

## Chapter VIII

# Urbanization and Population Distribution Changes in the Age of Decentralization: A Comparative Study between Indonesia and Japan

by

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### 1. INTRODUCTION

After the mid-20th century, a fast process of urbanization began throughout the world. Various statistics indicate that the population growth of urban area is faster than that of rural area. But any detail comparative studies concerning the process of urbanization between two or more countries have not been done until now, mainly because of the lack of common definition of the urban area. This study is an attempt to explain the broad process of urbanization in Indonesia and Japan where full-dress decentralization policies have been applied, and to forecast the characteristics of the population distribution and the urbanization of two countries in the 21st century. It goes without saying that the evaluations of these subjects are based on statistical analyses and literature surveys.

Before moving to Section 2, it is necessary to explain briefly the regional administrative system of each country and the structure of this chapter.

As **Figure 1** shows, the regional administrative systems in the two countries are very different. In Indonesia, only provinces (*propinsi*), regencies (*kabupaten*) and municipalities (*kota*) are regarded as autonomous bodies. At the beginning of 2003, the total number of them was over 440. Sub-districts (*kecamatan*) that function as agents of regencies and municipalities have no assemblies. *Desas* that can be found in rural areas form the lowest level of the local administration. They are not regarded as autonomous bodies although

Figure 1

**Regional Administrative Organizations in Indonesia and Japan**

**Indonesia** (Provinces and Regencies/Municipalities as of Feb. 2003, Sub-districts and Villages/Countries as of Mar. 2002)

- Provinces (*propinsi*) (31\*)
- Regencies/Municipalities (*kabupaten/kota*) (324/91\*\*)
- Sub-districts (*kecamatan*) (4,646)
- Villages/Countries (*desa/kelurahan*) (69,255)

**Japan** (as of Apr. 2002)

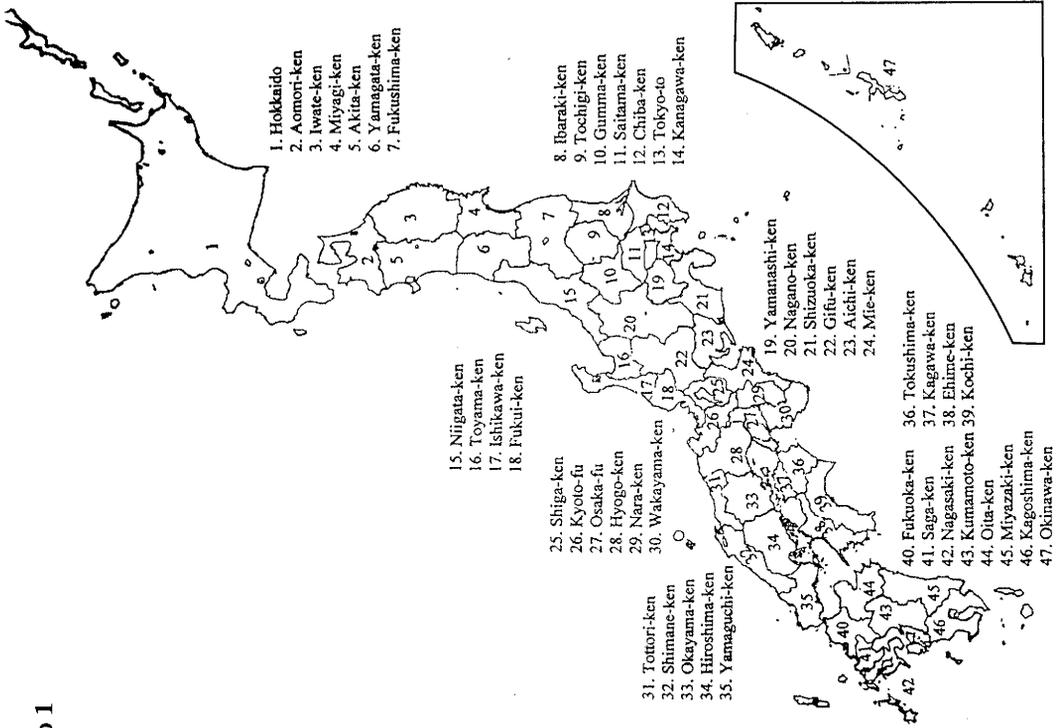
- Prefectures (*to-do-fu-ken*) (47)
- Cities\*\*\*, Town, Villages (*shi, machi, mura*) (3,218)

Source: *Himpunan Peraturan Pemerintahan... Tahun 2002*, p. 117, *Himpunan Peraturan Perundang-undangan... Tahun 2002 Jilid 3*, and *Kompas*, Jan. 28, 2003 for Indonesia, from an internet source (<http://www.soumu.go.jp/gapei/>) for Japan.

Numbers in parentheses represent the whole number of the organizations.

- \* Excluding Central and West Irian Jaya provinces
- \*\* Including 5 municipalities of Jakarta Special Capital Region and the municipality of Sorong
- \*\*\* Including GODCs, CCs and EDCs. The term “municipality” sometimes means every *shi, machi*, and *mura* in Japan (See Tsuji, p. 90, 109). For this reason the term of “city” is used for *shi* instead of “municipality.”

