

Chapter IV

Development Policy of Bone Bolango District, Gorontalo: Before and After the Local-Head Election

by

Fenty Puluhulawa

1. INTRODUCTION

Regional development as an integral part of the national development cannot be separated from the principles of regional autonomy. As a realization of these principles, each region has its own authority and responsibility in carrying out its interests based on the principles of openness, the people's participation and then accountability to the people based on the decentralization principle.

To support the implementation of regional autonomy, a region requires extensive authority to run and manage its internal affairs by taking into account the potential and the natural resources in each region.

The issuance of Law No. 22/1999 concerning Local Government and Law No. 25/1999 concerning Fiscal Balance between the Central Government and the Regions has recorded rather rapid development dynamics for Indonesia. The authority, formerly centered in the central level, now has been passed on to the regions.

In their implementation, both laws were only short-lived and then were replaced by Law No. 32/2004 concerning Local Government and Law No. 33/2004 concerning Local Fiscal Balance between the Central Government and the Regions. After going through an amendment process from the Constitutional Court, Ordinance (PP) No. 3/2005 was ratified as an amendment of Law No. 32/2004. Along with the amendment, the government has also issued Ordinance No. 17/2005 as an amendment to Ordinance No. 6/2005 concerning Election, Instatement, Appointment, and Termination of Local-Head and Vice Local-Head.

Principally both Law No. 22/1999 and Law No. 32/2004 follow the decentralization principle. The local government has the right to manage and handle its own government matters under the principles of autonomy, as well as the assistance task that entrusted by central government. The autonomy regulated in both laws is the comprehensive, real, and accountable autonomy.

The most apparent change in the new laws is that there is more emphasis on the principles of unity of area and administration. Based on this principle, the government administrators in each region are expected to have a similar attitude, that, no matter how extensive the autonomy a region may possess, its implementation must be within the frame of Unitary State of Republic of Indonesia (NKRI). Later on in its implementation, each government must observe closely the hierarchical relation so that the coordination, supervision, and evaluation on the government in its lower level could be carried out properly. Furthermore, another quite significant change in this regulation is on the direct elections of the local-heads.

Article 56 clause 1 Law No. 32/2004 states that the Local-Head and Vice Local-Head are elected in the form of a pair of candidates in a democratic, direct, general, free, confidential, honest, and fair election. Article 59 clause 3 of this Law provides an opportunity for an individual candidate who is not from any political parties. Each political party or a coalition of political parties is required to give the opportunity to any eligible candidate as outlined in Article 58 and later on to be processed in a democratic and transparent mechanism.

These amendments are to improve the former regulations, and to meet the reformation demands as well as to adjust to changes taking place in the government administration due to the amendments of the Indonesian 1945 Constitution.

As a follow up, since June 2005, the Local-Head Elections (Pilkada) has started with direct election by the people under this regulation. The former Pilkada, in which the Provincial Parliament members elected the Governor and the District/Municipal Parliament members elected District-Head or Mayor, was over and now peoples directly elect them. The people, who were formerly only the spectators, now are very much involved in determining the local-heads based on their own preferences. On the other hand, the Provincial and District Parliaments no longer have an extensive authority in determining the local-heads as before.

We cannot deny that the idea of a direct Local-Head Elections as mentioned by Robert A. Dahl (Marijan [2006]) emerged as a process following the initial desire to improve the quality of democracy in the regions. In addition to the effort to prevent a tyranny, democracy is important to achieve other objectives. Those objectives include the realization of individual's essential rights, the equality in politics, the emergence of autonomy moral, the provision of opportunities for individuals in deciding their own position, and the establishment of people's welfare. In this context, the emergence of democratization in a region through local elections has meanings not only to result in

freedom to vote for the local heads by themselves, but also eventually to create welfare and prosperity for the people in the region. Furthermore, direct local-head election provides a wider opportunity for the community to involve in the political process.

Ideally, these fundamental changes are to bring some advancement to the regions; however, in reality this assumption is not as good as expected. Some problems have occurred in the regions. For example, the administration of local-head election has stimulated protests from numerous groups of people on some issues. There have been indications of fraud. The vision/mission of the elected candidates are sometimes merely political promises, which are not followed by real policies. The development policies sometimes are not orientated to fulfill the people's basic needs. The government institutional structure is still not optimal. The issuance of various Regional Ordinances (Perda) sometimes burdens the people. These problems need special attention for future improvement.

In this chapter, we observe how the development policy is carried out in Bone Bolango District in two different situations, that is, before the election (after the district was established) when Law No. 22/1999 was in effect, and after the election as regulated under Law No. 32/2004. We especially focus on the reorganization the institutional structure and the fulfillment of the people's basic needs in education, health, and poverty alleviation. The assumption is that the development policy carried out is the realization of vision and missions followed by an allocation of funds through Regional Budget (APBD).

This study comes from several considerations. First, the Bone Bolango District is the first district in Gorontalo Province that had its direct election (on June 27, 2005), so that its existence should be evaluated. Second, the voters' turnout rate in the election is relatively high or about 70.34% of the total number of voters. It means that the people has great interest to participate in the direct election. Third, the District-Head elected through the direct election, formerly would hold the position as the Vice District-Head of the main District (Gorontalo District), and later promoted as the Acting District-Head upon the establishment of Bone Bolango District. Therefore, the same development policy may continue in reality.

2. ESTABLISHMENT OF BONE BOLANGO DISTRICT

Gorontalo Province is the new province established under Law No. 38/2000 and currently has five districts (Gorontalo, Boalemo, Pohuwato, Bone Bolango and North Gorontalo) and one municipality (Gorontalo)¹. Bone Bolango District was formerly a

¹ There are Gorontalo Province, Gorontalo District and Gorontalo City. Gorontalo City is the capital city of Gorontalo Province.

part of Gorontalo District (main district), before separated from it in 2003. Law No. 6/2003 legalized Bone Bolango District.

In terms of statistics, the area of Bone Bolango District was part of Gorontalo District², covering 1,984.31 km² or 16.24% of Gorontalo Province. In its early establishment stage, Bone Bolango District had only four sub-districts, as Suwawa (77.60 km²), Kabila (335.91km²), Tapa (339.60km²) and Bone Pantai (571.20 km²). These four sub-districts consisted of 63 villages. In 2004, the population reached 122,832 persons. Over time, now the District has 16 sub-districts and 122 villages.

