

Analysis of New Autonomous Regional Policies in Indonesia

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Abstract. The size of the Indonesian state makes it difficult to create a centralized government system. Moreover, Indonesia is an archipelagic state, where the islands are separated by sea. Therefore, it is necessary to implement a new autonomous region policy to maintain the welfare of the Indonesian state. This study then aims to analyze the New Autonomous Region Arrangement Policy process in Indonesia. This research will be carried out using descriptive qualitative methods. The selection of this method is expected to describe and summarize various conditions, situations, or phenomena of social reality that exist in society. The data source used in this study comes from documentation and observation. The results of this study then found that interests had an important role in forming the New Autonomous Region (DOB). In structuring the new autonomous regions, there are positive and negative sides. Unfortunately, in establishing a new autonomous region, the expected degree of change has not been fully realized. Several factors hamper this process, such as the low quality of human resources and inadequate financing.

Keywords: Public Policy, New Autonomous Region (DOB), Regional Arrangement.

A. INTRODUCTION

Since the founding of the Republic of Indonesia, the founding fathers of the nation were very aware that with an area equivalent to 20 countries in Western Europe, managing state government was impossible by centralization. The nation's heroes have always thought that Indonesia, which consists of various islands, cannot possibly use a centralized system of government. Therefore, regional autonomy is implemented in every province and district/city in Indonesia. According to Isharyanto, a unitary state refers to the relationship between the central government and regional governments, part or smaller territorial units that have autonomy and operate as state administration (Yang, 2021). As a result, the original power is given to the state, which in this case is represented by the central government. Harmonization of relations between the central government and regional governments needs to be maintained, and this matter is to accelerate the realization of people's welfare and strengthen national integrity, the founders of the nation from the beginning, as stated in the constitution, namely the 1945 Constitution, aspired for Indonesia to be a decentralized and democratic country (Parrado & Galli, 2021).

After the 1998 reform, Indonesia chose the concept of decentralization and regional autonomy as a correction to the concept of centralization, which is considered not to bring prosperity to the people. According to Sumarsono, the decentralization and regional autonomy policies were generally carried out by giving the regions the authority to regulate and manage their own government affairs, except for government affairs stipulated by applicable law. The 1998 reform changed the governance system from Centralization to Decentralization. The regional government considers that decentralization can create justice in the political field, responsibility for the regional government and the ability to respond to the regional government. One of the important elements in implementing decentralization and regional autonomy policies in forming regions is intended to improve public services to accelerate regional welfare and competitiveness (Pradana, 2021).

The reform era that began in 1998 impacted the governance structure and the mindset of the people. In the governance structure there has been a change in the governance system in Indonesia, which was originally implemented from a centralized nature to a decentralized one. Meanwhile, in the social order, it can be seen from the development of the democratic process manifested in the delivery of aspirations at the local, regional and national levels. These two things also influence the regional expansion policy. Until now, the issue of regional expansion has been an interesting phenomenon to be observed. This can be seen from the many New Autonomous Regions (DOBs) formed since 1999. Openness and democracy in a decentralized government system allow regions to be creative in developing regions according to their capabilities and potential and for regions to propose regional formation (Turner et al., 2022).

The regional expansion has been regulated in laws and regulations contained in Law Number 23 of 2014 concerning Regional Government. One of the most important aspects of regional expansion is that it aims to strengthen the relationship between local government and local communities within the context of democratic growth, with more intensive interactions between the community and the new regional government, so that it will be easier for civil society to obtain rights and fulfill their responsibilities as citizens. The formation of a region to become a new autonomous region is not only understood as a gift from the Central Government with consideration to respond to the aspirations of expansion requested by various regional parties (Siqueira-Gay et al., 2020).

As time goes by, decentralization and regional autonomy are implemented, and the impression of autonomy for the people still needs to be straightened out. This condition is reflected in the absence of public participation in public order. Local governments still have not implemented the principle of transparency, especially in drafting and ratifying public policies, such as Regional Regulations (Perda) and Regional Head Decrees. Since the enactment of the implementation of regional government management with the principle of regional autonomy does not mean that it does not cause problems in its implementation. Many new regional divisions or new autonomous regions have emerged, which will automatically burden the State Revenue and Expenditure Budget (APBN) and the issue of improving the quality of service to the community, which is the main goal in the principle of regional autonomy (Söderström & Wangel, 2023).

It is common knowledge that most regional expansion processes are underpinned by the interests of local elites who voice the people's aspirations. Among these is the case of the proposal to divide Imekko, South Sorong, where it was revealed that a number of elites used the discourse of expansion for the 2014 Pilkada and held bureaucratic positions. Normative and technical factors, such as minimizing the span of control between local governments and communities and fostering equitable development, are frequently used by regions to justify their territorial expansion. The true objective is only to devolve authority at the local level (Kębłowski et al., 2020). As a result, governance in new autonomous regions has become ineffective. Various governmental problems that usually arise include (1) inadequate government management capacity; (2) the quality of human resources for regional government officials and DPRD is low; (3) minimal government facilities and infrastructure; (4) the emergence of border/capital location conflicts; (5) poor public services; (6) community welfare does not increase; and (7) local democracy that never improves. The case of failure of the new autonomous regions should be a lesson for the central government in passing demands for division (Vidyattama et al., 2022).