Map 1



they have their assemblies. *Kelurahans* can be found mostly in urbanized areas, and have no assemblies.

On the other hand, the total number of autonomous bodies in Japan is about 7 times as many as that of Indonesia. They consist of: (1) 47 prefectures (*to-do-fu-ken*) (See **Map 1**), (2) 675 cities (*shi*) and 2,543 towns (*machi*)/villages (*mura*). All of them have their own assemblies. The local administrative system in Japan is basically made of these two groups of local bodies. But actually, there are three groups of specially decentralized cities between prefectures and cities, towns/villages. The first group is named as Government Ordinance Designated Cities (*Seirei-shitei-toshi*) to which 89 administrative authorities of the prefectures they belong to are delegated. There are 12 GODCs in Japan whose population is required to be over 500,000 according to the regional autonomy law of 1956. The second group is named Core Cities (*Chukaku-shi*) to which 60 authorities of the prefectures they belong to are delegated. There are 28 CCs whose population is required to be over 300,000 according to the amended regional autonomy law of 1994. The last group is called Exceptionally Decentralized Cities (*Tokurei-shi*) to which 19 authorities of their prefectures' administrative authorities are delegated. There are 37 EDCs whose population is required to be over 200,000 according to the amended regional autonomy law of 1999.

Several years ago, one of the most important changes took place in both countries. That is the abolition of the hierarchical structure in regional administration in 1999. Nowadays no structural subordination exists between provinces and regencies/municipalities in Indonesia, either between prefectures and cities, towns/villages in Japan according to the laws promulgated in that year.

This chapter is divided into five sections. After this first section, follows section two in which the speed of urbanization in the two countries are compared using the concept of "urban *desa*" (*desa perkotaan*)<sup>1</sup> in Indonesia and the concept of "Densely Inhabited Districts or DIDs" in Japan. In section three, the increase in population of municipality/city areas are compared. In section four, the relationship between population distribution and formation of

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<sup>1</sup>The term of "*desa perkotaan*" was used in 2000 Census for the first time. In 1961 and 1971 Censuses, the term used was "*kota*", while in 1980 and 1990 Censuses, it was "*desa kota*".

“Mega Urban Regions”<sup>2</sup> are inspected. The last section, section five, is reserved for putting together several findings of this chapter and some recommendations for the decentralizing policies in Indonesia and her socio-economic development.

## 2. URBANIZATION SEEN FROM TWO URBANIZATION INDICES

### 2.1. Urbanization in Indonesia Seen from the Ratio of Urban *Desa*'s Population

Since the first population census of 1961 was carried out, the national statistics bureau of Indonesia, *Biro Pusat Statistik* (BPS)<sup>3</sup>, has been trying to improve the definition of urban area. In the 1961 population census, the BPS divided the whole Indonesian territory into two categories for the first time, namely the urban areas or urban *desa*, and the rural areas or rural *desa* (*desa perdesaan*)<sup>4</sup>. The ratios of the population of the urban *desa* in 1961 and so on have been used as the urban population ratios of Indonesia in various publications of international organizations.

However, it is actually impossible to compare each ratio used in 1961, 1971, and 1980-2000 censuses, because the definition of the urban *desa* varies from one another. In the 1961 census, the BPS regarded the area of 43 cities (*kotapradja*) and the whole capital cities of regency (*ibukota kabupaten*) at that time as urban *desa* as well as other *desa* where 80% or more households are into non-agricultural occupations. In the succeeding 1971 census, the remaining rural

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<sup>2</sup>This term means the whole urbanized regions that have expanded beyond the borders of the metropolitan cities involving surrounding farming villages. Many countries in the world experience urbanization in such a form. For details See, Douglass p. 12-13. In this chapter, the regions whose population of core municipality/city is over 1 million are regarded as the MURs.

<sup>3</sup>*Biro Pusat Statistik* changed name into *Badan Pusat Statistik* after Soeharto's step down. Accordingly, the English name became “Central Board of Statistics” from “Central Bureau of Statistics”.

<sup>4</sup>The term “*desa perdesaan*” was used in 2000 Census for the first time. It was called “*pedusunan*” in 1961, “*pedesaan*” in 1971, and “*desa pedesaan*” both in 1980 and 1990 Censuses.

