends, such as the infusion of efficiency and good governance within local government.

As it mentioned earlier, this does not mean that the Paris city governance has not made any adjustments during the past three decades. Therefore, in the

paragraphs below an explanation will be given concerning the sequence of Paris City local authority reorganisation and the factors that have influenced change within its local authority institutions. Kuhlmann (2004, p. 6-13) divided Paris city's reorganisation into four major critical sequences, which is occurred between 1975 and 1995. The table below depicts the sequence of the reorganisation:

Table 2.7: The Sequences of Paris City ‘Decentralisation’.

1. Paris as a “prefectoral system” (until 1975)		
Basic Legislation: Based on the laws of 1 of October 1795 (reinforced in 1837) until 1975		
What is the refectoral system?	Effect/change	Result
1	2	3
(p.6). The prefectoral system is a decentralised system of local self-administration, which was transformed by Napoléon Bonaparte into a hierarchic-executive instrument of centralist government and administration (Tulard, 179, p.33).	(p.7). <ul style="list-style-type: none"> ▪ Abolition of the Paris Mayor position ▪ Subdivision of the city’s territory into 12 municipalities (arrondissements) since 1812, which were subordinated to the administration of the Seinedépartement and administered by central-government-appointed mayors (maires d’arrondissement). ▪ Creation of a two-prefect-system, one of which would be in charge of the mayor’s functions (préfet de Paris) and one responsible for police and law-and-order functions (préfet de police),– both being appointed by the central government ▪ Setting up of a county council at département-level (conseil général) acting simultaneously as municipal council (conseil municipal) and being appointed by central government 	(p.7). Paris city government has since always been characterized by a predominantly centralist state structure and a rigorous centralist control, via the two prefect system. The special legal status of the Paris municipality sharply distinguishes the capital from other French municipalities. It has for centuries been subject to direct state control and prefectoral tutelage thus leaving no room for local self administration and democratic institutions.
2. Paris as a “real” commune (since 1975) “municipal presidency”		
Basic Legislation: (p.8). The law of 31 of December 1975 placed Paris city on an equal legal status with the rest of the French municipalities, which can terminologically be seen by the notion of the “Commune de Paris” used by the legislator, instead of the traditional term of “Ville de Paris” (Fleury 1979: VIII, fn. 8)12.		
What is the commune system?	Effect/change	Result
(p.8) The commune system is indicated by the abolishment of Paris’s special status (at least in crucial aspects) and the general competence clause of the Code Général des Collectivités Territoriales (CGCT) and the municipal council has to discharge all matters relevant to the local community (Mabileau 1996: 27).This was applied to the Paris municipality.	(p. 8). Paris was legally formed as other French municipalities and partially adapted to the common local system in France. However , 1) No change in political and administrative procedures, institutional structures and actor behaviour because the state was still preponderant in most of the local policy fields and the municipality was subjected to comprehensive legal, technical and financial (a priori) state supervision (tutelle). 2) The Préfet de Paris continued to be the most important representative of the state at local/county level and the competencies of the Préfet de Police remained until 1986 (p. 9).	(p.8). Paris was now governed by an elected mayor.

1	2	3
	<p>3) The district-level administration to central municipal is controlled by the appointment of a chief executive at district level who simultaneously holds an adjoint position at the central level of municipal government.</p> <p>4) On the one hand, these linkages between central and local levels of city-government, in terms of administrative personnel and office patronage, provided for a fairly uniform and streamlined top-down execution of municipal functions (Goyard 1979: 16).</p> <p>5) This setting created conflicts and tensions between the different levels of city government who were mollified by the fact that local actors largely profited from a privileged access, to and influence on, the mairie centrale, which to some extent corresponds to the French tradition of "tamed jacobinism"¹⁷ (jacobinisme apprivoisé; see Grémion 1976; Wollmann 1999: 9).</p>	
<p>3. Strengthening of the districts and "false decentralization" system: (1982-1995) Basic Legislation: (p.9) The historic Loi: Paris – Lyon – Marseille (PML) of 31 December 1982 related to the politico administrative regimes of Paris, Lyon and Marseille and still holding as constitution of Paris city (Statut de Paris).</p>		
What is "false decentralization" system:	Effect/change:	Result:
<p>(p.10) In its attempt to strengthen the decentralised level of city-government, i.e. the arrondissements, the Loi PML falls in line with the overall trend of decentralising the Napoleonic State system, which was driven by the socialist government during the 1980s</p>	<p>(p.9). As a result, the competencies of the ville-département of Paris – discharging commune and county functions - have been considerably extended in a number of policy fields (e.g. urban planning, social services, education etc.).</p> <p>(p.9). The Mayor of Paris presides over the conseil de Paris in its double function as conseil municipal and conseil général.</p> <p>(p.11). Since the 1980s onwards, at district level, a hybrid institutional setting has taken shape which is characterised by a reinforcement of political participation and democracy on the one hand and a hitherto awkward lack of substantial functions and competencies on the other hand. The traditional centralist organisation of the Paris city government, conceding to the districts its administrative appendix function, which has essentially survived.</p>	<p>(p.9). The prefect lost his significant executive function in the department</p> <p>(p.10). Political strengthening of district level can undoubtedly be perceived in the (direct) election of the district councils (conseils d'arrondissement) and the (indirect) election of the district mayor (maire d'arrondissement)</p> <p>Hence, the district councillors and executives' repertoire of action is suspiciously limited to rights of consultation, information, recommendation and statements and it is marked by a precarious lack of substantial political and institutional powers.</p> <p>(p.11). As a result, districts could barely develop as independent political and institutional actors distinct from the mairie centrale.</p>

1	2	3
		They retained their traditional status as administrative sub-divisions of the municipalit�, but continued to be untouched in its uniformity (unit�).
4. The political turning point of 1995: “d�mocratie de proximit�” and participation (since 1995)		
Basic Legislation:		
<p>(p.11). The municipal election of 1995 marked an historical turning point in the city’s development which has been perceived as a “real shock” by the Parisian political elite.</p>		
<p>(p.12). The law of 27 February 2002 on “democracy of proximity”, adopted by the socialist-green government under Jospin, stipulated the building-up of quarter councils, which were obligatory for all French cities of more than 80,000 inhabitants.</p>		
What is “d�mocratie de proximit�” and participation system:	Effect/change:	Result:
<p>(p.11). The emergence of participatory elements and citizens’ empowerment at district level, which has developed in Paris since 1995, has to be interpreted in this context.</p> <p>The “d�mocratie de proximit�” in Paris has evolved in a bottom-up way and was primarily used by the opposition mayors to express and establish themselves as independent political actors and counter-powers to the mairie centrale.</p>	<p>(p.11). Six districts (3rd, 10th, 11th, 18th, 19th & 20th) shifted to the left, whereas the still conservative mairie centrale was confronted with oppositional district mayors.</p> <p>At the same time, the personal change in the city’s top positions, when Chirac became French president, after having been mayor of Paris for nearly 20 years, tended to get things moving in the capital city.</p> <p>(p.13). The newly elected socialist mayor, Bertrand Delano�, tried to connect the ongoing process of democratisation and citizens’ empowerment with a devolution of public tasks and competencies from the upper to the lower level of city administration.</p>	<p>(p.12). They have also been granted their own (limited) resources, including a small budget, staff and office rooms.</p> <p>In Paris, the territorial boundaries of the quarters has been decided, based on district councils’ proposals, by the municipal council.</p> <p>Activion in the field of urban planning (plan local d’urbanisme),</p> <p>(p.13). As a result of the municipal elections on 18 March 2000, Paris finally received a clearly left-oriented city-government, formed by a socialist-green communist coalition (Houk 2001: 103; L�vy 2003: 6)</p> <p>Also another six districts (2nd, 4th, 9th, 12th, 13th & 14th) then shifted to the political left, thus doubling the total number of left oriented districts to twelve and ensuring a conservative minority in the municipal council and at the district level.</p>

Source: Kuhlmann, 2004.

From the above table, it can be said that the function and existence of the Paris municipalities (arrondissements) as a centre of government remain weak. Therefore the question can be asked, 'What is the rationale behind the Paris municipalities and its districts reorganisation so far?' Kuhlmann (2004, p. 15-21) tries to explain this by examining factors that could influence the reorganisation of the Paris municipalities. The factors examined are the global trend-hypothesis including: institution genesis; urban agglomeration; local democracy and citizen's participation (*démocratie de proximité*); actor constellation hypothesis; and historical path dependence hypothesis.

In relation to the first explanation, the social-economic impact of industrialisation (as a global trend), such as rural exodus, increasing population in the cities and the spatial extension of the agglomeration, that happened in Europe and other industrial countries, has not significantly influenced the two prefects of Paris city's institutional building and this is indicated by the unchanging numbers of districts (Kuhlmann, 2004, p. 15). The central government tried to tackle the urban, spatial and institutional problems by redrawing the area boundaries of the départements in the Paris metropolitan area, in addition to introducing the district as a new decentralised level of administration. At this point, Kuhlmann (2004, p. 16) states that "Intriguingly, however, this territorial reform at the département level which resulted in a further fragmentation of institutional structures in the Paris region did not correspond to the global trend of enlarging and integrating administrative units". In other words, parts of the Napoleonic tradition of central bureaucratic state administration in the city of Paris are still sustained. However, during the last three decades, it can be said that the emergence of "*démocratie de proximité*" at district level, can be observed, where the ideas of local democracy and citizen's participation have been demanded by the citizens, although the functional weakness and the lack of substantial decision making competencies still remain.

The second factor examined by Kuhlmann is that Paris' authority has been dominantly shaped by political actors, such as De Gaulle, Chirac and the Mitterrand administration. In fact political actors and political parties are the most influential

factors that made Paris a centre for competition in the gaining of power for their own political objectives and benefits, particularly during the elections (Kuhlmann, 2004, p. 19). For example, the decentralisation status of the Paris districts was decided by the De Gaulle, Mitterrand and Chirac administrations as a means and strategy to disrupt their competitor's potential leadership for the presidential election in France. Therefore, Paris is strongly influenced both by the Parisian local government, due to its mandate as a local government and central government and this has made Paris a central state policy issue (Kuhlmann, 2004, p. 19).

The third factor is based on the historical assumption that Paris' institutional building in the 1970's is an example of a legacy from the past, which is known as the French tradition of hierarchical state-dominated administration, set up in order to keep Paris as a central state with predominance and power at local level (Kuhlmann, 2004, 19). At this point, the idea of Paris as the place of the "unity of nation" has respectively determined the structure of its authority. However, the history articulated in Paris has always been in the focal point of revolts, civil wars and revolution, where the notion of "whoever is master of Paris is master of France" is clearly realised (Kuhlmann, 2004, 19). This has generally made Paris very different from other city authorities in France. The current influence of central government over the Paris authorities is suspected to be the reflection of Napoleonic centralism. Although Kuhlmann (2004, p. 20) believes that historical path dependencies have seemingly faded away in the course of the 20th century, Paris city can be categorised as a highly centralised unitary model, compared with other cities in the European Union countries.

2. The Rationale for Local Authority Reorganisation in Developed Countries

The lesson described above provides general information about the rationale or reasons for implementing local government reorganisation in several advanced countries. The table below is an empirical summary of local government reorganisation efforts in those countries:

Table 2.8: The Rationale for Local Government Reorganisation in Developed Countries (Cases from Japan, South Korea, Germany and Paris (France)).

Location/Period	INPUT Causes/Facts	PROCESS Rationales/Criteria	OUTPUT Results	OUTCOME Impacts
1	2	3	4	5
<p>Japan From 1898 (Meiji) to 2006 (Heisei)</p>	<ul style="list-style-type: none"> • Basic legislation was always modified, particularly since Japan's Constitution 1946 (democracy) and Decentralisation Promotion Law • Reorganisation was more dynamic at sub-national level • Demand for government performance efficiency (economy) • Effectiveness of public service delivery (suffered from financial-debt problem at local level)-(economy) • Demographic factors • Geographical situation • No international pressure 	<p>Coping with economy factors:</p> <ul style="list-style-type: none"> • Radical fiscal administrative reform avoiding public services & infrastructures high costs <p>Coping with public administration factors:</p> <ul style="list-style-type: none"> • Reorganisation based on decentralisation principles • Reorganisation focused on rency and city town tiers which compliment a unitary system • Reorganisation by means of amalgamation • Amalgamation based on similar characteristics and core businesses in areas or group of areas • Considering coverage area of local government 	<ul style="list-style-type: none"> • The number of local governments decreased from 71,497 local governments in 1898 to 1966 local governments in 2006. • Amalgamation conducted in two ways, namely, combination (past: policy and political means) and annexation (present: voluntarily and democracy) 	<p>Positives:</p> <ul style="list-style-type: none"> • Efficiency and effectiveness of local government performance • Fostering Japanese economy progress • Better public services delivery and well maintained public infrastructure • Distance problem between centres and remote residents solved by means of internet networks (online services) <p>Negatives:</p> <ul style="list-style-type: none"> • Created distance between centres and residential areas • Less bottom-up decision making • Less participation in election
<p>South Korea From 1997-2002 (Dae Jung Administration)</p>	<ul style="list-style-type: none"> • Central government before Asian crisis known as centralistic • Series of actions conducted for reorganisation of government • Asian crisis occurred in 1997 seen as an opportunity for government reorganisation/reformation • Internal and external problems of South Korean government 	<p>Coping with public administration factors by means of Planning and Budget Commission (PBC):</p> <ul style="list-style-type: none"> • Reorganisation of government at all levels and types of state owned enterprises and institutions 	<ul style="list-style-type: none"> • Optimising the role of Planning and Budget Commission (PBC) and Office Government Reform (OGR) to achieve reformation goals • Improving public services and delivery 	<p>Positives:</p> <ul style="list-style-type: none"> • Rapid recovery from Asian Crisis impact • Provided strong foundation for economic recovery and sustainable growth • Tackled financial debt

1	2	3	4	5
	<ul style="list-style-type: none"> • Demand for government performance equal to private services (public services & goods provision efficiency and effectiveness) • Pressure from international financial/donor institutions for globalisation, democracy values, new public management (NPM) and good governance. 	<ul style="list-style-type: none"> • Focussing on public sector (small but efficient government) by means of downsizing number of government institutions • Improving personnel performance & competitiveness by means of better recruitment and salary rationalisation • Deregulation for business friendly environment • Cultural and behavioural changes • Agenfication by constructing semi autonomous agencies <p>Coping with economy factors:</p> <ul style="list-style-type: none"> • Reorganisation, based on three principles: market-oriented, performance oriented and customer oriented • Focussing on finances, business and labour 	<ul style="list-style-type: none"> • Downsizing of government personnel, structures and institutions so efficiency and effectiveness was achieved • Government operated by combining? private sectors' values • Reduction of unfriendly regulations by 48% • Reduction of cabinet member numbers and grouping ministries together. 	<p>Negatives:</p> <ul style="list-style-type: none"> • Reorganisation is driven by high economy motives upon public sector reform (inversion of Clinton's ideas) • Infusion of private sector values is inappropriate due to their fundamental differences • High adoption of western ideas rather than self wisdom • Agenda of reformation is top-down based
<p>Germany From After WW II and Reunification</p>	<ul style="list-style-type: none"> • Local government implemented basic public services held by Amter (departments) into local government • Local government faced a lack of revenue sources to fund public services • Public demand for improving public services quality by reducing bureaucracy's expenditures and stressing on efficiency • Local democracy and distribution of power decentralised in Germany operates based on both Federal Republic of Germany Basic Law and constitutions of the Länder (states) i.e. states decrees 	<p>Coping with public administration factors:</p> <ul style="list-style-type: none"> • Focussing on municipalities, county and district government levels of reorganisation • Reorganising local government by amalgamation, similar to Japan's case, but no standards of size and structure of local government • Designing organisational structures for local government, based on external consultants (KGSt's) and local governments' organisational & personnel sovereignty 	<ul style="list-style-type: none"> • Reducing the hierarchy of local government structure i.e. Amt-Amter (department/s) • Decision making process within public services can be made immediately • The number of municipalities' administration decreased significantly from 24,000 to only 8,500 municipalities 	<p>Positives:</p> <p>High degree of discretion:</p> <ul style="list-style-type: none"> • Determination of organisational structure of local administration by local government (Organizationshoheit). • Determination of internal (micro-) structure by respective local government organisations

1	2	3	4	5
		<ul style="list-style-type: none"> • (This encompasses the right for municipalities to organise the administration themselves). • Structure of local government also generally based on locally specific context, the type, characteristics and quantity of its tasks, based on resources availability and the shortening of the organisation line • Reorganisation based on New Steering Management (NSM), similar to NPM. 	<ul style="list-style-type: none"> • At the districts level, reorganisation by amalgamation caused smaller districts to merge and the number of district and non county-municipalities declined from 425 and 137 to 237 and 91 in 1960 • Amalgamation based on voluntary basis reduced the number of districts from 189 to only 92 districts (Currently) 	<p>High degree of discretion: Choice of organisational options for the delivery of services made by local governments (Organizationshoheit). Negatives: Rigidity of German Labour Laws makes the position of local government staff become uncertain.</p>
<p>France From 1859 (Napoleon III)-2004</p>	<ul style="list-style-type: none"> • Decentralisation Law of 2 March 1982 changed the balance of power between the state and local authorities (regions, departments and communes) • Local government reorganisation in Paris tends to be steered by politicians and central government. • High density of population occupy small residential areas in Paris communes (compared with other cities in EU) • The law of 6 February 1992 suggested, not only population size as a consideration, but also the need to reorganise the communes with the common interests of several communes co-operating together and forming a larger one • The need to change is generally because the number of districts (Arrondissements) has not been changed since the territorial reform conducted by Napoléon III in 1859 that divided Paris into 20 districts • Local democracy and citizen's participation are demanded by the citizens 	<p>Coping with public administration factors:</p> <ul style="list-style-type: none"> • Amalgamation or merger amongst the communes is suggested but amalgamation in reality rarely to happened due to the strong character of the local community • The central government tried to tackle the urban, spatial and institutional problems by redrawing the area boundaries of the départements in the Paris metropolitan area and introducing the district as a new decentralised level of administration 	<ul style="list-style-type: none"> • Territorial reform at the département level resulted in fragmentation of institutional structures and it did not correspond to the global trend of enlarging and integrating administrative units • Local democracy and citizen's participation are demanded by the citizen is low due to of lack of substantial decision making competencies which can be observed. 	<p>Positives:</p> <ul style="list-style-type: none"> • Paris city can be categorised as a highly centralised unitary model compared with other cities in European Union countries <p>Negatives:</p> <ul style="list-style-type: none"> • Paris authority is dominantly shaped by political actors • The function and existence of Paris municipalities (arrondissements) as a centre of government remains weak

Sources: Summary from section C

Based on the above table, it can be concluded that the criteria applied in local government reorganisation can be categorised in two types: internal and external criteria. Most advanced countries are influenced by internal criteria, except in the case of South Korea, where the reform was influenced a great deal by both external and internal criteria. These criteria are described in more detail below:

Internally:

- a. Public demand for better quality of public services provision.
- b. Demographic consideration, where the population levels should be complimentary with public services centres points.
- c. Economic reasons: efficient and effective public sector with lack of available finance for by local government, in order for them to conduct public services.
- d. Public administration improvement is indicated by the need to downsize the organisational line, structure and personnel.
- e. Political reasons indicated by top down regulation for decentralisation and strong intentions to sustain political power.
- f. Cultural values' consideration, such as a legacy of legal conduct from previous regime together with and orientation towards local values.

Externally:

- a. Economic reasons, indicated by international influences, due to globalisation values and regional economic crisis in Asia.
- b. The emergence of public administration paradigm changes articulated in New Public Management (NPM) implementation.

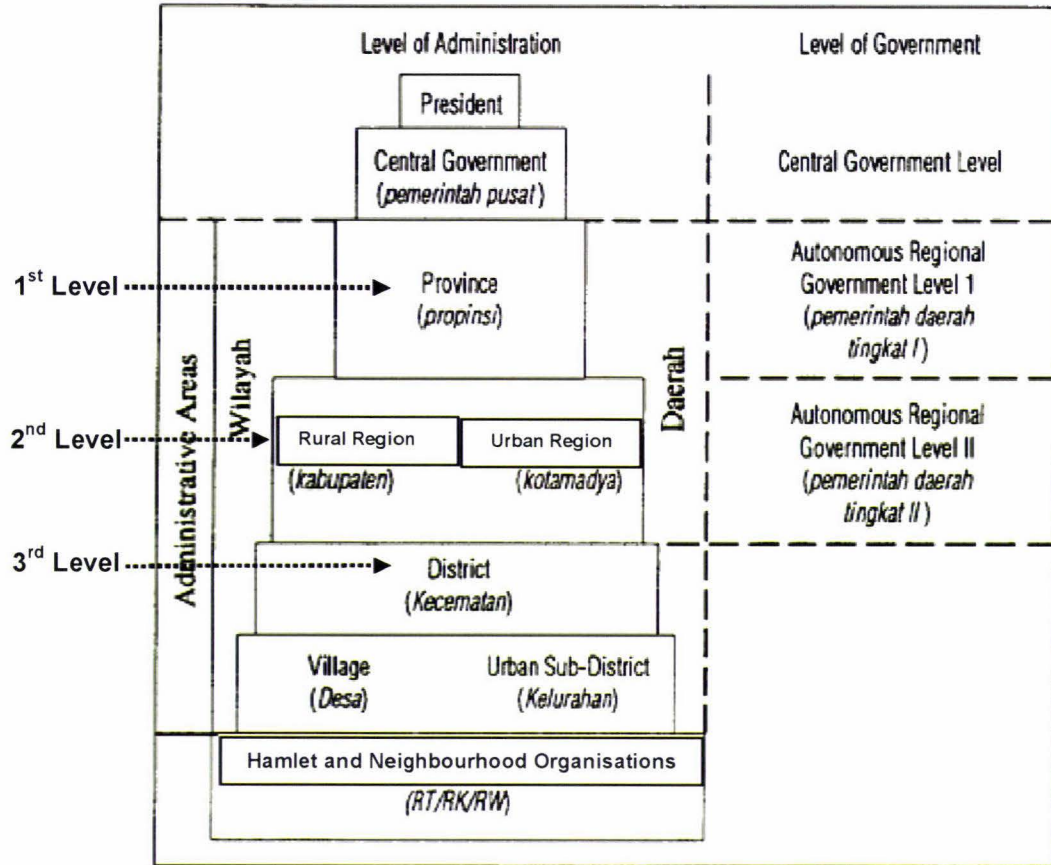
D. Practices of Local Government Reorganisation in Indonesia

1. Introduction of Indonesia's Government Structures

As stated in Chapter 1 (article 1) and Chapter 4 (article 18) of the 1945 Constitution of the Republic of Indonesia relating to the formation of the state, sovereignty and regional government hierarchy, Indonesia is a unitary state which has the form of a republic. The territory of Indonesia is divided into larger administration areas (provinces) and smaller regions (rural and urban regions or cities and districts) as prescribed by law. Similarly, Usman (2002, p. 2) and Rohdewohld (1995, p. 28-54) explain that the territory of Indonesia is tiered into autonomous provinces at the first level, autonomous rural regions (Kabupatens) and municipalities or cities (Kotas) at the second level and districts (Kecamatans) at the third level (non autonomous). Regencies and municipalities are technically at the same level of autonomous local government. The distinction between regencies and cities is determined by their location, where regencies are located in rural areas and cities are located in populated and urban areas. Within these two types at the second level of local government, there are two lower tiers of administrative units called districts (Kecamatans), which are further divided into both sub-districts (Kelurahans) and villages¹¹⁾ (Desas) that are administered under the district's government. The last three tiers mentioned above use different terminologies, according to a few authors. To clarify the situation relating to Indonesian local government levels in this research, the two figures below are presented in order to describe the hierarchy and terminologies used in local government.

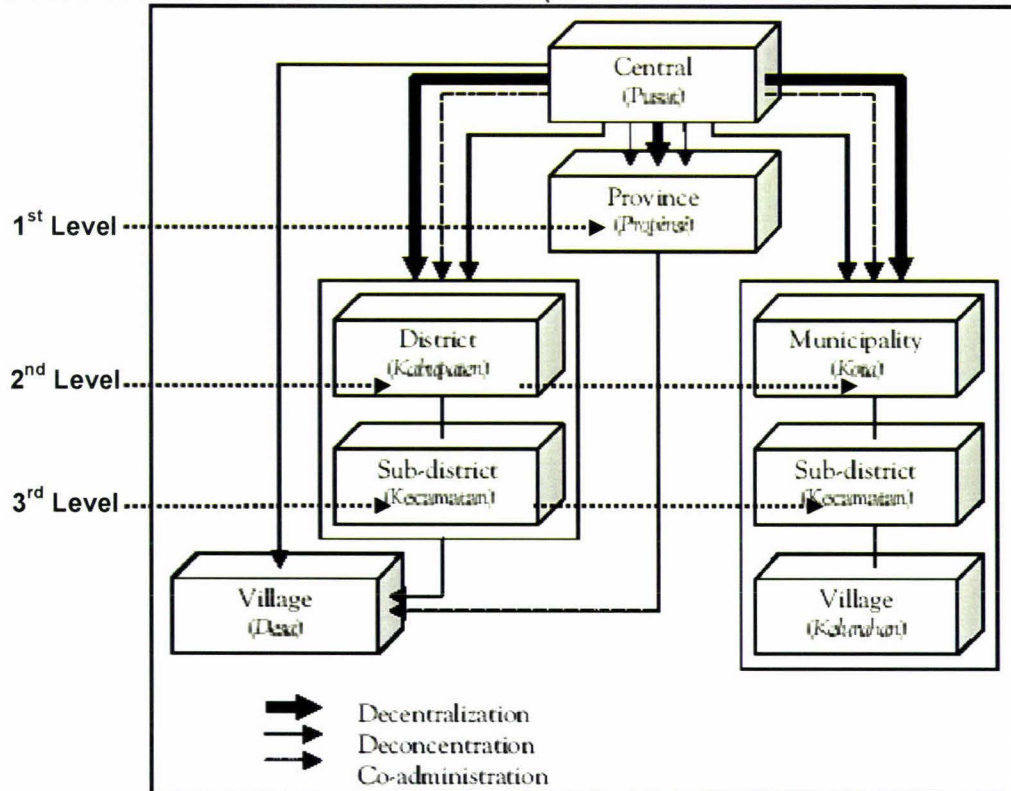
¹¹ USAID and AusAID (2006, p. 148) stated "The village level does not have a formal status in Indonesian Constitution, but the state recognises and respects the cultural identities and customary rights of traditional communities...".

Figure 2.6: Indonesian Government Framework (Levels of Administration and Government)



Source: Rohdewohld (1995, p. 32)

Figure 2.7: Indonesian Government Framework (Levels of Administration and Government)



Sources: Usman (2002, p. 3)

Although Figure: 2.6 above more than adequately describes the hierarchy of Indonesia's local government, based on National Act No. 5 1974 concerning Principles of Governance in Regional Level, most of the structures and terminologies are still relevant within the current Act and situation. Figure: 2.7 does not show the lowest nonofficial hierarchies called Lingkungan (hamlet), Rukun Warga and Rukun Tetangga¹²⁾ (neighbourhood organisations). However, it clearly depicts the distribution of power and authority from central government to the first and second tiers of sub-national government by means of the decentralisation policy (devolution). The remaining authorities are structurally distributed, based on deconcentration and co-administration, with the second and third tiers of local government.

In terms of local government terminologies, it can be observed from the figures above that there are differences and similarities between the two authors relating to sub-national government terminology. Both authors are using the term 'central government' and 'province' in exactly the same way. However, at the second administrative level, Rohdewohld (1995) prefers to label Kabupaten as a rural region, whilst Usman (2002) calls it a district. At the third level, the term Kecamatan (applied to both rural and urban areas) is called sub-district by Usman, whilst Rohdewohld chooses district. In this research, the term district refers to Kecamatan. Furthermore, Rohdewohld (1995) identified Kelurahan as a sub-district, whilst Usman (2002) titled it as a village, both for Kelurahan and Desa. In reality, Desa as a rural entity is matched with the term village and Kelurahan is refers to as a sub-district. In this thesis, Desa is referred to as a village which precisely complies with the true meaning of a rural residential area in Indonesia and Kelurahan should be called a sub-district, since it is located in an urban area and administered under a city government.

¹² Logsdon (1974, p. 53) described that "These (RT & RW) units of community organisation are designed to serve functions in two subsystems, a system of neighbourhood and the territorial administration".

Descriptions concerning the terminologies mentioned above are shown on the table below.

Table 2.9: The Terminologies of Local Government Levels in Indonesia

T I E R	Rohdewohld's Levels of Government Terminology		Usman's Levels of Government Terminology		Levels of Government Terminology Use in this Research	
		Central Government		Central Government		Central Government
1 st	Province		Province		Province	
2 nd	Rural Region* (Rural Region)	Municipality (Urban Region)	District* (Rural Region)	Municipality (Urban Region)	<i>Rural Region</i> (Rural Area)	<i>Cit/Urban Region</i> (Urban Area)
3 rd	District* (Both for rural and urban area)	District* (Both for rural and urban area)	Sub-District* (Both for rural and urban area)	Sub-District* (Both for rural and urban area)	<i>District</i> (Both for rural and urban area)	<i>District</i> (Both for rural and urban area)
	Village (Rural Area)	Urban Sub-District* (Urban Area)	Village (Rural Area)	Village* (Urban Area)	<i>Village</i> (Rural Area)	<i>Sub-District</i> (Urban Area)
	Hamlet	Hamlet	Hamlet	Hamlet	<i>Hamlet</i>	<i>Hamlet</i>
	Neighbour-Hoods*	Neighbour-Hoods*	-*	-*	<i>Neighbourhoods</i>	<i>Neighbourhoods</i>

Sources: Modified from Rohdewohld (1995, p. 32) and Usman (2002, p. 3).

Notes: (*) Different terminologies indicated in **bold type**

(The terminologies used in this research are indicated in ***italic & bold type***)

2. Overview of Reorganisation Programme at Region Level in Indonesia

As mentioned above in section B, the decentralisation policy, which officially started on 1 January 1999, can be defined as a milestone in the reorganisation of regional government administration nationwide (Ministry of Home Affairs of Indonesian Republic, 2002, p. 3-4 and <http://saniroy.wordpress.com/2006/03/10/>, 2006). At the national level, central government has already offered flexibility to sub-national level (both the provincial and region governments level) to reorganise their own administration territories based on their own local needs as long as their programme comply with national decentralisation policy. This was partly accommodated in 2005, during the State Address of the President of the Republic of Indonesia, when the decentralisation policy was enacted by the Indonesian government, in response to regional aspirations that expected the government to

play an increasing role in providing public services and regional development (http://www.thejakartapost.com/sby_speech_2005.asp, 16 August 2005). On the other hand, this flexible policy has created problems at regional level, which has affected the whole performance of overall national goals. In this case, the implications of decentralisation or the regional autonomy policy can be viewed in two ways, namely, positive and negative.

From the positive viewpoint, some cases of reorganisation in Indonesia have been recognised by observers as a political strategy and instrument for the central government to manage governance change (avoiding potential disintegration) which gives a wide-ranging autonomy to Aceh and Papua (this being a wider autonomy than other provinces and regions in Indonesia) which are well known as having 'special autonomous region status' (Hadi, 2005, p. 1; Timmer, 2005, p. 5; Rabasa and Chalk, 2001, p. 48). The basis of this reasoning comes from the 2004 State Address of the President of the Republic of Indonesia, when it was explicitly stated that the implementation of regional autonomy should be conducted appropriately, in order that it would not threaten the unity and integrity of Indonesian as a nation (which is known as the Unitary State of the Republic of Indonesia) (http://www.thejakartapost.com/mega_speech2004.asp, 16 August 2004). Additionally, the Ministry of Home Affairs of the Indonesian Republic (2002, p. 2) has previously articulated that Indonesia is acknowledged as an "Eenheidstaat" (single state nation) according to the Indonesian constitution. As a consequence, it is not possible for any region in Indonesia to have a character as a state (federalism) (http://www.gtzsfm.or.id/documents/laws_n_regs/con_decrete/Const_Law_1945.pdf, The 1945 Constitution of the Republic of Indonesia, Chapter VI, Article 18,)

Reorganisation has also been used as an instrument to carry out conflict resolution, as a result of the conflict between Muslim and Christian religious groups in Central Sulawesi, Maluku and North Maluku provinces (Huber, et. al, 2004, p. 4). In this instance, regional autonomy can be perceived as a means to sustain peace building, given that the major responsibility for local development, building local participation in public decision making process and community welfare now falls to local governments (Hadi, 2005, p.1). In practice, the initiation of peace building implementation is started by undertaking substantial changes to local administrative boundaries, through the sub-division (reorganisation) of regencies into new administrative units (pemekaran wilayah). For example, North Maluku was separated from Maluku Province and became a new province in 1999 and Poso rural region (in Central Sulawesi Province) has recently been segregated into three new rural regions (Hadi, 2005, p. 4), where the boundaries were determined based on ethnic and religious groups. Later, the strategy to reorganise local governments was claimed by the central government to be successful since it reduced the tensions and riots in those areas (http://www.gtzsfdm.or.id/documents/dec_ind/gv_pa_doc/CGI_June2002_GOIPresentation_Susilo.pdf, 2002).

At the same time, Rohdewohld (2004, p. 2) perceived decentralisation as an opportunity for the regional governments to start developing their own local governance capacity building. Similarly, Rondinelli (2006, p. 6) confirmed that decentralisation can foster equity in terms of regional economic development in local areas, since it will not only support the provision of resources and authority for pursuing local priorities and needs but also provide the opportunity for all jurisdictions to make own decisions. Apart from local self sufficient efforts towards economic

development, decentralisation through sub-district administration is also expected to accelerate poverty alleviation programmes so that the distribution of revenue from the people should be implemented through community participation-based programme in both rural and urban areas (http://www.thejakartapost.com/sby_speech_2006.asp, 16 August 2006). A parallel perception also emerges from local analysts, who believe that regional autonomy as a whole can be a key instrument to address underdevelopment and the gap between regencies in Indonesia, by fostering local communities' need for achievement, maintaining local self sufficiency awareness and developing the local people's competitiveness capability. In this situation, the analysts ignore the fact that the success of decentralisation, through the reorganisation of the local authorities programme, is merely determined by economic situations such as the surplus of original local income accumulation. However, the lack of original local income should be perceived as a motivation and learning process for the local government and community to address their backwardness (Damanik, 2006, http://www.hariansib.com/index.php?option=com_content&task=view&id=11802&Itemid=37).

Nevertheless, since 2004, a long list of decentralisation shortcomings has been admitted by the central government. As stated in the State Address of the President of the Republic of Indonesia in 2004, regional autonomy of various authorities in the (regional) government continues to take place and from time to time the implementation of autonomy is also taking shape. It must be admitted that the weaknesses or deficiencies, due to regional autonomy implementation, are still being felt in Indonesia. For that reason, the government has proposed a Bill for perfecting

the 1999 Laws, Number 22 and 25 respectively, which are also known as the preliminary regional government regulations (http://www.thejakartapost.com/mega_Speech2004.asp, 16 August 2004). Some cases stated below demonstrate the real problematic situation of regional government reorganisation. For instance, enormous numbers of initiatives come from the local elite and aristocrats on behalf of the local people's aspirations requesting partitioning of their current provincial or regency territorial administration (<http://www.suarapembaruan.com/News/2006/08/26/index.html>, 2006). The motivation behind the local elites' initiative is mostly driven by their intention to take control of remaining local natural resources, such as logging consents for timber companies and coal mining managements, as seen in the Kalimantan cases (Barr, et. al, 2001, p. 11) and timber, copper and gold mining consents, as seen in the Papua cases (Timmer, 2005, p. 1).