Based on the National Socio-Economic Survey in 2005, the population of the region was 123,300 persons. Majority of labor force in Bone Bolango are in service (30%), trade (19.51%), transportation and communication (14.85%) and agriculture (12.30%).

Bone Bolango District has a direct border with Bolaang Mongondow District (in North Sulawesi Province) and Atinggola Sub-district in the North. In the East, it has a direct border with Bolaang Mongondow District (in North Sulawesi Province), in the South with Gorontalo City, and in the West with Telaga Sub-district in Gorontalo District. The development potentials put in agriculture, plantation, farming and fishery, general mining, hydrology energy, tourism, as well as small and medium enterprises.

In its beginning phase, the idea of separating this district came from the people's aspirations and the desire to gain advancement in running the local government, to accelerate development, and to improve the provision of services for the people in line with the potential, available resources, and future needs of the region. The declaration to separate the area, preceded by the Solidarity Committee of the Establishment of New District (KSPKB), is a noble and positive endeavor. Their effort was successful with the establishment of Bone Bolango District.

In addition, there are another several specific and important reasons for the establishment of the district. First, in economic aspect, at the time the region was still part of its main district (Gorontalo District), the economy of the people in four sub-districts as part of area II did not gain any meaningful improvement, compared to the people's income in other regions of Gorontalo District. Second, in geographical aspect, because the region is very far from the capital of the District and the area of Gorontalo City separated the western and eastern part of Gorontalo District, the government administration was not effective to carry out public service to the people. Third, historically, the struggles and movement against the colonial occupation also started from this area II of Gorontalo District. The person who initiated the area separation was a native of this area, Hi Nani Wartabore. Miftahudi (Roy et. al [2006])

The establishment of this district is also to strengthen Gorontalo Province "pillars" which have been recently indicated in Law No. 32/2004, saying that a provincial or district/municipality should have at least five areas of local governments under it. In

² Based on the Decree of the Minister of Home Affairs No. 132/1978.

short, the establishment of this district has motivation and the capacity to improve public services, shorten the extensive control span of Gorontalo District government, and to accelerate the overall development in Gorontalo Province. The current definitive government allows for acceleration of development and for improvement of public service through the structuring of government institutions; thus, this would realize better development acceleration in Gorontalo Province.

From the perspective of public policy, the establishment of a new autonomous region is to improve the quality of public service and to accelerate development for regions that are still “left behind.” Therefore, the establishment of this district can also be interpreted as such.

In the next step, to realize the idea of the separation and the establishment of new district, KSPKB tried to promulgate the Recommendation and View Statement Supporting the Establishment of New District by the Gorontalo District Parliament³ and the Recommendation and Endorsement on the Establishment of the New Bone Bolango District by the Gorontalo Provincial Parliament⁴.

As a newly formed district, there are several new names appearing as the candidates for the position of the acting District-Head at that time. Law No. 6/2003 Article 12 concerning the Establishment of Bone Bolango District and Pohuwato District in Gorontalo Province mentions that the Minister of Home Affairs, on behalf of the President, proposed by the Governor of Gorontalo Province, appoints the District-Head. Based on this, Governor Ir. H. Fadel Muhammad proposed Drs. Ismet Mile MM who was formerly the Vice District-Head of Gorontalo District (main District) as the acting District-Head of Bone Bolango for a period of one year. On May 6, 2003, Bone Bolango District was officially established and the District-Head Drs. Ismet Mile, MM was inaugurated on that day. This moment was a meaningful historical event for the people of Bone Bolango District.

3. ADMINISTRATION OF THE LOCAL-HEAD ELECTION

Direct election of local-head by the people, currently in progress or accomplished, is quite a significant momentum of change in the context of political life in Indonesia, although sometimes in its administration there have been problems and obstacles, both in the process as well as the implication on the result of the election. There are a lot of debates and resistance during the process of the direct election, due to the fact that, for more than three decades the region was confined in a pseudo-democratic practice.

³ Decision of Gorontalo District's Parliament No. 1/2002 on January 12, 2002.

⁴ Decision of Gorontalo Provincial Parliament No. 14/2002 on January 27, 2002.

Hence, it is important that everyone involved in this process always bear in mind that a change does not take place over night.

This direct election can be viewed as a process to encourage local leaders to emerge through a process of people's direct participation in order to decide the leaders for the region. This participation is one of the real forms of empowerment. The emergence of the leaders in this process is not something to be taken for granted, instead it is through a selection process in which the community support is a crucial factor. This support is made possible due to the credibility and ability of the local-head to cater the aspirations and needs of the people and to articulate them in programs to be offered. Consequently, the local-head emerging from this process is expected to be able to fulfill and meet their constituents' aspirations and expectations.

The local-head and vice local-head, Governor and Vice Governor, District- Head and Vice District-Head, as well as Mayor and Vice Mayor, on June 2005 were voted directly by the people. This event marked a new chapter in the history of politics in the regions in Indonesia. The direct elections by the people have voted 33 Governors, 349 District-Heads, and 91 Mayors in various provinces, districts, and municipality throughout Indonesia including Bone Bolango District.

The direct local-head election in Bone Bolango District took place in one round only, because in the first round one pair of candidates had managed to meet the requirements as stated in Ordinance (PP) No. 6/2005. The election on June 27, 2005 by the Local Election Committee (KPUD) of Bone Bolango District ran smoothly as expected. The success of the administration of the election was also made possible by the cooperation of all parties especially the people's participation in creating a successful 'democracy festivals' in this region.

Table 1. Results of the Direct District-Head Election

No	Pairs of Candidates	Results in Sub-districts				Total
		Tapa	Kabila	Suwawa	Bone Pantai	
1	Drs. Ismet Mile, MM	4,850	8,889	3,838	6,852	24,429
	Moh. Kilat Wartabone					
2	Ir. Halim Usman, MM	2,591	7,096	2,640	1.769	14,096
	Hi. Faizal Hulukati, MM					
3	Ali Sutjipto Sidiki	4,865	3,398	2,971	5,180	16,414
	Tahir S. Badu					
4	Drs. Mansur J. Datuage, MM	3,991	4,351	4,428	2,636	15,406
	Moh. Kris Wartabone					
	Total Number of Voters	11,447	23,734	13,877	16,437	70,345

Source: Regional Secretariat of Bone Bolango District Government.