**Table 1**

**Ratio of Urban *Desa*'s Population  
in Each Province in Indonesia**

Province	Census Year				
	1961	1971	1980	1990	2000
N.A.D.*		8.4	8.9	15.8	28.0
North Sumatra		17.2	25.5	35.5	42.6
West Sumatra		17.0	12.7	20.2	28.9
Riau		13.3	27.1	31.7	43.3
Jambi		29.1	12.7	21.4	28.3
South Sumatra		27.0	27.4	29.3	34.5
Bangka-Belitung Is.		--	--	--	43.0
Bengkulu		11.7	9.4	20.4	29.4
Lampung		9.8	12.5	12.4	21.2
(All Sumatra)	(15.09)	(17.08)			
Banten		--	--	--	52.2
Jakarta S.C.R.**		100.0	93.4	99.6	100.0
West Java		12.4	21.0	34.5	50.3
Central Java		10.7	18.7	27.0	40.2
Yogyakarta S.R.***		16.3	22.1	44.4	57.6
East Java		14.5	19.6	27.4	40.9
(All Java)	(15.57)	(18.0)			
Bali		9.8	14.7	26.4	49.7
West Nusa Tenggara		8.1	14.1	17.1	35.1
East Nusa Tenggara		5.6	7.5	11.4	15.6
East Timor		--	--	7.8	--
West Kalimantan		11.0	16.8	20.0	26.4
Central Kalimantan		12.4	10.3	17.6	28.1
South Kalimantan		26.7	21.4	27.1	36.2
East Kalimantan		39.2	39.8	48.8	57.7
(All Kalimantan)	(18.65)	(20.35)			
North Sulawesi		19.5	16.8	22.8	36.6
Gorontalo		--	--	--	25.5
Central Sulawesi		5.7	9.0	16.4	20.0
South Sulawesi		18.2	18.1	24.5	29.6
Southeast Sulawesi		6.3	9.3	17.0	21.0
(All Sulawesi)	(15.18)	(16.1)			
Maluku		13.3	10.8	19.0	25.2
North Maluku		--	--	--	30.7
Papua		16.3	20.2	24.0	24.9
(The Other Islands)	(4.73)				
The Whole Country	14.8	17.4	22.4	30.9	42.4

Source: Calculated from Population Census of BPS for year 1963, 1972, 1981, 1992-a, and 2001-a.

- \* Nanggroe Aceh Darussalam
- \*\* Special Capital Region
- \*\*\* Special Region

*desas* became the object of the questionnaire containing 10 questions. The identification as a new urban *desa* was based on the result of the questionnaire in which the following answers were important criteria: (1) Percentage of the workforce engaged in agriculture, (2) Whether or not a *desa* has a hospital or other clinical facilities in a village, (3) Whether or not a *desa* has a junior high school or above in a village, (4) Whether or not a *desa* has electrical facilities in a village.

After the 1980 census, the definition of the urban area became simpler and not impartial. The new questionnaire, in which all the *desas* (approximately around 65,000 *desas* at that time) in Indonesia were included, consisted of three questions as follows: (1) Population density of a *desa*, (2) Percentage of the workforce engaged in agriculture, (3) Number of urban facilities such as hospitals, schools, and paved roads. A *desa* is regarded as an urban *desa* if it got 21 points or more from the total points of 30 (each with 10 points).<sup>5</sup> As this new definition was also used in 1990 and 2000 censuses, the speeds of urbanization in each province, regency/municipality and sub-district in the last 20 years can be calculated using the same standard.

Some characteristics of Indonesian urbanization can be seen in **Table 1**, especially from the 1980-2000 data.

One of the most urbanized areas is the west part of Java Island, such as Jakarta S.C.R., Banten Province and West Java Province. Others are dispersed in several areas, such as North Sumatra, Riau and Bangka-Belitung Islands provinces in Sumatra, Special Region of Yogyakarta in Java, Bali Province, and East Kalimantan Province. West Nusa Tenggara Province was recorded with the fastest growing population in 1990s (7.19% per year), followed by Bali Province (6.33% per year).

The reason why both provinces of Banten and West Java are so highly urbanized can be explained by the existence of the municipalities in capital area such as Tangerang, Depok, Bogor and Bekasi municipalities around Jakarta S.C.R. The increase in population in these municipalities is spectacular as indicated in **Table 11**, and the surrounding regencies also experienced a rapid urbanization process as seen in **Table 2** (the case of Tangerang) and a publication

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<sup>5</sup>The final decision on qualifying as an urban *desa* is based on more detailed criteria. See, Sigit, p. 136-138, and Gardiner, p. 77-83.

of *BPS* (2001-b: p. 54). The total population in this area is 21,575,245<sup>6</sup> if the population of Jakarta S.C.R., the municipalities of Tangerang, Depok, Bogor and Bekasi, and the regencies of Tangerang, Bogor, and Bekasi are added up. It accounts for over 10.7% of the total population of Indonesia and 17.8% of the population of Java, although geographically, the size of the area mentioned above occupies only 0.32% of the Indonesian territory.

## 2.2. Several Examples of the Speed of Urbanization in Indonesia

In this sub-section, a few micro-level urbanization speeds are inspected. **Table 2** shows the number of urban *desas* that were then regarded as rural *desas* in the regencies of Serang and Tangerang in Banten Province, regency of Tasikmalaya in West Java Province, and the regency of Banyumas in Central Java Province, while the background of their promotion are explained below.

As mentioned before, the transition from the rural *desas* to the urban *desas* occurs as a result of the fulfillment of the 21 required points in the questionnaire. In Serang Regency, the number

**Table 2**

**Total Number of Urban *Desas* and  
Total Number of *Desas* in Serang, Tangerang,  
Tasikmalaya and Banyumas Regencies**

Regency/Year	1980	1990	2000
Serang*	19 / 299	18 / 369	55 / 369
Tangerang**	14 / 237	65 / 303	174 / 325
Tasikmalaya***	21 / 248	48 / 412	84 / 412
Banyumas****	38 / 313	69 / 328	125 / 329

Source: Calculated from *BPS* Censuses for year 2001-c, 2001-d, 1991, 1990, 1982-a, and 1982-b.