Rondinelli (2006, p. 8) recognises that possibly one of the disadvantages caused by decentralisation is where local elite and interest groups could capture control of local resources and at the same time reduce the capacity of central government to take control or coordinate those regions. Similar to Rondinelli, on August, 2006, the Indonesian President, Susilo Bambang Yudhoyono, stated that, since the onset of decentralisation, the excess of regional autonomy has created: macroeconomic instability; a high-cost economy; scared foreign investors, thus sapping the competitiveness of the region in both the national and global context; local governments which impose a slew of local taxes burdensome to investors; inefficiencies, due to highly standardised functions and bureaucratisation: and finally the loss of economies of scale (Rondinelli, 2006, p. 8 and <http://www.thejakartapost.com/Archives/ArchivesDet2.asp?FileID=20060824.@02>,

August, 2006). Referring to an evaluation attempt by the central government, the President of Indonesia also added, that the new administrations had failed to improve their services to the public, and Jakarta often had to intervene to cover outstanding expenses, which then added more burden to the state budget, As a consequence, by focusing on the unchecked divisions of provinces and regencies as another negative effect of regional autonomy, the central government is currently drawing up a regulation that would freeze regional divisions (reorganisation of local authorities)(<http://www.thejakartapost.com/Archives/ArchivesDet2.asp?FileID=20060-824.@02>, August, 2006).

As predicted by the Ministry of Home Affairs (MoHA) of Indonesian Republic (2002, p. 5), it has been recorded that many new administration areas were incapable of governing their new territories, due to lack of government officer management (caused by local political distortion), the combining of local income sources, high overhead costs, due to the unmanageable government organisational structure, high bureaucratisation of consents, and rivalry between heads of local government and members of local parliaments. For that reason, central government has currently postponed the draft of regional reorganisation initiatives, due to the circumstances mentioned above (http://www.depdagri.go.id/konten.php?nama=Berita&op=detail_berita&id=413, 2006 and Rohdewohld, 2004, p. 3).

Other facts presented below show inappropriate practices within regional government reorganisation in Indonesia (See Figure 2.8 for Cases' Locations). These cases occurred due to local mismanagement of decentralisation, which has in turn created violence and most of the victims come from the grass roots level of the community.

Table 2.10: Example of Cases Related to the Mismanagement of Reorganisation in Regional-Government Level Before the Issued of National Act No. 32 2004

No	Place or Region	Province	Date of Event	Main Cases
1.	Morowali Rural Region	Central Sulawesi	12 November 2005	Corruption of funds for reorganisation of regional government amounted to Rp. 5 Billion
2.	South Lampung Rural Region	Lampung, Southern Sumatra	29 November 2005	Armed confrontation between Negara Saka and Negeri Ulangan Jaya sub-district destroyed a few local houses.
3.	Western Papua	Papua	12 January 2006	People's Assembly of Papuan insisted that central government apply a Special Autonomy Law for Papua Province and involve locals before reorganising Papua into two provinces.
4.	Muna Island, Muna Region	South East Sulawesi	3-4 April 2006	Thousands of Muna's islanders from six districts asked for appropriate reorganisation of new regency in Muna island and condemned their Head of Region during their demonstration. They also burned their Resident Identity Cards as a protest.
5.	Alor Rural Region	East Nusa Tenggara	23 May 2006	Turmoil caused for people by the combining of boundaries between two adjacent districts. These two groups threatened each with spears, bows and arrows and swords.

Sources:

1. <http://www.liputan6.com/view/7,112329,1,0,1148390478.html> (2 of 2) 24/05/2006 1:26:17 p.m.
2. <http://www.liputan6.com/view/7,113320,1,0,1148390155.html> (2 of 2) 24/05/2006 1:18:34 p.m.
3. <http://www.liputan6.com/view/1,115758,1,0,1148389886.html> (2 of 2) 24/05/2006 1:13:09 p.m.
4. <http://www.liputan6.com/view/7,120471,1,0,1148389276.html> (2 of 2) 24/05/2006 1:06:00 p.m.
5. <http://www.liputan6.com/view/7,123324,1,0,1148389057.html> (2 of 2) 24/05/2006 1:03:10 p.m.

The cases mentioned above can be perceived as a warning to central government to take the reorganisation of administrative areas seriously, because otherwise it will create more victims. Critiques related to reorganisation mismanagement also come from local analysts. Based on their surveys, it has been found that all the incidents stated above are possibly the result of local administration reorganisation and it is predicted that this will bolster ethnocentrism and tribalism. Prasodjo (2006), one of the most prominent Indonesian researchers from the University of Indonesia, explicitly states, "We all know that the administrative borderline for regencies in the country was drawn based on an ethnicity fault line. And empowering regencies also means giving room for ethnocentrism to thrive," The

example of tribalism is obvious in certain regions, where a new local aristocracy has been created to augment the power of a regent or mayor. Recruitment and promotion for local government strategic positions are based on nepotism derived from royal bloodlines, ethnicity and political affiliation. In the time of local election, the diversion of financial support (grant) from the central government and local revenue resulting from natural resources extraction is used by the local politicians for funding their own interest to counter local political rivalries (<http://www.thejakartapost.com/ArchivesDet2.asp?FileID=20060831.@01>, Interview with Eko Prasodjo, August, 2006).

These examples show the fragility of decentralisation practices in Indonesia in general. As the decentralisation process enters its third stage, namely the consolidation phase ¹³), and despite its undesirable impact in fuelling tribalism, analysts believed that regional autonomy is an irreversible process and that central government must not attempt to abrogate it (<http://www.thejakartapost.com/Archives-/ArchivesDet2.asp?FileID=20060901.A05>, September, 2006)

3. Overview of Reorganisation Programme at Sub-District Level in Indonesia

Apart from the general descriptions of decentralisation practice and reorganisation programme results at region government level in Indonesia (on section B and D), it is difficult to present in details about practices and results of reorganisation programmes at sub-district level from a particular urban region or rural region in Indonesia because of the scarceness of online sources. Therefore, passages below tried to explain sub-district reorganisation programme by using legal

¹³ The Main Strategy of regional autonomy implementation in Indonesia is divided into four phases: Initiation phase, conducted in 1999-2001 to establish sets of regulations; Installation phase, conducted in 2002-2003 to develop personnel, financial procedures, processes and documents; Consolidation phase, conducted in 2004-2007 to strengthen, develop and adjust the regional autonomy programme; and Stabilisation phase, conducted from 2007 onwards to sustain the regional autonomy programme (Directorate General for Regional Autonomy of Indonesian Republic (2002, p.1) (http://www.gtzsfdm.or.id/documents/dec_ind/o_pa_doc/PermasalahanOtDa_Di-itjen%20Otda.pdf, 27 November 2002).

framework approach including basic criteria for conducting reorganisation such as standard of population and area. Cases are taken from local governments that scattered in some provinces and islands in Indonesia e.g. Bandung City (West Java), Lampung Utara (Southern Sumatra), Sambas (West Kalimantan) etc. All cases about reorganisation of sub-district in this research is explained and focussed on two periods of time i.e. from 1999 to 2003 and from 2004 to 2006.

Firstly, reorganisation of sub-district that is accomplished after 1999 to 2003 is based on National Act 22 1999 about Regional Governance (replaced National Act No. 5 1974 Concerning Basic Principles on Administration in the Region) and Ministry of Home Affairs (MoHA) Decree No. 65 1999 about General Guidance of Regulation to Form Sub-District. The shortcomings of both National Act 22 1999 and MoHA Decree No. 65 199 were crucial because none of its articles clearly regulated quantitatively about the requirements and standards on how local government should deal with reorganising their tiers of territorial administration in term of population, size of the area, proximity and utilities. As a result, sub-national authorities set their own quantitative requirements and standard dealing with reorganising sub-district administration level. For example as it is presented on the Table 2.10, the standard of population number to form a new sub-district in Lampung Utara, Lampung Timur and Sambas jurisdictions was 2,500 to 20,000 residents or 500 to 4,000 family units while in Bandung City the standard was 3,500 to 25.000 residents or 750 to 5,000 family units.

Secondly, planning for reorganising sub-district administration from 2004 until now is based on National Act No. 32 2004 Concerning Regional Administration and the most recent regulation known as MoHA Regulation No. 31 2006 about Formation, Deformation and Amalgamation of Sub-District which is issued at 10 October 2006

(see chapter one page 13). Although National Act No. 32 2004 was aimed to replace National Act No. 22 1999, it was did not regulate in detail the standard to establish new sub-district administrations until the MoHA Regulation was issued subsequently. As it stated on article four, the formation of a sub-district should comply with requirements such as number of population, area of coverage, jurisdiction, infrastructure and superstructure. In more detail, article five further explains both quantitatively and qualitatively about the standardisation of requirements are as follow:

(1) Standard number of population in a sub-district regarding with requirement about population on article four, section a are:

- a. To form one sub-district in Jawa and Bali islands (western part of Indonesia), one sub-district minimally consist of 4,500 residents or 900 family units;
- b. To form one sub-district in Sumatera and Sulawesi islands (middle parts of Indonesia), one sub-district minimally consist of 2,000 residents or 400 family units; and
- c. To form one sub-district in Kalimantan, NTB, NTT, Maluku and Papua islands (eastern parts of Indonesia), one sub-district minimally consist of 900 residents or 180 family units.

(2) Standard of area coverage of one sub-district as it mentioned on article four section b are as follow:

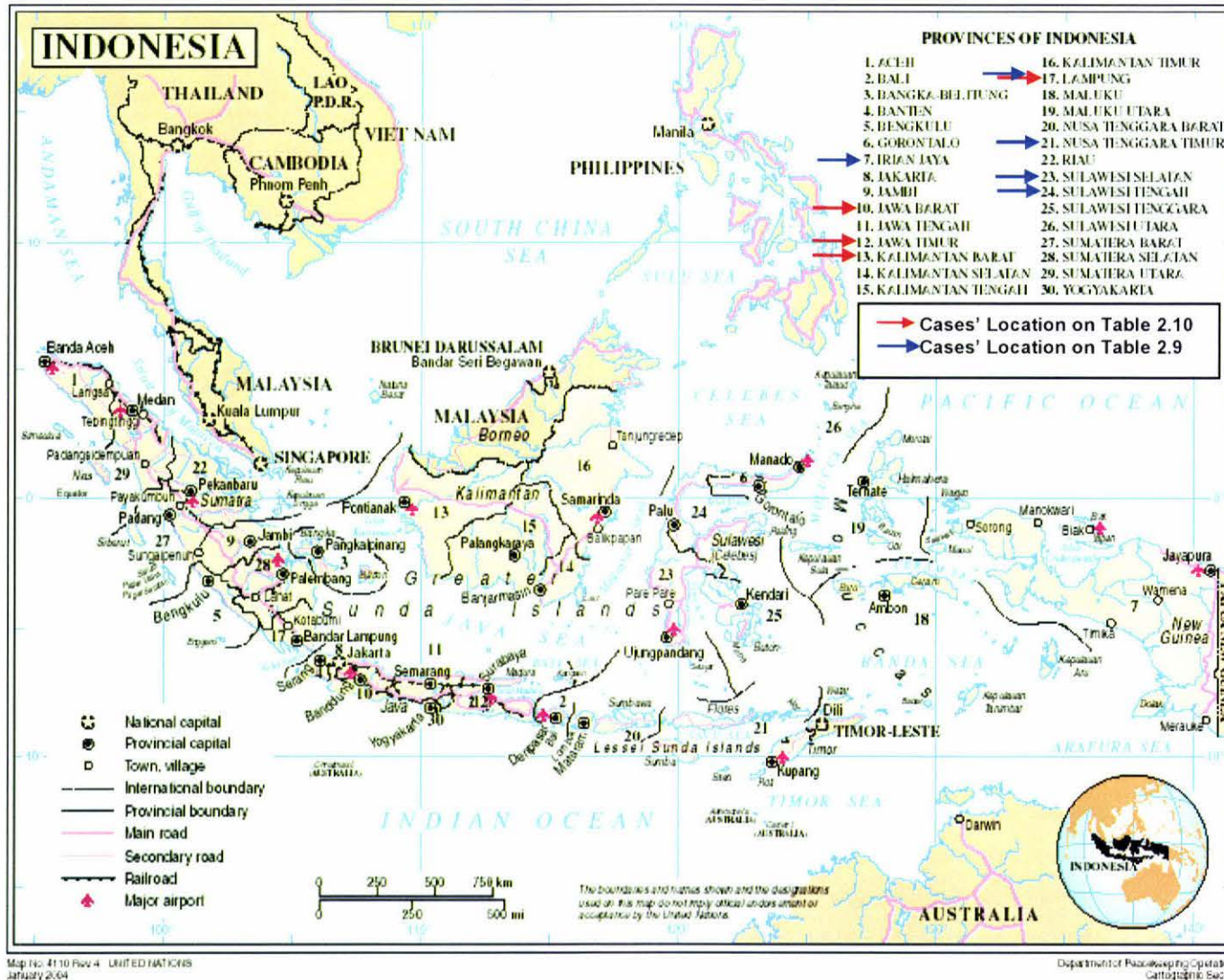
- a. To form one sub-district in Jawa and Bali islands, one sub-district at least administered three (3) Kms² area of coverage;
- b. To form one sub-district in Sumatera and Sulawesi islands, one sub-district at least at least administered five (5) Kms² area of coverage; and
- c. To form one sub-district in Kalimantan, NTB, NTT, Maluku and Papua islands,

one sub-district at least at least administered seven (7) Kms² area of coverage.

- (3) Jurisdiction of one sub-district is aimed for reinforcing authorities and maintaining public services as it mentioned on article four section c (quantitative standard).
- (4) The availability of infrastructure and superstructure on a sub-district administration to govern its jurisdiction as it stated on article four, section d includes:
 - a. A sub-district office government;
 - b. An established and good quality of telecommunication networks;
 - c. A set of good quality of city utilities such as road network
 - d. A set of good quality of public facilities.

Both Bandung City and Malang City Governments are likely to reorganise their sub-district according to the new standards explained above while it is found that Mataram City Government is unlikely to comply with the standard as the regulation is ratified after the sub-district reorganisation programme completed at the end of August 2006 (see chapter 4). The quantitative requirements in that regulation however are seemingly focusing not an economic variable such as the deficiency of resources and annual local government revenues but more on basic superstructure factors such as the availability of roads connection and telecommunication.

Figure 2.8: Location of Local Government Reorganisation Cases



Source: Modified from <http://www.un.org/Depts/Cartographic/map/profile/indonesi.pdf>, 2006.

Table 2.11: The Rationale to Establish Reorganisation of Sub-District Programme in Indonesia

Location/Period	INPUT Causes/Facts	PROCESS Rationales/Criteria	OUTPUT Results	OUTCOME Impacts
1	2	3	4	5
1) Sambas Rural Region (West Kalimantan/Borneo Province) 2003	<ul style="list-style-type: none"> Sambas rural region has 6.395,70 km² or 639.570 Ha (4,36% of total area of West Kalimantan Province) 	<p>According to Sambas Rural Region Regulation No. 12 2003 Article 3 Section regulate criteria of its sub-district reorganisation programme:</p> <ul style="list-style-type: none"> One new sub-district should consist of at least 4 hamlets One sub-district should minimally consist of 2,500 residents or 500 family units and maximally 20.000 or 4,000 family units 	<ul style="list-style-type: none"> n/a 	<ul style="list-style-type: none"> n/a
<p>Sources 1): http://www.bappenas.go.id/pesisir/document/No%2012%20T%20HN%202003%20SMB.doc?PHPSESSID=e7980be1c7d5cfab659836438caeffb4</p>				
2) Lampung Utara and Lampung Timur Rural Regions (Southern Sumatra) 2000	<ul style="list-style-type: none"> n/a 	<ul style="list-style-type: none"> Both Lampung Utara Rural Region Regulation No. 12 2000 and Lampung Timur Rural Region Regulation No. 30 2000 required that one sub-district should minimally consist of 2,500 residents or 500 family units and maximally 20.000 or 4,000 family units. 	<ul style="list-style-type: none"> n/a 	<ul style="list-style-type: none"> n/a
<p>Sources 2): http://www.lampungutara.go.id/2005/data/Perda2000/No_12-2000.pdf, http://www.bappenas.go.id/pesisir/document/No%2030%20THN%202000%20LPT.doc?PHPSESSID=02630246e232ef24465fe4730fdf6775</p>				
3) Bandung City-Urban Region (2000)	<ul style="list-style-type: none"> n/a 	<ul style="list-style-type: none"> Based on Bandung City Regulation No. 9 2000 which is required that one sub-district should minimally consist of 3,500 residents or 750 family units and maximally 25.000 or 5,000 family units. 	<ul style="list-style-type: none"> n/a 	<ul style="list-style-type: none"> n/a
<p>Sources 3): http://www.bandung.go.id/images/download/09.Tahun_2000.pdf</p>				
4) Bandung City-Urban Region (West Java Provinces) 2006	<ul style="list-style-type: none"> To comply with National Act No. 32 2004 Article 5 Section 5 and MoHA Regulation No. 31 2006 Article 4 and 5 	<ul style="list-style-type: none"> Local Assembly of Bandung City already formed a special committee to scrutiny process and collect data and information related to reorganisation plan 	<ul style="list-style-type: none"> 26 district will be divided into 30 districts and 139 sub-districts will be divided into 151 sub-districts 	<p>Positives:</p> <ul style="list-style-type: none"> To redistribute population which is accumulated in the core and western parts of the city

1	2	3	4	5
	<ul style="list-style-type: none"> • To comply with population standard on Ministry of Home Affairs Decree No. 31 2006 Article 5 Section 1 • Bandung City consist of 26 districts and 139 sub-districts • There was a feasibility study about reorganisation programme conducted by University of Padjadjaran Bandung-West Java at 2004 • 70% of total city area is located in eastern but it is only occupied by 20% of residents so there is imbalance of residents dispersal (Demographic factors) • Bandung has 16,700 Ha with 2,5 million people night time and the population dispersal is not balance • Effectiveness of public service delivery • Reorganisation based on decentralisation principles 	<ul style="list-style-type: none"> • The development of the city is designated to eastern part of Bandung City to resettle residents from other parts of the city • Well preparation will be made to attract people to stay in the eastern part e. city infrastructures, sub-districts offices, civil services availability and capability. This is part of local legislators' special committee to asses. • The fund estimation to reorganisation of sub-district should be conduct ASAP • Influential members of local parliament insist to focus on the process as a key to avoid potential abuses and ensure the programme will be fairly conducted • Local assembly also emphasised that the programme should involve local community because suspiciously it is driven by local elites interests • Reorganisation focus on regency and city town tiers and compliment of unitary system • Reorganisation by separation or division based on population size (new standard stated by Ministry of Home Affairs Decree No. 31 2006 Article 5 Section 1 where new sub-districts at least consist of 4500 residents or 900 family units) 	<ul style="list-style-type: none"> • The boundary of Bandung City will not be changed but the borderlines of its administration area will change 	<ul style="list-style-type: none"> ○ To relocate commercial centres area and activities to eastern part of the city ○ To optimise public services for city dwellers by decreasing distance to reach public services points by and adding new sub-districts ○ Sub-districts also formed to increase government function and community empowerment towards city welfare <p>Negatives:</p> <ul style="list-style-type: none"> • Newly formed sub-districts but lack of potency will only make new burden for the Bandung City Government in case of distribution development funds • Special earmarked grant that should be given to the Government of Bandung City by central government will be increase because the state will responsible to provide the budget until the new instances can be autonomous

Sources 4): http://www.depdagri.go.id/file_profil_uk/Permen-No.31-2006.doc and <http://www.pikiran-rakyat.com/cetak/2006/062006/25/0201.htm>

1	2	3	4	5
<p>Malang City-Urban Region (2005)</p>	<ul style="list-style-type: none"> In 2005 fiscal year the plan for reorganization of district and sub-district administration is merely on feasibility study and transparency about the plan to the community of Malang City. In general, the future reorganisation programme will be considering the number of population (Demographic factors). Focus of reorganisation programme is districts tiers rather than sub-districts ones. To comply with National Act No. 32 2004 Article 5 Section 5 and MoHA Regulation No. 31 2006 Article 4 and 5 	<ul style="list-style-type: none"> In 2005 the transparency is conducted in order to give community information about how many district and sub-district that would be divided so they will prepare for the unpleasant consequences that probably occurred after during and after the reorganisation programme being held 	<ul style="list-style-type: none"> In 2006 it is expected reorganization programme can be accomplished where 5 districts will be divided into 10 new districts and 57 sub-districts will be divided into 69 sub-districts. Technically, each districts will be separated into two parts while in sub-district case there are few sub-districts will be separated into two parts but most of them remain the same and not all sub-districts under the district jurisdiction will be reorganized due to population standardisation.. 	<p>Positives:</p> <ul style="list-style-type: none"> The programme is addressed to improve public services delivery and accessibility so in the near future for those who want to get personal identity card service will travel in relatively shorter distance for efficiency The head of districts is expected to have greater accessibility to monitor their jurisdictions. <p>Negatives:</p> <p>Although the local authority believes the consequences of the programme will not be severe, the inconvenience implication will be appeared such as each resident have to re-register their personal identity card, residential administration and certificate of belongings (land, polis insurance and vehicle registration) under new address based on newly reorganised sub-district jurisdiction.</p>
<p>Sources: http://www.pemkot-malang.go.id/berita/berita.php?subaction=showfull&id=1111030090&archive=&start_from=&ucat=1&</p>				

E. Comparison of Criteria Uses to Reorganise Local Government in Developed Countries and Indonesia

This section is aimed to compare the criteria that used in developed countries and criteria used in Indonesia in order to reorganise regional government. As explained before, criteria for reorganising sub-national tiers in developed countries mostly concern the formation and amalgamation of urban regions while in case of Indonesia the criteria will be based both on region and sub-district level. Based on Table 2.8 and Table 2.10, criteria that are considered in order to reorganise local government administration level are:

Table 2.12: Comparison of Criteria Used in Developed Countries and Indonesia

No	Criteria	Developed Countries	Indonesia
1	Demography	Number of Population is highly considered in Japan but less in Paris	Number of population is highly considered in any level of reorganisation due to national regulation not only about the quantity but also cultural values attached in community It is become mandate to reorganise sub-district in Mataram City
2	Boundary	Boundary rarely considered except in Paris where people on sub-district level tend to reluctant to be reorganised	Boundary is less considered nationally but few cases of reorganisation mismanagement caused by inappropriate boundary determination
3	Economic	Local revenues and efficiency is highly considered in Japan, Germany and South Korea but less considered in Paris	Local economy is less considered in details even in the new regulation Local revenue is an end of reorganisation programme in Mataram City
4	Public Services	Public services accessibility is highly considered but less in Japan because the distance to reach centres of public services increase but it is solve by e-government (IT)	Public services is highly considered an become on of mandatory to reorganise sub-national administration including in Mataram City
5	Method	Reorganisation or formation of new local government administration by means amalgamation in Japan Germany but less in Paris. South Korea tend to merge	Reorganisation or formation of new local government administration by means separation or division
6	Stakeholders Involvement	Stakeholders involvement is less considered in Japan and Paris because it is more top-down but highly considered in Germany and South Korea	Stakeholders involvement is trying to be enforced in Indonesia as well as other principles in good governance
7	Reorganisation Teamwork	A special teamwork is highly considered in South Korea	A special teamwork is highly considered in Mataram and Malang City

Source: Modified from Table 2.8 and 2.10.

Some criteria stated on above table are specified in this research as factors that influenced the programme to reorganise sub-district level in Mataram City. At the bottom line those criteria will be discussed in the chapter four in order to compare and evaluate empirical cases of local government reorganisation programmes from various places and practice of programme for reorganising sub-district administration in Mataram City. The section below explains those criteria by using relevant theories and sources in order to underpin the analysis that will be obtained in chapter four.

G. Theories of Factors Influencing the Reorganisation of Local Government

In general, there are many (local) factors that significantly influence the reorganisation of local authorities, such as demography which includes: tribalism; local culture and ethnicity; stakeholders involved in local governance; the demand for better public service provision as a part of public administration and the social political situation; local revenues; and information technology capacity. In practice, it is difficult to see the factors as being independent, because they have an interrelationship or sometimes interdependence with each other and they simultaneously influence the existing local authorities. That is the reason why it is difficult to examine factors that merely relate to the spatial and land use study, which affects local authorities. However, Coppock and Sewel (1976, p. 3) explicitly stated that geographers have a major contribution to make towards the study of public involvement, together with its efficiency and they can help to shape policies in the planning and policy-making domain. The section below attempts to separately explain and discuss these factors, in order to investigate their relationships with local authority reorganisation.

1. Local Authorities Terminology and Its Domain.

The term 'local authorities' usually refers to local government. Generally, it can be defined as "a county, municipality, city, town, township, local public authority, school district, special district, intrastate district, council of governments, any other regional or interstate government entity, or any agency or instrumentality of a local government" (www.complianceregs.com/40cfr/Chapter1/subB/Part31/31-3.html, 2006). Therefore, local governments are subordinate under the nation-state level, known as central government, national government or federal government (in the USA case). In addition, assuming the existence of local governments is within the democratic system and modern nation context, they are usually attributed with both functions and authorities. Local government functions usually relate to the various basic public services provision that they deliverer to the community and this is referred to as 'the prosperity manner' Local government can also be perceived as organisations, which are delegated with authority by a higher level of government, not only to conduct those public services but also they have power to enforce local administrative law, orders, local revenue (taxation) and other legal duties (Ahmad, 2005, p. 1-2). In this case, Lockhard, 1969 (Massam, 1975, p. 152) argued that government can be seen as a group of people, within institutions, who order a (given) society and they have existed naturally at the same time with political organisations (Massam, 1975, p. 153).

There are two ways to observe government as an entity: through its internal and external environments. Internally, as a public sector or authoritative organisation, a local authority structurally consists of elected or appointed leaders and personnel or government officers, where formal roles are discrete according to their functions (Sisks and Williams, 1981, p.5-8). It also has an official office or supply centres

(Massam, 1975, p.2 and Goddard, 1975) and relatively limited (delegated) authority and management processes to accomplish these services functions (Sisks and Williams, 1981, p. 197 and 252). Other intangible attributes of local government include a self organisation culture, together with sets of values, ethics and conduct (Duffy and Hutchinson, 1997, p. 355 and Taylor, 1992, p. 234).

Externally, a local government has territoriality jurisdiction and responsibility to conduct services for its population or constituents, particularly within its jurisdiction area. The population can be recognised as stakeholders (Dunn, 1994, p. 70 and Bryson, 2004, p.27). The term stakeholders, in this case, refer to an interest group or individual who has a stake in the success of an organisation in conducting its intended results and maintaining the viability of the organisation's service. Stakeholders not only influence programmes, products and services but they are also affected by any kind of action taken by the local government (Azfar, et al., 1999, p. 14-16, http://www.gtzsfdm.or.id/documents/library/on_dec/IRIS1999_Decentr_Public-Services.pdf).

To investigate in more depth the existence of local authorities, it is easier to approach by examining factors which influence local government, such as those stated below.

2. Demographic Factor

Perhaps the demographic factor is the most influential factor shaping local authorities. This is because demography usually deals with dimensions of population and its associated attributes, such as numbers, density and growth of population (Massam, 1975, p. 1-2; Goodstein (cited in Henry, 1982, p. 279); Nelson, 1990, p. 444 and UNESCAP, 2006). These factors force local authorities to adjust the ratio

between their service delivery systems and the number of customers to be served. At the same time, it also identifies the characteristics of the population, including cultural values, political affiliation and identity of ethnicity that is seen in either a homogeneous or heterogenic population (Teshera, 1970, Dixon, 1968, and Israel, 1963 (cited in Morrill, 1976, p. 228); Coppock and Sewell, 1976; and Douglass and Friedmann, 1998, p. 164-165). However, it is believed that invisible factors, such as cultural and tradition substantially and potentially create more complex interventions and a multi-faceted approach is needed from the local authority, due to the possible occurrence of negative unpredictable impact in the future. Conflicts at the grass-roots level of community might appear because of diversity within a community. Sandercock (in Douglass and Friedmann, 1998, p. 168) emphasises the specific contemporary issues of population related to gender, race, deviant sexual characteristics and disabled people, which need to be taken into account in the decision making process.

All these factors have resulted in a significant impact on the reorganisation of local authorities. For example, UNESCAP (2006) recorded that the rapid urban development process in case of developing countries had led to swift and drastic changes in the physical, economic, social, political and administrative structures of these countries and their cities. Governments in many countries, at all times, have felt the need to guide and control the important structural changes which are taking place within their domain. Furthermore, the rationalisation of the number of authorities in England in the mid 1970's was accomplished due to demographic factors, where the number of authorities in the more populous areas increased, whilst it decreased or diminished in less populous areas (Coppock and Sewell, 1976, p. 69-75).

3. Emergence of Good Governance Paradigm Factor

Some developing countries previously perceived government at any level as the most determinant actor among others. This viewpoint is plausible, since the main resources are held by government both central and local government. The emergence of good governance ideas brings a new approach, when viewing the government's role in the (urban) development arena and global market penetration. Government in the democratic system may no longer be such a dominant actor: it is merely a main stakeholder alongside other stakeholders. As a result, local authorities have to redefine their role in the public sector. Using the term 'stakeholders', Bryson (2004) and UNESCAP (2006) state that stakeholders consist mainly of the government itself at any level, the community, the private sector or corporation, and Non Governmental Organizations. All of these have interrelationships, where the government in particular has an obligation to meet other stakeholders' needs and go even beyond their expectations (Dunn, 1994, p. 70 and Bryson, 2004, p. 27). For example, a local government has to design a town, based on local needs. To provide precision town planning, a local government, within a democratic country, usually encourages community-based planning that facilitates local community participation in shaping their own city, directly or indirectly by using online multimedia technology (Fainstein, 2000, p. 453 and Al-Khodmany, 2001, p. 548-550).

In addition, Rochman (1999) expected that interrelationships amongst stakeholders can possibly create partnerships amongst the stakeholders, because it naturally develops reciprocal relationships (Dunn, 1994). Moreover, it also creates checks and balances, in order to control the government's role. In this case, New Zealand Urban Design Protocol 2005 is used as an example, which was designed to provide a set of rules, particularly for local and central governments to cooperate with

other stakeholders, such as property developers, design professionals, educational institutions and other relevant groups of stakeholders who work with urban planners to ensure better quality of urban planning achievement (NZ Urban Design Protocol, 2005, p. 2). In the long run, these situations affect institutional improvement for (local) government (Norris, 2003, p. 5).

However, ensuring genuine partnerships is not easy to achieve, since by their nature government has both an obligation to protect and serve the community, whilst at the same time it also has a relatively wide authority (ensured by the political system), or even power to force other stakeholders, in a few particular circumstances. Friedmann (2002, p. 117) argues that it was hard to reach good governance (partnerships) situation in a democratic state such as Australia, where a local government (Victoria Minister of Planning) was able to suspend public consultation concerning Melbourne, a metropolitan city. This does not mean that to some extent, good governance has no place in implementing relationships because Friedmann is obviously optimistic about good city-regional governance.

Other challenges to the reinforcement of good governance are coming from internal government officers, such as planners and decision makers. They have always been prominent in designing spatial city planning (Macdonis and Parillo, 1998, p. 376-377). Other authors also highlighted the behaviour of the planners themselves, as they believed that planners do not always work under free-value circumstances, due to self-serving interest groups (Taylor, 1992, p. 234). They are even condemned by the political left as having the function of promoting capitalist accumulation (Dear and Scott, 1981 cited on Evans, 1995, p. 3).

4. Public Services Factor

There are some issues attached to public service, which are mainly concerned with the service itself (quality and quantity) and this is related to the capacity (performance appraisal) of civil servants (as the service provider) and the availability of public service centres. Both the quality and quantity of services rely on the availability of human resources and infrastructure as stated above.

Massam (1975, p. 6) recognised the gap between available numbers of personnel and work load, due to the increase of demand for services. Consequently, working hours should be added to meet the quality of service in terms of time which is consumed. The accessibility or otherwise of supply centres can also negatively affect the efficiency of services (Massam, 1975). Several issues, included in the case of accessibility factors that are both intangible and tangible. These include transportation-costs, time, distance-decay and functions. These issues are used to measure the quality or efficiency of services distribution (Massam, 1975, p. 23-31). Massam demonstrated the use of mathematical formulae to measure accessibility for the public to reach public services centres, such as: the measurement of compactness (MC) of a service district where the space is assumed to be homogenous (the formula is $(MC = \sum_{i=1}^n d_{ij} m_i)$ in which d_{ij} is the distance between the i th point and j and m_i is the weight of the i th point); spatial efficiency measurement by using concept of Moment Inertia (M) of the location of an administrative centre with respect to the distribution consumer in the administrative area (the formula is $(MC = \sum_{i=1}^n d_{ij}^2 m_i)$; and public services provided by considering the number of service contract providers, range (R) and threshold (τ) population and per cent service recipients (if $\tau = R$, a balance is achieved).

Other studies based on mathematical formulae, were also used to measure distance-decay and utilisation, which is useful to examine:

1) Relationships between effectiveness and distance from facilities; 2) satisfaction and distance; the measurement of local sentiment and control to know 3) the relationship between perceived control and size of area; 4) Relationships between output and cost per unit, 5) Aggregate cost curve for a set of services, 6) relationships between satisfaction and the number of centres in an area, and 7) relationships between satisfaction and costs.

To improve civil servants' performance, OECD (1996, p. 22) suggested that officers needed to be involved in the civil service network, in order to structure their careers as professionals, so that they will have a broader understanding about the government and its policy. In this case, the OECD concluded that the more an officer has experience across the various divisions or ministries, the better their perception of the perspectives of other fields and their understanding of the range of services which are managed collectively.

5. Social Political and Public Administration Situation.

Parts of these factors have already been accommodated in the previous section. Therefore, only a number of details, referring to the role of key stakeholders, will be highlighted. Some authors believe that social, political actors and institutions have a great affect on determining local authority reforms (Massam, 1975 and Nelson, 1990, p. 444). For example, statutory bodies in England and New Zealand have made significant contributions towards reorganising their own local governments and by launching sets of regulations, such as the Local Government Act (LGA), the Resource Management Act (RMA), the Urban Design Protocol and

local commissions for particular purposes. These contexts will be explained in the next section, since it is hard to limit the line between this section and the section concerning planners and theorists.

Furthermore, the regulations stated above introduce some tools, which are used by local governments to conduct their role in specific matters for instance, planning tools, zoning ordinances, building regulations and by-laws, permits, inspections and penalties (http://www.unescap.org/huset/m_land/chapter5.htm, 2006). Interestingly, Dunkerley, 1983 (cited on UNESCAP, 2006) states that Asian countries, in respect to tools are known for their lack of implementation. However, Nelson (1990, p. 444) emphasised "...there is no ideal pattern (of local government organization) suitable for all local communities. Rather, local citizens and officials need to be empowered to create optimal patterns of orders for themselves." This means that empirically, not all tools produced in Western countries can be easily fitted to the local situation, specifically in those Asian countries which are characterised by rapid, physical expansion of the population, population growth rates, high levels of centralisation and hierarchical administrative and political structures (UNESCAP, 2006).

6. Communication, Information and Technology.

As mentioned previously, communication and computer operating skills, which are associated with planners, have a significant impact on supporting urban planning. In this section, some authors explain that communication, as well as information and technology systems, have a great impact on shaping the structure of local government (bureaucratic organisation) or vice versa. The studies suggest that government structure (usually characterised by a hierarchy, centralisation and

specialisation) have an effect on the communication process, because each character contributes a distortion in the information flows, that relate to the span of control and thus decentralisation is needed and a further physical setting of the organisation's structure (Wilensky (cited on Henry, 1982, p.11).

In more detail, Gilfoyle and Thorpe (2004) emphasise the necessity of an information flow that is critical for the day-to-day working basis. As local authority management becomes ever more complex and accountable, so the role of information, as an organisational resource, will assume even greater prominence (Gilfoyle and Thorpe, 2004, p. 4).

Similar to Al-Khodmany's perception, Gilfoyle and Thorpe (2004, p.11) are optimistic that it is a remarkable start for a government agenda, both central and local government, if they modernise by using strategies for an information age government (including e-government and e-citizen strategies), since these strategies focus on the improvement of services for citizens and businesses, together with the more effective use of the government's information resources. One of the tools, called GIS, according to Gilfoyle and Thorpe (2004, p. 37) offers the greatest impact on local authorities, in their activities related to flexible mapping, land and property matters, network analysis, incident analysis, area boundary determination, socioeconomic analysis and environmental monitoring and management.