The rate of people's participation in the direct local-head election in Bone Bolango District was quite high, and the people seemed enthusiastic in voting their favorite candidate. According to the data in Bone Bolango District's Local Election Committee (KPUD), there were 71,081 voters out of 81,846 registered voters in approximately 198 polling stations (TPS) or 70.34% of voters cast their votes. The success of the implementation of the election was due to the cooperation among all parties and all the support from all elements of the community in this region.

Based on the results of the votes counted on June 27, 2005, and in accordance with the Decision of KPUD on 7 July 2006 the elected District-Head and Vice District-Head were announced, with the result of votes as in Table 1. Drs. Ismet Mile, MM and Moh. Kilat Wartabone won with 24,429 votes, followed by Ali Sucipto and Tahir S. Badu with 16,414 votes.

During the election, many inevitable conflicts surfaced. One of the causes was the voters' fanaticism for the candidates, and this seriously happened. Fortunately, however, in general, the election had run well. Ideally, the first step after the success of an election is the promotion of togetherness through good cooperation with the government, which eventually will implement programs for the welfare of the people. The different views among the elites in the executive and legislatures after the election will bring a huge impact to the implementation of development activities in the region.

4. IMPLEMENTATION OF LOCAL DEVELOPMENT (BEFORE AND AFTER THE LOCAL-HEAD ELECTION)

4.1. Condition before Direct Local-Head Election

Under Law No. 6/2003 on the Establishment of Bone Bolango District and Pohuwato District in Gorontalo Province, legally this region is free to decide the direction and objectives of its development. Furthermore, the freedom in autonomy is wide open and there is a great opportunity to improve the acceleration of development to achieve a prosperous society.

In Bone Bolango District, the local government, after it was established, ran its administration based on the Organization Work Procedure (OTK), which refers to Ordinance No. 8/2003 as well as the Letter of Minister of Home Affairs No. 061.1/1584/SJ on July 14, 2003 concerning Approval on OTK of Bone Bolango District Local Authority.

In executing its government tasks, the acting District-Head is guided under the Decree of Minister of Home Affairs No. 131.55-220/2003. According to this decree, the tasks of the acting District-Head include (1) improvement of the structure and mechanism of local government and the provision of personnel, finance, and equipment;

(2) facilitating the inauguration of the district parliament members of Bone Bolango which was the result of 2004 General Election; (3) legalizing the Presidential General Election Phase I and II; (4) ratifying the logo of Bone Bolango District; and (5) carrying out development programs which are funded by the District Budget, Gorontalo Provincial Budget, and the National Budget.

This Decree also set up the Vision and Mission of Bone Bolango District for the fiscal year 2003/2004 as follows⁵:

Vision:

- The realization of a dynamic government, and a guided and sustainable development to achieve a prosperous community.

Missions:

- To restructure local government institution and its tools as well as providing operational supporting facilities.
- To carry out basic needs service program for the people through local development activities.
- To develop tourism sector as a key program of Bone Bolango District.

Objectives:

- To attain a good general government administration supported by qualified apparatus with a strong institutional organization, based on the spirit of upholding the law.
- To achieve the development of human resources quality which is supported by the expansion of opportunity to access school education and equality in all levels and kinds of education, access to health services as well as a dynamic socio-cultural life so that it results in the real empowerment of community.
- Implementation of a more conducive democracy through the success of the election, electing the definitive District-Head and Vice District-Head.

Goals:

- To achieve an efficient and effective general administration management in the local government including the local finance administration applying government accounting system and the structuring of local apparatuses and assets.
- To establish a local government work procedure organization (OTK) based on the prevailing laws and regulations.

⁵ Document from Regional Secretariat of Bone Bolango District Government.

- To achieve effective residential administration management and a high quality of family planning services.
- To expand opportunities and fair distribution of education as well as cultural development that supports tourism in all levels both in formal or informal education.
- To realize socio-community development management as well as community empowerment which is based on the concept of IKHLAS (Faith, Career, Result, Flexible, Safe, and Welfare)
- To improve productivity in crops, perennial plants, fish cultivation, as well as livestock and poultry farming that are export quality.
- To manage conservation of forest and potential natural resources with sustainable and environment-friendly development.
- To expand home industries with export quality supported by qualified workers to increase their incomes.
- To provide spatial management and appropriate residential settlement as well as improve transportation infrastructure to create access for isolated regions (Pinogu Village and Mongiilo Village)
- To prepare pragmatic development planning with effective and efficient supervision.
- To run direct election to vote for the definitive District-Head and Vice District-Head.

In the context of its former relation with the main district (Gorontalo District), under Law No. 6/2003, the District-Head of the main district in a maximum period of one year is obligated to administer the inventory, manage and carry out the handing over of the employees needed by Bone Bolango District, the region's movable and fixed assets, District-Owned Enterprises located in Bone Bolango District, settling the accounts receivable and accounts payable of Gorontalo District needed for Bone Bolango District as well as all documents/archives needed.

In the vision/missions, objectives and goals, it appears that the strong desire to create good governance, guided development as well as the wish to improve the welfare of the people becomes the main ambition, and this is in accordance with the hope of the establishment of the new district. This hope should be complemented with actual policies so that all of the people can enjoy the results.

At the beginning of the government administration, the policy carried out by the acting District-Head is to organize the local government structure and mechanism as well as to provide personnel, finance, and equipment. This is the main task of the acting District-Head in a region that has just been established, because without support of the existing technical institutions the government will not be able run well, and this will affect the public services in the region. Necessary local government institutions as the District Secretariat, Technical Service Office (Dinas) and other institutions were established. Most of the offices still located in the residences of the people.