In essence, there is nothing wrong with regional expansion or the formation of new autonomous regions, in the implementation of decentralization, it is necessary to carry out regional management as stated in Law Number 23 of 2014 Article 31 concerning regional management. Regional management is aimed at achieving the effectiveness of regional

government administration, accelerating the improvement of people's welfare, accelerating the improvement of the quality of public services, enhancing the quality of governance, enhancing national and regional competitiveness, and preserving the distinctiveness of customs, traditions, and culture (Prasetyo et al., 2021).

Even though the goal of forming a new autonomous region looks ideal, the empirical conditions after forming a new autonomous region often become problematic. However, the results of the evaluation of regional expansion according to the mandate of Law Number 23 of 2014 have not run optimally, so a moratorium policy was issued. But what is also important to remember is that division must be carried out with strict procedures and standards by looking at the readiness of the area to be divided so that there are no more cases of new autonomous regions that fail to develop after being released from the main area (Lu & Chen, 2022). The evaluation results from the director general of regional autonomy show that 65% of new autonomous regions failed to improve services to the community. According to the evaluation results, the failure was caused by the region's unpreparedness at the beginning of the transition period, especially in the first three years. Therefore, it is necessary to have a more comprehensive and holistic regional planning design that prioritizes national interests (Hoerudin & Maolani, 2019).

This study will analyze the implementation of the New Autonomous Region Management Policy in Indonesia by using the concept of policy implementation. This seeks to answer problems in the implementation of structuring new autonomous regions. Based on the problem description above, the arrangement of new autonomous regions is interesting to study to answer existing problems.

B. LITERATURE REVIEW

1. Public Policy

Public policy terminology refers to a broader range of implementation instruments than laws and regulations, including budgetary and organizational considerations. The public policy cycle includes policy formulation, implementation, and evaluation. The degree to which the state complies with the mandate of the sovereign people over it can be measured by the extent to which the public participates in every stage of policymaking. A policy is a tool the government uses to solve a problem. Public policy, according to Dewey, focuses on the public and its problems. Heidenheimer stated that public policy discusses the structuring and definition of these issues and problems, as well as their placement on the policy and political agendas. In addition, public policy is the study of the how, why, and effects of both active and passive government action (Valle-Cruz et al., 2020).

In his book, Thomas R. Dye states, "Public Policy is whatever the government chooses to do or not to do". According to Dye, if the government chooses to do something, there is a goal because public policy is an "action" of the government. If the government chooses not to do something, it is also a public policy with a purpose. Easton defines public policy as the authoritative allocation of values for the whole society or as the allocation of values by force to all members of society. Laswell and Kaplan also define public policy as a projected program of goals, values, and practice or a program of achieving goals and values in directed practices (Dunlop et al., 2020).

A policy is produced through a series of activities by policy actors through the public policy process. The process of public policy is a series of intellectual activities carried out in the process of political activities. According to William N. Dunn, political activity in the public policy process goes through 5 stages which include:

- a. The stage of formulating the problem by gathering information about the conditions that cause the problem.

- b. The forecasting stage provides information about what will happen from enacting alternative policies, including if no policy is made.
- c. The policy recommendation stage provides information on the net benefits of each alternative and recommends policy alternatives that provide the highest net benefits.
- d. The policy monitoring phase provides information about the present and past consequences of implementing alternative policies, including the constraints.
- e. The policy evaluation stage provides information regarding the performance or results of a policy (Campos & Reich, 2019).

As a result, the expert concludes that public policy is a collection of government actions designed to accomplish certain outcomes anticipated by the public as a constituent of the government. Because public policy is determined by institutions with legitimacy in the government system, it represents a choice of legal and legitimate action.

2. New Autonomous Region Moratorium

The definition of a moratorium on expansion as a linguistic understanding is a temporary postponement of an expansion process carried out by looking at several aspects as the reasons. Implementing the moratorium, in addition to enhancing the process of regional expansion, is regarded as highly effective in halting the rate of regional expansion, which is deemed costly for the central government due to the General Allocation Fund and the Special Allocation Fund (Stephan, 2020).

The definition of the meaning of the juridical expansion moratorium is by looking at the regional moratorium in the philological methodology, namely looking at the method of studying old texts to understand what is contained in them so that the cultural background of the people who gave birth to these manuscripts is known. What is the purpose of the moratorium, which is legally stated in laws and regulations with a higher hierarchy so that the purpose or content of the moratorium does not conflict with other laws and regulations (Paim, 2021). In the 1945 Constitution, Article 18B, paragraphs 1 and 2 states how the existence of local governments, both provincial and district and city, includes recognizing the principle of autonomy as wide as possible. Based on the aspirations of the people, then this is contained in law number 23 of 2014, which regulates regional government and gives a mandate to the government to carry out regional management as contained in article 32 paragraph 1 law number 23 of 2014 concerning regional government, either by expanding or merging regions, but due to a policy in the form of a moratorium on expansion/temporary postponement, the expansion cannot be carried out (Hariyanto, 2022).

Philosophically, the definition of the moratorium is by looking at expansion as an interpretation system, namely by looking at law or regulation, it must be interpreted more deeply to produce true justice so that this moratorium policy is trying to delay the expansion process following a law that has been interpreted that the law does not provide justice or is no longer in harmony with society (Gentzel, 2021).