The use of IT particularly internet in Japan is effective in case of public services provision and accessibility. However, based on Gilfoyle and Thorpe's research, it is recorded that there are at least 14 constraints against for total implementation of geographical information (e-citizen) and they are: insufficient for implementation; inadequate financial resources; inadequate hardware; poor quality of data; insufficient awareness; lack of top level commitment; no information strategy;

inadequate training; no Information Technology (IT) or Geography Information System (GIS) skills; unclear responsibilities; no standards for data; no clear IT/GIS implementation plan; no IT strategy; and inadequate systems. A similar situation was also found in India and Mpumalanga province (South Africa) cases, according to Walsham and Sahay (1999) and Harris and Weiner (1998).

7. Limitation of Local Financial Support and Local Economic Development Factor

A study conducted by Henry (1982) recognised that the use of block grants, as the mechanism for the funding supply for government required improvements on the way local authorities inform and consult on their budget with the community. At the same time, the community needs strong representational bodies to emphasise their demands. Overall, Goodstein (cited on Henry, 1982, p. 280-281) concluded that the Block Grant Program (used in Indonesia), as the newest type of grants, is a combination of categorical and formula grants. The block grant programme has advantages such as: reducing overlapping with categorical programmes: it forces the community to be effective in order to reduce separate applications: it enables the allocation of resources, according to varying local needs and self-determined priorities, in order to meet unanticipated changes in local conditions: and it offers more opportunity for community participation.

It has also been proved that a financial or budgeting system has a relatively strong influence, according to a case in England, where a reduction in (planning) grants resulted in the resignation of planners working in the local government (McLendon, 2003, p. 881). The sufficiency of local finance, particularly when dealing with efficiency issue, is believed to be a trigger for local government reorganisation in some advanced countries, such as Japan and Germany.

Other cases, relating to the economic developmental agenda, show the impact of economic development progress in local government policy, where the power from county councils (previously dominated by landowners) shifted to municipal authorities, that were currently dominated by the industrial and commercial capital (economy driven) (McDouglas, 1979 cited on Evans, 1995, p.4). In addition, as the economy evolves, new types and combinations of office activities will develop with new location requirements to match (Goddard, 1975, p. 34). For example, local authorities in the Central Business District (CBD) area should be reorganised in order to comply and be responsive, in particular to the private sector stakeholder.

However, private property rights, which have become an important consideration in New Zealand's planning regimes, as a means to ration and determine the use of land, have resulted in: power being derived from ownership of land; property being a commodity that can be bought and sold in the market; and planning difficulties arising from externalities of land-use (Rosier, 2005, p. 227 and Fisher, 1993). Furthermore, Healey warned that rights (enjoyment of private properties) and duties (obligation to respect laws) are essential, in order to encourage people to interact and to give people the power to demand to be involved (Healey, 1997, p. 295).

8. Existence of Sub-District Boundaries in Mataram City (An Overview)

The last but not least, local factors such as boundaries between any levels of administrations territories in Indonesia can be source of conflict as it is depicted on Table 2.10 above. Conflict about boundary determination can be perceived as a specific cultural context in Indonesia as well as in Mataram City because of the existence of multi ethnicities and beliefs. However, it is difficult to find specific

theories to approach the situation mentioned before. Passages below tried to explore situation concerning with specific proximity as a factor that caused elites in Mataram City have to pay attention during the reorganisation of sub-district programme process. The explanation focussed on four categories of sub-district adjacent that exist in Mataram City.

a. Subak at a Glance.

The term "Subak" is taken from the traditional water control system in Bali (<http://www.kompas.com/kompas-cetak/0408/19/daerah/1213012.htm>, 2006). From an international researchers' point of view, Subak is well known as "local irrigator associations" (Lansing, 1996, p. 139, <http://www.artsci.wustl.edu/~anthro/research/-Lansing%201996.htm>). Subak, according to Lorenzen is recognized as "socio-religious organisations responsible for irrigation management and religious activities within a defined geographical area" (Lorenzen, 2005, p. 1, http://rspas.anu.edu.au/r-map/projects/docs/Lorenzen_borrowing.pdf, 2005).

Technically, Subak is characterised by a common source of water with the Subak's water temple in close proximity, one or more rice field temples, written or unwritten rules, and full autonomy for managing its own affairs" (<http://www.adb.org/Documents/PERs/RE-27.pdf>, 2006). The function of Subak for the farmer is "a means to control the water irrigation system to ensure reliable, fair and equitable distribution. Besides its technical functions, the Subak also provides social benefits including strengthening the possibilities of its members to maintain social contacts" (Suarja and Thijssen, 2003, http://www.ileia.org/index.php?url=show-blob-html.tpl&p%5Bo_id%5D=12689&p%5Ba_id%5D=211&p%5Ba_seq%5D=1).

Historically, Subak was established in the ninth century and developed and maintained under the philosophy that happiness can only be achieved when gods, mankind and nature in harmony with each other (Sato, 2006, http://www.maff.go.jp/nouson/sekkei/kaigai/english/e_indonesia1.html.) and it “has sacred existence, expressed in two ways – one near the sources of the water, the second near the point where the stream splits into the main canals that will take the water, eventually to the fields’ (Owen, 2003, p. 45). The figure below describes a common situation of Subak’s water distribution.

Figure 2.9: Head of Water Diversion for Subak Organisation in Singaraja Region, Bali



Source: <http://www.panoramio.com/photo/13920>, 2006

Figure 2.10: Water Distribution by Means of Traditional Canal System (Subak)



Source: http://www.maff.go.jp/nouson/sekkei/kaigai/english/e_indonesia1.html, 2006 (Photo by Mr. Shuichi Sato)

Similar to the hierarchal local government organisation, Subak also has a structural organisation, which is based on a wide range of water sources controlled in the upstream. The table below depicts the general Subak organisation scheme.

Table 2.13: Structure of Organisation of Subak Irrigation Association in Bali and Lombok

No	Levels (Balinese Terminologies)	Span of Control	Chief/Controller
1.	Sedahan Agung	The highest <i>Subak</i> institution located at the office of regional income at district level	A <i>Sedahan Agung</i> is a regional government position with a regular government salary.
2.	Sedahan Yeh	Similar to <i>Sedahan Agung</i> , but located at a lower hierarchy of a river watershed(yeh) in a district	
3.	Subak Gede	Subak organisation at a watershed ecosystem socially organised at sub-district level	Led by a <i>sedahan</i> or <i>pekaseh gede</i>
4.	Subak	Water user organisation which is a part of a watershed area and socially organised	Headed by a <i>pekaseh</i>
5.	Tempek	The lowest hierarchy of water user organisation at a planting area. A <i>tempek</i> is usually an area with natural boundaries such as a creek, tall trees, rock outcrops, etc.	Led by a <i>kelian</i>
6.	Kerama	Individual member of a Subak	Each landowner

Source: Suarja and Thijssen, 2003, http://www.ileia.org/index.php?url=show-blob-html.tpl&p%5Boid%5D=12689&p%5Ba_id%5D=211&p%5Bseq%5D=1.

However, Suarja and Thijssen (2003) also stated that the origin of the Subak association is an autonomous and independent organisation and therefore there is no official connection between Subak and government institutions. It is a traditional Balinese custom law called "awig-awig" that governs the Subak as an institution (Geertz, 1981, p. 75 and Sato, 2006, http://www.maff.go.jp/nouson/sekkei/kaigai/english/e_indonesia1.html). Government institutions from time to time tried to interfere with Subak and its members for their own purposes, such as the setting up of tax collecting points (started during the time of Dutch colonialisation and continuing until the present time) (Lorenzen, 2005, p. 4), <http://rspas.anu.edu.au/rmap/projects/doc->

[s/Lorenzen_farming.pdf](#)), and fostering rice production objectives during the green revolution time (Lansing, 1996, <http://www.artsci.wustl.edu/~anthro/research/Lansing%201996.htm>).

Current collaboration between the government and Subak includes agricultural extension, introduction of new rice varieties, as well as the provision of small scale credit for chemical fertilisers to landowners (Suarja and Thijssen, 2003, http://www.ileia.org/index.php?url=show-blob-html.tpl&p%5Bo_id%5D=12689&p%5-Ba_id%5D=211&p%5Ba_seq%5D=1). The perspective of other analysts' draws on the relationship between the customary village (desa or banjar) and Subak, by using traditional Balinese wisdom, where a customary village or sub-district institution level should be similar to a male-female or husband-wife relationship. For example, the male or husband represents the sub-district body, whilst the female or wife represents Subak (Ottino, 2000, p. 94). In this scenario, Subak, to some extent, will always be an inferior part compared to the traditional customary village or sub-district institution.

As an irrigation system, Subak usually diverts water from streams and rivers (ADB, 1997, p. 4-5, <http://www.adb.org/Documents/PERs/RE-27.pdf>), since it is close to streams and adjacent to rivers. Physically, Subak follows the rectangle shape of a paddy field (sawah), where the stream flow is distributed by the means of canals and tunnels through the lower elevation (taking advantage of gravitational effect) of paddy field terraces. Therefore, the shape of Subak is constructed as a result of these canal and tunnel network systems and the boundaries of Subak are determined by the paddy field grid shape, which obtains its water supply from the Subak irrigation infrastructure (Bray, 1994 in Lorenzen, 2005, p. 2,

http://rspas.anu.edu.au/rmap/projects/docs/Lorenzen_borrowing.pdf). The grid shape of Subak's infrastructure gives an impression that Subak and the customary villages or sub-districts match in their physical boundaries of memberships (Ottino, 2000, p. 94). In fact, they are not convergent because Subak sometimes covers lands and paddy fields from several customary villages or sub-districts so therefore the members of Subak come from several villages.

Subak as a system was introduced by the Balinese kingdoms that colonised western parts of Lombok island in 1470 (Ministry of Home Affairs of Republic Indonesia,

http://www.depdagri.go.id/konten.php?nama=Daerah&op=detail_provinsi&id_prov=24&dt=sejarah&nm_prov=Nusa%20Tenggara%20Barat). During that time, Subak in Lombok was used to determine the boundaries of the district's territory, due to its grid shape. District boundaries were determined by using the widest canals of similar size with streams or narrow rivers, whilst the borderlines between villages or sub-districts were established by means of smaller tunnels or canals between several Subak associations.

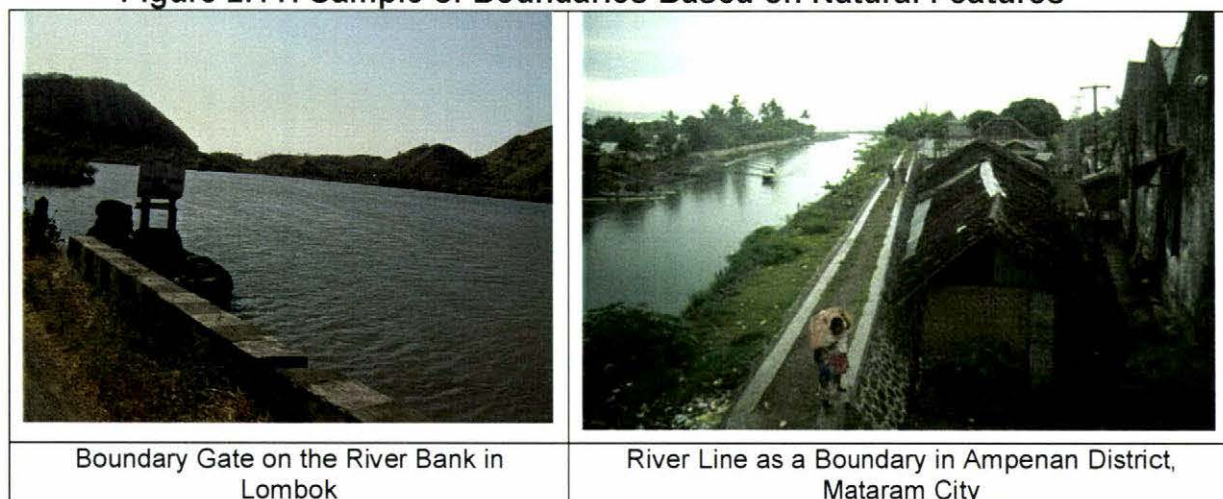
Nowadays, the function of Subak irrigation as borderlines in Mataram City has apparently faded away because thousands of hectares of paddy fields have already been converted into concrete housing and the city's infrastructures (<https://www.kompas.com/kompas-cetak/0305/09/teropong/234508.htm>). Based on land utilisation information provided by Mataram City statistics (2005, p. 3), it was discovered that farm areas with technical irrigation remain at 44.75% (1701.02 hectares) of the total area of Mataram City (6130 hectares). In addition, a spatial land use map of Mataram City depicts that farm areas are only available on the periphery

of Mataram city (City Structure Plan, 2004). As a consequence, it is not relevant to search anymore for adjacent Subak particularly in Mataram City's Central Business Districts (CBD) areas.

b. Description of Natural Boundaries

Similar to Subak, in the former times, most of the districts- and sub-districts- boundaries relied on natural boundaries such as rivers, streams (smaller rivers), hills and private or state dry land plantations/estates. According to Mataram statistics(2005, p. 8) it is recorded that three main rivers flow across Mataram City area, namely Jangkuk's River in the northern part of the city, Ancar's River in the middle part of the city and Umus or Bernyak's River in the southern part of the city (see Appendix 6). These rivers are also known as the main sources for Subak irrigation and 9683 other technical and semi technical irrigation systems have been developed by the government through their public works department (Statistics of Mataram City, 2005, p. 11).

Figure 2.11: Sample of Boundaries Based on Natural Features



Source: <http://travels.davidmlawrence.com/Indonesia/Lombok/images/Ampenan3.jpg>, 2006

Borderlines between private and state estates, also known as boundaries, are usually used in order to determine the borderline between *Lingkungans* (informal

authorities administered under sub-district administrations). That is the reason for the few names for *Lingkungan*, which depend on what type of plantation or vegetation used to be dominant in such estate areas or the direction of the estate established. For example, *Lingkungan* of "Kebon Daye" meaning north estates; "Kebon Jeruk" meaning citrus plantation; "Dasan Lekong" meaning village of herb; "Kebun Duren" meaning king of fruits (*durio zibethinus*) estates and "Bawak Bagek" meaning a small village surrounded by the *tamaridus indica* trees (Official Report of Reorganisation of District and Sub-District Plan of Mataram City, 2006, p. 14-21).

Figure 2.12: Sample of Palm Tree Plantation as a Boundary in West Sumatra



Source: http://www.warsi.or.id/Bulletin/AlamSumatera/VOL1_No6/as6_9.htm

c. Description of *Lingkungan* (Hamlet) Boundaries based on Religious and Ethnic Groups Including the Existence of Hindu Clan in Mataram City

Mataram as the capital city of West Nusa Tenggara Province is well known for its heterogenic population. This is mostly because Mataram City was developed as a seaport for trading. It was called the Port of Ampenan which operated particularly

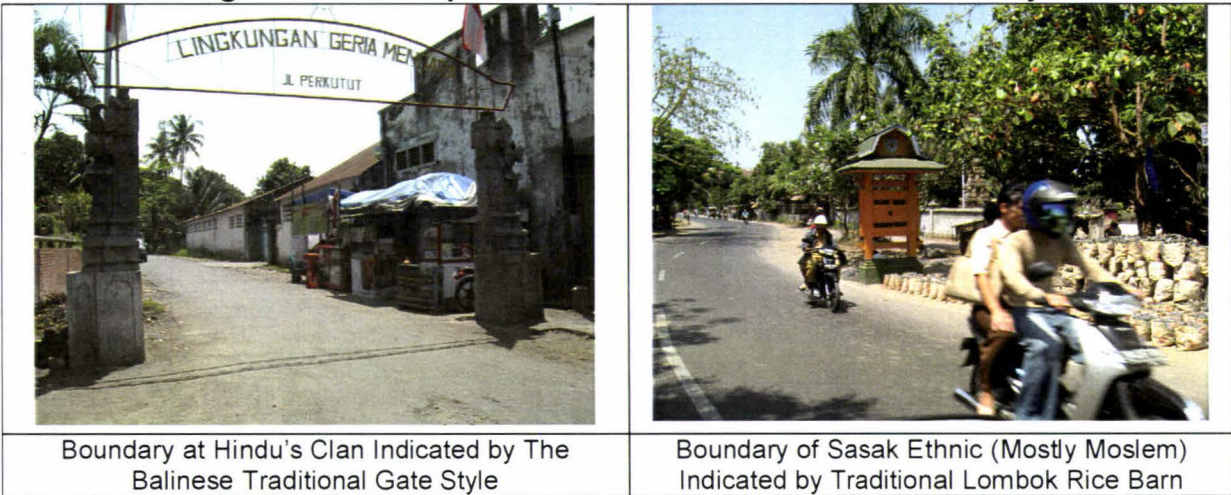
during the Dutch colonisation period. As the biggest centre of trade in the Lesser Sunda Islands, Ampenan Port attracted people from various tribes and other islands in Indonesia (it used to be called East India or Oostindische during the Dutch colonial) as well as people from different ethnic groups (Chinese, Indian and Arabs) (Ministry of Home Affairs of Indonesian Republic, http://www.depdagri.go.id/konten-.php?nama=Daerah&op=detail_provinsi&id_prov=24&dt=sejarah&nm_prov=Nusa%20Tenggara%20Barat, 2006 and <http://www.lombok-network.com/mataram/>, 2006).

Generally, the city dwellers of Mataram can be divided into two categories, based on the native tribes who came during and after Dutch colonisation and ethnic groups who came from outside Indonesia. For the first and second categories, it can be explained that Mataram City is mainly inhabited by the Sasak ethnic group known as indigenous Lombok tribe, together with a minority Balinese population. Parts of the Mataram area are also inhabited by Sumbawa and Bima (Mbojo) ethnic groups, who came later, before, during and after Dutch colonisation. Although it is known as the dominant tribe, the Sasaknese usually settled in the sub-urban areas, as a consequence of the Karangasem Kingdom rules (one of the Balinese Kingdoms that colonised western parts of Lombok Island in 1447), whilst the Balinese people eventually occupied land and properties in the centre of Mataram area known recently as the Central Business District (CBD) (City Structure Plan Map of Mataram City, 2004).

In a similar way to traditional small villages (Banjars) in Bali, Balinese people in Mataram also lived in small villages that used to be called Banjars as they were in Bali. Nowadays, the existence of Banjars has been replaced by the official term, Lingkungan (Hamlet). However, the old existence of Banjars can still be traced, because the boundaries between Banjars still exist and shape the borderlines of

some hamlets. Examples of hamlets belonging to Balinese tribes are Lingkungan Cemara, Lingkungan Banjar Intaran, Lingkungan Banjar Mantri, Lingkungan Karang Bang-Bang, Lingkungan Negarasakah, Lingkungan Sindu and Lingkungan Banjar Pande Utara. Other minority tribes, that came from western Nusa Tenggara islands (Lesser Sunda Islands) lived separately and mingled with other tribes, except for a particular tribe from Sumbawa Island who formed Lingkungan Karang Taliwang, since they came from Taliwang Rural Region in Sumbawa Island. The figure below depicts a common characteristic of a boundary, based on clan and ethnic group.

Figure 2.13: Sample of Clan Boundaries in Mataram City



Source: Field Research taken by Researcher

In terms of religion, Balinese are mostly Hindu, whilst Sasaknese, Sumbawa and Bima are usually Moslem. Around the Balinese hamlets areas it is usual to find Hindu Temples (Pure) and Balinese houses, which can be easily to recognise because each one has its own traditional gate and small temple (Sanggah) with a traditional stone carving ornament symbolising Hindu Gods. The borderlines of Baliense's hamlets are indicated by the traditional Balinese gates, whilst the Moslems' hamlets borderlines are indicated by means of small concrete or wooden toggles with the mosque shaped roof on the top of the gate. The Moslems environment is usually indicated by the number of large and smaller mosques

(mushola or santren). In particular, each Sasaknese house usually has a small traditional wooden building, similar to a gazebo, called a Bale Berugak in front of the house where guests congregate.

For the last category, it can be explained that during the Dutch colonial rule, other Asian ethnic groups such as Chinese, Indian and Arab usually occupied houses near the port in Ampenan District, together with other indigenous Indonesian tribes, such as Javanese (from Jawa), Bugis (from southern Sulawesi), Banjar (from southern Kalimantan or Borneo) and Palembang (from southern Sumatra). These groups occupied the coastal areas, due to their occupation in former times as traders who owned storage places along the port area of Ampenan. Therefore, a few *Lingkungans* in Mataram, particularly in the Ampenan District, are named after those tribes and ethnic groups, such as "Kampung Melayu" which mostly consists of Arabs, Malay (from Sumatra and Malay Peninsula) and Chinese. "Kampung Jawa" and "Jawa Utara" are occupied by a Javanese tribe, "Kampung Bugis" was settled by the Bugis tribe group and "Kampung Banjar" is inhabited by the Banjar tribe group. A small minority tribe called the Ambon tribe from the Maluku Islands was also placed near the port of Ampenan by the Dutch owned company (VOC)¹⁴ as they served in the VOC's military division.

In terms of religion, almost all the immigrants from outside West Nusa Tenggara islands are Moslem, except the Chinese and Ambon tribe who are usually Buddhist and Christian, respectively. It is difficult to recognise the fine line between the hamlets occupied by immigrants. On the other hand, it is easy to identify same

¹⁴ The Dutch East India Company (*Vereenigde Oostindische Compagnie* or VOC in Dutch, literally "United East Indies Company") was established on March 20, 1602, when the Estates-General of the Netherlands granted it a 21-year monopoly to carry out colonial activities in Asia. It was the first multinational corporation in the world and it was the first company to issue stocks. It remained an important trading concern for almost two centuries, until it became bankrupt and was dissolved in 1798, its possessions and debt being taken over by the government of the Batavian Republic. VOC occupied Lombok and conquered Sasaknese kingdoms on 18 November 1667 (http://en.wikipedia.org/wiki/Dutch_East_India_Company, 2006 and http://www.londoh.com/voc_links.htm, 2006).

areas because of the existence of old buildings as a legacy of and evidence for Port Ampenan activities in the past. Examples of old buildings surround the Port of Ampenan are Chinese Buddhist temple called Kelenteng, houses, barns and stores with Chinese or European ornaments and architecture.

Unfortunately, it hard to cluster the number of residents based on ethnicity, due to the population spread, but data based on religious groups is available. Based on Mataram City statistics (2005, p. 95) this data is presented below.

Table 2.14: Population by District and Religion in Mataram City

Religions	Districts			Total for Mataram City
	Ampenan	Mataram	Cakranegara	
(1)	(2)	(3)	(4)	(5)
1. Islam	120,320	93,377	76,730	290,427
2. Catholic	1,512	1,011	862	3,385
3. Protestant	1,443	1,309	1,359	4,111
4. Hindu	7,522	18,219	28,935	54,676
5. Buddhist & Others	1,200	243	2,706	4,149
Total	131,997	114,159	110,592	356.748

Source: Statistics of Mataram City, 2005.

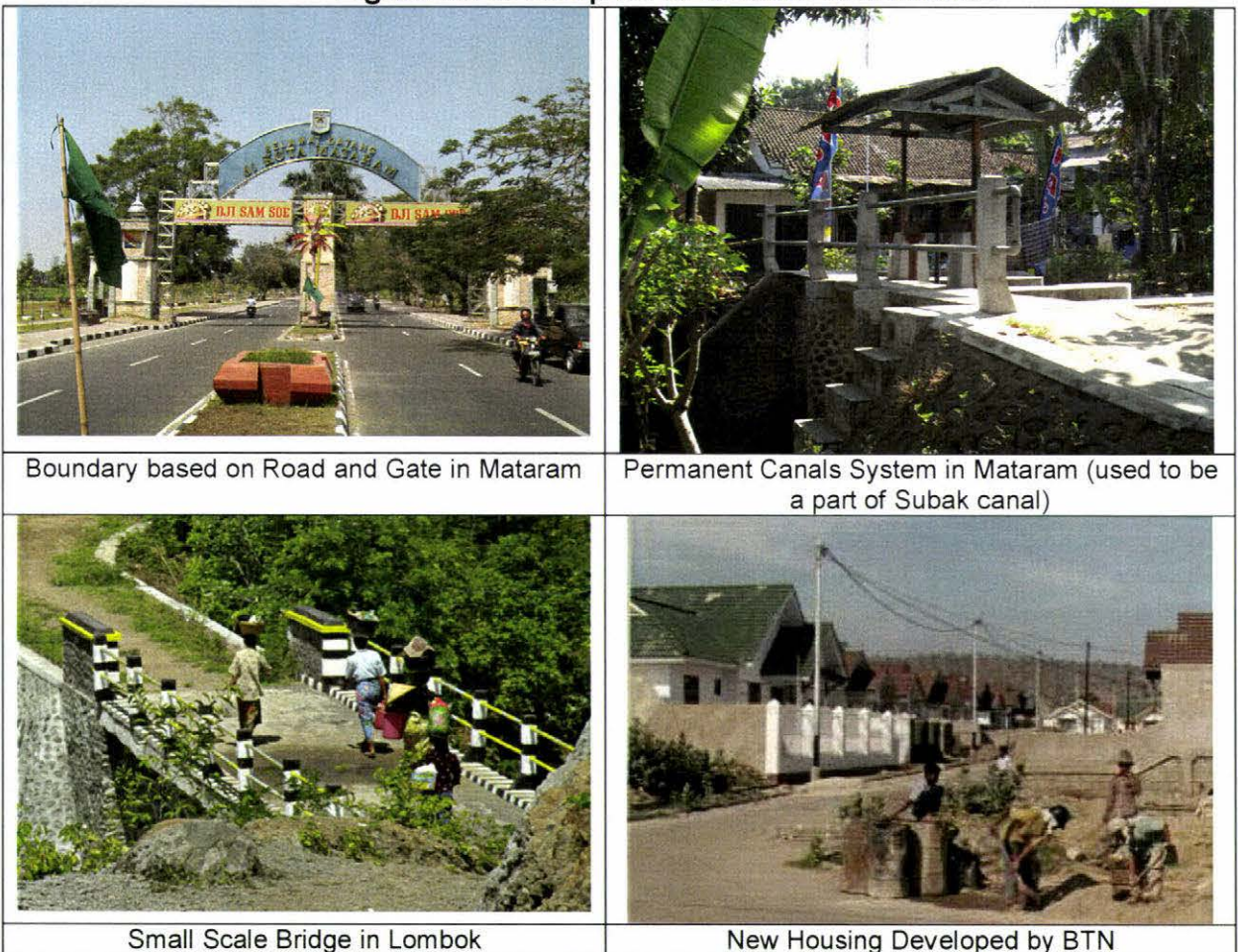
d. Modern (Artificial) Boundaries

The terms of modern boundaries are determined by physical artificial objects or man-made infrastructures, such as roads, bridges, permanent concrete irrigation networks and new housing subdivisions. Roads and bridges in Mataram City are categorised based on size (wide and length), location and which level of government developed the infrastructure. The widest and longest roads or bridges are grouped as state and provincial roads or bridges, and the funds for their construction and maintenance is taken from national and provincial expenditure. The smaller roads and bridges can be categorised as part of the city's infrastructure, and their construction and maintenance become the city government's responsibility. The

smallest roads, called sub-district's or hamlet's roads, can be constructed from tarmac or they are just hard soil-based (See on Appendix 7).

Recently, most sub-districts and district boundaries rely on roads and bridges existence, since they are physical features (City Structure Plan of Mataram City, 2004). According to Statistics of Mataram City (2005, p. 345) it is recorded that the total length of state roads is 38.37 kilometres. Provincial roads are 62.900 kilometres and city roads are 233,396 kilometres, whilst the total number of bridges is 67. These features in some district sand sub-district become the main boundary.

Figure 2.14: Samples of Modern Boundaries



Source: Field Research taken by Researcher, http://www.tempointeraktif.com/hg/photostock/2005/03/28/s_00080142.jpg, 2006 and <http://pfi3p.litbang.deptan.go.id/mod/galeryl/media/24.jpg>, 2006.

Permanent canal systems are another form of public infrastructure, which are constructed from concrete and stones and they are also used as borderlines between

sub-districts and districts. This is partly because some permanent canal systems are usually converted from traditional Subak tunnels, canals and streams. The conversion of traditional irrigation to a modern one is because some areas have also been converted from wetland farms to permanent infrastructure of both privately owned and public own buildings. Traditional Subak canals, which are constructed from mud and soil, are not suitable to support modern concrete buildings; a concrete canal is more durable and stable to support the development of new tarmac roads. Similarly, a permanent canal system is also seen as a basis of boundary determination for the reorganisation of districts and sub-districts, due to its permanent construction, visibility, and it is also recognised as a Subak line replacement. Also, according to Mataram City statistics (2005, p. 10) there are 761.18 hectares of remaining wetland farms which rely on a permanent canal systems for irrigation.

New housing developments in Mataram City have a great influence in changing not only the landscape of Mataram City but also the boundaries between sub-districts. In other words, private sector developers also have the responsibility to determine the line of boundary and this further affects the emergence of new neighbourhood organisations and hamlets. New houses in Mataram City are frequently constructed by private as well as state real estate developers. As the residents occupy the new houses and the new hamlets they are administered under a sub-district government administration which needs to be formed for the creation and management of new public services for the new inhabitants. New hamlets, as a result of the new houses existence, can be stated as examples: Lingkungan BTN Taman Baru, Lingkungan BTN Kekalik Baru, Lingkungan Monjok Baru, Lingkungan BTN Griya Indah, Lingkungan Barito, and Lingkungan Asahan. The term BTN is

attached because the initial development of new real estate is mainly sponsored by a prominent national bank called Bank BTN (Bank Tabungan Negara) in cooperation with local developers. The borders of these new hamlets are easier to identify than other types of boundaries, because they are automatically determined by the total size of land occupied by the houses or complex of real estate.

H. Summary of the Influential Factors Affected Local Government Reorganisation Programme

Based on the above, it can be assumed that the demographic factor has a greater influence, amongst other factors, because inherently it contains many aspects of people's lives, from the very basic to the complex, depending on the level of society. In addition, people by nature constantly demand change that affects their environment. In the case of spatial and land-use planning, which is part of local government affairs, population numbers are the most challenging issue to maintain, in terms of space and living provision. The difficulties for local government, dealing with increasing population numbers, remains high, if it also takes into account other features of the population such as political, social, economy, cultural and security issues. In theories, all these issues are believed significantly influence the system and structure of local government, due to the general duty (obligation) of local government towards prosperity for the community, together with local government's authority in time of law enforcement.

Other major factors, that can be identified, according to the related literature, are: actors of governance that change the paradigm of local government to interact with its stakeholders; the provision of public services, where local government has to always keep its performance at the best level to serve public needs, by making

adjustments within government resources, both physical and non-physical (i.e. public services centres and well-trained civil services), maintains the situation of political and public administration, where the local authority's role of play is determined by a set of regulations made by a higher level of government and political actors within the parliament; the planners, who are academics and scientists and they also have pressure on them to shape the future of the city, either from below or through the top approach of the local authority; communication and information technology are the inevitable contemporary factors that change how local authority works; and financial mechanisms and economic development, which ultimately have a great impact, because local authorities have limited resources and structural funding mechanisms, whilst communities are currently demanding power for their aspirations.

To prove the assumption presented above, this research especially in chapter four will further discuss the factors that influence the reorganisation of local government in a context and in a local case that occurred in Mataram City.

Chapter III

METHOD OF RESEARCH

A. Method of Research

This research will focus principally on one variable, which it is believed influences the reorganisation of sub-district programmes. In this chapter, the explanation, relating to this variable, will be presented specifically on the definition of variable concepts.

This research is based on the qualitative method where, according to Krathwohl (1993, p. 311), this method "...permits the description of phenomena and events in an attempt to understand and explain them. Such descriptions may be used to seek principles and explanations to generalise...used to explore a particular point of view..." However, the use of simple quantitative analysis, for example, frequency distribution and tabulation tables, will be conducted, in order to explain and to further interpret objects of research. Winchester (cited on Hay, 2005, p. 4) stated that qualitative research is used in many fields related to human geography. In addition, this research is fundamentally concerned with social structures and individual experiences, which are frequently considered by researchers. Winchester (2005, p. 5) also stated that both the behavior and experience of an individual is probably more determined by their position in their social structure, which includes their associated resources, constraint and rules, rather than merely personal characteristics.

There are two types of collected data in this research: qualitative and quantitative data. Qualitative data is considered a non-numerical data but this can be more than just words or text, because such qualitative data i.e. pictures, videos and sound recordings, have 'sensitive', 'nuanced', 'detailed' and 'contextual' characteristics. Quantitative data is known as 'hard', 'rigorous', 'credible', and

'scientific' (Trochim, 2006, <http://www.socialresearchmethods.net/kb/datatype.htm>). Generally, collected data will be based on qualitative data, since the research is relying on the qualitative method. However, it is necessary to collect some quantitative data because it has been found that qualitative and quantitative data are closely related to each other. In fact, Trochim (2006) argues that "All quantitative data is based upon qualitative judgments; and all qualitative data can be described and manipulated numerically...On the other hand, all qualitative information can be easily converted into quantitative...The simplest way to do this is to divide the qualitative information into units and number them!" (<http://www.socialresearchmethods.net/kb/-datatype.htm>, 2006). Grouping similar statements into a table is one example of converting qualitative data into quantitative data, to avoid word redundancy.

To collect relevant data for this research, data will be taken directly from the location of research known as Mataram City, by using several techniques, for example, a check list, questionnaires, interviews, field observations and the study of relevant official documents. Details relating to the techniques, used in this research, will be explained in this chapter.

In this research, the source of data can be both primary and secondary data. In addition, it is anticipated that the collective evaluation approach will be used to design questions, which will be used to investigate data in the field. Therefore, the characteristics of the questions will be measured by some issues, such as: To what extent did the programme achieve its' goals?; Was the programme appropriately effective for all beneficiaries?; What interesting stories emerged?; What are programme stakeholders' judgments of programme operations, process and outcomes?; What were the important side effects?; Is the programme sustainable and transportable (Kellaghan, et al (2000, p. 60).

As a consequence, Kellaghan et al. further suggested that a programme requires a wide range of methods, including a quantitative based one, such as a survey using a representative sample where the respondents can be a group or cross-sectional. On the other hand, there is the primary method, which uses qualitative based-methods, including ethnography, document analysis, narrative analysis, purposive samples, independent observation, key informants, advisory committees, structured and unstructured interviews, case studies, studies of outliers, logic models, grounded theory development, flow charts, decision trees, matrices and performance assessments. In this case, reports may also involve abstracts, executive summaries, full reports and oral briefings (Kellaghan, et al (2000, p. 60). Some of the methods stated above will be used in this study i.e. sampling for determining respondents, documents analysis, key informants, advisory committee, case studies, performance assessments and reports. Further details relating to sampling, data collection and data analysis techniques will be explained in the following section.

B. Population and Sample Determination

In order to collect data, it is important to make a decision regarding the respondents, who will be involved as a set of samples and therefore the direction of data collection can be achieved during the data collection activities. The description of respondents or participants' determination is shown as follows:

1. Population (N)

A population can be defined as the number of inhabitants (either the total number or the number of a particular race or class) in a given place, such as a country or city (wordnet.princeton.edu/perl/webwn, 2006). Other definitions relating to population include the “the total number of individuals or objects being analyzed or

evaluated” (www.ojp.usdoj.gov/BJA/evaluation/glossary/glossary_p.htm, 2006) or “All persons in particular group” (http://esse21.usra.edu/Evaluation_Handbook.pdf, 2006).

At this point, the population can be defined in terms of its political leaders or decision makers or elected officials, such as the mayor, vice mayor, the head of the local parliament and entire group consisting of the highest ranked managers of institutions found in the Government of Mataram City Office. This group is categorised as the second (2nd) echelon in the Indonesian local government hierarchy (N 1 = 48 persons) and includes the Secretary, assistants to the secretary and heads of the region’s institutions. Furthermore, the population also includes the total number of lower rank managers, who are categorised from the fifth (5th) echelon to the third (3rd) echelon (N 2 = 584 persons). A number of decision makers, in those echelons who were involved in the reorganisation of the sub-districts, were also involved in a special team called the Team of Reorganisation Plan for Districts and Sub-Districts of Mataram City. Stakeholders, from the community, can be defined as the entire population of Mataram City (N 3 = 343,563 persons). Therefore, the number of total population (N) is $N 1 + N 2 + N 3 = 344,195$ persons (Source: 13th Years of Mataram City’s Anniversary, 2006).