Then, the extension of Bone Bolango's acting District-Head term for another six month period from May 5 to November 5 was allowed under the Decree of the Minister of Home Affairs (SK Mendagri) No.131.55-4.22 on May 5, 2004. This becomes the formal legitimization of the acting District-Head to execute the tasks and functions in administering the General Election for the District parliament members. There were 25 elected candidates at that time. With the official establishment of the District Parliament, the region's partnership for elaborating the policies has been completed, and it is expected that the government tasks in terms of governing, implementing development and providing services to the people become solid.

The Presidential/Vice Presidential Election was also successfully carried out under good cooperation and coordination. In terms of local revenues, the sources are such as local taxes, local retributions and other revenues. Some of the problems that the regions have to face are among others: lack of legal awareness in paying taxes, the collection of retribution is still not optimal. This indicates the officials' low performance, and poor control of the retribution collected by the retribution officers, which gives room for irregularities.

In 2004 the District managed to pass six Regional Ordinances (Perda): on the logo of Bone Bolango District, on the Position of Bone Bolango District Parliament, on the Spatial Planning of Bone Bolango District in 2004-2013, on the Spatial Planning of capital city of Bone Bolango District in 2004-2013, and on 2005 Regional Budget. Those six Regional Ordinances will administer to run its government⁶.

The fund to run the government, for development and for public services implementation in Bone Bolango is financed by the Gorontalo District as main district. The fund is partially from Regional Original Revenues (PAD), General Allocation Fund (DAU) of the Gorontalo District, and tax and non-tax revenue sharing, and the fund received from the Provincial Government. The District-Head and District Parliament of Gorontalo District approved the proportional distribution of fund from DAU. Similarly, the Provincial Government allocates its budget through Provincial Budget to support the government and development activities until Bone Bolango District's Budget is ratified.

In line with the early hopes of the people as well as the vision/missions explained above and the spirit of Law No. 22/1999 at that time, the establishment of Bone Bolango District was for the improvement of public services and the fulfillment of basic needs to improve the welfare of the people. Due to the limited development resources and the great opportunities to create changes, the Bone Bolango District government needed hard work, had commitment, capability and consistency to support the process of structuring and acceleration of development in Bone Bolango District. Therefore, the agreed vision and missions should really cover the reality and

⁶ Documents from Legal and Organization Section of District Secretariat of Bone Bolango.

expectation of the people. This should be complemented with enough portion of budget allocation.

Table 2 is the illustration on Bone Bolango District's revenue sources in fiscal year 2004-2006. From the total revenues in 2004, 60.5% is for apparatus expenditure; while for public service expenditure, the figure is 39.95%. From those revenues, it appears that the apparatus expenditure is still dominant in the total local revenues. The priority for apparatus expenditure is realistic because Bone Bolango District is a region that has been just established. Judging from the revenue sector, Bone Bolango District's Amended Budget in 2004 was still very dependent on its DAU (71%) and Special Allocation Fund [DAK] (7.66%) while PAD was only 2.31%. This indicates that the government of Bone Bolango District after its establishment was still very dependent.

Table 2. Revenue Sources of Bone Bolango District (2004-2006)

(Rp.)

	2004	2005	2006
PAD	2,167,493,074	1,763,105,542	5,002,729,825
DAU	66,785,532,000	79,746,000,000	177,002,000,000
DAK	7,182,100,000	11,230,000,000	29,210,000,000
Revenue Sharing	9,622,361,922	14,980,772,662	24,191,461,000
Other revenues	8,005,295,314	13,289,000,000	3,090,002,400
Total	93,762,782,310	121,008,878,204	238,496,193,225

(Source) Regional Development Planning Agency of Bone Bolango District.

In 2005, in its total revenues, PAD even decreased by 18.66%, while DAU increased by 16.25% and DAK increased by 36.05% from the previous year. It indicates that there has not been any significant improvement on the PAD increase, the district's dependent level on the central government fund increased in a year after it was established, and the District faced a transitional period just before the direct local-head election was held.

4.2. Condition after Direct Local-Head Election

4.2.1. General Description

As explained, the idea of direct local-head election as expected in Law No. 32/2004 is a process preceded by the people's aspiration to improve the quality of democracy in the region. In addition to prevent a tyranny, democracy is also intended to achieve other goals. Among others are the realization of individual's essential rights, equality in politics, the emergence of the moral of autonomy, opportunity for each individual to decide their position, and their welfare.

The successful administration of the local government is determined among others by the ability of the local-head and the parliament in executing their tasks and authorities, maintaining synergic relations between them, as well constructive inter-region relations.

Unlike the former Law No. 22/1999, Law No. 32/2004 requires each pair of candidates to deliver their vision, missions, and programs both in spoken and written format to the public. The vision and missions reveal the hope and policy plan that will be carried out by the head of a local government in conducting the government tasks in the region.

Based on that, the District-Head elected through the direct election has set up his vision and missions as follows⁷:

Vision:

- The realization of Bone Bolango not as a far-end/remote city

Missions:

1. To improve the organizational structure of the local government institution.
2. To implement democratic system and law supremacy in running a clean, transparent, professional, accountable, and respected government.
3. To carry out programs on the people's basic needs service.
4. To carry out programs such as agriculture development, fishery development, farming development, and tourism development.
5. To increase accessibility of the region through improvement of transportation means and infrastructure to remote areas and productive areas as well as development of telecommunication network

Objectives:

1. To create accessibility for remote or isolated areas so that they have interregional access.
2. To actualize Bone Bolango local development acceleration with the main focus on the availability of the infrastructure through transportation and telecommunication facilities.
3. To improve the people's income through productivity improvement programs on agriculture, farming, fishery, and other natural resources potential.
4. To actualize economic growth and local revenue acceleration through the empowerment of productive areas.
5. To improve the quality of life of the people below the poverty line and upgrade them to become prosperous community through empowerment and improvement of

⁷ Documents from Regional Secretariat, Government Section of Bone Bolango District.

their livelihood in agriculture, farming, fishing, trade, and industry as well as others sectors.

6. To actualize the excellent service in running the government.

Goals:

1. The realization of infrastructures that can open and connect isolated/remote areas in order to improve the productivity of natural resources potential (agriculture, farming, fishery, marine, and tourism).
2. The realization of smooth process of marketing the people's economy productivity activities to the more advanced economic centers.
3. The realization of the improvement of life quality index of the people year by year.
4. To create Bone Bolango as an area development region by creating places for economic growth.
5. To create qualified and professional apparatuses in order to improve the quality of the services.