- \* Excluding the Municipality of Cilegon in 1990 and 2000 data
- \*\* Excluding the Municipality of Tangerang in 1990 and 2000 data
- \*\*\* Including the Municipality of Tasikmalaya
- \*\*\*\* Including the *kotif* of Purwokerto

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<sup>6</sup>Calculated from *BPS Census* for year (2001-e) p. 57, (2001-f) p. 39. (2001-g) p. 57.

of the urban *desas* tripled between 1990 and 2000. As indicated in the administrative map,<sup>7</sup> many rural *desas* along the main road near the Jakarta-Merak Highway and around the new provincial capital of Serang changed their status to urban *desas*. The fastest urbanization was observed in Tangerang Regency. In 1980 there were only 14 *desas* that were regarded as urban *desas*. Most of these *desas* are situated in the present Tangerang Municipality. From 1980 to 1990, the number of urban *desas* increased to 51 except for the present Tangerang municipal area. From 1990 to 2000, 111 *desas* of regency changed their status to urban *desas* while two urban *desas* were demoted as rural *desas*. These big number of *desas* are densely distributed in the south and east halves of Tangerang Regency and sparsely in its north and west areas.

In the regencies of Tasikmalaya and Banyumas where the total number of urban *desas* doubled roughly in each decade, the change in the status of urban *desas* occurred mainly around *kota administratif* (*kotifs*)<sup>8</sup> of Tasikmalaya and Purwokerto or along the main roads. In addition to those characteristics, there are many *desas* around the sub-district's capitals (*ibukota kecamatan*) that changed their status as urban *desas*.

### **2.3. Urbanization in Japan Seen from the Ratio of DID's Population**

The Statistics Bureau (*Tokei-kyoku*) of Japan started applying the concept of Densely Inhabited Districts (DIDs) since the 1960 Population Census. This concept was introduced in order to distinguish the urban areas in a real sense from the other rural areas within the boundary of a city consisting not only of densely populated areas but also of thinly populated ones.<sup>9</sup>

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<sup>7</sup>See, *Badan Pusat Statistik* (2001-c) p. 61,168-170, *Biro Pusat Statistik* (1990) p. 177-182, (1982-b) p. 22.

<sup>8</sup>*Kotifs* can be regarded as in the pre-municipal level. They consist of a few or several *kecamatan*s with administrative heads (*walikota*s), but have no assemblies.

<sup>9</sup>The population densities of the Japan's cities range from 100 and below to 10,000 and above individuals per square km. There are many cities that have wide rural territories especially in depopulated areas.

The requirements to be regarded as a DID are: (1) Using census-enumeration districts (about 940,000 districts in 2000) as the basic unit of area, (2) Composed of a group of contiguous census-enumeration districts with high population density (in principle, 4000 inhabitants or more per square kilometer) within the boundary of a *shi* (city), *ku* (ward)<sup>10</sup> *machi* (town) or *mura* (village), (3) Constituting an agglomeration of 5,000 inhabitants or more as of the date of the census (*Japan. Management...Japan Statistical Yearbook 2002*, p. 27). In addition to these requirements, the areas that have public, industrial and social facilities with population below 4000 people per square kilometer are regarded as DIDs too, since these areas also represent urban characteristics.

The ratio of DID's population for each prefecture is shown in **Table 3**. There are ten prefectures which exceed the average ratio of the DID's population of Japan in 2000. **Table 3** shows that eight of these ten prefectures belong to three major Mega Urban Regions, namely *Keihin*yo (centered at Tokyo metropolis), *Chukyo* (centered at Nagoya metropolis), and *Keihanshin* (centered at Osaka metropolis) MURs excluding Hokkaido and Fukuoka prefectures. If Hiroshima and Miyagi prefectures that fall slightly below the national average are added to the above-mentioned ten prefectures, 13 metropolises (over 1 million population) in Japan are all included in these highly urbanized areas. In other words, it is obvious that the urbanization in Japan mainly occurred in the so-called Pacific Belt Area (*taiheiyo-beruto-chitai*) that covers Chiba Prefecture at the far east and Fukuoka Prefecture at the far west. Only Sapporo metropolis of Hokkaido and Sendai metropolis of Miyagi prefecture are situated outside of the Belt Area.

In terms of DID's population, it is obvious that those of Saitama and Chiba prefectures in *Keihin*yo region and Nara Prefecture in *Keihanshin* region show a very high rate increase. These three prefectures contain a lot of satellite cities of Tokyo and Osaka metropolis and they have been exposed to a rapid urbanization process. In addition to the three prefectures above, Shiga Prefecture also indicates a rapid growth of DID's ratio. This prefecture is an adjacent prefecture of Kyoto, and its capital city of Otsu has long been included in the commuter belt for Kyoto and Osaka metropolises. It is not doubtful that this prefecture, especially its west area, also experienced a rapid urbanization process like the three prefectures

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<sup>10</sup>Each of the GODC and the Capital District of Tokyo has 5 to 23 wards.