3. New Autonomous Region (DOB)

The regional autonomy system is a mandate realized from the Second Amendment to the 1945-2000 Constitution of the Republic of Indonesia and must be implemented based on a law specifically designed to regulate the regional government. The post-amended 1945 Constitution included issues of local government. The idea of regional expansion is something new in the life of the Indonesian nation and state. For the first time in the history of this country, half a century, 2000 was the beginning of the birth of a new province called Banten, a division of West Java Province (Prasetyo et al., 2021). The formation of Banten Province through Law Number 23 of 2000. Regional expansion is the process by which autonomous regions divide a

region into multiple regions in order to enhance services and accelerate development. Regional expansion is also anticipated to foster regional autonomy. According to various laws and regulations, the purpose of expansion is to enhance people's welfare in the following ways:

- a. Improving service to the community.
- b. Accelerating the growth of democratic life.
- c. Accelerating the implementation of regional economic development.
- d. Acceleration of potential regional management.
- e. Increased security and order (Jarrah et al., 2019).

New Autonomous Region was formed as a decentralized concept. Decentralization has three objectives, namely:

- a. Political Goals: to create a democratic political superstructure and infrastructure based on popular sovereignty. This is manifested in the election of regional heads and DPRD members.
- b. Administrative Objectives: the regional government's efforts in cooperation with the DPRD to carry out their duties to maximize values, functions and objectives. 4E, namely effectiveness, efficiency, equity/equality, and economy.
- c. Socioeconomic Goals: how community capital in the form of social, intellectual, and financial capital can be used to create social welfare as a whole (Talitha et al., 2020).

The formation of provincial, district and city autonomous regions can be seen from two logical sides:

- a. Formal logic (legislation) believes that regional expansion is due to the formal approval of laws, at the same time, this law allows each region to take advantage of opportunities.
- b. The logic of reality argues that regional expansion is indeed very urgent. This is to overcome problems in various regions by forming regions through expansion.
- c. Political logic, there are socio-political movements at the local level that have the idea of regional expansion and simultaneously bring and support regional ethnicity as a confirmation of the emergence of regional expansion (Oedl-Wieser et al., 2020).

4. Regional Management

The regional arrangement is the activity of directing, forming, and eliminating regions which are an integral part of the decentralization policy. Therefore, the scope of regional management includes the division or formation of regions, deletion and merger of regions, adjustment of regional boundaries, transfer of regional status administratively and politically, and relocation of the capital city. In this context, regional, more comprehensive, comprehensive, and global planning is urgently needed. A design that considers all fields of development prioritizes national interests and optimizes various opportunities and challenges in the era of globalization and economic liberalization to create prosperity (Saputra, 2021).

Indonesia already has a regional structuring policy. However, there are several drawbacks, as follows:

- a. Epistemologically in policy design, the inward-looking mindset is very strong, so regional arrangement solely emphasizes regional expansion or the formation of new autonomous regions. This also applies to the parameters required for regional formation, including administrative, technical and regional requirements;
- b. Still partial, focusing on regional interests. This can be seen from the application of the basic planning approach in the process of regional formation (Article 14 to Article 21 of Government Regulation Number 78 of 2007);
- c. Implementation of existing designs is still divided sectorally, hindering efforts to reorganize regions while the government's burden increases (Acharya, 2019).

The formation of the new autonomous regions is currently a concept of regional planning. Regional structuring is an improvement from dividing regions through various stages, such as fostering, forming, abolishing, and merging regions that carry out decentralization policies. Currently, the regional arrangement includes the following:

- a. Expansion and formation of regions.
- b. Deletion and merging of regions.
- c. Completion of regional boundaries.
- d. The transfer of regional status (administrative/political aspects) and the transfer of capital in the context of creating ideal regional autonomy (Nickayin et al., 2020).

The objectives of regional management, as stated in Law Number 23 of 2014 Article 31, are as follows:

- a. Effectiveness of Regional Government administration;
- b. Accelerating the improvement of people's welfare;
- c. Accelerating the improvement of the quality of public services;
- d. Improving the quality of governance;
- e. Increasing national and regional competitiveness;
- f. Maintaining the uniqueness of regional customs, traditions and culture (Undang et al., 2022).

So that regional management is a concept of administering an independent government supported by optimal public services so that people's welfare can be achieved and increase PAD, which becomes regional competitiveness.

C. METHOD

In research on Policy Analysis for New Autonomous Region Arrangements in Indonesia, this research uses a qualitative approach with descriptive methods. Qualitative research is carried out in real or natural conditions. Qualitative research is more interested in examining social and cultural phenomena in an atmosphere that takes place naturally, not under controlled or laboratory conditions. Through descriptive qualitative research methods, the data obtained will be more complete, in-depth, credible, and significant for achieving the research objectives. Meanwhile, data collection techniques are carried out through documentation and observation.

D. RESULT AND DISCUSSION

1. Interest Affected

Policy implementation is a process of mutually influencing interests. In the implementation process, there are target groups that have an interest in implementing the policy, including the clarity of the target group, compliance and responsiveness of the target group. The target group is an organization that will receive goods and services or whose behavior will be influenced by policies. This is to see how far the target group can comply with or adapt to the implemented policies following the contents of the policies. Related to the research topic regarding the arrangement of new autonomous regions, this policy must be placed as a national strategic interest in maintaining the territorial integration of the Unitary State of the Republic of Indonesia as a constitutional mandate, strengthening Indonesia's capacity in global competition and accelerating the improvement of the quality of public services. The concept of regional arrangement includes efforts to expand regions, abolish regions, and merge regions. Expanding new autonomous regions is one part of the efforts to structure regions which can be done by deleting and merging regions. Looking back, regional expansion is one of the impacts of the reform movement and demands democracy in the life of the nation and state.