The vision and missions mentioned above are keys of a leader's capabilities, because the absence of the vision and missions will affect the government administration. Therefore, a leader's vision and missions have to be real and measurable.

According to the District-Head of Bone Bolango, the meaning of the vision formula is to improve and open isolated areas, to open access, with the hope to improve Bone Bolango people's income per capita, so that later it can increase the local revenues, which eventually is expected to be able to improve local people's economic growth.

The economic growth of Bone Bolango when established in 2003 was 3.90%, in 2004 4.02%, in 2005 increased to 5.35% and in 2006 was 6.00%. Target in 2007 is to reach 6.63%⁸.

From the vision, later explained in detail in the list of missions, the District-Head still prioritizes the restructuring of the government system, through institutional reorganization, while an effort to fulfill the people's basic needs is in the third place. This is obviously not much different from the situation before the direct local-head election, and also from the initial idea of establishing a new district, which is to improve the people's standard of living.

Further, other Bone Bolango District programs include tourism, fishery, farming, and agriculture sectors. Tourism sector has been a special program of the region since Bone Bolango District has the advantage for that. Because the region is located near Gorontalo City, the people in the nearby region will become the users of tourism sector.

⁸ Documents from Regional Development Planning Agency, Bone Bolango District.

Tourism, agriculture, farming, and fishery programs mentioned by the District-Head seem to have adopted the vision, missions as well as programs of Gorontalo Province.

In fact, there is a different vision formulation mentioned before and after the district-head election. The region's vision after the district establishment, put more emphasis on a dynamic government, guided and sustainable development to achieve welfare in the community.

The District-Head acknowledges that the fundamental obstacles in the early development in Bone Bolango are: (1) institution, (2) human resources, (3) limited fund, and (4) accessibility. For those reasons, after the direct district-head election, the main vision is changed to emphasize more on accessibility to be able to improve other sectors, which eventually give benefit for the Bone Bolango District people.

Next, the missions, which are actually the elaboration of the vision, are not substantially different from before. In both missions, the government is committed to create good governance and to fulfill the people's basic needs.

The vision and missions mentioned above are base for the Regional Long-term Development Plan (RPJPD) and Regional Medium-term Development Plan (RPJMD) for 2005-2010 by also taking into account the National RPJMN.

The goal of the government administration and development management in Bone Bolango, as stated in RPJMD, is further explained in a general policy direction (AKUM) and a local priority strategy that started in 2006⁹ as follows: (1) strengthening of government institution; (2) improvement of human resources quality; (3) utilization of the potential according to the comparative and competitive advantages of the region; (4) poverty alleviation; and (5) improvement of infrastructures and facilities supporting mobility and area accessibility.

This general policy direction is explained in several programs: (1) reorganization of government institution; (2) improvement of human resources quality; (3) increase in agriculture production; (4) development in fishery and marine enterprises; (5) development of local tourism; (6) development in farming; (7) development of the region's economic means and infrastructures; (8) development of industrial business, trade/commerce, cooperative, and other economic institutions.

From the general policy direction as well as the local priority strategy, it seems that the reorganization of government institution remains the main priority.

The head of Regional Development Planning Agency (Bappeda) in Bone Bolango said that in the process of drafting the local development policy program follows a collecting mechanism (*jaring asmara*) to tap the people's aspiration starting from the village level, then in the district level it is rewritten by taking into account the priority order to meet the available budget proportion. Collaboration in formulating a development policy program starting from the village level usually starts in January

⁹ Source from Government Section, Regional Secretariat of Bone Bolango District.

(Village community meeting/Musbangdes). In the sub-district level the meeting is held in February. A village priorities program is discussed further in the sub-district level. It is passed on to a district level through a Development Planning Meeting (Musrenbang) attended by numerous elements from the village level, sub-district level, NGO by taking into account the villages' and sub-districts' priorities, and it results in a program for the district level. The Head of Bappeda said that the priority in drafting the local program is Bone Bolango District's program on the people's basic needs fulfillment.

Community Development Planning Meeting (Musrenbang) in District level is often criticized by several NGOs¹⁰. It is believed that the attendees of the development policy program formulation represent the people in villages, districts, and sub-districts, therefore, sometimes there are pro and cons from various parties.

In implementing the development policy of Bone Bolango District, as formulated in the vision/missions and later explained in the government's RPJMD and AKUM, the actual administration of the policy has to be realized through the District's APBD which is formulated by the district government with the approval of Bone Bolango District's Parliament.

From the point of view of Bone Bolango District's revenues after the direct district-head election, the total revenue in 2006 was Rp. 238.47 billion. The PAD increased quite significantly from Rp.1.79 billion in 2005 to Rp.5 billion or increasing by 183.74%. However, in the percentage of the total local revenues, the contribution of PAD is still very small (2.10%)

The expenditure in 2006 (after the election) also changed fundamentally compared to that of in 2004 (before the election). In 2004, 60.05 % of the expenditure was still dominated by the personnel/apparatus spending. The apparatus spending in 2006 was only 42.14%, and the public spending increased to 57.86%.

Based on the description of condition in Bone Bolango in both situations before and after the direct district-head election, several policies will be discussed further, namely the reorganization of the local government institution, and the effort to meet the people's basic needs. This is based on a consideration that institutional reorganization is the first mission mentioned both before and after the direct election. The effort to fulfill the basic needs becomes very important because it is one of the objectives of the autonomy, in addition to giving an authority to a certain region in managing its own internal affairs, which eventually enables it to create welfare for the people in the region.

4.2.2. Reorganization of the Local Government Institution

The legal basis for the institutional structure reorganization in Bone Bolango as a new region refers to Law No.6/2003 especially Article 9. In the Law, the acting District-

¹⁰ Interviews with NGOs.

Head reorganizes the government institution. According to the Decree of Minister of Home Affairs No. 131.55-220/2003, the acting District-Head is required to: (1) reorganize the local government structure and mechanism as well as the provision of personnel, finance, and equipment; (2) facilitate the instatement of Bone Bolango District Parliament members; (3) ensure the implementation of the Presidential Election Round I and Round II; (4) legalize the Logo of the region through ordinance; (5) carry out development programs financed by District's Budget, Gorontalo Province's Budget and 2004 National Budget funds.