**Table 3**

**Ratio of DID's Population  
in Each Prefecture in Japan**

<b>Name of Prefectures/Year</b>	<b>1960</b>	<b>1970</b>	<b>1980</b>	<b>1990</b>	<b>2000</b>
Hokkaido	42.1	57.3	65.7	69.6	72.7
Aomori-ken	28.1	35.2	41.9	43.5	45.1
Iwate-ken	20.8	23.9	27.8	28.7	29.5
Miyagi-ken	31.8	41.2	48.7	52.5	57.2
Akita-ken	20.5	24.6	29.1	32.3	33.5
Yamagata-ken	23.0	32.1	37.3	39.4	41.4
Fukushima-ken	22.3	26.4	31.9	36.3	37.6
Ibaraki-ken	19.2	21.9	26.2	32.1	35.8
Tochigi-ken	24.6	28.1	34.3	38.5	41.2
Gumma-ken	27.4	30.8	37.4	40.8	39.6
Keihinyo Mega Urban Region (Following 4 Pr.)					
Saitama-ken	36.9	55.0	69.8	76.2	78.2
Chiba-ken	28.7	50.7	62.3	69.1	70.8
Tokyo-to	92.0	95.3	97.2	97.8	98.0
Kanagawa-ken	70.0	78.4	88.2	91.6	93.6
Niigata-ken	28.7	36.6	42.0	44.3	46.4
Toyama-ken	31.7	34.2	38.7	39.1	38.2
Ishikawa-ken	33.5	34.9	45.6	46.8	48.9
Fukui-ken	31.6	36.1	36.9	39.5	40.6
Yamanashi-ken	21.4	28.9	31.4	33.8	34.7
Nagano-ken	21.0	28.8	30.7	32.9	34.4
Shizuoka-ken	37.4	45.9	51.4	55.3	58.1
Chukyo Mega Urban Region (Following 3 Pr.)					
Gifu-ken	28.3	33.9	36.7	40.5	40.1
Aichi-ken	53.8	57.1	66.6	71.0	74.8
Mie-ken	27.6	30.9	37.8	39.2	40.4
Shiga-ken	19.7	21.5	28.5	33.7	42.2
Keihanshin Mega Urban Region (Following 4 Pr.)					
Kyoto-fu	65.5	72.6	78.9	80.6	81.5
Osaka-fu	81.4	90.1	93.9	95.1	95.7
Hyogo-ken	57.2	67.3	71.6	73.4	74.3
Nara-ken	22.7	36.9	49.4	56.5	62.9
Wakayama-ken	33.9	40.4	42.0	42.4	39.8
Tottori-ken	21.9	23.7	26.0	28.4	32.1
Shimane-ken	15.3	21.4	23.7	24.3	24.8

Name of Prefectures/Year	1960	1970	1980	1990	2000
Okayama-ken	20.5	29.0	33.7	38.2	42.3
Hiroshima-ken	41.8	51.9	56.6	60.9	62.8
Yamaguchi-ken	33.0	40.3	44.0	47.3	47.5
Tokushima-ken	20.2	23.6	26.8	29.8	31.6
Kagawa-ken	24.8	31.7	32.6	33.9	32.8
Ehime-ken	29.7	35.2	41.2	46.3	49.8
Kochi-ken	23.0	32.4	38.2	40.8	42.1
Fukuoka-ken	51.5	56.4	62.8	66.5	69.2
Saga-ken	20.8	23.4	26.6	27.5	27.9
Nagasaki-ken	31.4	37.0	41.4	44.8	46.8
Kumamoto-ken	24.3	30.4	34.8	38.4	42.3
Oita-ken	24.4	30.6	37.9	43.6	44.0
Miyazaki-ken	22.9	26.4	36.8	40.7	43.7
Kagoshima-ken	19.5	27.7	34.7	38.7	38.6
Okinawa-ken	--	48.9	55.3	61.2	64.7
The Whole Japan	43.7	53.5	59.7	63.2	65.2

Source: Japan. Management ... *Japan Statistical Yearbook 1964-2003*.

mentioned above. This is understandable since Shiga Prefecture as well as the prefectures mentioned above also doubled their DID's population ratio from 1960.

**Table 3** and **Table 12** reveal that there are many prefectures facing serious depopulation, especially those that have 20-40% of DID's rate, such as Iwate, Akita, Yamagata, Shimane, Yamaguchi, Kochi, Nagasaki and Kagoshima prefectures.

### 3. URBANIZATION SEEN FROM THE RATIO OF POPULATION OF MUNICIPALITIES/CITIES

#### 3.1. Establishment of New Municipalities in Indonesia

Alongside with the legislation (1999) and enforcement (2001) of two laws on decentralization in Indonesia, there are successive revisions of administrative boundaries. As **Table 4** indicates, a lot of provinces, regencies, municipalities, and sub-districts were established especially after 1999. While the total number of villages/counties decreased in the latter half of 2001 after it increased to 71,369 in March of 2001.

The total number of provinces remained 27 from 1976, the year of the annexation of East Timor, until the end of 1998. They began to increase after 1999 with the establishment of North Maluku Province that was separated from Maluku Province and the Central and West Irian Jaya provinces that were separated from Irian Jaya Province.<sup>11</sup> In 2000, there were 32 provinces with the establishment of Banten, Bangka-Belitung Islands and Gorontalo Provinces. In October of 2002 the Province of Riau Islands was formed after its separation from Riau Province, making it the 33rd province at the beginning of 2003 including two suspended cases in Irian Jaya.