Looking at what happened in Indonesia, the massive expansion of regions was shown by the formation of 223 new regions in just 15 years from 1999-2014, covering 8 provinces, 181 regencies and 34 cities. However, if regional expansion continues without clear control, what will happen will continue to increase the number of new regions in Indonesia for the next 20 years. So that the Vice President's memorandum as chairman of the Regional Autonomy Advisory Council (DPOD) was issued to the President on October 11 2016, the contents of which were to decide to continue the moratorium on the expansion of new regions and to complete the Draft Government Regulation on Regional Structuring and Government Regulation on the Grand Design of Regional Structuring. This means there has been no division of regions, provinces and districts/cities after 2014.

The DOB moratorium does not apply to the Papua and West Papua regions because they have special autonomy authority as regulated in Law Number 2 of 2021 in article 76 as follows:

- a. The subdivision of provincial and district/city areas into provinces and districts/cities is permissible with the sanction of the MRP and the DPRP after careful consideration of socio-cultural cohesion, human resource readiness, economic capacity, and future developments.
- b. The government and the People's Legislative Assembly may divide provincial and regency/municipal areas into autonomous regions to accelerate the equitable distribution of development, improve public services, and improve people's welfare, as well as elevate the dignity and status of Indigenous Papuans by taking into account political, administrative, legal, socio-cultural unity, the readiness of human resources, basic infrastructure, economic capacity, future developments, and the aspirations of the Papuan people.
- c. The expansion of provincial and regency/municipal areas, as referred to in paragraph (2), is not carried out through the regional preparatory stages as regulated in the law on regional administration.
- d. Regional expansion must guarantee and provide space for Indigenous Papuans in political, governmental, economic and socio-cultural activities.
- e. The establishment of an autonomous region shall be carried out following the provisions of this law and shall be stipulated by law.

Regional expansion in the Papua region does not need to go through the regional preparatory stages as stipulated in the concept of regional arrangement. In addition, the formation of new autonomous regions in the Papua region is based on the Special Autonomy Law, so the concept of forming new autonomous regions in Law Number 23 of 2014 does not apply.

In implementing the structuring of the new autonomous regions, there has been a change in policy in its implementation. Until now, there are still many conflicts of interest in implementing the affairs of the Central Government and Regional Governments, so they appear less harmonious. The existence of interests between elites and entrepreneurs has resulted in the goal of regional autonomy not being achieved. Regarding regional expansion, the political side is more dominant than the administrative, technical and physical. This was triggered by people's demands to expand through the Regional Government for political reasons and the desire to split regions when the regions received less attention in public services. Not yet optimal governance indicates that the approval process for regional expansion is often carried out using a political process. So that the aspects of the feasibility study that has been prepared are not given enough space.

2. Type of Benefits

The policy implementation process is a type of benefit that shows the positive impact it produces. This provides collective benefits that get support in policy implementation. Policy implementation has clear objectives as a form of policy value orientation. Policy implementation objectives are formulated into specific action programs and projects designed and financed. Regarding the research topic regarding the arrangement of new autonomous regions, this matter is regulated in Law 23 of 2014 concerning Regional Government in Chapter VI Regional Arrangement Article 31 as follows:

- a. In the implementation of decentralization, regional management is carried out.
- b. The regional arrangement, as referred to in paragraph (1), is aimed at:
 - 1). realize the effectiveness of the administration of the Regional Government;
 - 2). accelerating the improvement of people's welfare;
 - 3). accelerating the improvement of the quality of public services;
 - 4). improve the quality of governance;
 - 5). increase national competitiveness and regional competitiveness; And
 - 6). maintain the unique customs, traditions and culture of the region.
- c. As referred to in paragraph (1), the regional arrangement consists of Regional Formation and Regional adjustment.
- d. Regional formation and regional adjustment, as referred to in paragraph (3), can be carried out based on consideration of national strategic interests.

In carrying out decentralization, regional management is needed. One of the goals of regional planning is to create optimal public services. In accelerating this goal, the formation of regions regulated in Article 32 is as follows:

- a. The establishment of the region, as referred to in Article 31 paragraph (3), is in the form of regional expansion and regional amalgamation.
- b. The formation of regions, as referred to in paragraph (1), includes the formation of provincial Regions and the establishment of regency/city Regions.

Currently, new autonomous regions are formed through a division and merger of regions. The current DOB moratorium has not been able to assess the purpose of the regional structuring concept following Law 23 of 2014 Article 31. Regional structuring in Indonesia is only through regional expansion, while the process of merging and deleting regions has not been realized.

The purpose of regional expansion, in general, is to accelerate the increase in people's welfare by improving public services, accelerating the growth of democratic life, accelerating the implementation of regional economic development, accelerating the management of regional potentials, strengthening security and order, and increasing harmonious relations between the Central Government and Regional Governments. To review the benefits of structuring new autonomous regions in Indonesia, the government should evaluate the capabilities of new autonomous regions in administering government. This cannot yet be realized in programmed activities. So far, the evaluation of autonomous regions has not been carried out comprehensively. The complete policy instrument for evaluating government administration has only been realized with the enactment of Government Regulation Number 6 of 2008 concerning Guidelines for Evaluation of Regional Government Implementation. Based on this Government Regulation, it can review the benefits of implementing regional management in Indonesia and map out autonomous regions that have poor performance and cannot even carry out their autonomy. So that the benefits of structuring the new autonomous regions can be divided into two, namely positive impacts and negative impacts, as follows:

Table 1. The Impact of the New Autonomous Region Arrangement

Positive	Negative
Democratization	Autonomous regions appear that are not feasible (there is small growth, but they have not been able to boost people's welfare and tend to be left behind)
Regional innovation/creativity development	Friction/narrow areas/border conflicts, P3D, and authority
New job opportunities, new positions for local government and DPRD	Reducing the DAU of autonomous regions throughout Indonesia
Accelerate Public service	Bureaucratic costs are swelling
New facilities and infrastructure	Addition of vertical agencies
Obtain Balancing Funds	Potentially shutting down the central government

3. Extend Of Change Envision

It is hoped that implementing the established policies will bring about societal changes. But the change expected from a policy is very difficult to achieve. This is based on changes in behavior that benefit from the policy. The degree of change is related to an adjustment in behavior and participation from society. Therefore, how much change do you want or want to achieve through an implementation so that it must have a clear scale. The degree of change indicator explains that each policy has a target to be achieved from each policy implementation. Regarding regional management, one of the aspects is the formation of new autonomous regions. The formation of a new autonomous region is to improve public services in accelerating people's welfare.

The degree of change from regional structuring policies to accelerate public services. One of the changes in implementing the expansion of the new autonomous regions. However, the division of new autonomous regions that were carried out had not yet reached a change, so a moratorium occurred. The regional expansion has a change to be achieved by realizing easy access to education, health, and population services. The change from the regional arrangement is to pay attention to the services that the community gets from the government. Services obtained such as education services, health services, and population services. However, these changes can be seen from the division of new autonomous regions in 2012-2014, which the DPR-RI initiated, or the process was bottom up. In addition to the service aspects of change from implementing regional management, namely increasing community welfare, improving government governance, increasing national and regional competitiveness, and maintaining regional customs.

No significant results have been shown regarding the desired degree of change from the formation of 18 new autonomous regions in 2012-2014. Judging from this assessment, various problems were found in forming the new autonomous regions, so the desired degree of regional planning objectives had not been achieved. Seeing the problems found are as follows:

- a. The low quality of human resources.
- b. Low networking and cooperation capacity.
- c. The low fulfillment of facilities and infrastructure.
- d. The pattern of financing is low.

The desired degree of change has not been fully achieved in the current conditions because the new autonomous regions were formed based on short-term interests and pragmatism. In particular, the budget's dependence on the central government creates state budget inefficiencies. Reviewing the implementation of developments in the 18 new autonomous regions formed in 2012-2014 shows an increase from the 2015 assessment with

an increase of 8% in 2016. From a review of the desired degree of change, the cause is not optimal due to various problems. The problems with the 2012-2014 formation of the new autonomous regions are as follows:

- a. as much as 61% of problems with financial assistance from the province;
- b. as much as 39% of distribution problems from parent regions; And
- c. as much as 22% of asset issues are from the main area.

To realize the desired degree of change from the arrangement of autonomous regions in Indonesia, there is a need for synergy in coaching, mentoring and efforts in implementing new autonomous regions towards advanced and independent autonomous regions determined by good coordination and cooperation patterns. The formation of new autonomous regions in the future requires an approach to regional potential, structure, culture and regional characteristics. For advanced autonomous regions to accelerate development, it is necessary to increase the allocation of integrated financing from Ministries/Technical Institutions so that inequality does not occur.

4. Location of Decision Making

Each policy relates to an authority in decision making which places the position of the policy to be implemented. Decision-making that will be taken can be seen at the level of the central government or regional government, which will impact its implementation. In practice, the implementation positions are spread out, so there will be more decision-making locations. The location of decision-making is very close to stakeholders, where every decision is taken to carry out a policy with the provisions of the regulations that have been decided. The location of decision-making related to the policy of structuring autonomous regions in Indonesia now refers to Law Number 23 of 2014 concerning Regional Government in Chapter VI Regional Arrangement. At the same time, the regional arrangement includes regional formation and regional adjustment.

Currently, the decision-making for regional management refers to Law Number 23 of 2014 as an effort to implement better governance and achieve community welfare. Regarding regional management, which includes forming regions through expansion and is currently in a moratorium, the decision-making lies with the central government. The location for making decisions on regional management lies with the Central Government and the DPR-RI. The position of decision-making in the Central Government is top-down, and decision-making in the DPR-RI is bottom-up. Currently, decision-making refers to Law Number 23 of 2014 concerning Regional Government. However, with the imposition of the moratorium, regional divisions experienced a delay, the decision of which rested with the Central Government. The division can see 4 new autonomous regions in Papua, but 329 regions have submitted a moratorium on expansion. The decision to carry out a moratorium was to reduce state budget inefficiencies or swelling in the state treasury. Apart from that, to realize good government administration governance through regional expansion and regional adjustment, Law Number 23 of 2014 mandates drafting Government Regulations concerning Regional Arrangement and the Grand Design of Regional Arrangement. Although the Government Regulation is currently in the drafting stage, this regulation will later become a reference for regional management through regional expansion so that the divided regions can advance their territory by developing regional potential.

Formation in the new autonomous region began after the 1999-2022 reform. However, the formation was through 2 mechanisms, namely at the initiative of the Central Government, which is top-down, and the initiative of the DPR-RI is bottom-up. There are 121 top-down suggestions and 106 bottom-up suggestions. Currently, the formation of new autonomous regions is only being proposed through the Central Government because the moratorium on

regional expansion is still in effect. So that at this time, the Central Government has decided that regional expansion must be carried out through strict selection, considering regulatory aspects, socio-political conditions, fiscal space conditions, and macroeconomic developments.