Table 3. Government Offices Before and After the District-Head Election

Before Direct District-Head Election (2003-2005)	After Direct District-Head Election (2005-2007)
Service Office (Dinas)	
1. General Work Service; 2. Industry and Cooperative Service; 3. Local Revenues Service; 4. Education and Culture Service; 5. Social Welfare Service; 6. Transportation and Tourism Service; 7. Animal Health Farming Service; 8. Agriculture and Plantation Service; 9. Forestry and Environment Service; 10. National Unity and Public Protection Service; 11. Fishery and Marine Service; 12. Employment and Transmigration Service	1 General Work Service (the same); 2. Industry, Commerce, Cooperative, and Investment Service. 3. Local Revenues Service (the same); 4. Education and Culture Service (the same); 5. Social Welfare Service (the same); 6. Transportation, Postal and Telecommunication Service; 7. Animal Health Farming Service (the same); 8. Agriculture, Plantation, and Food Resilience Service; 9. Forestry Service; 10. Fishery and Marine Service (the same); 11. Employment and Transmigration Service (the same) 12. Sports Service 13. Tourism Service
Bodies/Agencies	
1. Regional Development Planning Agency 2. Regional Supervision Agency	1. Regional Development Planning Agency (the same) 2. Regional Supervision Agency (the same) 3. Village People Empowerment Agency 4. Regional Financial Management Agency
Other Offices	
1. Civil Record and Family Planning Office	1. Civil Record and Family Planning Office (the same) 2. National Unity and Public Protection Office (it used to be Service Office) 3. Library and Archives Office 4. Data Management and Electronic Office

(Source) Government Section, Regional Secretariat of Bone Bolango District.

In the initial structuring/reorganization of the local government structure and mechanism in Bone Bolango District, the acting District-Head faced several principle limitations: (1) the availability of employees, both for the structural positions and for the staff; (2) the fund/finance sources, means and infrastructures; (3) the supra-structures and infrastructures; and (4) the acceptance by the people.

Those limitations are due to the very limited initial fund provided by the main district (Gorontalo District), while the tasks have to be carried out lasted only for one year. With the maximal effort 12 Service Offices, 2 Bodies, and 1 Office managed to be established (Table 3). The technical problem that happened after the establishment of those offices was the placement of each personnel based on the required ranks. As anticipation of this problem, a staff, if qualified, may be recruited to hold the existing positions although he/she may not necessarily have the required rank.

Other obstacles facing the government are technical ones, namely: (1) the difficulty in coordination among the existing institutions (such as few communication tools as telephone/mobile phone/facsimile machine); (2) there is no operational/office vehicle; (3) the service offices, bodies/agencies, and other offices are not located in one area to allow easy access from one to another; and (4) the roads that connect the places are still in a poor condition.

Table 4. Sub-districts Before and After District-Head Election

The Early Bone Bolango District (2003-2004)	Sub-district after Subdivision Chapter I (2004-2006)	Sub-district after Subdivision Chapter II (2007)
1. Kabila 2. Tapa 3. Suwawa 4. Bone Pantai	1. Kabila 2. Tapa 3. Suwawa 4. Bone Pantai 5. Bone 6. Bone Raya 7. Kabila Bone 8. Tilongkabila 9. Botupingge 10. Bolango	1. Kabila 2. Tapa 3. Suwawa 4. Bone Pantai 5. Bone 6. Bone Raya 7. Kabila Bone 8. Tilongkabila 9. Botupingge 10. Bolango 11. Lamahu 12. Lodji 13. Bulawa 14. Bonda 15. Linggagawa 16. Suwawa Tengah

(Source) Government Section, Regional Secretariat of Bone Bolango District (2007)

Those obstacles are logically quite reasonable since in the early process of the District establishment such technical matters were not anticipated before. Ideally, in the perspective of a regional autonomy area, the people's actual involvement should have

been prepared well to provide area for the construction of the buildings for the service offices, bodies/agencies, and other offices orientated to the running of the government, but in reality, it was the political process that was put forward.

Besides the reorganization of the service offices, bodies/agencies, and other offices including their sections and sub-sections, the next issue is to reorganize the institutional structure in the sub-district level (Table 4). There were four sub-districts when Bone Bolango was separated from Gorontalo District, namely: Kabila, Suwawa, Bone Pantai, and Tapa. Based on a thorough study on the acting District-Head and the Bone Bolango District's Parliament in 2004, the four sub-districts were divided into ten sub-districts. This was done by taking into account several aspects: (1) each sub-district covers a very large area; (2) the distance between the center of the sub-district and other villages where each sub-district's tasks took place is quite significant; (3) the poor condition of the supporting facilities to maintain coordination; (4) lack of operational fund for sub-district apparatus for monitoring government and community activities in remote villages; and (5) the community's aspirations.

New establishment of sub-districts, followed by that of new villages, need the issue of assignment of officials and the provision of facilities to support the government operational activities such as official car, official house for the sub-district head, and other facilities. Another consequence is the assignment of personnel to hold the positions of the sub-district head (six sub-districts in 2004 before the election) and after the election (in 2007), there are 16 sub-districts in Bone Bolango District (Table 4).

Drs. Ismet Mile, MM, the acting District-Head of Bone Bolango District and was elected as the definitive District-Head for the period of 2005-2010, continued the initial policy of dividing the sub-districts and villages as the continuation of institutional structure reorganization to create a government oriented to the improvement of its people's welfare, by taking into account the people's aspirations.

The new sub-district head is recruited from the bureaucrat who meet the requirements, and from school teachers/principals, too. What is interesting of this assignment is the fact that some of the recruited personnel are school teachers/principals. According to Head of the Bone Bolango District government Section, the reasons why school teachers/principals are recruited are: (1) some of them have met the rank requirement; (2) they are considered capable of conducting government policies at sub-district level because, as teachers, they are accustomed to communicating with the students' parents; (3) they are accustomed to conducting numerous studies or designing programs and communicating them to the public; and (4) they are also considered flexible so that they are adaptable to whatever complicated situation.