However, based on these definitions, it is not possible to involve all the officers, stakeholders or interest groups, only those who are concerned with the reorganisation plan, due to the limitation of the research time and funds and also in consideration of the large number of Mataram City’s residents. Therefore, a sampling method will be conducted, in order to determine the respondents for the data collection purposes.

2. Sample (n)

Due to the large population acknowledged in the previous section, sampling is needed, in order to narrow the numbers of possible (key) persons, informants or respondents involved in this research. Guirk and O'Neill (2005, p. 154) emphasised that, in order to determine a sample from a population, a prudent selection is needed, so that the sample will be able to represent the population and also be relevant to the research topic. Therefore, the use of both purposive and random sampling is necessary, in order to determine the numbers in the sample. In this case, purposive (judgmental) sampling can be described as the creation of samples by choosing information-rich cases, from which the researcher can study numerous aspects relating to issues of central importance to the purpose of the evaluation (http://esse21.usra.edu/Evaluation_Handbook.pdf, 2006). Allen (<http://ollie.dcccd.edu/mrkt2370/Chapters/ch3/3sample.html>, 1999) also argued that purposive sampling, as part of a non-probability sampling method, relies on the researcher's personal judgement, where the researcher believes that the chosen sample will be an excellent prospect for gathering accurate information. In the case of Mataram City, for example, there are three assistants to the Mataram City Secretary, but only the first assistant manages the regional governmental affairs, which are related to the reorganisation of the sub-district plan in Mataram City. Purposive sampling is also chosen because this research is in agreement with some of the purposive sample characteristics proposed by Patton (1990 cited on <http://www.gifted.uconn.edu/siegle/research/Samples/purposivesampling.htm>, 2006). These characteristics are as follows:

- Homogeneous - Focuses, reduces variation, simplifies analysis and facilitates group interviewing.
- Typical Case - Illustrates or highlights what is typical, normal and average.

- Stratified Purposeful - Illustrates characteristics of particular subgroups of interest and facilitates comparisons.
- Critical Case - Permits logical generalisation and maximum application of information to other cases because, if it's true to this one case then it is probably true to all other cases.
- Snowball or Chain - Identifies cases of interest from people who know people, who know people, who know what cases are information-rich and these are excellent examples for study who make good interview subjects.
- Opportunistic - Following new leads during fieldwork, taking advantage of the unexpected and being flexible.
- Random Purposeful - (still small sample size) Adds credibility to the sample when a potential purposeful sample is larger than one person can handle. Reduces judgment within a purposeful category. (Not for generalisations or representativeness.)
- Politically Important Cases - Attracts attention to the study (or avoids attracting undesired attention, by purposefully eliminating from the sample any politically sensitive cases).
- Convenience - Saves time, money and effort. Poorest rationale; lowest credibility. Yields information-poor cases.
- Combination or Mixed Purposeful - Triangulation, flexibility and meets multiple interests and needs. (Patton, 1990)

Random sampling is a sampling technique where the researcher is allowed to select a group of subjects (a sample) for study, from a larger group (a population). Each individual is chosen entirely by chance and each member of the population has a known, but possibly non-equal, chance of being included in the sample. In more detail, according to Trochim (<http://www.socialresearchmethods.net/kb/sampprob.htm>, 2006), in order to obtain a representation of a population, it is possible to use

disproportionate stratified random sampling, which will ensure that a sample will be able to symbolise, not only the entire population, but also key subgroups of the residents, particularly small minority groups, such as major landowners and in this case the Balinese-Hindu tribe that occupies the CDB area of Mataram City.

In order to determine the number within the sample (n), it is also essential to identify the stakeholders, who can be involved for sampling purpose. Stakeholders, related to this research, can be stated as follows:

- a. The Government of Mataram City Key Decision Makers which consists of the Mayor, Vice Mayor, Secretary, First Assistant of City Secretary, Head of Regional Development Planning Board, Head of Statistics Board, Heads of Districts, Head of City Treasury Division, Head of City Organisational Division, Heads of selected sub-districts, the staff of selected sub-districts and chiefs of selected *Lingkungans* (Hamlets).
- b. Head of the local parliament.
- c. Informal persons from selected sub-districts, including customers representing different religions and cultures, *Pekaseh* (coordinators of Subak irrigation system) groups and influential landlords.

As a result, stakeholders from points (a) and (b) above can be determined by using the purposive sampling method. In the case of stakeholders from point (c), a disproportionate stratified random sampling is probably the more suitable one to use, due to the large population. The previous paragraph demonstrates quite clearly that sampling is useful, in order to determine the key informants who will be involved during the data collection activity. Based on the sampling method above, the table below attempts to depict the size of the sample involved in this research, including the primary data collection techniques.

Table 3.1: Composition of Respondents/Samples and Primary Data Collection Techniques

n	I. Composition of Respondents from Governance Stakeholders	Number of Sample (person)	Primary Data Collection Techniques		
			Interview	Questionnaire (Check List)	Others
1.	Head Local Government Planning Bodies:				
	a) Head of Regional Development Planning Agency of Mataram	1	Interview	-	Direct Observation
	b) Head of Land Use, Building Inspection and Consent Office of Mataram City	1	Interview	-	-
	c) Head of Statistics Office	1	Interview	-	Direct Observation
	Total (n1)	3			
2.	Local Government's Top Decision Makers:				
	a) Mayor	1	Interview	-	-
	b) Vice Mayor	1	Interview	-	-
	c) Head of Local Parliament	1	Interview	-	Direct Observation
	d) City Secretary	1	Interview	-	-
	e) First Assistant of Secretary	1	Interview	-	-
	f) Head of Treasury Division	1	Interview	-	-
	g) Head of Organisational Division	1	Interview	-	-
	h) Reorganisation of Sub-District Programme Team Leader	1	Interview	-	Direct Observation
	Total (n2)	8			
3.	Head of Districts:				
	a) Head of Cakranegara District	1	Interview	-	Direct Observation
	b) Head of Mataram District	1	Interview	-	Direct Observation
	c) Head of Ampenan District	1	Interview	-	Direct Observation
	Total (n3)	3			
4.	Head of Sub-Districts:				
	a) Head of Cakranegara Barat Sub-District	1	Interview	-	Direct Observation
	b) Head of Cakranegara Selatan Sub-District	1	Interview	-	Direct Observation
	c) Head of Dasan Agung Sub-District	1	Interview	-	Direct Observation
	d) Head of Mataram Barat Sub-District	1	Interview	-	Direct Observation
	e) Head of Ampenan Tengah Sub-District	1	Interview	-	Direct Observation
	f) Head of Ampenan Utara Sub-District	1	Interview	-	Direct Observation
	Total (n4)	6			
	TOTAL GOVERNMENT RESPONDENTS (n1 + n2 + n3 + n4):	20			
n	II. Composition of Respondents from Private Sector and Community Stakeholders	Number of Sample (person)	Primary Data Collection Techniques		
			Interview	Questionnaire (Check List)	Others
5	Respondents from District Offices				
	a) Respondents from Cakranegara District	2	-	Closed	Direct Observation
	b) Respondents from Mataram District	2	-	Closed	Direct Observation
	c) Respondents from Ampenan District	2	-	Closed	Direct Observation
	Total (n5)	6			
6	Respondents from 6 Selected Sub-District Offices				
	a) Respondents from Cakra Barat Sub-District	4	-	Closed	Direct Observation
	b) Respondents from Cakra Selatan Sub-District	4	-	Closed	Direct Observation
	c) Respondents from Dasan Agung Sub-District	4	-	Closed	Direct Observation
	d) Respondents from Mataram Barat Sub-District	4	-	Closed	Direct Observation
	e) Respondents from Ampenan Tengah Sub-District	4	-	Closed	Direct Observation
	f) Respondents from Ampenan Utara Sub-District	4	-	Closed	Direct Observation
	Total (n6)	24			
	TOTAL DISTRICT & SUB-DISTRICT RESPONDENTS (n5 + n6):	30			
	SUM OF TOTAL RESPONDENTS (I + II)	50			

Sources: Modified by Researcher

Based on the above table, it can be stated that the total number within the sample (n) involved in this research is 50 persons, divided into two main stakeholders, namely, the government stakeholder ($n_1 + n_2 + n_3 + n_4$) or $3 + 8 + 3 + 6 = 20$ persons and the public stakeholders ($n_5 + n_6$) or $6 + 24 = 30$ persons.

C. Data Collection Techniques

Data collection techniques will be conducted by using a fieldwork method for the collection of both primary and secondary data. Primary data is known as data that is taken directly by the researcher to solve a current problem, by means of some primary data collection methods, such as questionnaires, interviews, observations, experiments, surveys, focus group interviews, case-studies, diaries, critical incidents and portfolios (<http://brent.tvu.ac.uk/dissguide/hm1u3/hm1u3text3.htm>, 2006 and Allen, 1999, cited on <http://ollie.dcccd.edu/mrkt2370/Chapters/ch3/3mtstart.html#primdata>). However, only a few techniques of primary data collection for fieldwork methods will be conducted and these are based on Winchester's (2005, p. 7) terminologies. The data collection techniques or instruments include:

1. A small-scale survey conducted by the use of structured questionnaires (check list format) for selected key informants from the community or local government customer representation. The reason for conducting a survey amongst this group of people is merely to ascertain their impressions and knowledge concerning issues related to the research topic.
2. A structured interview with key decision makers in the Government of Mataram City Office. Interviews are used with these people, due to the limitation of time and opportunity within their busy schedules, for particular purposes such as this research.
3. Direct on the spot observation in field research is conducted primarily in order to: observe the behaviour of respondents: measure physical and non physical

factors: record the current situation: and to obtain the sense of nuance within the field research.

To gain primary data more accurately and to ensure that community appraisal is observe under the current situation (Carter and Beaulieu, 1992, p.1, <http://edis.ifas.ufl.edu/pdffiles/HE/HE06000.pdf>) a few approaches from community needs assessments will be taken, for example, the use of the key informants approach. Details concerning primary data collection techniques are displayed in Table 3.1 above.

The second form of data, known as secondary data, is taken by tapping into information sources (externally and internally), that have already been gathered or published for some other purpose (Beaulieu, 1992, p. 1, <http://edis.ifas.ufl.edu/pdffiles/CD/CD01100.pdf>; Allen, 1999, <http://ollie.dcccd.edu/mrkt2370/Chapters/ch3/3second.html> and <http://brent.tvu.ac.uk/dissguide/hm1u3/hm1u3text2.htm>, 2006).

Secondary data usually appears as quantitative data (numbers, statistics or financial information) and it is available from libraries, trade associations, government agencies and the internet (Allen, 1999, <http://ollie.dcccd.edu/mrkt2370/Chapters/ch3/3second.html>). Techniques focusing on collecting secondary data are used, such as reviews of relevant documents, reports and literatures.

1. Review of relevant documents includes official documents released by the government, local newspaper articles and journals and specific data from Mataram City Statistics Office.
2. Review of the relevant literature on the subject, i.e., current academic journals, online notes provided in GIS programme and prominent digital and paper based official maps of Mataram City, acquired from the official authorities within Mataram City and the Regional Development and Planning Agency of West Nusa Tenggara Province.

Details relating to secondary data collection are shown in the table below:

Table 3.2: Secondary Data Collection Scheme

No	Aspect of Review	Secondary Data Sources
1.	National, regional regulations, official reports and decree about sub-district reorganisation	<ul style="list-style-type: none"> • Division of Regional Law, Legal and Regulation of Mataram City • Department of Home Affairs of Indonesian Republic website: http://www.depdagri.go.id/ • National Bureau of Statistics of Indonesian Republic website: http://www.bps.go.id/index.shtml • Statistics of Mataram City • Division of Governmental Affairs of Mataram City
2.	Organisation involved in reorganisation plan a. Structure of organisation b. Numbers of personnel c. Function, division of work and role of organisation	<ul style="list-style-type: none"> • Regional Development Planning Office of Mataram City • Division of Governmental Affairs of Mataram City
3.	Profile of top decision makers, population, human resources, planner, member of local parliament, and team of reorganisation plan in Mataram City (if available) mainly concerned with : a. Level of education b. Work experiences c. Behaviour and attitude (if necessary) d. Role and commitment or ethical conduct (if necessary) e. Quantity of human resources	<ul style="list-style-type: none"> • Regional Development Planning Office of Mataram City • Division of Personnel of Mataram City • Division of Organisational of Mataram City • Division of Communications and Human Relation of Mataram City • Local Parliament of Mataram City
4.	Maps of Mataram City (digital format or paper-base format)	<ul style="list-style-type: none"> • Regional Development Planning Office of Mataram City • Land Use, Spatial and Building Consent Agency of Mataram City
5.	Data of population, based on composition of: a. Ethnic groups, religion (culture) etc. b. Density and growth c. District and Sub-District	Statistics Office of Mataram City

Sources: Researcher Data Collection

D. Methods of Data Processing

1. Data Processing Techniques

Both Data collected from both primary and secondary data will be processed generally by the use of qualitative evaluation, where the approach to evaluation is mainly conducted in a descriptive and interpretative manner (http://esse21.usra.edu/Evaluation_Handbook.pdf, 2006). The qualitative technique is appropriate for explanatory purposes and it is usually presented by using verbal

language. This technique will be useful for editing, classifying, reducing and presenting information from the observation results (Muhadjir, 1996, p. 29). In addition, the use of a qualitative technique is also useful to present verbal interpretation from simple quantitative data i.e. a table of frequency. In this case, a simple quantitative technique results from a check list instrument, which is also included, in order to support the triangulation of the data collection.

Primary data from interview results will be structured generally by the use of the Microsoft Office Word programme. At this stage, data will be clustered according to its variables and indicators and it will then be presented by the use of narrative explanation. Moreover, other primary data, from the check lists results, will be processed, again by the use of the Microsoft Office Excel programme. As a result, a set of distribution of frequency tables can be achieved for interpretation.

Data from secondary result will be clustered according to its type. Some digital data, such as official maps based on the Corel Draw programme and the time series of statistics data and Mataram City's profile and official reports are managed on various computer programmes. A few paper-based data, for example, statistics data, official paper-based maps, official profiles, official reports and the decree of Mataram City are supplementary and they are managed by the use of stationery storages.

Data, which has already been interpreted, becomes the main source to determine the factors that influence the reorganisation of the sub-districts, including the boundaries and structures of sub-district governments. In this case, the use of area digital maps is descriptively explained and also the stakeholders' aspirations, that influence the reorganisation plan in their area and particularly determine the boundaries of the selected sub-districts. At this stage, it is possible to conduct

analysis by using the GIS programme for creating the key map, in addition to providing the attributed data for the targeted (sample) sub-districts areas.

2. Data Analysis Technique

A descriptive qualitative analysis, as a part of data analysis, is essential for interpreting the data collected and solving the research problems (Nazir, 1984, p. 405). A set of data results from interviews, check lists (questionnaire or small scale survey) and observations and these are then processed and analysed by means of descriptive qualitative analysis, in order to explain determined variables within the research. A descriptive qualitative analysis is a technique which allows description and interpretation of every variable that is available in the research, by using quantification of qualitative data through means of percentages and tables of distribution frequency as an example. Therefore, two or more variables will be easier to combine and analyse (Arikunto, 1985, p. 195 and Surachmad, 1989, p. 131). Descriptive qualitative analysis is also concerned with conducting a deep, logical and systematic description, explanation and elaboration, in order that analysed data will be useful to offer argumentation, interpretation, assessment and prediction, by the use of categorised scoring technique in answer to research problems.

Additionally, Imawan (2001, p.4) and Hay (Cope, 2005, p. 224) stated that content analysis is the common type of coding technique used to analyse documents and that data is taken from qualitative research, in order to understand the meaning of statements and actions, based on its time and place. In addition, Cope (2005, 223) explained that data analysis, through the coding process, is perhaps the most valuable stage of the research process, since the purpose of coding is partly for data reduction. This stage should be prepared well before the development of a set of interpretation of data, which has resulted from either the check lists or interview results that are known as content analysis.

A variable that is used and analysed in this research is 'Factors Influencing the Reorganization of Sub District Programme'. The factors themselves include: the demography, local culture and ethnicity; stakeholders involved in local governance; the demand for better public services provision as a part of public administration and the social political situation; and the local economy and revenues. All of these factors will later be broken down into sub-variables, for example, sub-variable 1 for the demographic factor, sub-variable 2 for local culture and so on. Theories relating to these factors are already explained in Chapter Two of this research.

These variables, together with their indicators, are examined by using a check list. Details of the check list model, used in this research, are presented in the appendix. Each statement or question in the check list is scaled by means of a five point scale assessment based on Likert's scale, which is known as a unidimensional scaling method, where concepts are generally easier to understand, for example, they are either taller or shorter, heavier or lighter measurements (Trochim, 2006, <http://www.socialresearchmethods.net/kb/scalgen.htm>). At this stage, respondents are asked, through the use of a typical Likert scale question or statement, to express whether they Strongly Agree - Agree - Undecided - Disagree or Strongly Disagree on a five-point scale. Following this, each level of agreement is given a numerical value from one to five (e.g. 1-2-3-4-5) and therefore a total numerical value can be calculated from all the respondents' responses (<http://www.cultsock.ndirect.co.uk/MUHome/cshtml/psy/likert.html>, 2003 and http://www.icbl.hw.ac.uk/ltidi/cookbook/info_likert_scale/, 1999).

The most common reason for scaling, according to Trochim (2006, <http://www.socialresearchmethods.net/kb/scalgen.htm>), is for scoring purposes, in order that the researcher will be able to assign the respondents' responses to a set of items that represent their overall attitude statement or belief. In addition, the Likert technique is also useful to measure an individual perception or a group of people's

perceptions about a social phenomenon determined by the researcher (Sugiyono, 1998, p. 73-74). Based on the Likert technique, responses from each item in the indicator or statement in this research are classified into five answer options, in which the value is scaled and ranges from very positive to very negative response, as shown in the table below:

Table 3.3: LIKERT SCALE

Statements	Symbols	Interval Values
Strongly Agree	(SA)	5
Agree	(A)	4
Neutral/Undecided	(N/U)	3
Disagree	(D)	2
Strongly Disagree	(SD)	1

Sources: http://www.icbl.hw.ac.uk/ltidi/cookbook/info_likert_scale/, 1999 and <http://www.cultsock.ndirect.co.uk/MUHome/cshtml/psy/likert.html>, 2003)

Respondents are expected to choose one of the statements and indicate their choice with a check sign (✓) to the designated available answer. In order to ensure assessment, which is easy to conduct, responses from participants are structured and clustered into a data tabulation, which then becomes a base upon which to process the data and present it in a table of distribution frequencies for a percentage purpose. A set of numerical data, which results from the table of distribution frequencies, is used to describe and interpret responses, according to each variable, sub-variable or indicator, in order to make it easier to describe.

E. Definitions of Variable Concepts

Definitions of variable concepts are needed to clarify the meaning of research variables and to avoid misunderstanding, in terms of indicator determination, the instrument of research and the explanation of data, because the same variables could have different meanings in different contexts (Lembaga Administrasi Negara (LAN), 1996, p. 17). Moreover, the concept of a variables definition will help the researcher to develop concept measurement and it is expected that it will also

prevent the researcher from disorientating from the determined variables. The definitions of variable concepts are:

- a. Factors Influencing the Reorganisation of Sub District Plan, in this research, refers to some factors, ranging from most dominant to less dominant, that empirically affect the sub-district reorganisation plan or programme in Mataram City. To examine how these dominant factors influence the plan for sub-district reorganisation and to find out which factor is the most dominant, it is necessary to break down the factors into indicators and then the measurement of these indicators can be easily conducted. Each factor or sub-variable is indicated by sub-variable 1 for the Existence of Influential Pressure from Stakeholders, sub-variable 2 for Boundary Determination and the sub-variable 3 for Demographic factor. These factors mentioned above are the ones which have been selected to be measured and evaluated in this research, based on theories that have already been discussed, particularly during the last part of Chapter Two, Section G.
- b. The Reorganisation of Sub-District Plan, in this research, is related to Mataram City's efforts to develop a sub-district government reorganisation programme resulting in better public services. Dealing with rapid population growth and density, Mataram City has continually improved its public services delivery by means of a well prepared sub-district reorganisation programme. This is partly because Mataram City is also known as one of the biggest urban regions in the eastern provinces of Indonesia and it functions as the capital city of West Nusa Tenggara Province. This aspect will be examined in the section titled, Preparation

of Sub-District Reorganisation Programme, which is concerned with the reorganisation of the sub-district programme operation.

F. Definition of Factors Measurement

The definition of factors measurement, particularly for aspects regarding the reorganisation programme preparation, is developed and based on the definition of variables concept, in order to help the researcher to determine the measurement of each indicator. The measurement formula is itself adapted and designed from Bryson's ideas, which are related to the development of strategic planning plan for a non-profit organisation called, A Ten-Step Strategic Planning Process and this includes:

- 1) Initiate and agree on a strategic planning process
- 2) Identify organisational mandates
- 3) Clarify organisational mission and values
- 4) Assess the organisation's external and internal environments to identify strengths, weaknesses, opportunities and threats.
- 5) Identify the strategic issues facing the organisation
- 6) Formulate strategies to manage these issues
- 7) Review and adopt the strategic plan or plans
- 8) Establish an effective organisational vision
- 9) Establish an effective implementation process
- 10) Reassess strategies and the strategic planning process (Bryson, 2004, p. 32)

However not all of these steps are adopted to formulate a standard of measurement and to design the questionnaire for research, in particular the last four steps. This is partly, in consideration of the local circumstances in Mataram City. AS it is suggested by Bryson (2004, p. 52-61) the sequence of the planning process above can be changed based on the local situation surrounding planning. In addition, this research does not merely emphasised the evaluation of the process of reorganising a sub-

district programme (formative evaluation) but also it evaluates the outcomes of that programme (summative evaluation) (<http://www.sil.org/lingualinks/literacy/Reference-Materials/GlossaryOfLiteracyTerms/WhatIsSummativeEvaluation.htm>, 2006).

In general, the definition of factor measurement is aimed as a toggle to develop such questions and statements, for measuring aspects and factors that influence the programme. Definitions of factors are divided into two parts: Factors Influencing Reorganisation of Sub-District Plan; and Aspects of Sub-District Reorganisation Programme. The definition of operational variables are presented below and their application to the data collecting instrument can be further observed in the tables presented in Appendix 1, 2, 3, 4 and 5 in this research.

1. Factors Influencing Reorganisation of Sub-District Plan

- a. Influential Pressure from Stakeholders
- b. Boundary Determination
- c. Demography

2. Aspects of Sub-District Reorganisation Programme

The measurement of a Sub-District Reorganisation Programme in preparation for the implementation of a sub-district reorganisation plan.

- a. Basic intention of reorganisation
- b. Availability of selected (prioritised) sub-district to reorganise
- c. Whether reorganisation plan is based on research
- d. Availability of reorganisation plan (project) preparation
- e. Availability of directed reorganisation plan (project)
- f. Availability of scheduled network plan to implement reorganisation
- g. Availability of committee or reorganisation team
- h. Availability of financial support
- i. Legislative consultation and approval
- j. Public consultation

Chapter IV

DATA INTERPRETATION AND ANALYSIS

First of all, this chapter presents the data interpretation that resulted from the check lists distributed to the respondents or samples in Mataram City.

A. INTERPRETATION AND ANALYSIS OF FACTORS THAT INFLUENCE THE SUB-DISTRICT REORGANISATION PROGRAMME

This section analyses the existence of stakeholders' influence and boundary determination and demography that affected the sub-district reorganisation programme. Stakeholders in this research are government officers, the private sector and groups from the local community, with the exception of the interview respondents (the decision makers). Boundary determination is concerned with the stakeholders' efforts to decide the appropriate boundaries between sub-districts.

The distribution of frequency in table 4.1 summarises the overall results of measurement, regarding the first two factors mentioned above, by the use of a check list format.

Table 4.1: Summary of Respondents' Responses relating to Stakeholders Influence and Boundary Determination

Categories /Weight	Frequency and Percentage of Each Indicator										Total F	(%) of Total F
	Factor 3: The Existence of Influential Pressure from Stakeholders								Factor 4: Boundary Determination			
	Indicator 1		Indicator 2		Indicator 3		Indicator 4		Indicator 1			
	F	%	F	%	F	%	F	%	F	%		
1	2	3	4	5	6	7	8	9	10	11	18	19
SD/1	0	0%	0	0%	0	0%	0	0%	0	0%	0	0%
D/2	0	0%	0	0%	25	42%	3	5%	0	0%	28	8%
N/3	0	0%	2	3%	28	47%	12	20%	2	2%	44	13%
A/4	31	52%	30	50%	6	10%	33	55%	59	66%	159	48%
SA/5	29	48%	28	47%	1	2%	12	20%	29	32%	99	30%
TOTAL	60	100%	60	100%	60	100%	60	100%	90	100%	330	100%

Source: Check lists filled in by respondents, 2006

Based on the Table 4.1 above, it can be generally stated that the majority of respondents (about 78% of 330 responses variation) are in the range of agree to strongly agree, dealing with Stakeholders' Influence and Boundary Determination issues. 13% of responses are in the range of neutral and the remainder of the approximately 8% responses are in the category of disagree. In fact, none of the respondents answered strongly disagree.

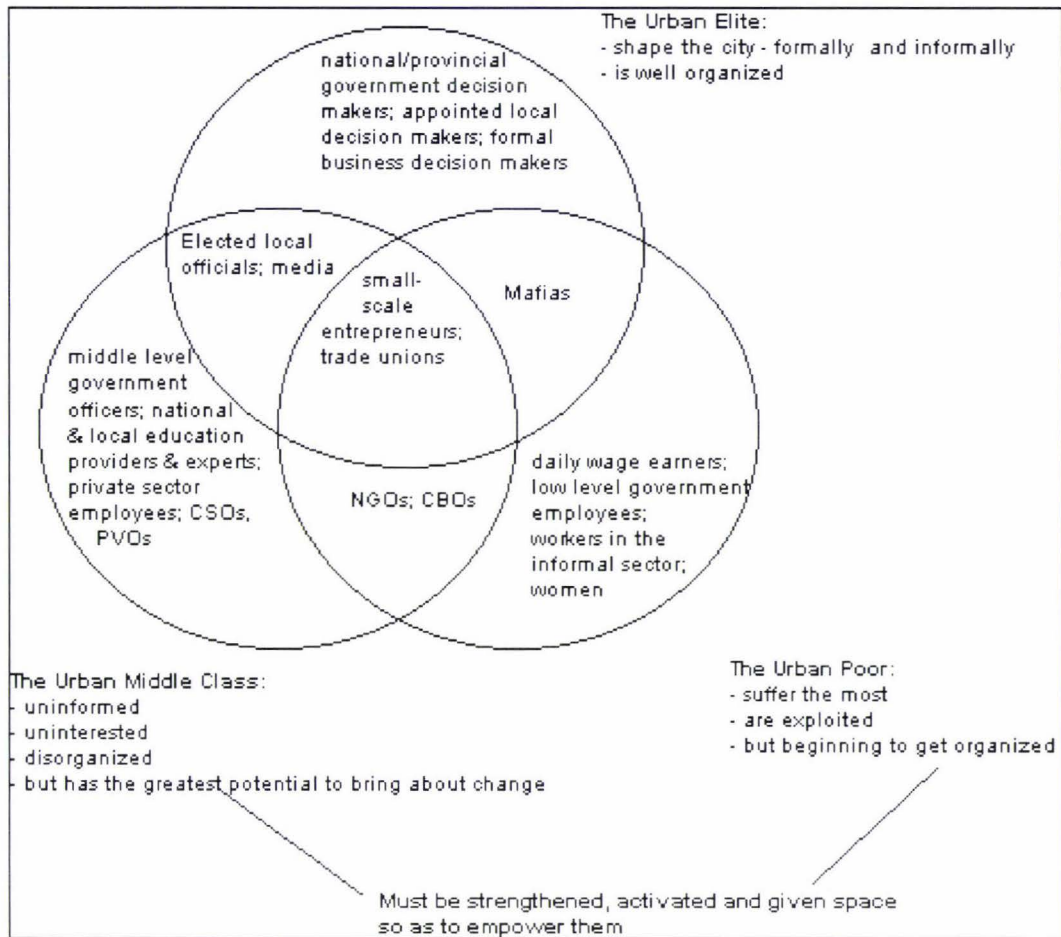
Interpretations relating to Influential Stakeholders and Boundary Determination factors can be undertaken in more detail by examining every single indicator. Therefore, each table will specifically describe the single indicator that measured parts of the issues, either the Influential Pressure from Stakeholders or Boundary Determination, as an example.

1. The Existence of Influential Pressure from Stakeholders

There are two instruments used to indicate the existence of stakeholders i.e. check lists and interviews. Therefore, the interpretation and analysis for this factor is presented in two parts, based on each instrument, but the conclusion will be presented in the same paragraphs, in order to obtain the overall results concerning the existence of stakeholders, that may or may not influence the sub-district reorganisation programme.

The stakeholders, in this research, are divided into four main stakeholders: the Government of Mataram City (executive); Members of the Local Parliament (legislative); local private sectors; the local urban community; local academics and local non governmental organisations, who are interested in the sub-district reorganisation programme. The diagram below depicts the stakeholders' interconnection within the urban region.

Figure 4.1: Urban Stakeholders' Interconnection



Source: <http://www.unescap.org/pdd/prs/ProjectActivities/Ongoing/gg/governance.asp>, 2006.

a. Interpretation and Analysis of the Existence of Influential Pressure from Stakeholders, based on Check List Results

Generally, there are four indicators to be examined for measuring the existence of a stakeholders' influence indicator in a qualitative way. Each distribution of frequency table and its interpretation is presented in a sequence that represents each indicator, which appraises the stakeholders' roles. Each indicator is measured by using two statements, with the exception of the indicator for the boundary determination factor, which is measured by using three statements. The table of distribution frequency below depicts the results of the check list, relating to people's acknowledgement of the sub-district reorganisation plan in Mataram City (Indicator

1). Statements in this section focus on the respondent's basic knowledge relating to the programme and its importance.

Table 4.2: Acknowledgement of the Sub-District Reorganisation Plan (Indicator 1)

Categories	Weight	Frequency and Percentage of Each Item in Question				Total F	(% of Total F
		Statement No. 1		Statement No. 2			
		F	%	F	%		
1	2	3	4	5	6	7	8
SD	1	0	0%	0	0%	0	0%
D	2	0	0%	0	0%	0	0%
N	3	0	0%	0	0%	0	0%
A	4	15	50%	16	53%	31	52%
SA	5	15	50%	14	47%	29	48%
Total		30	100%	30	100%	60	100%

Source: Check lists filled in by respondents, 2006

According to Table 4.2 above, it can be seen that half the total respondents definitely acknowledged the overall schedule concerning the sub-district reorganisation programme, conducted by the Mataram City Government, whilst the other half seemingly had less understanding about the reorganisation programme in general. The table also represents the fact that many of the Mataram City community were fully aware of the ongoing progress of the sub-district reorganisation programme occurring at that time and a number of them had a general idea about it.

The residents' awareness, in this case, is important because it proves that the local government had been successfully sharing information amongst the main stakeholders. According to one of Friedmann's, Criteria of Good Governance for City-Regions (Friedmann, 2002, p. 116) called Transparency and the Right to Information, it is explained that "Governance should be transparent in its manner of operation and, as much as possible, be carried out in full view of citizen observes. Citizen should have the right to information, particularly about contracts between the city and private corporations". Healy (1997, p. 242) articulated that the availability of the right to obtain good quality information for all stakeholders will encourage them to consider

what is at stake, so that collaborative planning processes can be effectively achieved. It has also been proven that such instruments of information, including local mass media, make a significant contribution to informing the city dweller about the reorganisation of a sub-district in general.

Conducting transparency and information to the community is also an essential value in this current decentralisation era, where Indonesia as a whole entity has been substantially attempting to enforce substantive democracy and a good governance paradigm in its sub-national governmental practices, through collaborative planning processes. Healy (1997, p. 241) emphasised that the right to 'information' (to enable knowledgeable participation) is necessary, in order to underpin an effective community participation basis within collaborative inclusionary planning processes. Seemingly, information delivery for the sub-district reorganisation programme in Mataram City is considered a strategic part of collaborative planning process practice.

Issues related to the right to be informed and property considerations are likely to encourage respondents to understand and realise the importance of the reorganisation of the sub-district programme, sponsored by the Government of Mataram City. Responses indicate that slightly less than half of the total respondents strongly agreed and most of those, who represented the Mataram community, admitted the importance of the agenda to reorganise their sub-district's administration and territories. A unit of a sub-district government is categorised as public property, which has a reciprocal relationship with private property, for example the land owners, particularly in terms of tax collection and tax payment, whilst at the same time local government recognises private property as a source of power, due to its significant implications on local politics and the economy (Fisher, 1993, p. 298). In

fact, relationships between them are even more complex and sometimes they are unbalanced because, to some extent, most communities in Mataram City still depend on the existence of a sub-district government as a source for basic assistance in their day-to-day lives. For instance, the fringes of society groups, who rely for their survival on government aid and social safety net programmes, tend to create such a patron-client relationship with government.

On the other hand the entire description above reflects the fact that the sub-district reorganisation programme contributes and helps to construct public interest in the centre of the community, due to the direct implications stated above. Perhaps Flathman's typology of public interest may be the most suitable way to describe the situation in Mataram City. Flathman (1966) argued that the so-called trans-subjective view of public interest is not associated with the sum of self-identified interests, but it is a moral concept of results that require the residents' obligation to comply with policies, even if they are contrary to their personal interests, meaning that the state's decision must be of concern to all members of the society in question (Flathman, 1966, cited in Campbell and Marshall, 2002, p. 391). For example, the collective demands for reorganising a sub-district territory is believed to have come from an idea 'below' and it is aimed at improving public service quality. However, a few groups of land owners perceived it as a future problem related to the fundamental changes in their status as legal owners of the land. Voogd (2001, p. 625) found that contradictions may occur between the interests of individuals and the collective interest, as stated in the government programme and policy proposal, concerned with spatial planning.

Table 4.3 illustrates the responses from respondents, relating to the second indicator for measuring the indication of intention from government decision makers,

as part of the stakeholders. The interpretation of the table is derived from two statements presented to the respondents about the origin of initiative for the sub-district reorganisation programme and also the respondents' clarification about their stand regarding the third statement in this indicator.

Table 4.3: Indication of Intention from Executives (Indicator 2)

Categories	Weight	Frequency and Percentage of Each Item of Question				Total F	(%) of Total F
		Statement No. 3		Statement No. 4			
		F	%	F	%		
1	2	3	4	5	6	7	8
SD	1	0	0%	0	0%	0	0%
D	2	0	0%	0	0%	0	0%
N	3	0	0%	2	7%	2	3%
A	4	16	53%	14	47%	30	50%
SA	5	14	47%	14	47%	28	47%
Total		30	100%	30	100%	60	100%

Source: Check lists filled in by respondents, 2006

The interpretation of Table 4.3, for the third statement above, is that more than half the respondents agreed that the Government of Mataram City initiated the reorganisation programme for the sub-districts, whilst slightly less than half of the total responses indicated a great support for the idea that local government is the leading sector implementing this programme?. This means the community admitted that the sub-district reorganisation programme is driven by the Mataram City Government, rather than the other main stakeholders, such as community interest groups, members of the local parliament, the private sector and non governmental organisations (NGO's).

This situation, it can be argued, is a legacy of the past centralised regime with its top down planning, characterised by government initiative dominance. As described by Antlöv (2003, p. 140), Indonesia has been experiencing years of transition after the collapse of authoritarianism, where the opportunities to develop democratisation and decentralisation have been mostly captured by the elite, both

national and local. On the other hand, it could be understood that the reorganisation of a sub-district programme is initiated by local government, due to the inevitable demands from below (i.e. providing better public services) and the implementation of a mandate from above (based on National Act No. 32/2004). Nevertheless, most resources, authority and implications of the programme will fall to local government, so therefore it is normal for local government to pay more attention to the programme than any of the other stakeholders.

This reason mentioned above is understood by the local community in Mataram City. It is reflected in the responses given by the community for the fourth statement on this sub-indicator, where 47% of all respondents believed that local government had the most interest in the ongoing programme for the reorganisation of the sub-districts and the other 47% supported the notion that local government is the most interested party over all other stakeholders. Only 3% of responses indicated uncertainty when they expressed whether the local government is recognised as the dominant party or not in the plan to initiate and implement the reorganisation of the sub-district programme.