Postponing regional expansion, for the time being, is quite appropriate, given the macroeconomic conditions and limited fiscal space. The government is still focusing on evaluating the development of new autonomous regions, especially the 2007-2014 formation and conducting a thorough analysis regarding the impact and the need for preparatory regional budgets in terms of formation, implementation, and preparation areas. In Law 23 Number 2014, a new autonomous region is formed by a preparatory area period of 3 years. If the 3 years there is no development, then it will be returned to the parent region, whereas if the 3 years during the fostering period meet the requirements, then the preparatory area is formed through the law to become a new autonomous region.

5. Implementation Program

Competent implementers must support the implementation of policies or programs implemented. Implementing a program can be said to be successful, less successful, or completely failed when viewed from the form of the results achieved or outcomes. This process also plays a role, and it can be seen that various elements either support or hinder the achievement of a program's goals. The implementation of the program that the government has set must be in line with the existing conditions. Its activities involve several elements of stakeholders supported by infrastructure. Regarding implementing programs related to the policy of structuring autonomous regions in Indonesia, it currently refers to Law Number 23 of 2014 concerning Regional Government in Chapter VI Regional Arrangement.

The implementation of regional management is regulated in Law 23 of 2014, and the program is carried out by the Ministry of Home Affairs and Commission II of the DPR-RI as partners, as well as other ministries/technical agencies. The regional arrangement that occurred in Indonesia has not been implemented optimally. This is because there are frequent changes to regional structuring regulations, and the Government Regulation on Regional Structuring and the Grand Design of Regional Structuring has not yet been ratified. The implementation of the regional management program has not run optimally following the stated objectives. The problems experienced by the new autonomous regions have become an obstacle to implementing regional structuring policies. Apart from that, changes in laws and regulations for the implementation of regional management have made the formation of new autonomous regions take turns so that the references differ within a certain period. The current program implementation is a moratorium on regional expansion as an effort to focus on the government in evaluating the formation of the previous new autonomous regions and realizing that the Draft Regional Structuring Government Regulation and Grand Design of Regional Structuring are immediately ratified as benchmarks in regional expansion and regional adjustment. The formation of new autonomous regions is basically to improve public services to accelerate people's welfare. Therefore, forming a new autonomous region must consider various indicators as a reference in laws and regulations. The implementation of special autonomy, in its implementation it is facilitated by the Ministry of Home Affairs, which is its authority, duties, principles and functions.

Local government policies have been started since the Dutch and Japanese eras. Over time there have been changes in laws and regulations up to the most recent Law Number 23 of 2014 to achieve regional government effectiveness with a regional management program consisting of regional expansion and regional adjustment. From 1999 to 2022, 227 new autonomous regions have been formed, consisting of 121 new autonomous regions proposed by the government and 106 new autonomous regions proposed by the DPR-RI. The number of

new autonomous regions will increase with the turmoil in society to carry out regional divisions proposed through the DPR-RI. The increasing formation of new autonomous regions has created problems in various sectors. The regional expansion has been problematic, starting from planning, implementation, and evaluation. In addition, many formations of new autonomous regions do not go through feasibility testing procedures, causing problems once they have been formed, one of which is that the implementation of the new autonomous regions still depends on the central government. Therefore, a moratorium on regional expansion has been implemented for now. This moratorium will be one of the considerations and temporarily close the door for regional expansion, which generally comes from suggestions from the community through the DPR-RI.

6. Engaged Resources

Policy implementation or implementation of policies will occur optimally if quality resources carry out the implementation. The resources involved must be able to provide a positive and useful influence for the success of implementing a policy or program. Quality resources are, of course, very helpful in implementing policies to achieve predetermined goals. The implementation of the structuring of new autonomous regions in Indonesia is mainly carried out by the Ministry of Home Affairs and other technical Ministries/Institutions.

The resources involved are generally carried out by the Ministry of Home Affairs assigned to the Directorate General of Regional Autonomy, the Sub-Directorate for Regional Management I and the Sub-Directorate for Regional Management II. As for other institutions, such as the DPR-RI as a legislative function under the auspices of Commission II as a partner of the Ministry of Home Affairs, they carry out their duties as facilitators of discussion and input regarding regional management in Indonesia. Apart from the Ministry of Home Affairs and Commission II of the DPR-RI, several technical ministries are involved in regional planning policies in Indonesia, although they are not directly involved as the Ministry of Home Affairs. Regular coordination is needed to review the resources involved in regional planning policies in Indonesia. Holding a meeting in the implementation of regional structuring policies, namely achieving coordination, integration, synchronization and simplification so that the achievement of organizational goals is achieved optimally and efficiently, as a problem solver on every problem and conflict in various parties, aligning and synergizing the running of the tasks they have with the parties concerned. So, the relationship with various divisional units is greater, the higher the need for coordination.

In essence, the Ministry of Home Affairs carries out regional management policies both technically, implementation, monitoring and evaluation. However, in the field implementation, several stakeholders were involved in helping achieve regional planning goals. Therefore, coordination between relevant Ministries is needed, even though other agencies/institutions only provide input in the preparation and implementation. Regarding regional structuring policies, the Ministry of Home Affairs coordinates with the Ministry of State Secretariat, Ministry of Finance, Ministry of Law and Human Rights, Ministry of Agrarian Spatial Planning/National Land Agency, and Ministry of National Development Planning/Bappenas.