The recruitment of school teachers as the sub-district head as well as in echelon II level in Bone Bolango District caused a controversy among the internal employees especially those who eligible to hold a position of that echelon. However, since the policy of personnel assignment is the authority of the district-head, anything related to

“who holds what position” considerably depends on that policy, so that the dream of “assigning someone according to their ability and educational background” is not still realized.

This situation is due to several factors, among others are: (1) Laws on employment both Law No. 8/1974 and Law No. 43/199 concerning the main points of employment state in Article 1 clause 2 that “the authorized official can appoint, transfer, and even discharge a civil servant based on the prevailing regulations”; (2) because of that authority (in point 1), an effort to create good governance as directed by Law No. 32/2004, especially the professional and proportional principles are still difficult to achieve; and (3) the authority of the head of a region in posting someone in a particular position seems to be “absolute” and cannot be interfered by anyone even the Position and Rank Consideration Board (Baperjakat) which is the normative body in considering who should be positioned/promoted to a certain position.

Furthermore, Law No. 32/2004 clearly says that the local government has the authority to manage its own internal affairs, including the personnel matters. For that reason, if the local government is committed and consistent in developing various sectors directly related to the people’s needs in its region, the professionalism of the apparatuses must be the first priority. By doing so, the strategic positions held by bureaucrats in the local government should refer to the principles of good government to create good governance.

Based on the data of the structural positions in Bone Bolango District government, 65 % of the assigned personnel hold positions that are not suitable with their expertise and educational background, while the other 35% are appropriate¹¹. This data shows that improvement in the government sector in Bone Bolango District will be difficult, because in reality the practice is against the principles of good governance. The key to good governance principles could be analyzed from several aspects, namely: (1) the participation of the authorized officials in Bone Bolango District to take into account the expertise and educational background of the apparatuses assigned for certain positions; (2) the existing normative body Baperjakat as the strategic body which promotes someone for a certain position should be a reference in decision making; and (3) the duty rotation of officials should be done based on a merit system, so that the success and failure indicators are measurable.

The result of the analysis on the reorganization of institutional structure in Bone Bolango District both before and after the local-head election (until the end of May 2007) in general appears to be positive. In terms of quantity such as the availability of the service offices, bodies/agencies, and other offices and all their tools up to the sub-district level, the results appear to be good. Whereas in terms of quality, the necessity of these service offices, bodies/agencies, and other offices needs to be analyzed

¹¹ Data from Employment Section of Bone Bolango District.

comprehensively, since certain service offices could be combined with other's to be under one service office, for example, sports service office. The establishment of a new service office ideally should have clear objectives, main tasks and functions. The sports service office should be integrated with the sports section of the education and culture service office, so that the "poor in structure, rich in function" principle can be realized.

The "poor in structure, rich in function" principle is a paradigm of bureaucracy reformation oriented towards effective and efficient budgeting; therefore, a proportional and professional personnel assignment should be seriously considered. The government as well as the local legislative bodies as the local government's partner should have a collaborative commitment in creating good governance. This is because one of the indicators of good governance is a good and synergic relation between the legislative and executive branches of the government.

From numerous elaboration of the reorganization of institutional structure in government, several issues need to be addressed and studied comprehensively by those who run the government in order to create a more dynamic and prospective government and people in Bone Bolango. Those several issues include: (1) development programs should be compatible with the budget written in a form of Regional Budget with the planned development programs, both medium-term and long-term especially in the establishment of service offices, bodies/agencies and other offices (either forming or dissolving or even merging them as necessary); and (2) rotation of officials in a government structure ideally should refer to: a) Baperjakat study; and b) target achievement result, so that the successes are measurable (using SWOT analysis).

4.2.3. Fulfillment of the People's Basic Needs

In addition to the institutional reorganization mentioned above, the next step is to realize the vision and missions in order to meet the people's basic needs, which can be observed through poverty indicator, health condition, and education indicators.

In deciding poverty indicators, currently, there is no shared perception on the indicators of poor people among the existing institutions. In this writing, the criteria used to measure the level of poverty are the indicators used by Central Bureau of Statistics (BPS).

The BPS definition of poverty uses 14 indicators, namely: (1) the floor size of the house; (2) the type of flooring in the largest house; (3) the type of wall of the biggest house; (4) the shared/public/others toilet facilities; (5) drinking water source; (6) main lighting source; (7) the type of fuel for daily cooking; (8) how many times in a week a household buys meat/chicken/milk; (9) how many times in a day usually the members of a household have a meal; (10) how many new clothes in a year each/most of the members of a household purchase; (11) when someone in the household is ill, whether or not he/she can afford to go to public health centers or polyclinics; (12) the main

livelihood of the head of the household; (13) the highest education of the head of the family; and (14) whether or not a household has the following items each of which costs at least Rp.500,000.

From the 14 indicators above, if there are nine or more indicators that meet the criteria, a family falls into the category of poor. Based on those indicators, from 2003 to 2005 the number of poor households in Bone Bolango District (Table 5) decreased from 32.93% to 30.09%. Then in 2006 the number of poor households in Bone Bolango District increased by 63% from its previous year to 48.51%.

Table 5. Number of Poor Households in Bone Bolango District

Year	Number of Poor Households	Number of Poor Households	% Poor Households
2003	30,975	10,200	32.93
2004	31,353	10,165	32.42
2005	31,736	9,549	30.09
2006	32,124	15,585	48.51

(Source) BPS, Socio-economic Data Collection of the Residents of Bone Bolango District.

The health service can be seen from the life expectancy, which increases from 64 years old in 2004 into 66 years old in 2006, for infant mortality rate from 21/1,000 in 2004 to 17/1,000 in 2006. The rate of maternal mortality in labor rate decreases from 160/100,000 in 2004 to 145/100,000 in 2006 (Table 6).

Table 6. Condition of the People's Health in Bone Bolango District

Year	Life expectancy (Years)	Infant Mortality Rate (/1000 Borne Babies)	Maternal Mortality Rate (/1000 Borne Babies)
2004	64	21	160
2005	66	17	149
2006	66	17	145

(Source) Regional Development Planning Agency (Bappeda) in Bone Bolango District

A complete picture of the condition of education in Bone Bolango District empirically is shown by the Approximate Participation Rate (APK) or the proportion of schoolchildren in a certain education level in a certain age group suitable to the relevant education level, and by the Precise Participation Rate (APM) by observing the proportion of schoolchildren in a certain age group who go to school in a level suitable to the relevant age group (Table 7).