This overall expression potentially strengthens the aggregate responses from the community, based on the third statement concerning the dominance of local government over the other stakeholders.

The result for the third indicator is presented in Table 4.4, which attempts to clarify public opinion concerning the involvement of a member of the local parliament, in order to develop and initiate the reorganisation of the sub-district programme. It also attempts to look at the public notion relating to local political parties and members of the local parliament and the potential advantages and disadvantages, regarding the reorganisation of a sub-district programme.

Table 4.4: Indication of Interest from Political Party & Member of the Local Parliament (Indicator 3)

Categories	Weight	Frequency and Percentage of Each Item of Question				Total F	(%) of Total F
		Statement No. 5		Statement No. 6			
		F	%	F	%		
1	2	3	4	5	6	7	8
SD	1	0	0%	0	0%	0	0%
D	2	13	43%	12	40%	25	42%
N	3	15	50%	13	43%	28	47%
A	4	2	7%	4	13%	6	10%
SA	5	0	0%	1	3%	1	2%
Total		30	100%	30	100%	60	100%

Source: Check lists filled in by respondents, 2006

Regarding the second statement for measuring indicator 3 in the check list (Appendix 2), it can be interpreted that only a few respondents supported the idea that local legislative institution is truly engaged to shape the initiation of the sub-district reorganisation programme, whilst half of the respondents expressed uncertainty and the remainder of respondents refuted the idea that the legislative body had contributed to the design of the programme.

The absence of a legislative contribution, in some of the critical stages of the reorganisation programme, can be understood, due to the transitional situation from a highly centralised planning regime and autocratic government system to a decentralised government. It also implicitly describes the lack of substantive democratic practices in the regions, particularly by local legislative bodies i.e. accommodating community aspirations. This is in contradiction to the recent, successful, formal democratic practice, where the existence of local parliament members was the result of the first ever direct election in Indonesia. It also means that the current local assembly in Mataram City failed to use their relatively higher authority and function to address their constituent's demands.

According to Usman (2002, p. 13), the situation above is created because all local interest groups, including the political parties remain weak and poorly organised

during a centralisation era. In addition, Usman also explained that many local assembly members do not owe their position to their knowledge of local affairs or their technical skills. As a result, they lack self-confidence and they have a poor ability to run their functions, such as formulating public policies, monitoring, controlling and joining in cooperation with local executive bodies. Based on field observations, it is not difficult to assess that the legislative body in Mataram City was likely to take a small part in the shaping of the sub-district reorganisation programme, by only giving its approval at the beginning and the end of each stage and with very less involvement and concern about the actual process of the programme.

This reflection of the legislatures' lack of engagement to determine the process of the reorganisation programme can be found in the responses given by the respondents to the sixth statement, where almost all respondents checked the disagree option, indicating that members of the local parliament have no significant function to enhance the programme. Most of the respondents believed that the legislators also have no concern whether the implication of the post sub-district reorganisation will have an affect on the number of potential votes gained or lost in the next election, due to the partition of the voters' sub-district territories. The assessment on how local assemblies in Indonesia ignore the interest of their constituents, lack a grass root foundation and abandon their supervisory and monitoring function roles is quite likely very correct (Antlöv, 2002, p. 5 and Usman, 2002, p. 14).

The fourth indicator attempts to look at community demands for the reorganisation programme, which is described in Table 4.5. In detail, this indicator attempts to measure people's concern about their involvement in determining the reorganisation of the sub-district programme and their opinion that the programme

aims to improve the quality of public services delivered by the urban regional government.

Table 4.5: Indication of Demands from City Dwellers (Sub-Indicator 4)

Categories	Weight	Frequency and Percentage of Each Item of Question				Total F	(% of Total F
		Statement No. 7		Statement No. 8			
		F	%	F	%		
1	2	3	4	5	6	7	8
SD	1	0	0%	0	0%	0	0%
D	2	3	10%	0	0%	3	5%
N	3	9	30%	3	10%	12	20%
A	4	14	47%	19	63%	33	55%
SA	5	4	13%	8	27%	12	20%
Total		30	100%	30	100%	60	100%

Source: Check lists filled in by respondents, 2006

Less than half of the respondents agreed that the reorganisation of the sub-district programme resulted from public demand for better public services provision and only a few of them absolutely believed that the notion of public demand had become a great consideration for shaping the programme. However, some of the respondents were uncertain whether community aspiration is dominant and taken into account in the design and reorganisation of the sub-district programme and a few of them disagreed that the programme is based on community concern.

The responses show that most people felt that the reorganisation programme really considered their voices, which is a positive starting point for structuring the programme. However, uncertainty responses, from some parts of community, demonstrated implicit distrust in the government's motives and their intention to conduct the reorganisation of the sub-district programme. In other words, they questioned the high degree of direct involvement in which they could accentuate their voice to the local government. In this case, Antlöv (2002, p. 1) argued that people believe that the plan will be better if the decisions were taken unhurriedly and with reflective deliberations, rather than relying on decisions being made by technocrats,

politicians and bureaucrats, which can be sometimes dubious. Based on the Commonwealth Foundations (1999 in Antlöv, 2002) it is found that residents need to be heard and consulted directly on a regular and continuing basis, not only at the time of elections. Although, only a small portion of the community demanded involvement, the Government of Mataram City should be more concerned because democratic decentralisation and good governance requires a top-down process of decentralisation and a bottom-up process of people participation, which ideally will meet in the middle (Antlöv, 2002, p. 3). Obviously, community empowerment is needed to encourage the people's engagement, through collaborative paradigm at regional level. Furthermore, Antlöv (2003, p. 164) suggested that "It is not simply to involve people, but it is also who is involved and how the involvement is governed".

There is no doubt about the objectives towards civic engagement in the decentralisation framework, but perhaps the large population number and a lack of equality in education has become a specific constraint in dealing with this situation. Kaiser et al. (2005, p. 58) believed that huge disparities in the size of population and other characteristics exist among jurisdictions, at any level of regional government, and these are recognised as a bottleneck to attaining an effective decentralisation in most decentralising countries.

The majority of respondents admitted and even some of them fully believed that the long term implication of the reorganisation of the sub-district aims to improve public services provided by the Mataram City Government. A smaller portion of respondents preferred to choose neutral responses, which indicates that a few people in the community are doubtful about the positive impact of the programme.

Scepticism amongst those respondents, who had doubts about the future positive effect of the reorganisation of the sub-district programme (i.e. public services

improvement) in Mataram City, probably based on their experiences as recipients of public services in the past three decades, where many various infrastructures of public services were built without consideration of public needs (under the past centralised planning regime). This has led some people to feel that there is only a small benefit for the community. According to Kaiser et al. (2005, p. 58) the Indonesian Ministry of Home Affairs stated that the creation of a new sub-national administration (at any level) should have been established for improving public services, enforcing democratisation and enhancing economic development. On the contrary he lamented that in fact such political considerations and perverse fiscal and bureaucratic rent-seeking have been very dominant in motivating the programme for reorganising the new administration units at regional level.

However, Kaiser et al (2005, p. 58) stated "It is premature to judge what the governance and service delivery implications of the proliferation of regions will be". In the case of Indonesia, the proponents of territory administrative reorganisation are also convinced that reorganisation is part of the democratisation process: it will encourage political leaders to become closer to their constituents and therefore more effectively meet the aspirations of the local communities (Kaiser, 2005, p. 58). The advantages and disadvantages of the reorganisation programme explained above should be viewed as a process of social learning, which is known as a prominent element of a people-centred approach (for Mataram City), in which communities would be the central players (Fainstein, 2000, 459 and Dunn, 1971, p. 225).

It can be summarised that the respondents' responses from the check list results explains the dominance of the Mataram City Government initiating and succeeding in the reorganisation of the sub-district programme, because it has various resources (although deficit in terms of human resource capacity), it is

mandate driven and it has legal authority Critical observers, such as Antlöv (2003, p. 167) and Kaiser et al. (2005, p. 57-58) state that the current practice of governance, where government at any level in Indonesia is known as the most dominant actor, is still shadowed by its past legacy of a highly centralised planning regime lasting more than three decades. This is understood to be a learning process and it is a consequence of a transition towards better substantive democratic development. Therefore, in the future, some experts suggest that establishing a new administrative territory should involve more consideration regarding community needs, as suggested by Antlöv (2002, p. 6), when he states that a governance system is not merely empowerment for local governments, but it should be more accountable and deliver social services. Systematic citizen involvement in policy formulation, decision making and programme evaluation are the keys to strengthen decentralisation. After all, Bryson (2004, p. 35) suggested that "Some person or group must initiate the process" and the Government of Mataram City has clearly taken the opportunity to initiate the reorganisation of the sub-district programme.

b. Interpretation and Analysis of the Possibility of Influential Pressure from Stakeholders, based on Interview Results

The highlights below are the results from the interviews undertaken to measure stakeholders' demands to reorganise the sub-district organisation and the possible existence of underlying aspects surrounding the reorganisation programme. As mentioned previously, interview respondents were drawn from top decision makers in the Government of Mataram City. Results from the interview session are aimed to cross check the responses given by the community, who used the check list method mentioned in the previous section.

1) Highlights and Interpretation of Respondents' Acknowledgement Related to the Aims of the Sub-District Reorganisation Programme

- At this point, all respondents claimed that they knew the aims of the Sub-District Reorganisation Programme.
- Additionally, some respondents stated that the aims of the sub-district reorganisation programme are: 1) towards efficiency in terms of public services delivery; 2) to develop more equal distribution of public services accessibility, in order that the community can reach services points easily; 3) to comply with the National Act No. 32/2004, particularly in relation to the minimum physical requirement to form a city or regency and therefore it is inevitable that this must be conducted; 4) towards better public services quality and to bring government services closer to the public need; 5) to accelerate development efforts in Mataram City, by distributing development funds more equally and responding more rapidly to the aspirations of the community; 6) towards a proper ratio between the numbers of public services centres and population number.

General responses, taken from interview results show that top decision makers in Mataram City not only understand the objectives of sub-district reorganisation programme, but they also fully support and are concerned about the end results of the reorganisation at sub-district level and that this will result in a positive impact on society. Obviously, those officials are the proponents of the reorganisation of the sub-district programme and their views are similar to most of the communities' beliefs about the positive impact of the post sub-district reorganisation programme.

2) Highlights and Interpretation of Respondents' Impressions concerning the Possibility of a Sub-District Reorganisation Impact that Significantly Improves the Public Services Quality at Sub-District Government Level and the Expected Improvement of Services.

- Almost all respondents positively responded that there are possibilities of improvement if the sub-district reorganisation is implemented. In addition, a few of them explicitly stated that ideally, it should bring improvement of public services delivery in parallel with an improvement in the distribution of public services accessibility
- Some respondents also believed that almost all types of public services held by the sub-districts authority will be delivered faster, particularly the most essential services, such as the provision of personal resident identity cards, family registration cards and tax payment notices.

The respondents seemingly believed that the quality of public services delivery can be achieved by splitting the current sub-districts jurisdiction into several new sub-districts. Furthermore, it is highly expected that the reorganisation of the sub-district will increase, not only the public services covering that area, but also the pace of services delivery, due to improvement of the ratio between the available civil servants and the number of residents.

3) Highlights and Interpretation of Respondents' Assessment concerning the most Significant Stakeholder that Influences the Reorganisation of the Sub-District Programme.

- All respondents positively agreed that the Government of Mataram City has the best intention and interest to conduct the reorganisation of the sub-district programme, due to its inevitable mandate stated in the National Act No. 32 2004 (Section 5, Article 5).

It was clearly admitted by the officials themselves that their institution (Government of Mataram City) significantly influences the programme for reorganising the sub-district, simply because it has a higher interest (mandates) related to the reorganisation of the sub-district programme.

4) Highlights and interpretation of Respondents' Perception concerning the Possibility of Local Government's Vested Interest in Relation to the Sub-District Reorganisation Programme.

- In the case of investigating the possibility of the government's vested interest, almost all respondents stated negatively. This means that respondents assess that the sub-district reorganisation programme is a logical consequence to the implementation of both the mandate from the National Act 32 2004 and the internal demand from the community to plan a sub-district reorganisation programme.
- Additionally, all expenditure for implementing the reorganisation of the sub-district programme, which is described in the official report, agreed with the local market standard. Some respondents believed that in the future the expenditure for implementation could be increased, due to changes that can happen, such as currency or the standard price of local property.

The similarity of responses is predictable because all respondents totally supported the sub-district reorganisation programme. However, this does not mean that it is not possible for a vested interest to occur, since the possibility of manipulation of the programme is also wide open, even in democratic planning (Sager, 2001, p. 709).

5) Highlights and Interpretation of Respondents' Opinions concerning the Possibility of Stakeholders' Hidden or Underlying Agenda, related to the Sub-District Reorganisation Programme.

- Most respondents believed that each stakeholder has their own interest or underlying agenda related to the reorganisation of the sub-district programme. However, it can be investigated that the government, for example, has other positive intentions to foster the annual development grant from the central government to Mataram City. This is because the amount of the grant is parallel to the population number, which is reflected rationally by the number of urban administrative areas administered by the Mataram City Government. On the other hand, Mataram City will also face larger expenditure, in order to establish the new administrative areas.
- In addition, respondents believed that, so far, the planning process is transparent and conducted democratically. The transparency of the sub-district reorganisation plan can be seen in the report issued by the reorganisation team.

The respondents' answers demonstrated their capability to anticipate the question about the possibility of an abuse of practice to carry out a certain programme, such as the reorganisation of a sub-district. By admitting that post sub-district reorganisation programme implementation has a possibility to foster the amount of the annual general allocation (development) grant (and a special earmarked grant given by central government), it clarified the notion concerning the underlying agenda of Mataram City. Kaiser et al. (2005, p. 66) concluded that "Splitting could bring additional fiscal resources...especially in urban areas". It can be

said that the reorganisation of the sub-district programme itself is both a means and an ends, particularly in terms of increasing local government financial matters.

Overall, both responses from the community through check lists and the uniformity of responses gained from interview results with decision makers, strengthens the idea that the government is the most influential factor amongst other stakeholders. In other words, the Mataram City Government has the most influential pressure to succeed with their interests through the reorganisation of the sub-district programme. The community, as the other interest and pressure group, is known as the second largest influential factor, followed by the local assembly, the private sectors and NGO's.

2. Boundary Determination

As mentioned in Chapter Two of this research, the types of boundary that will be examined are hamlets borderlines, rivers, roads and the Subak traditional irrigation system that exists as a feature of the landscape in Mataram City. It is essential to take boundary determination into account, because it has strong linkage with the demographic factor, where participation from various groups of the community brings two consequences. It can positively indicate that the collaborative planning process and good governance values are being practiced, by means of a citizen forum but it can also potentially bring conflict, due to the heterogeneity aspect of the community and the polarisation of the urban actors interests. Interpretation of the boundary determination factor is expected to evaluate public preferences and reasons for establishing sub-district borderlines that influence the reorganisation's programme results.

a. Interpretation and Analysis of Boundary Determination, based on Check List Results (Indicator 1)

There are two indicators for measuring public expression related to boundary determination. One of the indicators, Preferable Boundary Determination is measured by using a check list, where the results are explained, based on three statements. The other indicator, Reasons for Boundary Type Determination, is measured by means of interviews, due to the purpose of cross checking opinion amongst stakeholders. Detail of the responses, in terms of Boundary Determination, are explained in the table of frequency distribution number 4.6 below.

Table 4.6: Boundary Determination (Adjacent Standard) (Indicator 1)

Categories	Weight	Frequency and Percentage of Each Item in Question						Total F	(% of Total F)
		Statement No. 1		Statement No. 2		Statement No. 3			
		F	%	F	%	F	%		
1	2	3	4	5	6	7	8	9	10
SD	1	0	0%	0	0%	0	0%	0	0%
D	2	0	0%	0	0%	0	0%	0	0%
N	3	0	0%	2	7%	0	0%	2	2%
A	4	14	47%	25	83%	20	67%	59	66%
SA	5	16	53%	3	10%	10	33%	29	32%
Total		30	100%	30	100%	30	100%	90	100%

Source: Check lists filled in by respondents, 2006

In general, the table shows that the majority of the respondents checked agree to strongly agree columns and only a very few responses answered with uncertainty. However, the interpretation cannot be generalised, due to specific statements on this indicator. Therefore, the interpretation is clearly presented, based on each particular statement.

The result for the first statement clarified that Lingkungan or hamlet¹⁵ proximity is more preferable than any other type of boundary. Half of the total respondents indicated that hamlet borderlines are the most important type of

¹⁵ A Lingkungan can be recognised as a Hamlet which is administered under sub-district administration and each sub-district usually consists of 5-15 Hamlets (Antlöv, 2002, p. 8).

boundary to be used for reorganising sub-district territories, followed by roads and rivers. Less than half of the total responses chose similar answers, considering the use of hamlet boundaries to draw the line between old sub-districts and newly formed sub-districts.

Most people chose the hamlet boundaries as a prominent standard, simply because the hamlet boundaries (mostly invisible) have existed for so many years to separate sub-district administration jurisdiction. The most important point is that a hamlet and its boundaries have historical values, for instance to commemorate the early head of a clan who established the hamlet hundreds of years ago. Splitting an old hamlet is a sensitive matter and it can be seen as an offensive topic even to discuss, if local authorities try to attempt an amalgamation between old hamlets, since it will make the members of familial descent of one clan uncomfortable and it can ruin their pride if another clan administers their family. This is partly because long-established hamlets, as an example of a local entity in Mataram City, can be categorised as 'de facto' spatial units, which are similar to cultural homelands where boundaries are informal (Soja, 1971 cited on Massam, 1975, p. 12). Furthermore, Soja argued that conflicts may occur during the period of the reorganisation of administrative areas, both in developed or developing countries but particularly in urban regional areas, due to the division of closely knit informal units (hamlets) into two or more administrative areas (Massam, 1975, p. 12).

The resistance of the people, a few years ago, from one long-established hamlet to cross over to another hamlet, where a ballot point station had been placed for election purposes in Mataram City, is proof that intangible variables i.e. local ties and sentiments (Massam, 1975, p. 12) still exist. Consequently, the Mataram City local election committee placed numerous additional ballot points for those hamlets

and changed the approach of the recapitulation of the election results, which had previously been based on a population grid (nationwide), which was based on hamlet territories. Changing the territoriality perspective enabled the local election committee to succeed in the election because territoriality can be used as a powerful strategy and it is a means for controlling people and things through control of the area. Territoriality is also associated with many social contexts: political territories and private ownership of land perhaps being the most familiar examples (Sack, 1986, p. 5).

In the case of boundary determination for some sub-districts with less CBD area, the responses related to the second statement show that few respondents absolutely denied the use of boundary, based on either a natural or traditional boundary. The majority of respondents even supported this notion by denying that boundary determination should be merely based on existing natural boundaries, such as rivers and the traditional irrigation boundaries called the Subak irrigation system. However, only a few of the respondents were unsure enough to determine their preference related to a borderlines standard. It can be understood that most people preferred to use a multi of boundary types, since some sub-districts, particularly in the peripheral (non CBD) area of Mataram City, could be based on a combination of either river or Subak irrigation system borderlines.

Most respondents supported the idea that stakeholders and authorities, related to the reorganisation of the sub-district programme, have to ask permission from and deliberate with the land owners, through consultation, in cases where their land boundaries will be used for the borderlines of the new sub-districts. Less than half of the total respondents strongly implied an obligation, on those who are

responsible for the reorganisation of the sub-district, to determine the boundaries through consultation and permission from landlords.

Issues dealing with the determination of boundaries in Mataram City will be explained, based on several approaches including territoriality, ownership, property rights, citizen's duties and custodianship. It is realised that boundary determination in developing countries is more complex than that in developed ones, particularly those boundaries linked with a government intention to establish administration boundaries. It can be said that long-established hamlet and private land areas have been socially and traditionally constructed by clans and further territorially maintained by their ancestral descendants as the custodians. Perhaps the best description relating to (hamlet) territory is given by Sack (1986) regarding his thoughts related to territoriality. Sack (1986, p. 2) believed that territoriality is strongly attached to the human strategy to affect, influence and control. Furthermore, he also clarified that "Territoriality is intimately related to how people use the land, how they organise themselves in space and how they give the meaning to place...so it is within the tradition of human geography and somewhere between the traditions of social and historical analysis, that is work on territoriality lies" (Sack, 1986, p. 3-4).

This is the reason why determining boundaries can sometimes be complicated, if one is created adjacent to a square of privately owned land or custom land, which could later potentially cross or split the land. This is because some private land is strongly connected to local traditional customs or a particular religious belief. It also means that territoriality is recognised as a prominent expression of social power and this explains why space and society are interrelated (Sack, 1986, p. 5). For example, parts of the land which belong to either a Balinese-Hindus clan or the temple cannot be easily separated or converted into smaller parts, without the

decision being passed through several customary internal communal meetings and finally through an expensive formal religious ceremony. Another example is that the Balinese-Hindu people, who own large quantities of the paddy field farming area in Mataram City, believe in the existence of protective spirits on their sacred land, so therefore there is a need for customary worship when asking permission from the spirits before ploughing, planting, maintaining and harvesting the paddy plants which are grown on their lands. This resistance to the reorganisation programme probably appears, not because of the existence of spirits, but it is more concerned with the way local authorities approach the landlords (as custodians) before a decision is made to draw borderlines on their land, in a manner that demonstrates respect to their sacred values. In this case, Sack (1986, p. 3) believed "Territoriality then is historically sensitive use of space; especially it is socially constructed and depends on who is controlling whom and why" whilst a study by Lorenz, 1963 and Hall, 1969 (cited on Massam, 1975, p. 35) showed that man as well as primates tend to develop a strong sense of territoriality and feel an obligation to protect and maintain control over their land (Massam, 1975, p. 35).

Another contemporary barrier for conducting boundary determination is that some land owners are worried about the possible changes in terms of the issue of additional cost for updating land certificates and the accessibility to reach tax payment points of services could also be disadvantages, if the new point is far away from the old one, which is paradoxically different to the aim of the sub-district reorganisation programme to distribute services accessibility more evenly. Perhaps, the owners do understand about the positive impacts of post reorganisation but it has been empirically proved that major change can be unpleasant if it is brings uncertainty, particularly if this appears to be disadvantageous to anyone in any way.

A similar case can be found in western societies, where land-use planning systems have usually been preoccupied by the rights of property owners to the enjoyment of their land/possession which has led to a limit on the regulatory power of the state to interfere in private property (Healy, 1997, p. 241). As the programme continues, land owners in Mataram City should not only consider their rights but also their duty and responsibility, as part of society, for enabling the achievement of the sub-district reorganisation programme. As Healey (1997, p. 243) argued, rights and duties or responsibilities have a reciprocal relationship and therefore citizens who are highly affirming in respect to their legal rights also have an obligation to obey the law and follow moral principles, which are culturally-recognised in regards to others, although in practice it is hard to conduct this in a fully democratic value-based society.

The sections above offer an overall premise that the determination of boundaries is in the public domain. Grass root democracy enables people to voice their aspirations to local government, in terms of suggesting a standard for inter sub-district borderlines to be applied in the reorganisation programme, although this takes time at the beginning of the process, particularly due to the need to convince various related local elite groups .

b. Interpretation of Boundary Determination, based on Interview Results concerning Reasons for Determining Certain Types of Boundaries (Indicator 2)

The highlights below are the results from interviews undertaken to examine stakeholders' opinions concerning the boundary determination method. As mentioned previously, the interview respondents are top officials in the Government of Mataram City. Results from these interview sessions are aimed at cross checking the responses given by the community, who used the check list method as stated above. The results of these interviews can be reported as follows:

1) Highlights and Interpretation Concerning the Respondents' Opinions Related to the Importance of Determining Borderlines and the Possible Occurrence of Potential Conflicts in Communal Meetings.

- Most respondents in this case said that it is not necessary to determine adjacent boundaries in a particular way, since the existing boundaries between the sub-districts are well defined and could possibly be taken into account in a deliberative way as established proximities, through communal meetings.
- However, it was admitted by most key decision makers that potential conflict will always occur during the debate session in a community forum and this debate should be viewed as a normal response, so long as it is conducted during an official community gathering, sponsored by the sub-district government and the official sub-district reorganisation programme team. It is realised that any debate, that occurs during the communal meeting, will inevitably lead to conflict, to the extent that it can be managed by using the community meeting as one of the mechanisms to sustain the planning process for the reorganisation of the sub-district (A similar answer was given by the lower decision makers)
- Old boundaries amongst hamlets still exist and are recognised because some long-established hamlet boundaries still use natural boundaries, such as rivers, the Subak traditional irrigation and farm land as a standard and therefore it is not necessary to rely on only one standard of proximity. In addition, communal meetings are part of the collaborative planning, which enables people to determine their preferences concerning the boundaries. In other words, it is dependent on the community themselves to determine the standard of the boundaries for their future sub-district jurisdiction (it can be noted that other lower ranked decision makers gave a similar answer)

2) Highlights and Interpretation Concerning the Respondents Expressions Related to the Use of a Single Standard for the New Sub-District Boundary and the Recommended Boundary Use.

- The majority of respondents believed that it is not essential to rely on a single boundary for drawing the line between sub-districts, since the people's choice of boundaries can be based on social and cultural matters such as a local and specific entity, tribalism, familial relationships and historical territoriality. Moreover, there is no specific recognised standard because in reality all decision making, relating to boundary determination, should be decided by the community, through official communal meetings (A similar answer was given by the lower ranked decision makers).
- In the case of Cakranegara district, which is known as the CBD area in Mataram City, the main road became a prominent standard to define the boundary between the new sub districts which were alongside the old boundaries that still existed. This was partly due to the fact that the road and its features are more visible and definite than the natural boundary (the plantations area being an example).
- Boundaries that are commonly chosen for debate during communal meeting are: state or provincial roads, rivers, Subak (traditional irrigation system) and hamlet boundaries.

Responses from the high ranking decision makers explicitly reflected that they were fully aware of this fact and they supported communal meetings, in order to determine the boundary standard between the sub-districts. In other words, the proximity of sub-district determination belongs to the community and needs to be deeply discussed and decided upon in a citizens' forum, facilitated by the

reorganisation of the sub-district programme team, including sub-district officials as members of that team. Therefore, there is no strong indication that local government has insisted (through the team for the sub-district reorganisation programme) that the community has input into a particular borderline standard, such as hamlet borderlines, which would be applied in the reorganisation programme.

At this stage, the role of the reorganisation team is important because of its function as a special (but temporary) planning unit. Members of the team should be able to communicate the objectives of the sub-district reorganisation programme to the participants, in order to properly structure the programme. Planners in the equity planning model can be recognised as communicators and excellent communication skills are required to achieve their organisation's target and at the same time, they also need an ability to gather and analyse information and perform as the problem formulators (Sandercock, 1998, p. 415). Experiences at the communal meeting sessions has witnessed the shift of the planners' role from expert bureaucrat to that of community facilitators (Campbell, 2002, p. 74), who foster an exchange of information and an open discussion of ideas. The planners' assistance as facilitators and experts allows people to have an opportunity to act for them, rather than rely on planners who tend to tell people about how to solve a particular problem (Conroy and Berke, 2004, p. 533).

It can be summarised, from the interpretations of both indicators above, that the government, as the dominant stakeholder clearly supports the idea to give a wide opportunity to the other stakeholders to determine the inter sub-district borderlines. It has been proved that traditional values belonging to certain groups in the local

community have been taken into account by the local government. The reasons for determining adjacent sub-districts are negotiated by the community themselves, according to their experiences, beliefs and local wisdom. Local government, in this case, changes its role to one of facilitator, rather than their past role as conventional planner who most likely tended to be in control of the results from communal meetings. Webber (1978 on Forrester, 1993, p. 691), in his contemporary thoughts, suggested that nowadays the practice of planning emphasises the methods of how decisions get made, rather than discussing the details relating to the specific, preferred, substantive content of those decisions and therefore the planner's role should be one of "a facilitator of debate", rather than a "substantive expert" and this can be achieved by fostering open communications. Webber's thoughts probably fit in with the phenomenon that occurred in case of Mataram City's planning regime.

At the bottom line, in comparison with the previous factor's analysis, an explanation, concerned with the boundary determination factor, offered a different approach to the role of local government. It clearly described that the pendulum of power has shifted from the dominance of local government, in terms of the planning process in the previous factors, to the other stakeholders, particularly community groups.

3. Demographic Factor

The Demographic factor has a strong relationship with the boundary determination factor, since the object of discussion is similar, namely, the local community. However, the demographic factor will attempt to focus on public

demands that are inherently caused by the high rate of population growth in Mataram City, in relation to the availability of centres for public services. How far the demographic factor shapes the reorganisation of the sub-district programme will be evaluated in this section and this is based on the observation results. The explanation in this section is divided into two parts. The first, will discuss the pre-condition of demography and the second explanation will evaluate the post-reorganisation programme. Therefore, the results from other factors can be presented, in addition to the description concerning the post-reorganisation programme situation.

a. Interpretation of Data Taken from Observations and the Official Statistics Data concerning the Demographic Factor (Pre Condition of Sub-District Reorganisation Programme)

Administratively, Mataram City covers a 61.30 Km² area, which is divided into three urban district administrative areas, called Kecamatan (District) and 23 smaller administrative areas called Kelurahan (Sub-District). Furthermore, each sub-district is divided into 279 smaller unofficial administrative units called Lingkungan (Hamlets) which have responsibility for coordinating 284 units called Rukun Warga (Communal Unities). Lastly, the Communal Unities also have an obligation to coordinate 1,350 units of Rukun Tetangga (Neighbourhood Unities). These last three tiers mentioned above are known as unofficial tiers because their coordinators are elected by the local community, either through elections or at a communal meeting procedure. However, they are sometimes simply chosen by the head of the sub-district. As coordinators, they serve voluntarily for the community with a small salary from the local government and as a result these people, elected as

coordinators, usually have their own formal occupation in the various sectors. Moreover, they are expected to be able to maintain a cooperative connection between the community and the sub-district government as the frontier of local government (13th Anniversary of Mataram City, 2006). Institutionally, hamlets and other unofficial units should be more responsive to the community, rather than function as a surveillance mechanism over the local community, which has happened in the past.

Table 4.7 below shows that population growth has increased significantly together with population density. During these periods, the Statistics Department of Mataram City (2005, p. 86-85) recorded that, overall, the average population density was 5,820 people/km². At the same time, the population growth rate was relatively high, at approximately 3.27% per year, based on the population census conducted between the years 1980 and 1990, although recent figures highlight a significant decrease of approximately 1.44% per year, according to population census of the 1990-2005 period, which was due to the achievements of the family planning programme. In Indonesia, the number of resident in a sub-district, particularly in the CBD area, determines the number of unofficial tiers' formation. The higher the population, the larger the number of unofficial tiers formed by the community. As a result, there are 26 hamlets in Cakranegara Barat sub-district with a population of 18,694 but only four hamlets in the Sayang Sayang sub-district, which only consists of 6,769 residents. Additionally, the formation of a new hamlet is quite flexible, although the bottom line should be approved and officially registered by the local government, through sub-district administration.

Table 4.7: The Number of Administrative Areas, Population and Area of Mataram City before Implementation of the Sub-District Reorganisation Programme from 2002-2006.

No	District/Sub-District	Area (km ²)	Population				
			2002	2003	2004	May 2005	April 2006
1	2	3	4	5	6	7	8
I.	District of Ampenan*	23.59	115,239	125,775	126,119	124,217	127,104
1.	SD Pagutan*	3.81	17,921	20,714	20,741	19,071	20,873
2.	SD Karang Pule	5.72	15,145	16,659	16,650	16,580	16,868
3.	SD Tanjung Karang*	4.60	119,906	22,104	22,101	21,201	22,248
4.	SD Ampenan Selatan	2.86	18,001	19,394	19,445	20,352	19,378
5.	SD Ampenan Tengah	0.59	9,457	9,535	9,539	9,578	9,594
6.	SD Ampenan Utara	3.85	18,977	19,697	19,900	20,601	17,834
7.	SD Pejerkuk*	2.16	15,832	17,672	17,743	16,834	20,309
II.	District of Mataram*	17.72	104,301	109,441	109,152	110,217	110,336
1.	SD Pagesangan*	3.81	23,878	25,733	25,733	24,780	24,769
2.	SD Mataram Timur	2.27	12,967	12,356	12,356	15,159	15,192
3.	SD Mataram Barat	1.95	15,302	16,854	16,854	16,942	16,906
4.	SD Dasan Agung*	1.95	16,815	17,303	17,302	17,228	17,333
5.	SD Monjok*	2.22	18,874	19,718	19,718	18,761	18,927
6.	SD Kr. Baru	2.37	8,298	8,463	8,463	8,400	8,447
7.	SD Rembiga	3.15	8,669	9,014	8,726	8,947	8,762
III.	District of Cakranegara*	19.99	100,425	105,261	105,259	105,117	106,123
1.	SD Dasan Cermen	2.22	8,550	9,460	9,460	8,545	9,289
2.	SD Bertais*	2.04	12,245	12,486	12,486	13,394	16,154
3.	SD Babakan	3.07	14,878	15,990	15,990	16,139	13,489
4.	SD Cakra Selatan	1.29	12,385	13,456	13,456	12,710	12,790
5.	SD Cakra Barat*	2.66	19,408	19,343	19,341	18,875	18,694
6.	SD Cakra Timur	1.69	8,012	8,388	8,388	8,974	8,975
7.	SD Cakra Utara*	1.91	10,079	10,527	10,527	10,561	10,975
8.	SD Selagalas	2.99	8,040	8,973	8,973	9,281	9,382
9.	SD Sayang-sayang	2.12	6,328	6,638	6,638	6,638	6,759
Total of Mataram City		61.30	319,965	340,477	340,530	339,551	343,563

Source: 13th Anniversary of Mataram City, 2006.

*) Sample of research and the three most populated sub-districts per district.

See also Map on Appendix 8 and 9 for Visual Comparison between Sub-District Area.

However, the number of public service centres in each sub-district authority has remained the same since 1978. As a result, it is found that the ratio between public service points and its personnel availability is imbalanced, compared to the population number. The inequality of civil servants' availability varies between district administrative jurisdictions. Considering that the population growth and density is relatively high, it can be assumed, in the long run, that there will be a lack of quality public services delivered by the sub-district authorities, due to the limitation of civil servants' availability.

Table 4.8: The Number of Civil Service Personnel, Population and Population Density of Mataram City before the Implementation of the Sub-District Reorganisation in Year 2006.

No	District/Sub-District	Number of Civil Service	Population per April 2006	Ratio of Civil Service Availability	Area (km ²)	Population Density (/km ²)
1	2	3	4	5	6	7
I.	District of Ampenan*	73	127,104	1,741	23.59	5,388
1.	SD Pagutan*	8	20,873	2,609	3.81	5,478
2.	SD Karang Pule	11	16,868	1,534	5.72	2,949
3.	SD Tanjung Karang*	13	22,248	1,711	4.60	4,837
4.	SD Ampenan Selatan	11	19,378	1,762	2.86	6,776
5.	SD Ampenan Tengah	9	9,594	1,066	0.59	16,261
6.	SD Ampenan Utara	10	17,834	1,783	3.85	4,632
7.	SD Pejeruk*	11	20,309	1,846	2.16	9,402
II.	District of Mataram*	96	110,336	1,149	17.72	6,227
1.	SD Pagesangan*	14	24,769	1,769	3.81	6,501
2.	SD Mataram Timur	14	15,192	1,085	2.27	6,693
3.	SD Mataram Barat	14	16,906	1,206	1.95	8,670
4.	SD Dasan Agung*	14	17,333	1,238	1.95	8,889
5.	SD Monjok*	13	18,927	1,456	2.22	8,526
6.	SD Kr. Baru	12	8,447	704	2.37	3,564
7.	SD Rembiga	14	8,762	626	3.15	2,782
III.	District of Cakranegara*	92	106,123	1,154	19.99	5,309
1.	SD Dasan Cermen	14	9,289	664	2.22	4,184
2.	SD Bertais*	10	16,154	1,615	2.04	7,919
3.	SD Babakan	12	13,489	1,124	3.07	4,394
4.	SD Cakra Selatan	9	12,790	1,421	1.29	9,915
5.	SD Cakra Barat*	13	18,694	1,438	2.66	7,028
6.	SD Cakra Timur	9	8,975	997	1.69	5,311
7.	SD Cakra Utara*	8	10,975	1,372	1.91	5,746
8.	SD Selagalas	9	9,382	1,042	2.99	3,138
9.	SD Sayang-sayang	8	6,759	845	2.12	3,188
Total of Mataram City		261	343,563	1,316	61.30	5,605

Source: 13th Anniversary of Mataram City, 2006 and Statistics of Mataram City, 2005

*) Sample of research and three most populated sub-districts per district

The figure below depicts that, on average, the density of the Mataram City population is 5,605 people/Km², where Mataram District is recorded as having the highest population density and the lowest population density is in the Cakranegara District. However, the highest density population, at sub-district level, is Ampenan Tengah Sub-District with 16,261 people/Km², compared to other sub-districts in Ampenan District or even those in Mataram City.