Seeing the financial resources needed in the formation of new autonomous regions and causing the burden of the regional budget to be transferred to the Central Government, the Ministry of Home Affairs coordinates with other agencies/institutions in implementing regional structuring policies to provide input regarding directions and policies to be taken in the future. Coordination is needed in implementing policies by the government because, without coordination between agencies in implementing a policy, the goals that have been determined will not be achieved. Coordination between agencies causes harmony, reducing each agency's

sectoral ego. Even though regional management policies are technically in the hands of the Ministry of Home Affairs, coordination between agencies is still needed.

Law Number 23 of 2014, a preparatory area is formed for regional expansion. Regarding the funding of preparatory areas, Article 40 is regulated as follows:

- a. Assistance for the development of Preparatory Areas sourced from APBN;
- b. The share of the revenue from the parent region's original revenue originating from the preparatory area;
- c. Receipt from the share of the parent region's balance fund; And
- d. Other legitimate sources of income follow the provisions of laws and regulations.

The transfer of regional economic resources, in the form of regional taxes, regional payments, and compensation funds, results from the transfer of central government affairs to regional governments, which are organized according to the principle of autonomy. In carrying out government affairs under its authority, the region must have financial resources so that it can provide services and welfare to the people in the region. The allocation of financial resources to the regions must follow the burden imposed on the regions. Suppose the regions do not have adequate financial capacity to finance governmental affairs and especially mandatory affairs related to basic services. In that case, the central government can use the DAK instrument to support the regions according to the national priorities achieved. However, this makes the regions dependent on the central government.

7. Power, Interests and Strategies of the Actors Involved

Policy implementation includes various interest actors. The actors involved may be optimal in implementation or not. Therefore, it is necessary to consider how much influence the power and interests of actors have in implementing policies. If this is not considered, the implemented policy will likely fail. Policy actors are inseparable from the power and interests of each implemented policy.

The power, interests and strategies of the actors involved in regional planning policies have a very large influence. The moratorium on regional expansion is a strategy of interest actors to reduce the turmoil of regional expansion. The process of regional expansion has political factors in making it happen. It is known that regional expansion originates from the promises of legislative candidates or regional head candidates. The results of the post-reform evaluation of the formation of new autonomous regions up to 2014 are very concerning, with many problems in new autonomous regions. So that the stipulation of Law Number 23 of 2014 concerning Regional Government mandates preparing a Draft Government Regulation on Regional Arrangement and a Draft Government Regulation on the Grand Design of Regional Arrangement. These two regulations will later become benchmarks in regional management, both in terms of regional formation and regional adjustment. Formulation of regulations must pay attention to national strategic interests, and regional arrangements must have a global perspective, strategic environmental aspects, the synergy between central and regional development, and domestic political dynamics.

Based on observing the indicators of power, interests and strategies of the actors involved in the regional planning policy, the moratorium on expansion causes turmoil in society. Since the enactment of Law Number 23 of 2014, there has been no issuance of a Government Regulation regarding regional management, which is the legal basis for the grand design of regional planning. The grand design of regional arrangements has an important role in regulating regional expansion in the future. This is because, in the previous regulation, there was a difference in the procedure for expansion which was based on Law Number 32 of 2004 and Government Regulation Number 78 of 2007, that expansion begins with absorbing the aspirations of the people which are conveyed to the province, and then the province submits

them to the Central Government. The requirements in the regulation are administrative, technical, and territorial physical requirements. Whereas in Law Number 23 of 2014, only basic requirements and administrative requirements. In addition, this regulation is more stringent if you want to expand a region, that is, you have to go through the stages of the preparatory area.

If regional planning is not based on a legal umbrella governing the procedures for forming and adjusting regions, many new autonomous regions will form without clear references. So, it will harm the quality of public services and the effectiveness of maintaining the integrity of the Unitary State of the Republic of Indonesia. Therefore, the Government Regulation on the Grand Design of Regional Arrangements has not yet been issued, so the moratorium on regional expansion is a strategy to dampen the formation of new autonomous regions. Through the grand design of the regional arrangement, it is hoped that it will be able to control and direct the formation and adjustment of the area following its objectives.

8. Characteristics of Influencing Institutions

Characteristics of institutions and regimes in power as the environment in which policy implementation is carried out. Policy implementation needs to consider the influence of stakeholders. A policy must consider the extent of strength or powers, interests, and strategies stakeholders use. The characteristics of the stakeholders who carry out this matter are following the policy objectives.

The institution's character that influences regional arrangement is that the process of expansion and adjustment of regions must go through the considerations of the DPOD. Preparing the Draft Government Regulation on Regional Arrangement and the Grand Design for Regional Arrangement is mandated in Law Number 23 of 2014. However, because these two regulations have not been ratified yet, the Central Government has decided to implement a moratorium on regional expansion. This matter aims to improve the new autonomous regions formed before 2014 to truly be independent in their government affairs. So that currently, there are pros and cons in society with the imposition of a moratorium on expansion, and many bottom-up regional expansion proposals have been postponed. The Ministry of Home Affairs is the executor in preparing the Draft Regional Arrangement Government Regulation and the Grand Design of Regional Arrangement, as well as the executor of monitoring and evaluation of new autonomous regions through the Regional Management Sub-Directorate for Region I and the Regional Management Sub-Directorate for Region II.