Table 7. Public Education Service in Bone Bolango District

Year	Elementary (SD)		Junior High (SMP)		High (SMA)	
	APK	APM	APK	APM	APK	APM
2004	111.78	95.74	54.07	39.14	25.98	16.52
2005	111.78	98.00	60.00	45.00	30.00	25.00
2006	101.25	100.00	62.00	52.00	45.00	27.00

(Source) Bappeda in Bone Bolango District

Table 7 illustrates the rate in elementary school (SD) level from 2004 to 2006 the APK decreased by 9.42%. This means there is a decreasing trend for schoolchildren outside the age group of SD attending elementary school. The APM increased from 95.74 in 2004 to 100.00 in 2006. Based on the data above we could say that in 2006 there were no school children outside the age group of SD. For junior high school (SMP), and high school (SMA) both the APK and APM increased.

This data shows that there is a significant increase in the percentage of poor families in Bone Bolango District in 2006. 6% economic growth in 2006 was in fact not followed by a decrease in the number of poor households. This indicates that the economic growth is not fairly distributed. However, on the other hand in implementing its policy program, Bone Bolango District government managed to decrease the infant mortality ratio and maternal mortality in labor ratio, and to increase the life expectancy. There was also an increasing trend of APK and APM for SMP and SMA. The increase of percentage of poor households in 2006 is a complex matter; thus, a special study on factors causing it needs to be done.

In 2004, small portion of Regional Budget was allocated for sectors that directly affect the people, such as 1.76% to education, 0.36 % to health, and 0% to social expenditure. In 2006 Regional Budget, the expenditure increased as 3.97% to education, 3.21% to health, and 1.22% to social sectors. There is obviously an increase in expenditure budget allocation in these sectors although it is still relatively very small. Consequently, it is not surprising that the increase of poor households in Bone Bolango is difficult to curb; in contrast, it tends to increase. These policies should be supported by Regional Ordinances (Perda). Ideally the ordinances should not be dominated by retributions and levies to increase the revenues and only relevant to the restructuring of government institution.

Considering that situation, apparently the capacity of the region's management to execute the government administration still needs constant improvement. To the end, we refer to some words from William Channing (cited from Basri, *Gorontalo Post*, March 26, 2007) that the government task is not to bring out happiness, but to enable the people to bring out happiness for themselves.

5. CONCLUDING REMARKS

The change from Law No. 22/1999 to Law No. 32/2004 concerning Local Government is expected not only to give more freedom to the people to vote for their local-head but also to give an extensive authority to the region to manage and take care of its own internal affairs based on the available potential. On that basis, the local government has a significant role in enhancing the people's welfare.

In Bone Bolango District, in those two situations both before (under the existing Law No.22/1999) and after the local-head election (under Law No. 32/2004 took effect), there is no significant difference between the region's and the District-Head's vision/missions before and after the election. The indices of economic growth, education and health have improved since 2003, yet it is not followed with a decrease in poverty rate after the direct local-head election (Pilkada).

In terms of institutional structure reorganization both before and after the local-head election, in general, the quantity aspect appears to be good, yet, in the quality aspect, its impact such as existence of service offices, bodies/agencies, and other offices still require a more comprehensive study. Apparently there is low commitment to realize development orientated to meet the people's basic needs when deciding APBD budget allocation.

For that reason, in running the government in the region, the vision and missions have to be clear and measurable as well as oriented to the people's basic needs. It requires a clear commitment from the local government to enhance the welfare of the people in the region.

REFERENCES

- Asep Sabar [2006] *Fadel Solusi Jitu Membangun Daerah*. CV Arena Seni, Jakarta.
- Arham, M.A. & M.A. Salehudin [2007] *Dinamika Kebijakan Publik Portret Pemerintahan di Era Otonomi Daerah*. PT. Pustaka Indonesia Press (PIP), Jakarta.
- Abdullah Rozali [2005] *Pelaksanaan Otonomi Luas dengan Pemilihan Kepala Daerah Secara Langsung*. PT. Raja Grafindo Persada, Jakarta.
- Asfar, Muhammad [2005] *Mendesain Manajemen Pilkada*. Pustaka Eureka, Surabaya.
- D.Riant Nugroho [2004] *Kebijakan Publik Formulasi, Implementasi dan Evaluasi*. PT Elex Media Komputindo, Jakarta.
- Hasiru, Roy dkk. [2006] *Terbentuknya Kabupaten Bone Bolango*. KPSKB Press & Pustaka Indonesia Press, Jakarta.

- Maridjan Kacung [2006] *Demokratisasi di Daerah (Pelajaran dari Pilkada Secara Langsung)*. Pustaka Eureka dan Pusdeham, Surabaya.
- Mashad Dhurorudin, dkk. [2005] *Konflik Antar Elit Politik Lokal Dalam Pemilihan Kepala Daerah*. Pustaka Pelajar Offset, Yogyakarta.
- Manggaukang Raba, H. [2006] *Akuntabilitas Konsep dan Implementasi*. UPT Penerbitan Universitas Muhammadiyah, Malang.
- Sinambela, L.P. [2006] *Reformasi Pelayanan Publik Teori, Kebijakan dan Implementasi*. PT Bumi Aksara, Jakarta.
- Undang-Undang Nomor 22 tahun 1999 tentang Otonomi Daerah
- Undang-Undang Nomor 32 tahun 2004 tentang Pemerintahan Daerah
- Undang-Undang Nomor 6 tahun 2003 tentang Pembentukan Kabupaten Bone Bolango dan Pohuwato.
- Wijaya, H.A.W. [2007] *Penyelenggaraan Otonomi Di Indonesia*. PT. Raja Grafindo Persada. Jakarta.
- [2005] *Desentralisasi dan Otonomi Daerah*, LIPI Press. Jakarta.
- [2006] *Buku Saku Good Governance*. Bappenas, Jakarta.