From the table above, it can be seen that the average number of available civil servants, compared to the average number of population for each sub-district, can be

calculated. For instance, the district of Ampenan, has, on average, ten civil servants per sub-district, whilst its average population is 18,158 per sub district, which means that one civil servant is available to manage 1,815 customers per day (the ratio is 1:1,815); The district of Mataram, has, on average, 13 civil servants per sub-district and on average it has 15,762 population per sub-district, which creates a ratio of 1:1,212 per day; and the average number of available civil servants in the district of Cakranegara is ten civil servants for each sub-district, whilst the average population is 11,791 per sub-district, so therefore the ratio is 1:1,791 per day. At the same time, the table shows that the ratio between the availability of the civil servants, compared to the number of resident for Mataram City overall is 1:1,316 or the total number of sub-district personnel only equates to 0.076% of total city dwellers. This means that each civil service has to prepare delivery of public services for 1,316 people everyday, which in the long term would possibly create uncertainty for the sustainability of public services quality.

The deficiency of civil servants mentioned above reflects the existence of inequality within public services provision between different districts' jurisdiction in the pre-condition period. Sub-districts in the district of Ampenan have less availability of personnel to deliver public services to their customers on a daily basis, whilst sub-districts in the district of Mataram have a better situation, in order to cope with public services delivery. At this point, sub-district officials, to some extent, experience difficulties maintaining effective coordination with hamlets and neighbourhood coordinators, in the case of enhancing routine public services delivery or during times of conducting incidental joint cooperation, such as providing a precise data about both poor people and victims of natural disasters. Expected cooperation between

communities and sub-district government was probably unsuccessful and this led to public distrust relating to the performance of local government in the provision of public services. This is because all three categories of services, described by Massam, are part of sub-district administration functions in Indonesia. According to Massam (1975, p. 6), those three categories of services are:

- 1) Counselling –where specialised personnel provide advice and guidance or informal education. Each sub-district and village government office in Indonesia is attached to a family planning unit station and a health care unit station and a family planning counsellor and paramedic personnel are available over 24 hours for community service. A head of a sub-district or a chief of a village is also trained as a counsellor, in order to maintain public order and local security for the community under his jurisdiction.
- 2) Institutional care –where physical facilities are required in addition to specialised personnel, for the performance of the service. This type of service is similar to the routine tasks of sub-district or village personnel in Indonesia, who provide daily services, such as residency documents and certificates. In fact, this type of services is the core business of sub-district administrations.
- 3) Economic assistance – in the form of cash payments and, in some cases, of distribution in kind. Each sub-district and village administration in Indonesia usually consists of special units which are available to ensure payment and maintenance services for tax, electricity power and clean water and sometimes they provide micro finance for the community.

Furthermore, Massam (1975, p. 6) believed that there are two parts to the consequences, which deal with personnel deficiency and financial sources

availability. Firstly, it is possible that many residents virtually never receive proper public services because they fail to reach the services centres, due to long distances for travel. Secondly, the heavy work-load of the personnel in the services centres creates an inconvenient queue situation for the customers as well as time consumed. Massam also underpins the notion that population density, the transport system, the educational level of the population and service centre personnel availability are factors that influence the dimensions of optimum administrative areas.

The situation described above can be stated as the policy environment of Mataram City in which "...events surrounding a policy occur, influences and is in turn influenced by policy stakeholders and public policies" (Dunn, 1994, p. 209). Therefore, simultaneously increasing the number of points of services and personnel, by means of the reorganisation of the sub-district administration, is expected to enhance the distribution of resources, thus dealing with any future scarcity of public services provision. In this case, Massam (1975, p. 7) argued that "...the establishment of local administrative centres and services districts, together with the delegation of responsibility to these units, is a critical element in improving the welfare of a country".

b. Demographic (Expected) Situation in the Post-Reorganisation of Sub-District Programme.

The pre-condition of a sub-district reorganisation programme, in terms of the demographic situation, gave the Mataram City government the, so-called, formal and informal mandate, to intervene in the situation and therefore tackle forthcoming problems in public service provision. The formal mandate in this situation is known as the National Act 32/2004, which is guiding Mataram City Government about what

must and should be done to improve public services, through the reorganisation of its sub-district territory administration. Meanwhile, informal mandates may be represented within the community or they could be the key stakeholder's expectations (Bryson, 2005, p. 47). A temporary situation, caused by a demographic problem can be recognised as an informal mandate, which is more important in this context, since it reflects all the key stakeholders' expectations, in addition to the collective public interest. According to Bryson (2004, 97), mandates are important for legitimising local authority decisions relating to what they are formally and informally required to do, even if they not to do it in the exact way proposed. Furthermore, Bryson 2005, p. 47) argued that both informal and formal mandates are essential to take into account as a basis for the local authority to take further actions.

The table below is the description of the expected figures after the reorganisation of the sub-district programme is implemented.

Table 4.9: Number of Sub-Districts and Population of Post Reorganisation

No	District	Former Sub-District	Reorganised Sub-District	Population
1	2	3	4	5
1	AMPENAN	1) Ampenan Utara	1) Bintaro	8,441
			2) Ampenan Utara	4,915
			3) Dayan Peken	8,287
		2) Ampenan Tengah	4) Ampenan Tengah	8,517
		3) Ampenan Selatan	5) Selaparang	6,088
			6) Ampenan Selatan	6,530
			7) Taman Sari	5,875
		4) Pejeruk	8) Pejeruk	7,348
			9) Kebon Sari	5,407
			10) Pejarakan Karya	4,683
	Total 1:	4 Former SD	10 New SD	66,091
2	PADANG REAK/ SEKARBELA/ BATU RINGGIT	5) Tanjung Karang	11) Kekalik Jaya	7,283
			12) Tanjung Karang Permai	8,598
			13) Tanjung Karang	5,549
		6) Karang Pule	14) Karang Pule	10,035
			15) Jempong Baru	6,137
	Total 2:	2 Former SD	5 New SD	37,602
3	MATARAM UTARA	7) Rembiga	16) Rembiga	9,920
		8) Karang Baru	17) Karang Baru	8,230
		9) Monjok	18) Monjok Selatan	4,640
			19) Monjok Utara	9,484
			20) Udayana	5,180

1	2	3	4	5
		10) Mataram Barat	21) Mataram Barat	6,072
			22) Gomong	4,577
			23) Punia	7,986
		11) Dasan Agung	24) Dasan Agung	10,811
			25) Dasan Agung Baru	6,950
	Total 3:	5 Former SD	10 New SD	73,850
4	MATARAM SELATAN	12) Mataram Timur	26) Pendopo/ Pejanggik	9,254
			27) Mataram Timur	5,684
		13) Pagesangan	28) Pagesangan Barat	9,310
			29) Pagesangan Tengah	7,561
			30) Pagesangan Timur	7,068
		14) Pagutan	31) Griya Taman Pagutan	8,050
			32) Pagutan	6,941
			33) Taman Agung Pagutan	5,307
	Total 4:	3 Former SD	8 New SD	59,175
5	CAKRANEGARA	15) Cakra Barat	34) Cakra Barat	6,642
			35) Cakra Cilinaya	6,579
			36) Sapta Marga	5,767
		16) Cakra Timur	37) Mayura	5,325
			38) Cakra Timur	4,069
		17) Cakra Selatan	39) Cakra Selatan	5,246
			40) Cakra Selatan Baru	7,384
		18) Cakra Utara	41) Cakra Utara	5,342
			42) Sindu	5,248
		19) Sayang - Sayang	43) Sayang - Sayang	6,696
	Total 5:	5 Former SD	10 New SD	58,298
6	SANDUBAYA	20) Selagalas	44) Selagalas	9,280
		21) Bertais	45) Bertais	6,316
			46) Mandalika	7,321
		22) Babakan	47) Babakan	7,392
			48) Turida	9,051
		23) Dasan Cermen	49) Dasan Cermen	4,349
			50) Abian Tubuh Baru	4,838
	Total 6:	4 Former SD	7 New SD	48,547
	Total Mataram City:	23 Former SD	50 New SD	343,563

Source: Data processed based on the official report of the Sub-District Reorganisation Programme, 2006. See also Appendix 9 for Population Comparison between Sub-District.

Overall, the table above shows that three former districts are now divided into six districts (see Appendix 13), including three new districts and 23 former sub-districts' administration are reorganised to become 50 sub-districts' administration, including 27 new sub-districts' administration. Some sub-districts are reorganised into three or four sub-districts and a few of them are reorganised into two sub-districts or even unchanged (status quo), due to population consideration. Consequently, the average figure of population, for each sub-district, is automatically redistributed more equally throughout the new sub-district, in comparison to the previous situation

described in Table 4.8, where the former sub-district of Pagesangan, for example had responsibility for 24,769 residents and at the same time two other sub-districts, in the same district jurisdiction, had far less residents (below 9,000 people). In other words, the previous table (4.8) shows a highly skewed figure for the residents' dispersal in each district jurisdiction. One of the sub-district reorganisation programme's objectives is attempt to redistribute the number of people, who will be administered by the new reorganisation of the sub-districts' administration level, so therefore it is expected that the inequality of both civil servants' availability and residents' dispersion can be reduced.

However, Table 4.9 above indicates that the problem, dealing with population distribution, is slightly unsolved in the post-reorganisation programme situation. The dispersal of the population still remains unequal, because some of the sub-districts, under the new districts jurisdiction, also have various ranges of population number, although they are not as high as those seen before in the pre-condition situation. For example, in the two new sub-districts, under the Mataram Utara District authority, the population is below 4,000 people, compared to the three other sub-districts, which are occupied by more than 9,000 residents (see Table 4.10 below).

Moreover, the phenomenon above describes the fact that former centres of the sub-districts tend to have a higher population, than the newly reorganised sub-districts. Examples of more populous former centres of sub-districts can be traced in Ampenan Tengah, Dasan Agung, Karang Pule, Rembiga, Karang Baru and Selagalas sub-districts. Based on observations, it is found that those sub-districts that have smaller number of population are classified as places with a strong bonding of familial relationships and sentiments (similar to the Paris amalgamation case) between their inhabitants, as mentioned by Massam (1975, p. 12). This indicates

that the classic concepts of community, called *Gemeinschaft* and *Geiselschaft* still exist in Mataram City and it is scattered amongst the sub-districts. Based on Duffy and Hutchinson (1997, p. 771), the term 'Gemeinschaft' refers to interactions that are bounded by the belief of spirit, soil and kinship and includes paternal and fraternal-based community organisations. This type of community is matched with the peripheral sub-districts and it has a public resistance to being separated. *Geseilschaft*, on the other hand, is seen as urban communities, usually located in the centre of CBD areas. The people's reluctance, within those 'Gemeinschaft' areas, is perhaps based on the uncertainty of dealing with the post-reorganisation programme. They believe that it may transform their enclave situation and possibly lead to them loosing their (social) influence and control over those areas. This Mataram City example will probably fit with Sack's argument where he states that "Territoriality then is a historically sensitive use of space, especially since it is social constructed and depends on who is controlling whom and why" (Sack, 1986, p. 3).

Apart from the problems stated above, the Official Report of the Sub-District Reorganisation Programme (2006, p. 24) reported the opportunity to reallocate some personnel, who will be taken from Mataram City Government Office and posted to various level of positions in the newly reorganised sub-district offices. It is estimated that there will be approximately 180 positions available in the new sub-district offices, consisting of 45 positions for head of sub-districts (echelon IV A) and 135 lower positions for head of sections (Echelon IV B) in the entire new sub-districts offices. This figure could be even larger, if the estimation takes into account the number of auxiliary staff (non echelon) who will service those offices.

In order to provide a better ratio between the number of available civil servants and the average number of customers for each sub-district per day within a district,

the data analysis presented below will only read as an estimation figure, because the calculation uses the average number of former available civil servants, before the sub-district reorganisation programme implementation, as a standard for estimation. For instance, it is assumed that, on average, there are ten available civil servants in each sub-district office for Ampenan, Padang Reak, Cakranegara and Sandubaya districts, followed by 13 personnel for those offices, under the Mataram Utara and Selatan districts' jurisdiction. As a result, it is found that the estimation ratio between the average number of available civil servants and the average number of customers per sub-district can be interpreted as follow:

- 1) On average, the population for each sub-district in the Ampenan districts is 6,609, so therefore one person in a sub-district will be available for approximately 661 customers per day.
- 2) On average, the population for each sub-district in the Padang Reak districts is 7,520, so therefore one person in a sub-district will be available for approximately 752 customers per day.
- 3) On average, the population for each sub-district in the Mataram Utara districts is 7,385 so one personnel in a sub-district will be available for approximately 568 customers per day.
- 4) On average, the population for each sub-district in the Mataram Selatan district is 7,397, so therefore one person in a sub-district will be available for approximately 569 customers per day.
- 5) On average, the population for each sub-district in the Cakranegara districts is 5,830, so therefore one person in a sub-district will be available for approximately 583 customers per day.

6) On average, the population for each sub-district in the Sandubaya district is 6,935, so therefore one person in a sub-district will be available for approximately 694 customers per day.

In general, the reorganisation of the sub-district programme has positively improved the ratio between the availability of personnel in each sub-district and the average number of customer that should be taken into account per day. As mentioned previously, inequality of civil services provision still exists, although it is expected to appear in much smaller ratios. Formerly, the ratio between civil servant availability was 1:1,136, compared to the current expected ratio of approximately 1:638. In comparison with the previous situation, before the implementation of the reorganisation programme, there has been a significant decrease of approximately half of the average number of customers, who should have been taking care of by civil servants per day at sub-district level. At least the results of the reorganisation programme, as expected, show the acceleration in the pace of public services delivery, on a day-to-day basis and therefore the performance of sub-district personnel is expected to also improve.

The redistribution of the population (see Table 4.11 above) and the public services locations is expected to minimise people's costs and the time and travel distance to reach the centres of public services, in addition to increasing the annual local development programmes distribution. Massam (1975, p. 59) argued that if travel distance can be reduced it will lead to the minimisation of time and cost, which implies that minimising public inconvenience can lead to the maximising of social welfare, including the community's degree of satisfaction as the public services recipient. Details relating to the possibility of community satisfaction in the post-reorganisation programme will be presented separately. In terms of attempting local development distribution, it is believed that, in the long run, community participation at sub-district level will increase, both in the cases of planning, implementation and the monitoring of the local development planning process, since the higher level

people's representation will be increased within smaller units of population. Local revenue from the tax sector is supposed to be improved, because a tax collector in each sub-district will have a better opportunity to reach the tax payers, based on the payment schedule¹⁶). Also, data relating to poor people, needed for poverty reduction programmes and the number of people, who suffer in sudden and unexpected disasters will be accurately recovered and up-dated by sub-district officials.

c. Analysis of Sub-District Public Services Accessibility within Mataram City Area.

The analysis of the sub-district public services accessibility is based on the use of ArcMap GIS, Version 9.1 and ArcView GIS 32a (ArcGIS® 9 from ESRI) software, which were used as tools to analyse and compare the situation of Mataram City, before and after the sub-district reorganisation programme. It is expected that, at the conclusion of this analysis, there will be a recommendation to determine accessible locations for the 27 newly reorganised sub-districts.

As shown in Appendix 9, the proportion of population has increased amongst the sub-district areas, where the gap between the highest population numbers and the lowest has reduced from 18,010 people to 6,742 people or 37% to 4%. Therefore, the proportion of population for each sub-district has increased. It is believed that this will bring a significant improvement in the performance of sub-district officers, when serving the community within their sub-district areas. The performance of civil servants has improved because the span of control is reduced and therefore they are more reachable and the ratio between the population and civil servants in each sub-district is more balanced.

However, it is believed that the effectiveness of public services delivery at sub-district level will be improved, through the location of the new sub-district offices in suitable locations. This is partly because a suitable new location will ensure that the distance between community housing and the sub-district office location is

¹⁶ There is a tax payment service station available in each sub-district office but the tax collector usually visits tax payers to remind them about paying their tax remainder before the due date in November each year.

minimised. In addition, the residents' time and energy spent in accessing the sub-district office can also be reduced. In other words, it is certain that accessibility to these new locations, within the sub-district of the Mataram City area, will be significantly improved.

Appendix 10 describes the pre-condition and post-situation of the reorganisation of the sub-district programme, where the recommended additional 27 locations, for the newly reorganised sub-district, are presented. Based on points, which representing the sub-district locations in the two maps found in Appendix 10, the network analysis tool in the ArcView GIS was used to compare the access to the locations. As shown in Appendix 11, it was found that the route which connects the district locations was less accessible in the pre-condition situation than the route which accesses points in the newly reorganised sub-district, after the implementation of the reorganisation programme.

Appendix 12 explains the radius of the public services coverage area within a sub-district area, both in the pre-condition and post-situation of the sub-district programme implementation. It is proven that within the range of 1000 metres from each sub-district point, the 23 points of the old sub-district failed to cover the entire population area. The following map shows that the additional 27 points public services represent the fact that the newly reorganised sub-districts can almost cover all the lines, which represent the roads that link community housing locations. Appendix 12 also proves that adding a new location in the centre of residential housing will ensure the improvement of people's accessibility to reach their nearest public service points. It is expected that people's expenses to reach the sub-district offices will be reduced, since the travel distance and time and the use of energy, for both private and public transportation, can be minimised.

By using analysis tools from GIS software, it was found that accessibility to reach the sub-district public service will be improved after the reorganisation of the sub-district programme is implemented. This is because, within a sub district area, the distance, time and cost for the local community to travel to their nearest office sub-district (as the provider of public services) is minimised. This is expected to bring efficiency to the whole system of public service delivery within Mataram City area, in the post situation, since the newly reorganised sub-district offices will be suitably located.

B. INTERPRETATION AND ANALYSIS OF THE SUB-DISTRICT REORGANISATION PROGRAMME EVALUATION

There are two aspects in this section that will be examined in more depth, namely, the Preparation of the Sub-District Reorganisation Plan, which evaluates how it was prepared and applied (Indicator 1) and the Involvement of Planning Authorities, which includes the methods used to encourage people to determine new sub-district boundaries (Indicator 2). These two aspects are influenced by factors, which have been explained in the previous description. Each aspect is measured by using indicators and each indicator is further examined by one or two questions or sub-indicators, which are answered by the key informants in Mataram City. As mentioned previously, all the respondents, in the conducted interviews are relevant top decision makers in Mataram City.

1. Interpretation and Analysis of the Preparation for the Sub-District Reorganisation Programme Aspects (Indicator 1)

Each indicator in this section is investigated, by using a question or sub-indicator, to ensure the consistency of the answers from the top decision makers. The results of these interviews are presented in the sections below:

a. Interpretation and Analysis Concerning the Basic Intention to Reorganise the Sub-District Territories

1) Highlights Concerning the Respondents' Acknowledgement about the Basic Intention to Reorganise the Sub-District Territories (Sub-Indicator 1)

- When asked about the basic intention of the sub-district reorganisation programme, all respondents similarly stated that there is a new regulation called the National Act No. 32 2004, Section 5, Article 5, which emphasises a minimum physical requirement to form urban regional governments and that each one consists of at least four districts.
- Those cities that fail to comply with the National Act No. 32 2004 (section 5, Article 5), have to unite, by means of amalgamation with their closest region and in this case it is the West Lombok rural region. This rural region (as the closest neighbour of Mataram City) has intensively reorganised its districts in a ten year planning programme, whilst Mataram City has practically never changed its districts since 1966, in terms of territorial development.
- Some respondents added that this programme aimed to increase public services quality and the imbalance of the existing number of hamlets in the sub-districts. It is also expected that the programme will be able to redistribute annual development programmes more equally for all city residents in Mataram City.
- The rationale for the sub-district reorganisation effort is based on the assessment that the number of residents in a sub-district is overpopulated (Cakra Barat Sub-District is an example) compared to the number of services and staff availability. Therefore, many respondents stated that the ratio between the number of sub-districts, as centres of public services, are not balanced in comparison with the public services capacity. In addition, a number of sub-district governments are managing too many hamlets and therefore some key decision makers believe that

those sub-districts are unable to effectively administer those hamlets, particularly in the overpopulated ones. These expressions of concern appeared after they had experienced a general election in 2004, when staff from some overpopulated sub-districts failed to appropriately count the votes from the polling stations, which indicated an existence of a manipulation of election data results.

- Based on National Act No. 33 2004, p. 30 and National Act No. 32 2004, Article 162, Section 1, relating to the Special Allocation Fund, the key informants also argued that forming new sub-district administrations enables the Mataram City Government to request, from the central government, an increase in the amount of Special Earmarked Grants or Special Allocation Grants, which will be received by Mataram City annually.

2). Analysis of Respondents' Acknowledgement Concerning the Basic Intention to Reorganise the Sub-District Territories (Sub-Indicator 1)

It can be argued that the intention for reorganising the sub-districts can be categorised in two continuums, namely, a short term aim and a long term aim. It is obvious that in the short run, the intention of key decision makers in Mataram City was to establish a reorganisation programme to comply with the intention addressed in National Act No. 32, 2004 and particularly Article 5, Section 5, which emphasises the physical requirements, as previously mentioned in the highlights above. It was inevitable that this programme was attempted, because the regulations are perceived as a means to an end, in order to avoid Mataram City being eliminated and then amalgamated with its closest neighbour, as stated in Article 6, Section 1 in National Act No. 32 2004. In other words, the existence of the Government of Mataram City ultimately relies on the sub-district reorganisation programme. This phenomenon implicitly indicated that regulation as an external pressure is more influential than

internal pressure, to form new districts and sub-districts, partly because it carries severe consequences, obligations, obedience and mandatory values.

In the long run, the reorganisation programme is also intended to provide better public services and an increase in the performance of sub-district personnel when delivering public services to the community and it redistributes the number of residents more equally, so that the sub-district's span of control will be improved (Report of Sub-District Reorganisation Programme in Mataram City, 2006, p. 1). These reasons can be stated as internal pressures because they occur from below (the community) and they are based on empirical experiences. Additionally, the establishment of new sub-districts is expected to increase the capability of sub-district government institutions facing occasional purposes i.e. direct elections and the structuring of long-term local development planning programmes. This is partly because, at the previous general in 2004, there was an indication, founded in the national mass media, relating to vote counting manipulation and counting delays which were due to the lack available civil servants in the Cakranegara Barat sub-district (<http://www.balipost.co.id/balipostcetak/2004/4/17/nusatenggara.html>, 17 April 2004 Archive and <http://www.tempointeraktif.com/hg/nusa/nusatenggara/2004/04/15-/brk,20040415-04,id.html>, 15 April 2004 Archive).

More importantly, the explanation above proves that the basic intention of the sub-district reorganisation programme is derived from both internal and external mandatory values and it is a result of public demand for recognition, feasibility study consideration and national regulation compliance. In the case of the reorganisation programme, the basic intention is an important element, not only to describe the need for change (Haines and Schmidt, 2006, http://www.managementpro.com/doc/art_0404.pdf), but also to commence the

phases of the planning process, which has its emphasis on collaborative planning. Based on Bryson's (Bryson and Alston, 2005, p. 4) Building-Block View, which consists of four general planning phases, basic intention can be included in phase one or phase two as mandate analysis, stakeholders assessment or the establishment of strategic issues, goals and objectives. Using Edwards' (2001 cited on Everett, 2003, p. 599) Policy Development framework model, the basic intention is similar to the first two steps of development policy called Identify Issues (i.e. Problem Defined and Problem Articulated) and Policy Analysis (i.e. Clarify objectives).

b. Interpretation and Analysis concerning the Availability of Programme Preparation for the Reorganisation of Sub-District Administrative Areas

1) Highlights of Respondents' Impressions Relating to the Need to Prioritise Selected Sub-Districts within the Reorganisation Programme (Sub-Indicator 2).

- Nearly all respondents refused to declare their thoughts about the need for prioritising some overpopulated sub-districts to be reorganised, but this does not mean that the reorganisation programme will be put into practice within all sub-districts, because not all sub-districts are overpopulated. Sub-districts (i.e. Sayang Sayang Sub-District) with less population, it is suggested by the reorganisation team, need only focus on reorganising their hamlets in regard to the number of its residents. Certainly, the government and the reorganisation programme team will pay more attention to those overpopulated sub-districts, because it is believed that these particular areas have more complex features to be considered. The implementation of the total programme, regarding the reorganisation of the sub-districts, is explained in more detail in the report developed by the reorganisation team.
- The main reason for reorganising an entire sub-district at one time, without prioritising a particular sub-district, is due to efficiency reasons and the

consideration of Mataram City's financial affordability to achieve the reorganisation programme. The plan is that currently three districts will be reorganised into six districts and the recent 23 sub-districts will be reorganised into 50 sub-districts (27 additional sub-districts). To achieve those aims, it is necessary to hold several communal meetings in each sub-district, particularly to determine borderlines and this process takes time and consumes funds. Some key decision makers believe that conducting community meetings, as a part of the reorganisation strategy, is crucial, since it is part of the learning process of developing democratisation at grass roots level, although they also realise that a citizen's forum is an expensive activity because it needs mass mobilisation. Therefore, accomplishing several communal meeting in the same schedule is perceived as a strategic step to bring awareness to the community about the importance of the sub-district reorganisation programme, in addition to requiring their participation.

2) Analysis of Respondents' Impression Relating to the Need to Prioritise Selected Sub-Districts within the Reorganisation Programme (Sub-Indicator 2).

The interview results indicate the existence of a well prepared programme for reorganising sub-districts, which considers options on how to reorganise the sub-district administration effectively and efficiently. Explanations given by the key informants above clearly state that the limited availability of funds is the main constraint to the reorganisation of sub-districts. Human resources and available time are limited, so this also becomes a major constraint when determining the method of sub-district reorganisation. That is the reason why the key decision makers in Mataram City decided to implement the reorganisation programme in the same schedule included in the 2006 expenditure budget, without prioritising those populous sub-districts.

Based on the Report of the Sub-District Reorganisation Programme, it can be seen that the community forum process itself (for determining sub-districts boundaries) took four months, which is probably insufficient, taking into account the accuracy of the results and possibly the remaining dissatisfaction amongst the stakeholders. Apart from the constraints mentioned above, the Government of Mataram City, through its representatives, has already attempted to put into practice the so called 'good governance values' by opening up space for the local community to become active (although only representative) in governing their own domains and encourage "...a good political culture by providing a forum for bottom-up citizenship" (Antlöv, 2003, p. 146 and Antlöv, 2002, p. 7).

The section above describes the fact that the key actors' decision to choose a method of reorganising the sub-district areas, based on local circumstances, is recognised in the second step (Policy Analysis) of Edwards's Policy Development Model, known as Develop Options and Proposals (Everett, 2003, p. 599). By using Bryson's Building-Block View Model, this step can be classified as a part of Phase One which is known as Plan the Plan and includes assessment of internal strengths (S) and weaknesses (W) and external opportunities (O) and challenges (C) (Bryson and Alston, 2005, p. 8).

c. Interpretation and Analysis Concerning the Availability of a Previous Feasibility Study or Survey for the Reorganisation of the Sub-District Preparation Programme

1) Highlights of Respondents' Acknowledgment Relating to the Availability of a Previous Feasibility Study or Survey for the Reorganisation of the Sub-District Preparation Programme (Sub-Indicator 3)

- At this stage, all the respondents were positive about the existence of a previous local scale survey, concerning the possibility of reorganising sub-district administration, which was conducted by the Regional Development Planning Board

of Mataram City in cooperation with Mataram University in 2003. In fact, the idea to initiate reorganisation of the sub-district level of administration (administrative area of Mataram City) had been started in 2002 and this particular survey was conducted before central government issued the National Act no. 32 2004. Some respondents also articulated the fact that the results of this survey were already presented and later it became a justification to begin the preparations for planning the current reorganisation of the sub-district programme, although it is admitted that the study brought a few benefits by its recommendations, such as the use of the hamlets' boundaries for determining borderlines between sub-districts.

2) Analysis of Respondents Acknowledgment Relating to the Availability of a Previous Feasibility Study or Survey for the Reorganisation of the Sub-District Preparation Programme (Sub-Indicator 3)

The section above implies that the idea of programming sub-district reorganisation was enacted a year before the National Act No. 32 2004 obliged local governments to reorganise their administrative territories. The existence of this initiative and a survey relating to a programme for territorial reorganisation, indicates the local government's ability to respond and its empathy to understand its citizen's circumstances, although at the end of the day, central government, by means of its regulations, has more power to influence key decision makers in the local government of Mataram City. The National Act No. 32 2004 is likely to be a trigger (formal or external mandate) for the Government of Mataram City to set up an action plan to accommodate the public interest (informal or internal mandate) for improving services in the public sector. It can be explained that regulations made by central government can be categorised as an 'outside factor', which is out of local government control but which the community needs, as a part of the 'inside factor'

which is relatively controlled by local government (Pfeffer and Salancik, 1978 cited on Bryson, 2004, p. 38).

Related to the planning process cycle, the activity mentioned above can be stated as a type of Plan the Plan action, known as the Stakeholders Assessment and it is included in Phase One of Bryson's Building-Block View or it can also be a view which is similar to part of the Identify Issues stage (Bryson and Alston, 2005, p. 8 and Everett, 2003, p. 599).

d. Interpretation and Analysis concerning the Reorganisation of the Sub-District Programme Progress and Achievement

This stage is evaluated by using two sub-indicators (4 and 5) and both interpretation and analysis for each sub-indicator will be presented separately in the paragraphs below.

1) Highlights Relating to Respondents' Acknowledgement about Ongoing Progress Related to the Reorganisation of Sub-District Programme (Sub-Indicator 4)

- All respondents admitted that there was an ongoing programme to reorganise the sub-district administration in Mataram City. Therefore, most respondents stated that the ongoing programme is a well prepared programme. Furthermore, the real implementation of the sub-district reorganisation programme was launched and based on the Mayor of Mataram City's decree No. 51/1/2006, concerning the Formation of Sub-District Reorganisation Team, which has, as its main function, the bridging between local authorities and its constituents in the participation of an agenda to reorganise sub-district levels by means of collaborative planning.
- The reason for forming an official team for the sub-district reorganisation is that it has an important role to play in the enhancement of both the Government of Mataram City and the community, in terms of coordinating, facilitating, reporting

and evaluating the process of the reorganisation of the sub-district programme, during the communal meetings. In addition, Mataram City also has annual urban development plans for the spatial and land-use, namely, the RUTRK (City Structure Plan and Detailed Urban Plan) but it also has a different scheme, where the existence of a team is unnecessary.

2) Analysis Relating to Respondents' Acknowledgement about Ongoing Progress Related to the Reorganisation of the Sub-District Programme (Sub-Indicator 4)

Based on observation, it was found that by the time the researcher conducted the interviews, the sub-district reorganisation programme had reached the middle of its scheduled plan. Several communal meetings had taken place and most sub-districts' residents had already reached consensus, particularly in determining the borderlines of the sub-districts. The official report developed by the reorganisation team shows that stakeholders or participants at the communal meetings signed terms of agreement, where they agreed to establish new sub-districts and proximities.

As major stakeholders, the Mataram City Government implements the programme by the use of a planning team, which involves relevant personnel from various planning bodies in the office of the Government of Mataram City. In this case, Bryson (2004, p. 59) found that, in many cases, the planners are not necessarily the people with the job title of planner but they can also be policymakers (top decision makers in the Mataram City case) or line managers (lower managers from relevant divisions and planning bodies in the Mataram City case). The key decision makers in Mataram City decided to form a team to direct the sub-district reorganisation programme and they based this team on the notion that the programme is a part of strategic planning, where some authority is delegated from the local government to

the sub-district reorganisation team. The formation of a team is suggested by Bryson, not only as a part of the planning process, in order to designate the programme outcomes, but it is also expected to be able to coordinate the reorganisation programme process on a daily basis (Bryson, 2004, p. 66 and Bryson and Alston, 2005, p. 38). In other words, to some extent the local government is reliant on the team's performance and they appear not only as facilitators but also as representatives of the local government. Bryson (2004, p. 307) explained that reliance on teams is one of the approaches in strategic planning, where politically it is expected that a coalition amongst external stakeholders will develop and through this it is possible to gain relatively complete and relevant information, both qualitative and quantitative, from the team members, in order to tackle problems that may occur in the field. Although the team can be perceived as a basic vehicle to operate the plan (Bryson, 2004, p. 307), in reality the team never works alone but it is directed by the key decision makers, through frequent consultations, based on progress reports, since they realise that determination of boundaries has the potential to cause conflict, due to the various interests of stakeholders and also tribalism issues.

3) Highlights of the Respondents' Acknowledgement relating to the Achievement of the Sub-District Reorganisation Programme (Sub-Indicator 5)

- The key informants stated that, at the end of August 2006, there will be an official announcement concerning the results of the reorganisation of the sub-district programme and this will be followed by an implementation stage which will continue for the next few years. By the time of this announcement, the role of the team, in supporting the community meeting plan for the reorganisation of the sub-districts, is automatically ended. The team itself has a responsibility to report the completion of its tasks, by reporting their achievements in a fully official document report which

passes to the top decision makers i.e. the Mayor, Vice Mayor and Local Government Secretary of Mataram City.

- Based on the report provided by the sub-district reorganisation team, the Mayor of Mataram City made a decision to launch the results of the sub-district reorganisation programme, at the same time as Mataram City's Anniversary on 31 August 2006. Therefore, the last stage of the reorganisation programme was conducted by the team at the same time as the Mayor announced the establishment of the new districts and sub-districts. As a result, all new sub-districts were officially renounced on 31 August 2006, which was also the 13th Mataram City Anniversary Day.

4) Analysis of Respondents' Acknowledgement Relating to the Achievements of the Sub-District Reorganisation Programme (Sub-Indicator 5)

It was clear that the sub-district reorganisation team needed approximately eight months, beginning January 2006 until August 2006, for the completion of their task to succeed in the implementation of the sub-district reorganisation programme. Two important tasks needed to be completed to end their task i.e. the structure of an official report of its achievement and the preparation of an event to announce the newly reorganised sub-districts on 31st August 2006. According to some top decision makers, it would have been possible to prolong the assignment of the team, but only for administrative tasks, such as the socialisation of the new sub-districts within the communities and codifying of the new sub-districts' administration.

5) Analysis Relating to the Reorganisation of the Sub-District Programme Progress and Achievement.

From the analyses of both sub-indicators four and five, it is clear that the sub-district reorganisation team programme achieved its tasks quite well, because the

expected severe conflicts, as a result of cultural differences amongst groups within the communities when determining borderlines did not eventuate. The results of the reorganisation programme are presented in the previous sections. It took eight months for the team to complete their task because it involved community participation which, as already indicated, is an excessive time consumer (Bryson, 2004, p. 59).

e. Interpretation and Analysis Concerning Key Decision Makers' Intervention through the Team for the Reorganisation of Sub-District Administrative Areas

1) Highlights of Respondents' Impression Relating to the Availability of Direction given by the Key Decision Makers Concerning the Future Reorganisation of Sub-District Implementation (Sub-Indicator 6).

- Respondents admitted that the programme is directed by the top decision makers in Mataram City. When asked for more detail about how far the direction was given, most respondents relied on the official report provided by the reorganisation team, which should describe the whole process of the reorganisation of the sub-district programme, from the beginning until the end. They also accentuated the fact that further direction relating to the reorganisation implementation would be generally given by the Mayor at the same time as the announcement of new sub-districts on 31 August 2006.
- Some respondents offered the initiative that the first step of the established new sub-district will be focused on the provision of a basic infrastructure for the new districts and sub-districts.