The institution's characteristics that influence regional expansion, namely the Ministry of Home Affairs, is very careful in formulating the ideal regional arrangement concept. So that currently, there is a moratorium on regional expansion so that the concept of regional planning that is being prepared can later become a reference for future regional expansion. Many interests occurred in the process of dividing the previous regions, so the new autonomous regions that were formed had many problems. The concept of regional expansion in the future will go through various stages, one of which will be a 3-year preparatory area which will then be decided to become a new autonomous region or return to being a parent region. This concept improves the process of dividing the previous regions, which can immediately become new autonomous regions. As the legislature and partner of the Ministry of Home Affairs, DPR-RI became the facilitator for preparing the Draft Government Regulation on Regional Arrangement and the Grand Design of Regional Arrangement.

The formation of a new autonomous region must be based on a certain structure, based on Law Number 23 of 2014, an autonomous region consists of provinces and districts/cities. Within each district/city, district and sub-district regional apparatuses are formed. Looking at the perspective of public administration, the organizational structure of the government also shows the span of control in administering government. Therefore, the Draft Government

Regulation on Regional Arrangement and the Grand Design for Regional Arrangement need to be realized so that the formation of a new autonomous region has clear references and is based on a public administration perspective considering the acceleration of services. In addition, regional management needs to be based on values that include efficiency and effectiveness in governance, the development of democracy that guarantees representation, aspirations, and community control, as well as guarantees for strengthening social resilience. If these values are fulfilled, the community's welfare will be achieved, because the quality of public services greatly affects the community's welfare.

9. Level of Compliance and Responsiveness of Executors

Policy implementation has a goal that must be achieved, the achievement of a goal is influenced by stakeholder compliance. The responsiveness from stakeholders will achieve these goals, and stakeholders also interact and communicate with various actors to align the goals achieved.

The level of compliance and responsiveness of stakeholders has carried out periodic coordination between the Ministry of Home Affairs and Commission II of the DPR-RI regarding preparing the Draft Regional Arrangement Government Regulation and the Grand Design of Regional Arrangement. These two regulations have existed since 2016 but have not yet been ratified as derivatives of Law Number 23 of 2014. The coordination carried out is, of course, to align the objectives of the regional structuring concept so that it does not deviate from the path that has been determined. As well as improving the process of establishing the last division of regions more dominated by political aspects.

Compliance and responsiveness of stakeholders through the minutes of meetings for the preparation of the Regional Arrangement Grand Design since 2010. Whereas the Regional Arrangement Grand Design has been proposed since 2010, and 12 years later, the Grand Design has not been completed. Even though Law Number 23 of 2014 has mandated that derivative regulations be drafted regarding regional management. At the same time, the level of stakeholder compliance has not been fully implemented in preparing the Grand Design for Regional Arrangement or the Grand Design for Regional Arrangement.

According to Manullang, official meetings must be coordinated between elements or units. In meetings like this, discussions and exchanges of ideas are held by the parties concerned with the aim that they will go hand in hand and hand in hand in achieving one goal. The official meeting begins with a meeting agenda that will discuss the main points of the meeting, after discussing the main points of the meeting, there is a process of providing input from stakeholders, and then the input process produces synergy between stakeholders in carrying out tasks, principals and functions. The form of coordination in this official meeting is horizontal coordination because coordination is carried out by coordinating actions or unification activities and directing activities at the same organizational level.

The official meeting begins with a meeting agenda that will discuss the main points of the meeting, after discussing the main points of the meeting, there is a process of providing input from stakeholders, and then the input process produces synergy between stakeholders in carrying out tasks, principals and functions. The form of coordination in this official meeting is horizontal coordination because coordination is carried out by coordinating actions or unification activities and directing activities carried out at the same organizational level. That the input relates to the implementation process in regional structuring policies. In the meeting, the results of implementation and input were conveyed on the meeting agenda. In almost every meeting agenda, stakeholders in the field provided inputs, such as the many formations of new autonomous regions that had not achieved the predetermined goals and caused new problems. So, in the meeting, the stakeholders coordinated to prepare the Grand Design for Regional

Arrangement. The Grand Design for Regional Arrangement includes regional planning strategies and estimating the maximum number of regions. Through the Grand Design of Regional Arrangement, it is hoped that it will be able to control and direct the formation, merger and adjustment of regions according to their objectives.

E. CONCLUSION

Based on an analysis of the policies for reforming New Autonomous Regions (DOBs) in Indonesia using Merilee S. Grindle's coordination theory, it can be concluded that these policies were influenced by interests that played an important role in the formation of new autonomous regions, despite policy changes such as the moratorium on expansion. The benefits of the new autonomous regions structuring policy can be divided into positive and negative sides, with positive sides including democratization, development of regional innovations, new jobs, acceleration of public services, and receipt of balance funds. However, there are also negative sides, such as improper division of new autonomous regions, border conflicts, reduced allocation of funds for other autonomous regions, and increased bureaucracy, potentially harming parent regions. In addition, the degree of change expected from forming a new autonomous region has not been achieved significantly. Various problems still hinder the achievement of regional planning objectives, such as the low quality of human resources, low capacity and work networks, and inadequate financing patterns. Decision-making related to regional expansion can be carried out through a bottom-up mechanism through regional aspirations or top-down through the central government. However, the formation of new autonomous regions is only being proposed through the central government due to a moratorium on regional expansion. Regional structuring policies involve various resources, such as the Ministry of Home Affairs, Commission II of the DPR-RI, and other related ministries/institutions. Institutional characteristics influence policy, especially seen in forming a new autonomous region in Papua, which was carried out without considering the requirements of the applicable law. Compliance and responsiveness of implementers in this matter still need to be improved, bearing in mind that several references and guidelines in the division process have not been officially ratified.

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