A rapid increase of regencies occurred from 1998 to the beginning of 2003 with the addition of 75 new ones that are mostly from the major islands outside of Java. Consequently, 83 new regencies add up to the list after 1990. Sub-districts are entrusted with more of the services of regencies and municipalities after 2001, and play important roles in the improvement of administrative services to the people. The total number of them increased to about 15% from 1999 to March of 2002.

In this sub-section, the establishment of municipalities is the focus. The total number of municipalities has increased from 55 to 89 or above 60% from 1990 to the end of 2002.

When the first census of 1961 was carried out, there were 47 municipalities that were called *kotapradjas* in Indonesia. Seven municipalities were added to them before the 1971 Census, namely Sabang in Aceh, Solok and Payakumbuh<sup>12</sup> in West Sumatra, and four in Jakarta S.C.R. after dividing into five new municipalities. In 1980 census, the total number of municipalities (*kotamadya* at that time) remained the same, while 14 *kotifs* were formed pursuant to

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<sup>11</sup>Although the establishment of the Central and West Irian Jaya provinces are legalized in the National Parliament (DPR), Law No. 45/1999, which was amended in 2000 has remain to be executed. In early 2003, the Megawati's government issued a presidential instruction (Inpres No. 1/2003) to speed up the enforcement of the law for Central and West Irian Jaya. This instruction, in fact, contains a lot of contradictions and inconsistencies with the Law No. 21/2001 on Special Autonomy in Papua.

<sup>12</sup>Solok and Payakumbuh were not counted as municipalities in the 1961 Census although they had been promoted to municipalities before 1961. While, Palangkaraya was regarded as a municipality in the 1961 Census, although it was only promoted in 1965.

**Table 4**

**Number of Provinces, Regencies, Municipalities,  
Sub-districts, and Villages/Counties in Indonesia**

Provinces	Regencies	*Municipalities	Sub-districts	Villages/counties	
1961	22	214	47	2,950	47,305
1970	26	233	54	3,160	n.a.
1972	26	233	54	3,177	n.a.
1975	26	233	54	3,197	n.a.
1976	27	246	54	3,270	n.a.
1978	27	246	54	3,349	n.a.
1981	27	246	54	3,349	n.a.
1986	27	246	55	3,542	67,949
1989	27	241	55	3,625	67,033
1994	27	243	60	3,839	65,198
1995	27	243	62	3,844	65,852
1997	27	249	65	4,028	66,545
1998	27	249	65	4,028	67,925
1999	26	268	73	4,044	69,065
2000	**30	268	73	4,049	69,050
Mar. 2001	**30	268	73	4,200	71,369
Dec. 2001	**30	268	73	4,424	68,819
Mar. 2002	**30	268	85	4,646	69,255
Jan. 2003	**31	324	91	n.a.	n.a.

Source:

1961-1975: Data from *BPS ... Statistical Pocketbook of Indonesia 1962-1976*.

1976-2000 and Dec. 2001: Data from *BPS ... Statistical Year Book of Indonesia 1976-2001*.

Mar. 2001 and 2002: Data from *Himpunan Peraturan Pemerintahan Daerah Tahun 2001-2002*, p. 731 for 2001 and p. 117 for 2002.

The number of regencies in Jan. 2003 data is from *Kompas*, Jan. 28, 2003.

\* Jakarta is regarded as an agglomeration of 5 municipalities from 1970. Including the Municipality of Sorong

\*\* Excluding two new provinces in Irian Jaya

Article 72 of Law No. 5/1974 on regional administration. From 1980 until the next census year of 1990, only one new municipality was added while 20 *kotifs* were formed.<sup>13</sup>

In 1990s, 18 municipalities were added to the 55 existing ones. They were promoted as *kotamadya* by each law (See **Table 5**)

<sup>13</sup>See, *Indonesia. Sekretariat Negara (1981-1991), Lembaran Negara Republik Indonesia, Tahun 1980-1990*.