2) Analysis of Respondents' Impression Relating to the Availability of Direction given by the Key Decision Makers Concerning the Future Reorganisation of the Sub-District Implementation (Sub-Indicator 6)

The results of observation clearly show that the top management in Mataram City are intent on giving directions only in crucial cases, for example, the way in

which the team should approach stakeholders at sub-district level, such as the informal leaders, youth unions and the heads of hamlets, which exist in the centre of these communities and ways of collaborating at the communal meetings. Direction from top decision makers is necessary because the government is the leading sector and it has the most interest in the success of the overall sub-district reorganisation programme. This process is normal because, in order to achieve an effective process of reorganisation, the programme needs participation from both policymakers and line managers (Bryson, 2004, p. 59).

In the field, the reorganisation team, as a planning institution, can be seen as facilitators equipped with the communication skills to enhance all parties in the achievement of consensus. Effective communication is needed, through community forums, including active listening, dialogue, discussion and applying conflict management methods. Bryson (2005, p. 29) explained that "Successful organisations transmit clear message, have well-developed communication networks, and have adequate forums to promote discussion and dialogue. Messages are concise, targeted toward specific stakeholders, and designed to produce specific responses". Messages, in this case, can be seen as transforming the clear objective of a sub-district reorganisation programme to the community and more specifically the use of proposed maps for boundary determination is also part of the message which is discussed and concluded in the community forums.

Based on the official report released by the sub-district reorganisation programme team, it is found that the scheme for future implementation of the sub-district reorganisation programme is divided into three steps and each step consists of an activities plan. The first stage will be held in 2007 and it focuses on introducing the new 27 sub-district jurisdictions, by the establishment of new sub-district temporary offices. This stage includes: a) Establishing new infrastructure, by means

of leasing some buildings for temporary offices in the new sub-districts; b) Equipping new sub-district offices with superstructure i.e. transportation, communications, stationery and furniture etc; c) Posting new personnel to all the sub-districts, to deliver public services (Report of Reorganisation Sub-District Programme in Mataram City, 2006, p. 28). On the one hand, the establishment of temporary offices is aimed at distributing public services provision as soon as possible. On the other hand, it is politically understood as a way to bring new awareness to the public and the central government about the existence of 'de jure' units of the new sub-district administration (Massam, 1975, p. 12), since the ultimate goal, for pursuing this status as a unit of urban region government, is the requirement of National Act No. 32 2004, which will be achievable at the same time. Problems may occur in this transition situation, such as improper public services delivery by the new staff, client dissatisfaction, due to the possibility of office dislocations or poor accessibility to reach the new sub-district centre services or insufficient resources. Massam (1975, p. 47 and 59) emphasised that residents might find the centres for public services are inefficient because the customers have to travel a long way to reach them, so minimising the distance travelled leads to time and cost reduction (See Map Appendixes).

The second stage will be conducted in 2008 and it will be focused on purchasing prospective areas for the development of new points for sub-district offices utilising the public service centre. The third stage will be implemented in 2008 and it will focus on building new permanent infrastructures for the sub-district offices in 27 separate locations. At this time, it is expected that the Mataram City Government will have learnt the lessons for locating offices, based on their experiences in stages one and two.

f. Interpretation and Analysis Relating to the Availability of Coordination between Stakeholders to Underpin the Sub-District Reorganisation Programme

This stage is evaluated by using two sub-indicators. The interpretation for each sub-indicator will be presented separately but a single analysis will be conducted for both interpretations. The results of the interviews and the analysis is presented in the sections below

1) Highlights of Respondents' Acknowledgement Relating to the Possibility of the Use of Networks during the Preparation of the Sub-District Reorganisation Programme (Sub-Indicator 7)

- Nearly all respondents claimed that the structure of the sub-district reorganisation team programme represents network availability, because the team members are taken from related divisions and any level of government in Mataram City. Details about the schedule, according to all respondents, can be found in the report but generally the implementation itself will be completed in three steps, from 2007 until 2009 (see the statement above).

2) Highlights of Respondents' Acknowledgement relating to the Availability of Partnerships (Team Work) during the Preparation of the Sub-District Reorganisation Programme (Sub-Indicator 8)

- It is clear that all respondents positively agreed that, so far, the reorganisation team has been working under a partnership principal but it also follows the direction stated by their superiors (the relevant top decision makers).
- The structure of the team can be found as an attachment in the report (All respondents gave similar answers)

3) Analysis Concerning the Availability of Coordination between Stakeholders to Underpin the Sub-District Reorganisation Programme (For Sub-Indicator 7 and 8)

Based on observation, it is clear that the formation of the reorganisation team was an attempt to represent internal government interests by recruiting personnel, not only from various relevant government institutions at the same level, for example, from the Local Development Planning Board, Governance Division, Spatial Land-Use and Building Consent Board, Personnel (Human Resources) Division and Treasury Division, but also from lower levels, such as heads of districts and sub-districts. It was found that members of the reorganisation programme team, who represented their institutions, can be coordinated effectively to accomplish the Sub-District Reorganisation Programme in Mataram City.

It was found that there is a similarity, in the scheme of the sub-district reorganisation team's coordination, with the Urban Regeneration Programme in Denmark and Norway. The coordination committee for the Urban Regeneration Programme is formed by local authorities, both local groups and individuals and its function is to initiate working groups, coordinate plans and make recommendation, in addition to delivering reports back to the municipal authorities (Pløger, 2001, p. 752).

g. Interpretation and Analysis Concerning the Availability of Financial Support for the Reorganisation of the Sub-District Programme

1) Highlights of Respondents' Impressions Relating to the Availability of Supporting Financial Sources for the Programme and the Rough Figures relating to the Amount in the Sub-District Reorganisation Programme Preparation Budget (Sub-Indicator 9).

- At this point, all respondents suggested that it is more appropriate to cross check the interview results with the Head of Treasury Division of Mataram City, particularly any details about the budget figure. However, all respondents clearly

stated that financial support for the reorganisation programme is fully provided by the government of Mataram City.

- It is estimated (totally) that the implementation itself will cost approximately 36 Million Rupiah based on the Official Report of Sub-District Reorganisation Programme (2006, p. 22-26) and this will be conducted in a three years programme. The first step in 2007, the second in 2008 and the last step in 2009 (All respondents representing key decision makers gave similar answers). However, the Head of the Treasury Division articulated that the figure stated above is only an estimated figure, because the details of that figure can be changed, due circumstances, such as local situations and the consideration of standard local property building in each sub-district can be changed or it can be different (for example land prices in CBD areas are different from those in non CBD areas).
- There was no clear explanation about whether the budgeting method, to find the estimated figure for future implementation of the reorganisation programme, uses a type of cost and benefit analysis method or not. However, it is admitted by the respondents that the estimated figure is based on the sub-districts' government proposal consideration.

2) Analysis of Respondents' Impression Relating to the Availability of Supporting Financial Sources for the Programme and the Rough Figure Relating to the Amount in the Sub-District Reorganisation Programme Preparation Budget (Sub-Indicator 9).

Based on the official Report of Sub-District Reorganisation Programme (2006, p. 29-35), it can be summarised that the general estimations of expenditure, for the three year period of establishing the new sub-districts are as follows:

- Funding for infrastructures and superstructures will roughly cost about Rp. 34,494,616,500.

- Funding for the establishment of temporary (leasing) infrastructures for two years will cost about Rp. 930,000,000.
- Funding for personnel salary, for each year from 2007 will cost about Rp. 730.332.360.

Overall, the amount of cost is roughly estimated at about Rp. 36,154,948,860.

The budget for the reorganisation of the sub-district programme is argued as being an essential part of Phase Three in the Building-Block View (Bryson and Alston, 2005, p. 7). In this case, Mataram City is believed to be facing an insufficient budget and that is why the unclear procedure for financial estimation of the future programme is highly inappropriate. A benefit-cost analysis should be undertaken before estimating the figure, in order that the efficiency of a public owned budget can be achieved. OECD (1996, p. 283) emphasised that "The budgetary process is a powerful tool of coherence", because it influences all segments of activity, supplies a cyclical opportunity to plan future political and strategic directions and most importantly it articulates local government performance, in terms of the government's economy and the prioritising of other policies.

A hesitation nuance can be felt during the interview sessions with key policymakers, relating to the budgeting method and the estimation figure for the future implementation of the sub-district reorganisation programme. Some of these key policymakers also emphasised the fact that it is too early to firmly explain about the certain figure, due to many economical aspects in the following years, such as foreign currency and the central government's decision concerning the overall amount of the development budget for Mataram City, for the next three years.

h. Interpretation and Analysis Concerning the Availability of Legislature Support for the Sub-District Reorganisation Programme

1) Highlights of Respondents' Acknowledgement Related to the Availability of Local Parliament Approval, through Consultation Session between the Legislative Party and the Government of Mataram City for the Conducting of the Sub-District Reorganisation Programme and the Local Parliament's General Response relating to the Sub-District Reorganisation Programme (Sub-Indicator 10).

- Nearly all respondents' statements were that that the budget and all the activities related to the reorganisation programme, conducted by the team, should be approved by the local legislative members.
- To date, there have no objections or negative comments from members of the local legislative (All respondents' answers were similar).

2) Analysis Concerning the Availability of Legislature Support for the Sub-District Reorganisation Programme

Support from the local legislative body can probably only be proven at the beginning and end phases, before the sub-district reorganisation team started to operate. This is because funds for executing any kind of government activities needed to be approved by members of local parliament, before Mataram City's yearly regional expenditure system for 2006 was effectively activated. At the end of the programme, further official support, from the local parliamentary institution was found in the local prominent news paper, the Lombok Post on 31st August 2006, where the Vice Chief of the local parliament (Mr. Made Slamet), on behalf of his institution and political party, made a political statement that all members of the local parliament, including his affiliated political party, supported the programme of reorganising the sub-district in Mataram City. He also suggested that future implementation of the reorganisation of the sub-district should be operated prudently, by considering local values, in addition to the need for socialising the new sub-district more intensively,

since he had found many of the local constituents had little information about the sub-district reorganisation programme's implementation.

The situation, where members of the local parliament in Mataram City acted poorly regarding the reorganisation programme, can perhaps be best described in a thought from Burke (cited on Campbell and Marshall, 2002, p. 380) who stated that legislators do not represent people as their constituents but they are more inclined to represent their own interests and they have no obligation to follow the aspirations of the people. However, in terms of the planning preparation, official support, no matter how small, has already given legitimacy and justification for the authorities and other stakeholders to implement the programme of reorganising the sub-district.

i. Interpretation and Analysis Concerning the Availability of Socialisation for the Sub-District Reorganisation Programme

1) Highlights of Respondents' Opinions Relating to the Need for Public Transparency (through consultation) before the Implementation of the Sub-District Reorganisation Programme and when this Socialisation should be Appropriately Held.

- All respondent responded similarly in that there is a need for public transparency. In fact, by the time all the sub-district governments' level had held a series of community meetings, for the reorganisation purposes (January 2006 to end of August 2006) it could be seen as a means of socialisation, at least to the representatives of the communities who attended the meetings. This is because the district and sub-districts governments invited various stakeholders from the community and those who came at the meeting signed a list of attendance.
- The announcement itself can be seen as an important socialisation for the public, because the press captures the news. Most importantly, during the planning period, Radio Suara Kota (which is owned by the Mataram City Government) and also the

local newspaper broadcasted news regarding progress relating to the subdivision plan, in order to gain public opinion and feedback.

2). Analysis Concerning the Availability of Socialisation for the Sub-District Reorganisation Programme

The term socialisation in this section refers to the extension stage, implemented by the sub-district reorganisation programme team, prior to the first steps of reorganisation to take place in 2007. The aim is to provide sufficient information for the local community concerning the results of the post-sub-district reorganisation programme and to give people information relating to the implications for them in the future, once the programme is implemented. Transparency through socialisation can be perceived as a consequence of adopting collaborative planning, good governance practice, democratisation values and an ethical code in addition to the implementation of a code of conduct. It is essential to perform the last two instruments, as highlighted by Nelson (2000, p. 847) when he states that a well managed code of conduct will enhance relationships of mutual trust and respect between all main stakeholders.

In terms of tools for socialisation, the mass media and communal meetings are seemingly very effective ways to underpin public awareness, concerning the overall outcome of the sub-district reorganisation programme. These tools are also helpful, in order to gain public opinion and critical input during dialogues within the citizen forums.

The explanation and analysis in this section emphasises the preparation of programming the sub-district reorganisation, in accordance with some elements in the strategic planning process. It was found that some elements of the strategic

planning process had been practised, although the step cycle was sometimes sequential and it did not follow the exact theory of a strategic planning process. The scope of preparation in this section is limited only by the analysis of the mandates, which justify the reorganisation of the programme operation, until the results of this programme are announced.

This section also explains how the reorganisation programme team played its role as a bridging gap between the stakeholders and particularly between the local government and community. It shows that the team performed reasonably well, in order to accomplish its objectives, but the real success of the sub-district reorganisation programme relies on the effectiveness of the newly reorganised sub-districts to serve their communities. The reorganisation programme is aimed to reduce future constraints, which are related to the unequal dispersal of population and civil services availability.

C. SUMMARY OF RESULTS

The summary of results can be clustered by the use of SWOC terminologies, where Internal Strengths (S) and Internal Weaknesses (W) deal with internal availability or deficiency of resources or capabilities, that assist or hinder a local government to achieve its goal, whilst External Opportunities (O) and External Challenges (C) deal with outside factors or situations, that influence an organisation positively or negatively, in the achievement of its goals (Bryson and Alston, 2005, p. 70-82). The intention to use SWOC terminology is merely to clarify the conditions and situations surrounding the performance of the sub-district reorganisation programme.

Table 4.10: SWOC Table for Identification of Research Results

W S	Internal Condition, Situation and Factor (Past to Present)
1	2
Weaknesses (-) Internal Factors	<ul style="list-style-type: none"> • Inadequate number of civil servants posted in each sub-district office (current situation) • Stagnation of public service improvement as a legacy from the past centralised oriented regime (Informal Mandate) • Limited amount of financial support for programme to succeed • Lack of methods or tools programme processes to succeed (CBA) • Lack of involvement with the local assembly, either personally or institutionally in the important steps of programme processes e.g. absences at communal meeting sessions
Strengths (+) Internal Factors	<ul style="list-style-type: none"> • Strong intention and commitment to develop better public services delivery, based on the stakeholders assessment and national regulation compliance • Availability of personnel in Mataram City Office to be positioned in a number of jobs at sub-district level • Initial support from local legislators as a legitimacy for establishing the reorganisation programme • Long-established plan prior to sub-district reorganisation programme • The existence of the reorganisation programme team to facilitate the sub-district reorganisation programme
C O	External Condition, Situation and Factor (Present to Future)
Challenges (-) External Factors	<ul style="list-style-type: none"> • High population numbers, rapid growth of population and high density of population per sub-district (demographic problem 1) • Inequality of population distribution amongst sub-districts • Insufficient average number of civil servants at sub-districts level (in the future) • The need to prudently determine new sub-district borderlines, due to different cultures and religions, vulnerability and a community segmentation situation (demographic problem 2)
1	2
Opportunities (+) External Factors	<ul style="list-style-type: none"> • Decentralisation policy enabling local governments to determine their own needs, based on local resources and situation • To comply with National Act 32 2004 (Article 5 Section 5) requirement (Formal Mandate) • The need for change within the community to establish centres for public services and also equal access to these public services • Creating a new reorganised sub-district leads to the fostering of local revenue, both from central government or local sources • Opportunity to redistribute a number of personnel in the Government of Mataram City Office to sub-district levels • The need for various stakeholders to be involved in the various planning processes is indicated by the participants' enthusiasm

Source: Adapted from Bryson (2004) Strategic Planning For Public and Nonprofit Organization and Bryson and Alston (2005) Creating and Implementing Your Strategy Plan.

In addition to the summary stated in the above table, it can be evaluated that the top policymakers in the Mataram City Government are the most influential actors, who determine the direction of the sub-district reorganisation programme in Mataram

City, through the strong role of the sub-district reorganisation programme team. The intention and motivation of these key actors, to succeed in the reorganisation programme, is influenced by other urban stakeholders, particularly those from the local community. The local community, as a main stakeholder, can influence policymakers to conduct the programme, particularly in the case the of their alarming high population number situation, which it is projected will trigger insufficiency and inequality within the public services provision in the sub-district government tier. This is generally because the ratio between the average number of available civil servants is less than the average number of clients, who should be managed on a daily basis. The community and their inheritance features in this situation, in terms of their multi-cultural beliefs, which have ensured that the urban region government paid a great deal of attention to the proper implementation of the sub-district reorganisation programme (particularly in the determination of borderlines), by means of communal meeting, which were facilitated by the sub-district reorganisation programme team.

Another main consideration, to take into account when conducting the reorganisation programme is the elite group within the local government who has to comply with National Act No. 32 2004, requiring local government to fulfil certain requirements, in order for their institutions to remain in existence. The new regulation also emphasises the improvement of public services provision, particularly at sub-district and village administration level, since these two bodies directly serve the community on a day to day basis. It is also believed that local revenue will supposedly to be increased in the future, due to the addition of the new numbers of sub-districts.

By using analysis tools from GIS software, it is found that accessibility to reach sub-district public service is improved after the reorganisation of sub-district programme is

implemented. This is because distance, time and cost for the local community within a sub-district area to travel to the nearest office sub-district as the provider of public services is minimised. This is expected to bring efficiency for the whole system of public service delivery within Mataram City area in post situation as the newly reorganised sub-district offices is located properly.

Chapter V

CONCLUSION AND RECOMENDATION

A. Conclusion

Based on a theoretical framework and the results of data interpretation and analysis, it can be concluded that demographic factors, including population growth, cultural differences, people's aspirations for better public services and the lack of availability of civil servants, not only become a dominant factor but they are also an internal legitimacy for the Government of Mataram City to implement the reorganisation of the sub-district administration.

The issuing of a set of requirements by the central government, the National Act No. 32 2004, Article 5, Section 5, was a high consideration for the regional governments in Indonesia, including that of Mataram City, It was seen as an external mandate, which could be invoked to accomplish the reorganisation of local government levels. One of the effects of decentralisation in Indonesia is that sub-national governments, at any level, have an opportunity to reorganise their government's administration. It was believed that the reorganisation of government administration, as a means to an end, would bring effectiveness and efficiency to public services delivery within the community and this was congruent with decentralisation aims. This situation was perceived as another opportunity for the Mataram City Government to conduct their reorganisation programme, which was strategically focussed on the sub-district level. Focussing on the sub-district level, as an object of reform, was based on a current internal assessment, which reported that in the near future the sub-district government offices would not be able to adequately and equitably serve their constituents. In other words, the recent performance of a number of civil servants was believed to have decreased, in circumstance where the

population that they served had grown exponentially, which could also lead to the unequal distribution and accessibility of the public services provision.

During the implementation of the reorganisation of the sub-district programme in Mataram City, it was found that not all urban stakeholders were enthusiastically involved. This was generally because the initiative for the process of a reorganisation programme is perceived as being part of the government's domain and responsibility. More importantly, other stakeholders admitted that the Mataram City Government was the most interested party in conducting a sub-district reorganisation programme to comply with National Act No. 32 2004. This opinion also strengthened the impression, in this research, that local government was the most influential factor.

During the process of reorganisation, the Government of Mataram City put in place a special committee, as a strategic approach, in order to mediate directly with the community in the process of reorganising the sub-district. It can be evaluated that the performance of the team was reasonably effective, according to their superiors, particularly in the situation when it was necessary to solve crucial problems, as in the case of boundary determination in the centre of a multi cultural society. The signs of collaborative theory were seen in practice during the process of boundary determination, through communal meetings which attracted, as expected, the involvement of the urban multi stakeholders. In fact, not all stakeholders could participate during the communal meetings, because key decision makers, such as local academics and NGOs believed that they were already involved and they had contributed at the stage of the pre-condition of the reorganisation programme assessment. In other words, there was no special invitation for them to be involved, since they were part of the sub-district community and the communal meetings were open to the public. The description above indicates that policymakers in Mataram

City had the greatest influence on the designation of the overall sub-district reorganisation programme.

Other factors, such as boundary determination and demography, also shaped the teams' strategy for reorganising the sub-district administration, through the programme for the sub-district reorganisation. This was focussed on minimising separate conflicts that could potentially occur severally the centre of a multicultural community, particularly during the time of boundary determination and also in relation to the method used. This is because the perception of boundaries varies between religions and ethnic groups. In addition, some stakeholders, from the private sector, were also reluctant, in terms of the cost to register their land or enterprises under the new sub-district administration. Unsuccessful experiences from other regions, that conducted similar programmes, were also considered in the shaping of the programme. It can be evaluated at this stage that the Government of Mataram City, through the team for sub-district reorganisation, has successfully mediated between the urban stakeholders, concerning the determination of the sub-district proximity, by taking into consideration their individual perceptions, although the process was extremely time consuming (Bryson, 2004. p. 34).

In terms of the local economy and public services delivery, it is believed that, in the short run, there will be a fluctuation of public services delivery, due to the transformation within the newly reorganised sub-district, which will be operated for the next three years of post-programme implementation. This leads to uncertainty, relating to the resulting amount of tax collection. In the long run, the Government of Mataram City expects that the result of the reorganisation programme is expected to foster a regional income, with the assumption that the tax collecting system will be improved, in parallel to the institutional improvement in the sub-district administration.

Some scientists believe that the trend of sub-national reorganisation plans (including the Mataram City case) become an underlying motivation for regional governments to increase their regional grant (an earmarked grant), which is given to them annually by the central government. This means that it will bring benefits to the local government but it will also be another burden for the central government, since they have to distribute the development grant nationwide throughout the regions. Indirectly, this phenomenon will make local governments more dependent on the central government, which is in contradiction to the aim of regional decentralisation.

Best practices, from advanced countries, show that the reorganisation of sub-national levels is addressed, in order to improve public services, by laying an emphasis on efficiency and the effectiveness of public services delivery sources. Efficiency is unlikely to be highly considered in the case of the reorganisation of sub-national levels in Indonesia, since most regions are dependent on a grant, which is distributed by the central government. Whilst division of territory becomes the means to reorganise the sub-national administration level in Indonesia, the ratio between population and services source availability is more determined, than those advanced countries, which generally use amalgamation to reorganise their administrations. It seems that the distance for the clients to access the public services centre is no longer a problem, since such services can now be accessed online through an internet connection (e-governance).

B. Recommendation

Lessons from the best practices, of local authorities' reorganisation in other countries, offers the suggestion that the assessment for the pre-condition of the reorganisation programme, at any level in Indonesia should be conducted prudently.

The trend of reorganisation in developed countries, except in Paris, shows that, generally, amalgamation is practiced, in order to reorganise local administration levels, to achieve effectiveness and efficiency of public services delivery. This is because local government is more independent on central government, in terms of monetary support and therefore they have to seriously take into consideration the cost of operating a local government office, compare to the revenue that they would get from the existence of a local government.

Bearing in mind that the addition of an administration centre, at any level, will create a financial burden for the central government in Indonesia, the reorganisation programme should not be perceived merely as a means to give an opportunity for a local government to exist, if their local authority is not sufficient enough to hold the status of government. In this case, Article six in the National Act No. 32, 2004, which regulates issues relating to the elimination and amalgamation of a region, should be emphasised, in order to control the intentions of the local elite groups to form new authorities. Therefore, the sufficiency of local finance and the regional economic achievement should be considered equally, as a population number and also a physical requirement, in the conducting of a local government reorganisation. However, reorganisation by means of amalgamation should be possible to be an alternative in Indonesia case, if accessibility problems in reaching public service centre point can be replaced by installing an online system through internet connection, as it is in advanced countries.

Local community participation in the implementation of the reorganisation of the sub-district programme, for the next three years, should be strictly enforced in Mataram City, so that decisions related to the local needs can be negotiated between local communities and the local authorities. This is partly because participation in the

reorganisation requires equal positions amongst stakeholders. Shortcomings, found in the practice of collaborative planning in the Mataram City case, should be a learning process for all parties and lead towards better local democratisation and good governance.

In terms of determining the locations for the newly reorganised sub-district, it is recommended that 27 points (described in Appendix 10 and 12), that represent the newly reorganised sub-district locations, are used to determine the location of these new sub-districts office in the real life situation. This is because the simulation, using the GIS tool, shows that in the reorganisation of the sub-district programme it is possible to redistribute the proportion of population within a sub-district in the Mataram City area. A more equal proportion of population in each sub-district is expected to improve the performance of civil servants, who serve at the sub-district level, because the ratio between the number of available sub-district officers and the number of residents in a sub-district will be more balanced. When the distance is reduced, thus reducing travel costs and time to reach the sub-district centre, it is also expected that the cost of both private and public transportation will also be reduced.

Appendix 1: Definition of Concepts and Operational Variable for Factors Influencing Reorganisation of Sub-District Programme (See Appendix 2 and 3 for Measurement Instruments)

No	Factors	Sub Factors	Indicators	Data Collection Methods
1	2	3	4	5
1.	Influential Pressure from Stakeholders	a. Pressure from executives (local government managers) b. Interest from political parties and members of local parliament c. Demand from public d. Pressure from private sector & NGOs	1) Acknowledgment of subdivision plan. 2) Indication of intention from executive 3) Indication of interests from political parties and members of local parliament 4) Indication of demand from city dwellers 5) Indication of pressure from public sector and NGO	Type: Primary Data Data Collecting Technique: <u>Questionnaire (Check List) and Interview</u> Questionnaire: to examine the views/opinions? of the most influential stakeholders Interview: to investigate whether there will be underlying factors or not.
2.	Boundary Determination	a. Natural boundary i.e. river, farm, vegetation & Subak (traditional irrigation system) b. Road c. Lingkungan (Hamlet) jurisdiction d. Tax map-based Map – tax based?	1) Preferable boundary determination 2) Reasons for determining a type of boundary	Type: Primary data Data Collecting Technique: <u>Questionnaire (Check list) and interview</u> Questionnaire: to define boundary determination Interview: to investigate reasons for choosing certain boundaries
3.	Demography	a. Number of population/Sub-District (SD) b. Density of population/SD c. Growth of population/SD d. Number of Hamlets /SD	1) Quantity of population per sub-district 2) Ratio between population and public service centre (sub-district government) 3)	a) Type: Primary Data Data Collecting Technique: <u>Field observation</u> and manual measurement of ratio between average number of population and civil services availability b) Type: Secondary Data Data Collecting Technique: <u>Study of official statistics documents and data</u>

Appendix 2: Example of Check List Guidance for Measuring Influential Factors

INTRODUCTION

Dear participant,

In order to accomplish my study at Massey University, I am required to conduct a research with the title:

Factors Influencing the Reorganisation of Sub-District Programme in Mataram City, Lombok, Indonesia
 (An evaluation study about the reorganisation of sub-districts administration programme in Mataram City)

For that reason, I am hoping that participants in this research will be willing to fill in this check list. Thereafter, I will guarantee the confidentiality of your answers, in order not to affect your credibility and I will prudently process your opinions and views, related to this check list, to avoid causing you any disadvantages in the future, due to your participation in this research.

The explanation and table below presents an example of how to fill in the check list appropriately.

1. Please indicate your preferable statement by marking one of the statements using the check symbol (√) on the blank box. At this point, I respectfully ask that you choose the answer that truly represents your opinion and belief or offer one that is based on a real situation.
2. In case you mark incorrectly and you wish to correct your response, please mark this sign (=) against your first answer so that your next answer will be indicated as your correct answer and I can take this into account, as explained below:

No	STATEMENTS	ANSWER				
		SA	A	N/U	D	SD
1.	2	3	4	5	6	7
1.	Statement x...		√		≠	

Indicators: 1. SA = Strongly Agree, A = Agree, N/U = Neutral/Undecided, D = Disagree, SD = Strongly Disagree.

2. Response on the D (6) box is incorrect as it is mark in (=), so the response that will take into account is on A (4) box

Thank you very much for allocating your time to fill this check list.

Respectfully yours,

M. N. Fikri

Questionnaire (Check List) to measure Factors Influencing Reorganisation of Sub-District Plan
Statements about Influential Pressure from Stakeholders (Sub Variable 1) aimed at respondents who represent all stakeholders.

No	Statements	Answer				
		SA	A	N/U	D	SD
1.	2	3	4	5	6	7
Sub-Variable 1: Influential Pressure from Stakeholders						
Indicator 1: Acknowledgement of Reorganisation Plan						
1.	In general, I already know about the plan to conduct a reorganisation programme for a sub-district in Mataram City.					
2.	I realise that the reorganisation of a sub-district is an important planning agenda for Mataram City					
Indicator 2: Indication of intention from executive						
1.	(Please fill in only one of the columns below). As far as I know, the initiative for reorganisation plan is initiated by:					
	a. The Government of Mataram City (Executive Board)					
	b. Local Parliament of Mataram City					
	c. Community of Mataram City					
	d. Private sector					
2.	I think the Government of Mataram City is the most interested party in the initiation and implementation of the reorganisation plan for a sub-district.					
Indicator 3: Indication of interest from Political Party and Member of Local Parliament						
1.	Besides the Government of Mataram City, I realise and believe that members of the local parliament and the leaders of local political parties also engage in the initiation and reorganisation plan described above.					
2.	I believe that both members of the local parliament and leaders of local parties have interests relating the implementation of reorganisation, particularly related to the potential lesser gain of votes for the next elections (local or national election).					
Indicator 4: Indication of demands from city dweller						
1.	I realise that a reorganisation plan is also based on community concern as they are the receivers of services delivered/provided by the government at sub-district level.					
2.	I realise that one of the reorganisation plans for sub-district level is aimed at addressing and improving the quality of the public service in the government at sub-district level.					

Statements about Boundary Determination (Sub-Variable 2) aimed at respondents who represent all stakeholders.

No	Statements	Answer				
		SA	A	N/U	D	SD
1.	2	3	4	5	6	7
Sub-Variable 2: Boundary Determination (adjacent standard)						
Indicator 1: Preferable boundary determination						
1.	A reorganisation plan only addresses or focuses on the sub-districts surrounded by the CBD area. Therefore, it is better that the standard for the sub-district territory boundary will use (choose only one of these): a. Road b. River c. Subak (traditional irrigation) d. Farm and private properties e. Tax Map f. Lingkungan territory boundaries					
2.	Concern about other sub-district territories (peripheral) which are currently generally recognised as farm land, so therefore it is better that those areas use traditional or naturally adjacent land.					
3.	Concern about the private properties owned by the cultural community groups, so therefore it is better that the determination of sub-district adjacent/boundaries which cross the property, should be in consultation with the owner.					
Indicator 2: Reasons for determining a type of boundary (using interview guidance)						

Interview Sheets

Name of Respondent :

Occupation :

Office :

Date :

Time :

No.	Questions on Influential Pressure from Stakeholders (Sub Variable 1) covering all indicators in Sub Variable 1 (Double Check Purposes for Check List Result)
1.	Do you understand about the aim of a reorganisation plan or programme? If yes, how far does your knowledge stretch?
2.	Do you believe a reorganisation programme will significantly improve the quality of public services offered by the government at sub-district level? If yes, what type of services do you think would be improved? If no, what is your opinion about this situation?
3.	In your view, which party (stakeholders) has the highest interest for a reorganisation plan?
4.	Do you have any other perceptions about this reorganisation plan? For example, is this plan used for the government or any other parties to conduct a vested interest in the project? If yes, what is your assessment about this situation?
5.	Do you think there could be any underlying agenda (from any party) within the reorganisation plan?

No.	Questions on Boundary Determination (Sub Variable 2) covering only indicator 2 in Sub Variable 2. (Double Check Purposes for Check List Result)
1.	Do you think the determination of an adjacent boundary is essential and needs to be stated in a particular way? If yes, do you think it will make potential further conflict? If no, do you think there will be any potential conflict?
2.	In your view, is it possible to determine only one standard for a sub-district boundary, for example, a road? If yes, how can we deal with existing adjacent boundaries that are still used currently used? If no, what kind of standard boundary would be usable?

Direct Observation to measure Factors Influencing Reorganisation of Sub-District Plan
Example of Observation Guidance for Measuring Sub-Variable 3

Indicators	Aspect of Observation	Type of Data	Source of Data
Demography (Sub Variable 1)			
<i>Indicator 1: Quantity of population per sub-district</i>			
1.	Data about number of population per sub-district	Secondary	From Statistics Office of Mataram City: Statistics of Mataram City (year edition: 2003, 2004, 2005 and 2006 (if available) and other relevant official documents.
2.	Data about the density of population per sub-district		
3.	Data about population growth per sub-district		
4.	Data about number of Lingkungan (informal administrative units below sub-district) per sub-district		
5.	Data about private land and property owners (identical with number of tax payer) per sub-district.		
<i>Indicator 2 & 3: Ratio between population and public service centre resources (sub-district government)</i>			
1.	Data about availability of sub-district office personnel (together with their workload) and amounts of services demanded by the public per day per sub-district.	Primary	Field Observations: To examine the ratio between numbers of personnel available in sub-district offices and numbers of public service demands per day per sub-district by using simple and manual calculation.
2.	Data about sub-district tax collector personnel and numbers of tax payer that can be reached by the tax collector per day per sub-district.		Study of other relevant official data and documents available.

Appendix 3: Definition of Concepts and Operational Variable for Aspects of Sub-District Reorganisation Programme (See Appendix 5 for Instrument)

Basic Theory	Concept	Main Aspect	Influenced Aspects	Indicators	Data Collection Methods
Urban Regional Development	Reorganisation of local administrative units within an urban region	Reorganisation of sub-district administration	a. How to prepare the Reorganisation of a Sub-District Programme that can be operated in the reorganisation of a Sub-District Territory	<ol style="list-style-type: none"> 1) Basic intention of reorganisation 2) Availability of selected (prioritised) sub-district to reorganise 3) Whether reorganisation plan is based on research conducted/study/survey/rationale or not 4) Availability of reorganisation plan (project) preparation 5) Availability of directed reorganisation plan (project) 6) Availability of scheduled network plan to implement reorganisation 7) Availability of committee or reorganisation team 8) Availability of financial support 9) Legislative consultation and approval 10) Public consultation 	<p>a) Type: Primary Data</p> <p>Data Collecting Technique: <u>Interview sand observations</u></p>
			b. The involvement of planning authorities in basic technical matters, such as the determination of boundaries for new sub-district administration units	<ol style="list-style-type: none"> 1) Whether a two planning body involved or not. 2) The degree of involvement of these two planning bodies. 3) Whether there will be other parties, such as NGOs and academics involved or not. 4) Debate about boundary determination and conflict. 	<p>b) Type Secondary Data:</p> <p>Data Collecting Technique: Study relevant documents provided by executive and legislative parties (if available)</p>

Appendix 4: Example of Interview Guidance

Interview Sheets

Name of Respondent :

Occupation :

Office :

Date :

Time :

No	Questions on the Reorganisation of Sub-District Programme Aspects for Decision Makers or Executives (Mayor, Secretary of City, Assistants of Secretary)
1.	Is there any plan to reorganise the urban area particularly for the sub-district area in Mataram City? If yes, go to question 2. If not, what kind of plan will be implemented for this urban area?
2.	What is the basic intention for the reorganisation of sub-district territories?
3.	So far, is there any sub-district that has already been prioritised for reorganisation? If yes, which sub-district(s) is that? If no, does that mean that all sub-districts will be subdivided?
4.	Is there any study, research, or surveys that have already been conducted in preparation for the reorganisation plan? If yes, how many studies research or surveys have already been completed? If no, what is the basic reason for conducting this reorganisation plan?
5.	What stage has the current reorganisation plan already reached/completed/achieved If it is at a specific stage, please explain further.
6.	Is there any existing project in place to implement a reorganisation programme for a sub-district area? If yes, go to question 10.
7.	What kind of direction has been given by policy makers relating to the future reorganisation plan?
8.	Do you think the reorganisation (project?) will use networks and certain schedules? If yes, please explain further.
9.	Do you think this reorganisation plan will be implemented through partnership and team work? If yes, can you describe, in general, about the structure of this team work?