**Table 5**

**Establishment of New Municipalities in Indonesia  
from 1980 and 2002**

Name of New Municipalities (Province's Name)	Year		Year	
	1 <sup>(1)</sup>	Law No.	2 <sup>(2)</sup>	Law No.
1. Batam (Riau)			1983	PP No. 34
2. Bitung (North Sulawesi)	1975	4 <sup>(3)</sup>	1990	7 <sup>(4)</sup>
3. Denpasar (Bali)	1978	PP No. 20	1992	UU No. 1
4. Tangerang (West Java - Banten)	1981	PP No. 50	1993	UU No. 2
5. Mataram (West Nusa Tenggara)	1978	PP No. 21	1993	UU No. 4
6. Jayapura (Irian Jaya)	1979	PP No. 26	1993	UU No. 6
7. Palu (Central Sulawesi)	1978	PP No. 18	1994	UU No. 4
8. Kendari (Southeast Sulawesi)	1978	PP No. 19	1995	UU No. 6
9. Kupang (West Timor)	1978	PP No. 22	1996	UU No. 5
10. Bekasi (West Java)	1981	PP No. 48	1996	UU No. 9
11. Tarakan (East Kalimantan)	1981	PP No. 47	1997	UU No. 29
12. Banjarbaru (South Kalimantan)	1975	PP No. 26	1999	UU No. 9
13. Ternate (Maluku)	1981	PP No. 45	1999	UU No. 11
14. Metro (Lampung)	1986	PP No. 34	1999	UU No. 12
15. Depok (West Java)	1981	PP No. 43	1999	UU No. 15
16. Cilegon (West Java - Banten)	1986	PP no. 40	1999	UU No. 15
17. Dumai (Riau)	1979	PP No. 8	1999	UU No. 16
18. Sorong (Irian Jaya)	1996	PP No. 31	1999	UU No. 45
19. Bontang (East Kalimantan)	1989	PP No. 20	1999	UU No. 47
20. Batam (Riau) <sup>(5)</sup>			1999	UU No. 53
21. Lhokseumawe (Aceh - N.A.D.)	1986	PP No. 32	2001	UU No. 2
22. Langsa (Aceh - N.A.D.)	1991	PP No. 64	2001	UU No. 3
23. Padang Sidempuan (West Sumatra)	1982	PP No. 32	2001	UU No. 4
24. Tanjung Pinang (Riau - Riau Islands)	1982	PP No. 31	2001	UU No. 5
25. Prabumulih (South Sumatra)	1982	PP No. 18	2001	UU No. 6
26. Lubuk Linggau (South Sumatra)	1993	PP No. 12	2001	UU No. 7
27. Pagar Alam (South Sumatra)	1991	PP No. 63	2001	UU No. 8
28. Cimahi (West Java)	1975	PP No. 29	2001	UU No. 9
29. Tasikmalaya (West Java)	1976	PP No. 22	2001	UU No. 10
30. Batu (East Java)	1993	PP No. 12	2001	UU No. 11
31. Singkawang (West Kalimantan)	1981	PP No. 49	2001	UU No. 12
32. Bau-Bau (Southeast Kalimantan)	1981	PP No. 40	2001	UU No. 13
33. Palopo (South Sulawesi)	1986	PP No. 42	2002	UU No. 11
34. Pariaman (West Sumatra)	1986	PP No. 33	2002	UU No. 12
35. Bima (West Nusa Tenggara)	1998	PP No. 77	2002	UU No. 13
36. Banjar (West Java)	1991	PP No. 54	2002	UU No. 27

Source: Sekretariat Negara... and *Himpunan Peraturan Perundang-undangan, Indonesia*.

<sup>(1)</sup> The year of promotion to *kotif*

<sup>(2)</sup> The year of promotion to municipality

<sup>(3)</sup> PP or *peraturan pemerintah* means government regulation

<sup>(4)</sup> UU or *undang-undang* mean law

<sup>(5)</sup> Batam was designated as *kotamadya* in 1983, even without an assembly of its own. Only in 1999, pursuant to Article 18 of UU 53/1999, when it was decided to form a local assembly.

in 1990s. Another 16 municipalities (called *kota* after the enactment of Law No. 22/1999) were added between 2001 and 2002. All of these 34 municipalities were promoted from their former status as *kotifs*. In early 2003, two more municipalities were formed, namely Tidore Kepulauan in North Maluku Province and Tomohon in North Sulawesi Province.

**Table 4** and **Table 5** show that no municipalities were formed after 1970 in Central Java Province, while only one was formed in East Java Province. Most of the newly formed 44 municipalities after 1961 are dispersed outside Java. Only seven of them, which have experienced rapid population increase, are located in the former West Java Province. Although the detailed reasons are not available, four *kotifs* (Cilacap, Purwokerto, Purbalingga, and Klaten) in Central Java and one *kotif* (Jember) in East Java were not promoted as municipalities until the end of 2002.

### 3.2. Population Increase of Municipal Areas in Indonesia

In this sub-section, the rate of population increase in municipal area in 1961, 1971, 1980, 1990 and 2000 are compared.

Comparing **Table 6** with **Table 1**, it is obvious that the rate of population of municipal areas is by far lower than that of the urban *desas*. One of the population forecasts reveals that the ratio of urban *desa*'s population will surpass 50% in early 2010s [*Chotib*

**Table 6**

**Ratio of Population of Municipal Areas and  
Non-municipal Areas in Indonesia**

	Municipal Area ( <i>kota</i> )	Non-municipal Area ( <i>kabupaten</i> )
Year 1961	11.1	88.9
Year 1971	12.5	87.5
Year 1980	14.3	85.7
Year 1990	15.6	84.4
Year 2000	18.8	81.2

Source: Calculated from *BPS*, (1963) p. 10-13, (1972) p. 21-114, (1981) p. 5-6, (1992-b) p. 99-176, (2000) p. 11-38.

(1997), p. 53], but it is hard to predict when that of the municipal areas will surpass 50%.