	If no, who will conduct the reorganisation plan or implementation?
10.	<p>If the reorganisation programme is already planned, is there any official budget for this plan?</p> <p>If yes, can you give the rough figure relating to the amount of the reorganisation budget?</p> <p>If no, why (this will be related to question 11)</p>
11.	<p>Bearing in mind that all activities conducted by the Government of Mataram City must be approved by the local parliament, do you think the legislative party has already been consulted about the reorganisation of a sub-district programme?</p> <p>If yes, can you describe the local parliament's response in general?</p> <p>If no, why? (What is the constraint?)</p>
12.	<p>If the reorganisation programme will definitely be put into practice, do you think it will be necessary to obtain the agreement of the public through a public meeting??</p> <p>If yes, when do you think this meeting it will be held?</p> <p>If no, why?</p>

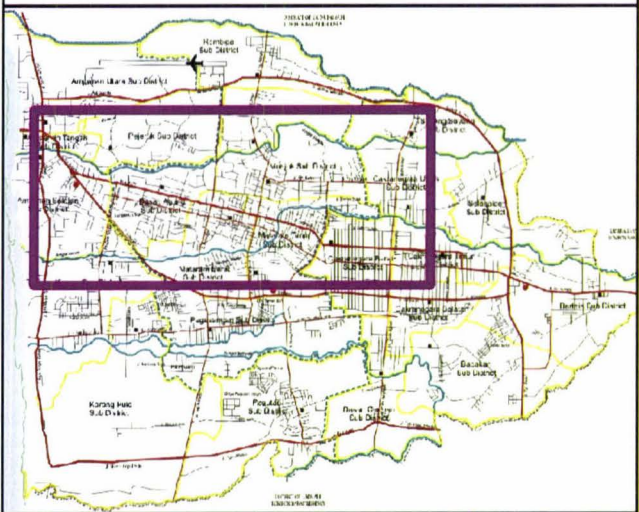
No.	Questions on the Reorganisation of Sub-District Plan Aspects. For Heads of Planning Bodies (Regional Development Planning Agency, Land-Use, Spatial and Consent Agency & Head of Statistics Office)
	Question No. 1 to 12 also questioned first for double check purpose
1.	<p>Does the office that you lead have any role or is it involved in the implementation of a reorganisation programme?</p> <p>If yes, at what stage will your office will be involved?</p> <p>If no, why it is not involved?</p>
2.	<p>Is there any involvement or interference from any other party(ies), for example, from NGO's or local academics in the reorganisation plan?</p> <p>If yes, can you explain the involvement of the other party (ies)?</p> <p>If no, why and what is the reason for this?</p>
3.	<p>Bearing in mind that the determination of territorial boundary in Indonesia is a very sensitive issue, due to the social and cultural contexts; can you explain about the technical issues?</p>
4.	<p>From your own experiences, is there any conflict or continuing debate relating to the determination of a sub-district territory boundary?</p> <p>If yes, could you please describe in general this conflict, as it appears to you and the solution?</p> <p>If no, is there any possible constraint in place which hinders the implementation of reorganisation for the sub-district?</p>
5.	<p>Do you have any other perceptions or perspectives about the reorganisation outside of these questions above?</p>

Appendix 5: Observation Guidance for Other Relevant Data and Documents

No.	Aspect of Observation	Type of Data	Data Sources
1.	National, regional regulations and decree about sub-district reorganisation	Secondary	<ul style="list-style-type: none"> • Department of Regional Law, Legal and Regulation Mataram City • Department of Home Affairs of Indonesian Republic website: http://www.depdagri.go.id/ • National Bureau of Statistics of Indonesian Republic website: http://www.bps.go.id/index.shtml
2.	Organisations Involved in reorganisation plan <ol style="list-style-type: none"> Structure of organisation Number of personnel Function, division of work and role of organisation 	Secondary	Regional Development Planning Office of Mataram City and Land Use, Spatial and Building Consent Agency of Mataram City
3.	Superstructure and infrastructure availability <ol style="list-style-type: none"> Work equipment availability Stationery (electronic or manual) 	Secondary	Regional Development Planning Office of Mataram City and Land Use
5.	Profile of top decision makers, population, human resources, planners, members of local parliament, team work and committee or facilitators in Mataram City (if available) mainly about: <ol style="list-style-type: none"> Level of education Work experiences Behaviour and attitude (if necessary) Role and commitment relating to ethics and conduct (if necessary) Quantity of human resources 	Primary/Secondary	Regional Development Planning Office of Mataram City and Land Use Spatial and Building Consent Agency of Mataram City Department of human resources of Mataram City Local Parliament of Mataram City
6.	Tax map (cadastral maps)	Secondary	Sub-district offices
7.	Data of population based on composition of: <ol style="list-style-type: none"> Ethnic groups (cultural) Density and Growth Religion 	Secondary	Statistics Office of Mataram City

Source: All the above tables have been modified by the researcher.

Location of Study Area Within Mataram City

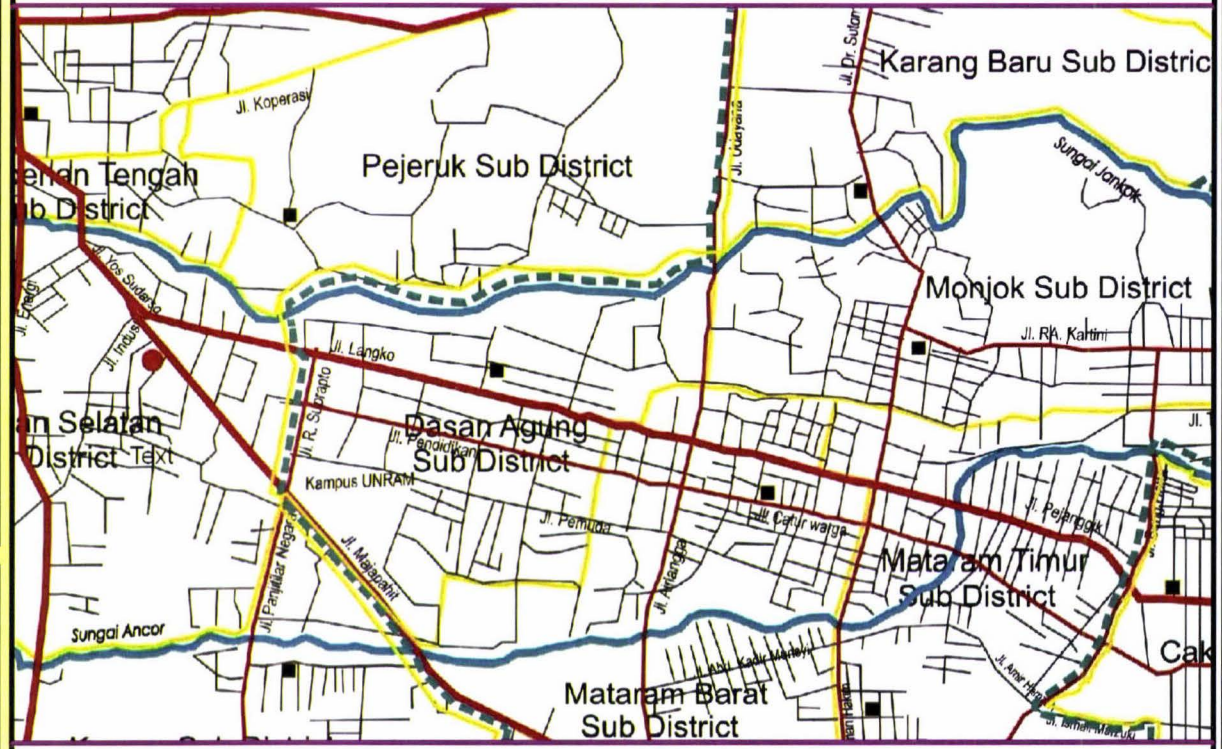


Scale = 1:40,000 0 0.250.5 1 Kilometres

LEGEND:

- District Office
- Sub-District Office
- City Border
- District Borderline
- Sub-District Borderline
- Main Road
- District and Sub-District Road
- Hamlet Road
- River Line

Natural Boundaries (River Line) Alongside Districts and Sub-District Borderline (Pre Condition)



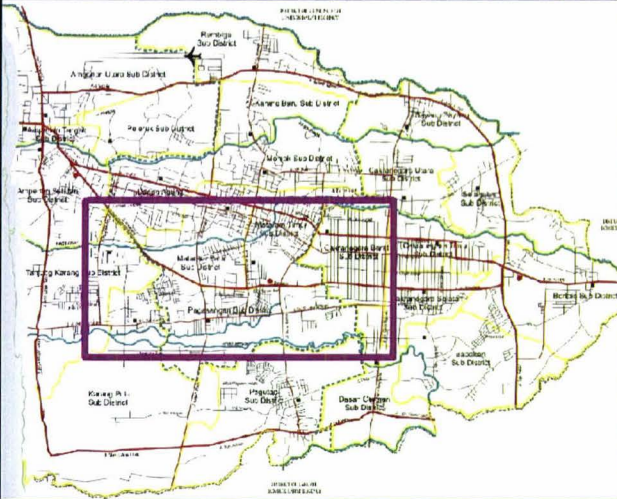
Appendix 6



Scale = 1:10,000 0 125 250 500 Metres

Fikri (03301467) Date: 28 February 2007

Location of Study Area Within Mataram City

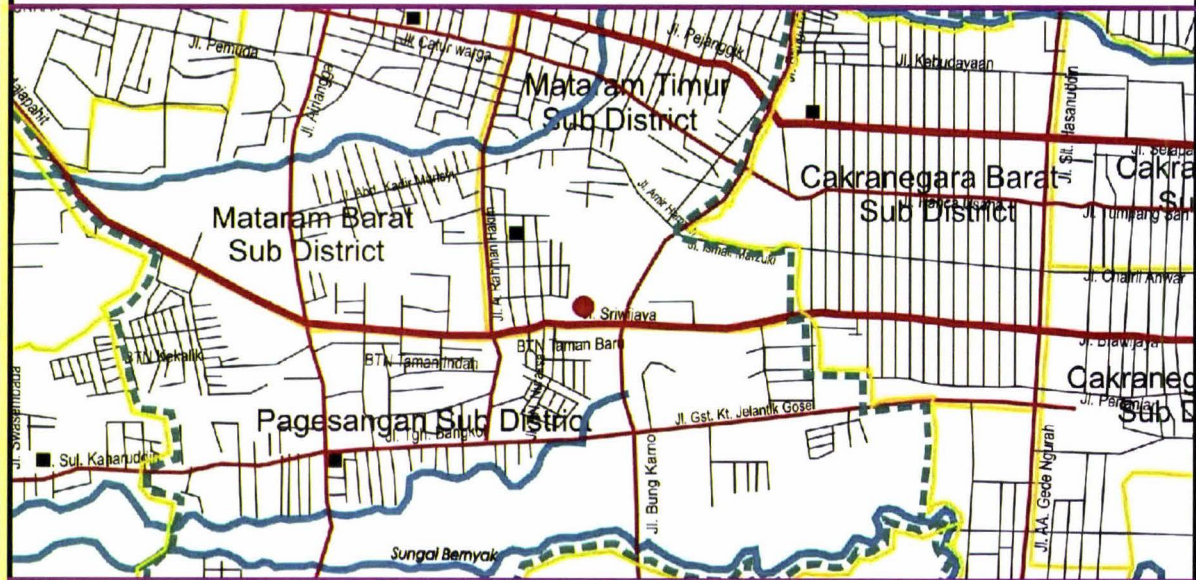


Scale = 1:40,000 0 0.250.5 1 Kilometres

LEGEND:

- District Office
- Sub-District Office
- City Border
- District Borderline
- Sub-District Borderline
- Main Road
- District and Sub-District Road
- Hamlet Road
- River Line

Artificial Boundaries Based on Types of Road Line Alongside-Districts and Sub-District Borderline (Pre Condition)



Appendix 7

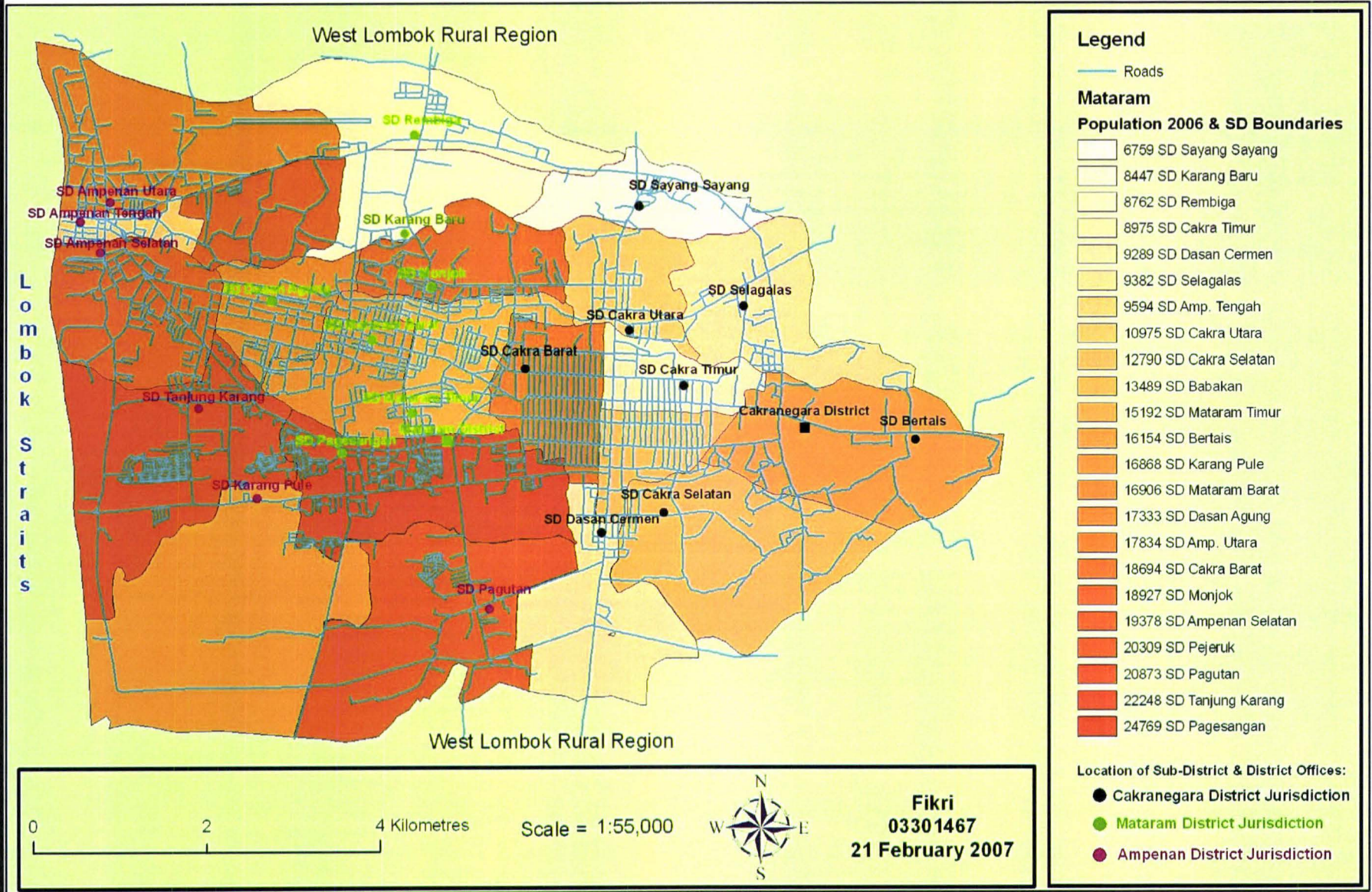


Scale = 1:10,000 0 125 250 500 Metres

Fikri (03301467) Date: 28 February 2007

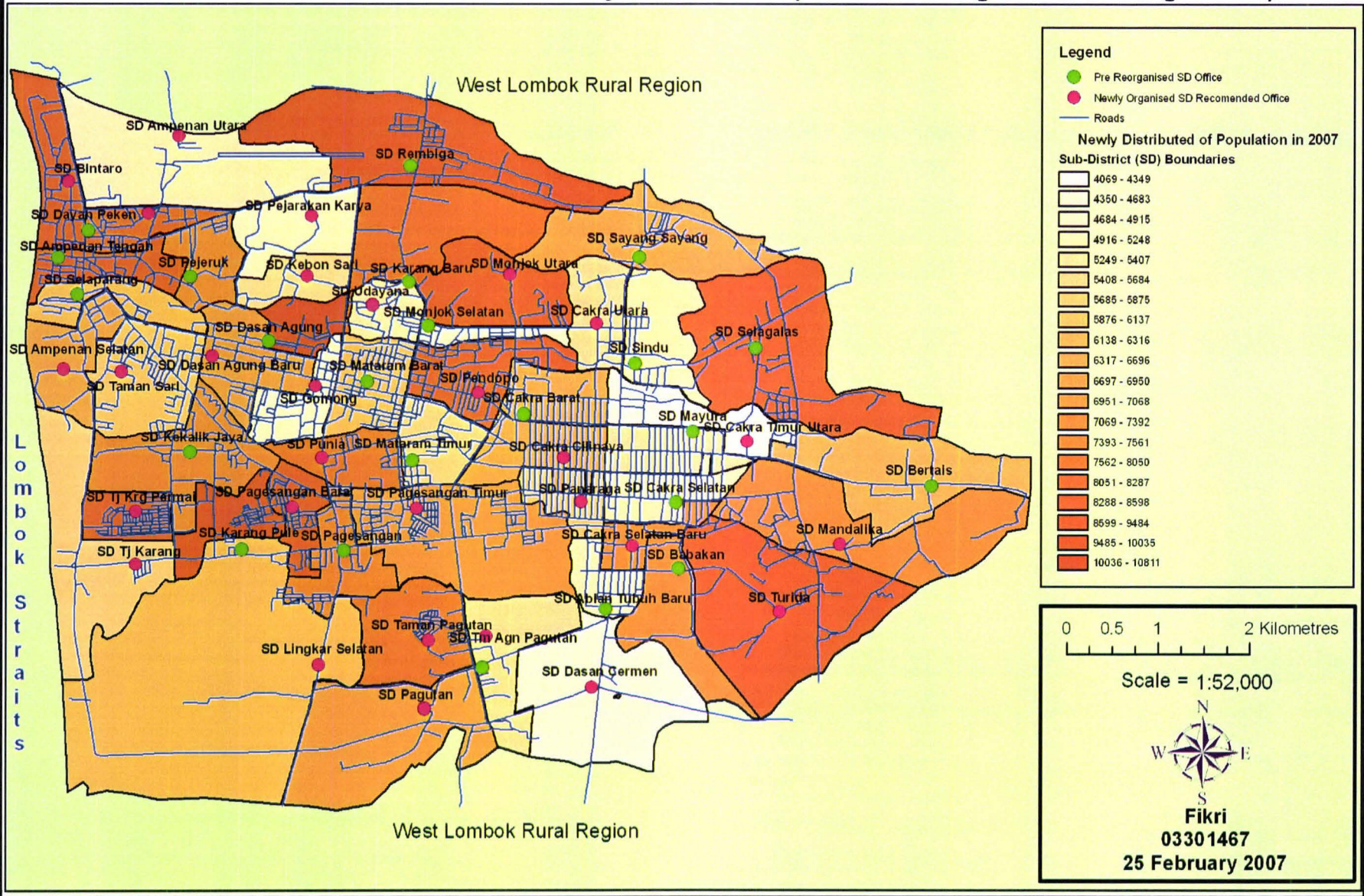
Appendix 8

Road, Sub-District (SD) Office, Sub-District Boundary and Population Within Mataram City Area in 2006 (Pre Condition)



Appendix 9

Road, Sub-District (SD) Office, Sub-District Boundary and Population-Prediction Within Mataram City Area in 2007 (Post-SD Reorganisation Programme)



Sub-District Public Service Point Within Mataram City Area Before and After Sub-District Reorganisation Programme

Sub-District Public Service Point
Situation Before Sub-District Reorganisation Programme



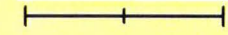
Newly Organised Sub-District Public Service Point
Situation After Sub-District Reorganisation Programme



Legend:
● • Sub-District Public Service Point
~ Road Within Mataram City Area



0 1 2 Kilometres

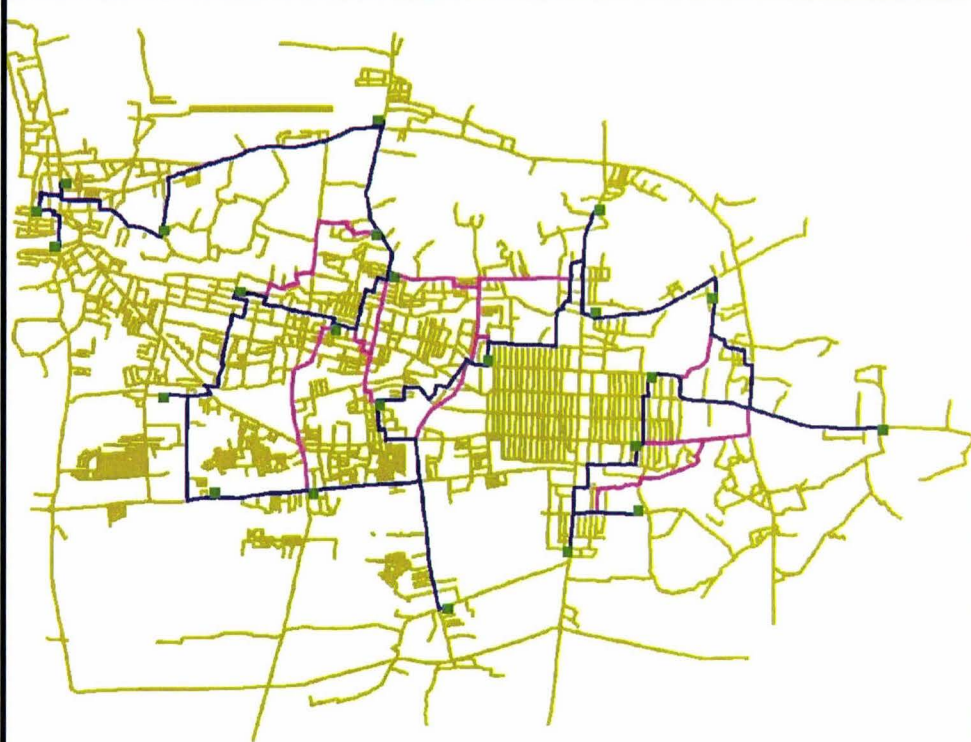


Scale = 1:11,000

Fikri (03301467) Date: 24 February 2007

**Routes to Access Network of Sub-District Point Service Within Mataram City Area
Before and After Sub-District Reorganisation Programme**

**Routes to Access Network of Sub-District Point Service
Situation Before Sub-District Reorganisation Programme**



**Route to Access Network of Public Service Point
Situation After Sub-District Reorganisation Programme**



- Legend:**
- Best Route to Access SD Service Point Network
 - Route to Access SD Service Point Network
 - Road



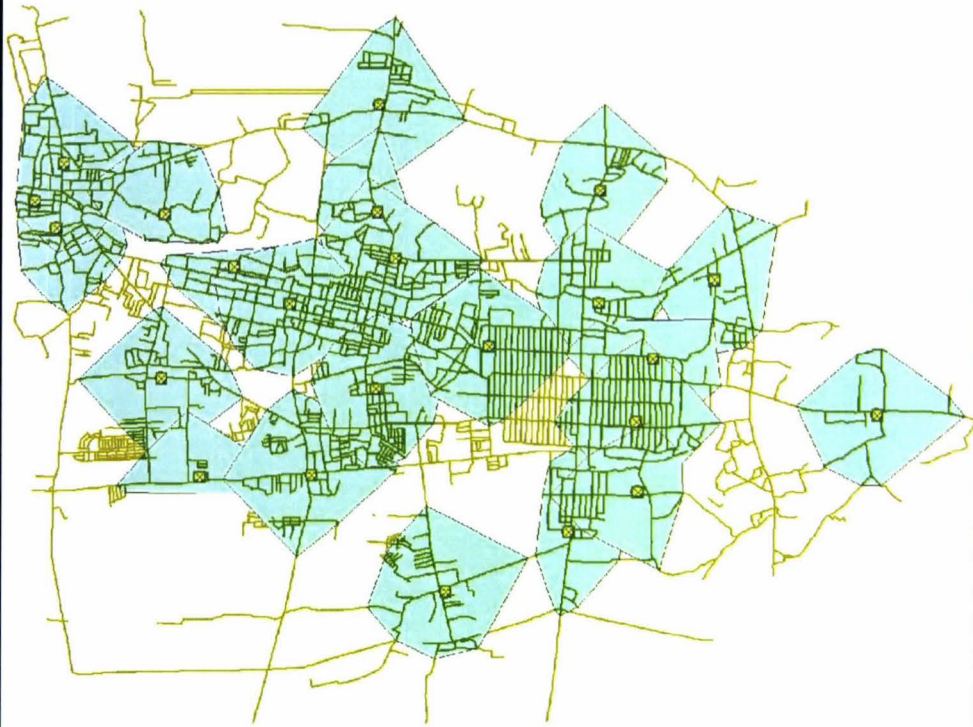
0 1 2 Kilometres

Scale = 1:9,500

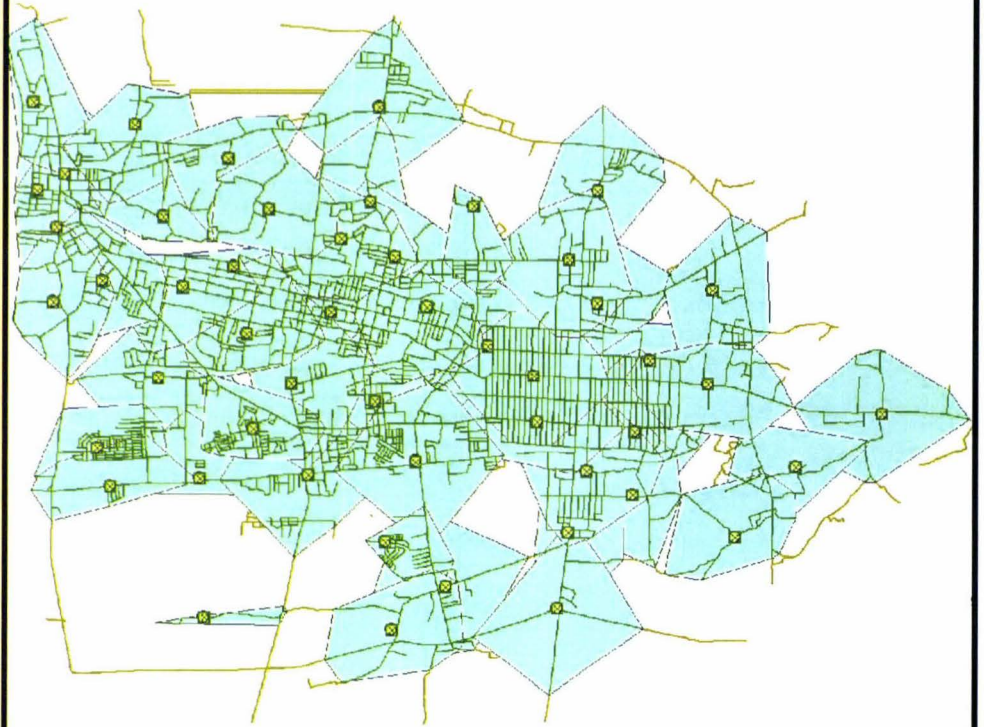
Fikri (03301467) Date: 23 February 2007

Range of Sub-District Public Service Point Within Mataram City Area Before and After Sub-District Reorganisation Programme

Range of Sub-District Public Service Point Situation Before Sub-District Reorganisation Programme



Range of Newly Organised Sub-District Public Service Point Situation After Sub-District Reorganisation Programme

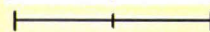


Legend:

- Sub-District Public Service Point
- ∩ Road Within Service Area Network
- Range of Sub-District Service Area Within 1000 Metres
- ∩ Road Outside Service Area Network



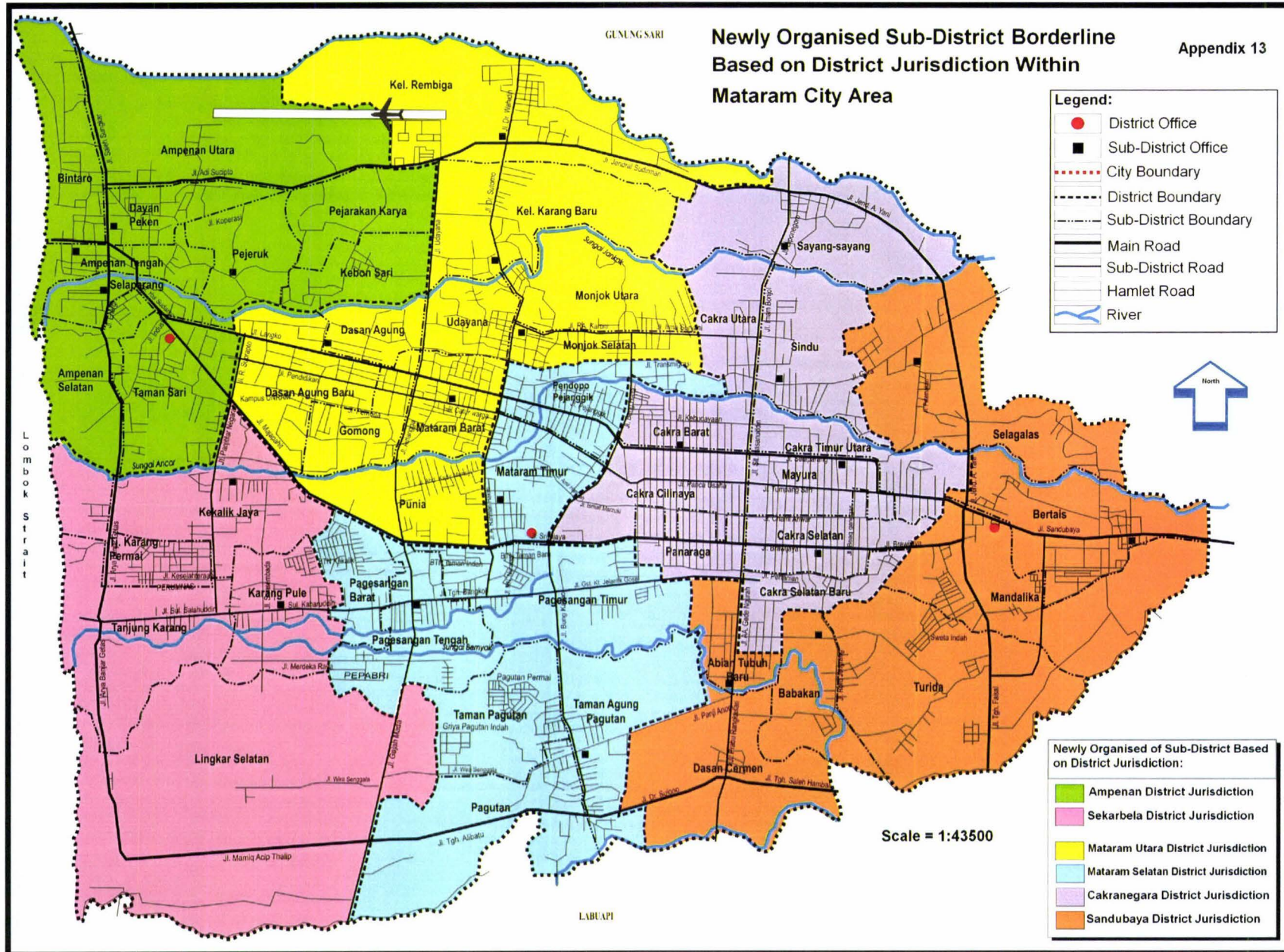
0 1 2 Kilometres



Scale = 1:11,000

Fikri (03301467) Date: 24 February 2007

Newly Organised Sub-District Borderline Based on District Jurisdiction Within Mataram City Area



L o m b o k S t r a i t

LABUAPI



11 July 2006

TO WHOM IT MAY CONCERN

Re: Muhamad Nazaruddin Fikri
Student I.D; 03301467
New Zealand Development Scholarship (Public); Indonesia

Md Nazaruddin Fikri is an international student from Indonesia who has a scholarship from NZAID of the NZ Ministry of Foreign Affairs and Trade. He is enrolled in a Master of Environmental and Resource Planning at Massey University. He commenced his studies in February 2005 and is due to complete in February 2007.

As part of his research paper, Mr Fikri is returning to Indonesia to collect data. He expects to be about one month carrying out this research and he will then return to Massey University to analyze this data and write his thesis.

Please assist Mr Fikri to gather the information which he needs for his research. Massey University and NZAID will be grateful. It will also allow Mr Fikri to complete his qualification successfully and return to Indonesia with his new skills and knowledge.

Thank you

Sue Flynn
Student Support Officer
International Student Support Office
Phone: ■ ■



PEMERINTAH KOTA MATARAM
BADAN PERENCANAAN PEMBANGUNAN DAERAH
(BAPPEDA)

JL. PEJANGGIK NO. 16 TELP. (0370) 633467 MATARAM 83121

SURAT IJIN

Nomor : 872 .Ltb/Bpd-Kt/VII/2006

TENTANG

KEGIATAN PENELITIAN DI KOTA MATARAM

- Dasar : a. Keputusan Walikota Mataram No: 231/VI/2001 tanggal 15 Juni 2001 tentang Pendelegasian Wewenang, Pemberian dan Penandatanganan Ijin Kegiatan Penelitian di Kota Mataram;
- b. Surat Sdr. Nazaruddin Fikri, Mahasiswa Program Perencanaan Lingkungan Hidup Dan Sumber Daya Alam International Student Massey University Tgl 24 Juli 2006 Tentang Ijin Penelitian.

MENGIJINKAN

- Kepada
Nama : **M. Nazaruddin Fikri**
NIM : 03301467
Jurusan/Program : Perencanaan lingkungan Hidup Dan Sumber Daya Alam
Lembaga : Program Perencanaan Lingkungan Hidup Dan Sumber Daya Alam
Judul Skripsi : **Faktor-Faktor Yang Mempengaruhi Pemecahan Wilayah Kelurahan Di Kota Mataram (Factors Influenced Subdivision Of Districts And Sub-Districts Level In Mataram) .**
- Lokasi Penelitian : Kota Mataram
Untuk : Melaksanakan penelitian selama 3 (Tiga) bulan, terhitung sejak dikeluarkannya ijin penelitian ini.

Setelah penelitian selesai, diharapkan untuk menyerahkan hasil penelitian dimaksud kepada Bappeda Kota Mataram.

Demikian surat ijin ini diterbitkan untuk dipergunakan sebagaimana mestinya.

Mataram, 26 Juli 2006
29 Jumadil Akhir 1427 H

Kepala,



M. Ainul Asikin
NIP. 610 004 004

Tembusan disampaikan kepada Yth :

1. Walikota Mataram di Mataram;
2. International Student Massey University New Zealand Di New Zealand;
3. Dinas Instansi Terkait;

Appendix 16: Translation of Permission Letter to Conduct Field Research in Mataram City

The Government of Mataram City
(Regional Development and Planning Board)
Jl. Pejanggik No. 16 Phone. (0370) 633467 Mataram 83121

=====

Letter of Permission
No. 872. Ltb/Bpd-Kt/VII/2006

About Research Activity in Mataram City

- Considering:
- Mayor of Mataram City Decree No. 231/MI/2001, 15 June 2001 about Delegated of Authority, Delivered and Signed the Letter of Research Permission Within Mataram City Area
 - Letter from Md. Nazaruddin Fikri, Student of Environmental and Resource Planning at Massey University, 24 July 2006 about Research Permission

To give permission

To:

Name: Md. Nazaruddin Fikri

Student ID No. 03301467

Major: Environmental and Resource Planning Programme at Massey University

University: Massey University, Palmerston North, NZ

Title of Thesis: Factors Influenced Reorganisation of Sub-District Administration Level in Mataram City

Research

Location: Mataram City

For: Conducting research activity for 3 (three) months, since the issued of this letter.

It is expected that the result of this research should be submitted to the Regional Development Planning Board of Mataram City by the time the thesis completed.

This letter is issued to be use in proper situation related to the research aims.

Mataram, 26 July 2006 (29 Jumadil Akhir 127 H)

Dean,

Signed

M. Ainul Asikin
ID NO. 610 004 004

Copy Carbon to:

1. Mayor of Mataram City
2. International Student Office of Massey University New Zealand
3. Relevant Authorities
4. Researcher

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