The newly formed municipalities are generally small in terms of population size. Most of them have only around 100,000 to 150,000 inhabitants. Small new municipalities are located outside of Java Island, such as Pariaman in West Sumatra that has only 73,762 people in 2000; two years before it was promoted. However, four exceptionally large municipalities were established in the former West Java Province such as Tangerang (with over 900,000 residents in 1990), Bekasi (with over 900,000 residents in 1995), Depok (with over 800,000 residents in 1998), and Tasikmalaya (with over 500,000 in 2000). Although Government Regulation No. 129/2000 regulates detail requirements for promotion as a municipality, it seems that population size is only a small part of the whole requirements.<sup>14</sup>

### 3.3. Increase of Cities in Japan

It is evident that Japan is still in the process of merger in the field of regional administration. **Table 7** clearly shows that tens of thousands of towns and villages were reduced to 2,500 units in 120 years. On the contrary, the total number of prefectures is very stable. For 84 years before Okinawa's restoration in 1972, the number was maintained at 46 prefectures.

The requirements on the establishment of a city in Japan are not so strict. **1.** The minimum population has to be above 50,000.<sup>15</sup> **2.** 60% of the households have to be concentrated in a densely populated city area. **3.** The rate of the population of non-agricultural workers and their households has to be over 60%. Once promoted as cities, they could still maintain their original status although a serious population decrease is inevitable.<sup>16</sup>

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<sup>14</sup>The details of the requirements are explained in *Himpunan Peraturan Perundang-undangan ... 2000*, p. 1214-1226.

<sup>15</sup>The minimum population varies from 30,000 to 50,000 according to eras.

<sup>16</sup>The population of Utashinai and Yubari City in Hokkaido is only 5,941 and 14,791 respectively (2000). A lot of coal mining workers and their families left the cities wherein coal mining industries were dominant like several cities in Hokkaido and northern Kyushu after the energy shifts to petroleum in 1960s.

An interesting increase in number can be seen in that of cities. The policy on integrating cities, towns and villages (*shi-cho-son-gappei*) was accelerated after the promulgation of the merger promotion law (*shi-cho-son-gappei sokushin-ho*: Law No. 258/1953) in 1953. This law was succeeded by another law (*shi-cho-son-gappei tokurei-ho*: Law No. 6/1965) in 1965, the enforcement of which was extended three times (1975, 1985, 1995), and each time the government presented new incentives for merger. Eventually, the total number of the local governments decreased to about 3,200 at the end of the last century.

The policies to decrease local governments were strengthened since the promulgation of the package law on regional autonomy in 1999. The revised merger promotion law, which is one of the revised versions of the package law, grants many privileges to local government in terms of financial and other assistance in case of merger before March of 2005.<sup>17</sup> So, it is very natural to expect a big fall in number of local governments in the near future.

Will the number of cities also decrease? The answer to this question seems dependent on each region. There are many small and densely populated cities in Mega Urban Regions such as *Keihinyo*, *Chukyo* or *Keihanshin*. In such regions, there may be many cases of merger between cities; thereby decreasing the total number of cities.<sup>18</sup> But in depopulated regions, many cases of merger between towns and villages will take place toward the creation of new cities. So the total number of cities is expected to increase. These new cities will of course have wide territories and low population densities. Today, a lot of regional councils discuss about the possibility of merger (*gappei-kyogi-kai*),<sup>19</sup> which was established in Japan as a first stage toward merger.

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<sup>17</sup>Especially in the fields of local bond, local assembly's quota, and population requirement.

<sup>18</sup>For example, after entering 21st century, two cities in the *Keihinyo* region were formed. They are Nishi-Tokyo City in Tokyo-to as a product of the merger of Tanashi and Hoya cities, and Saitama City in Saitama-ken as the product of merger of Urawa, Omiya and Yono cities. The latter will be promoted as a GODC in 2003.

<sup>19</sup>Only 26 *gappei-kyogi-kais* were established before September 2001. But the number of them increased remarkably, until 1,618 local governments became members of them in January 2003, including seven cases of merger beyond the boundary of exiting prefectures.

Table 7

**Number of Prefectures, Cities, Towns and Villages in Japan**

Year	Pref.	Cities	Towns	Villages
July, 1871	309	n.a.	n.a.	n.a.
Dec. 1871	75	n.a.	n.a.	n.a.
1883	n.a.	19	12,194	59,284
1888	46	n.a.	n.a.	n.a.
1889	46	39	15,820 (T&V)	
1943	46	n.a.	n.a.	n.a.
1947	46	210	1,784	8,511
1953	46	286	1,966	7,616
1956	46	495	1,870	2,303
1965	46	560	2,005	827
1972	47	n.a.	n.a.	n.a.
1996	47	666	1,990	576
2000	47	672	2,558 (T&V)	
2002	47	675	1,981	562

Source: 1871-1996 data from Japan Institute... p. 221, while 2000 data from Japan. Management... *Japan Statistical Yearbook 2002*, p. 36. 2002 data from Internet (<http://www.soumu.go.jp/gapei/>).

### 3.4. Population Increase of City Areas in Japan

As **Table 8** shows, the population of city areas (*shi-bu*) and non-city areas (*gun-bu*) became equal in 1950s. The total population of *shi-bu* swelled especially between 1953 and 1956, the years of enforcement of the merger promotion laws. Japan began to experience rapid process of industrialization after that epoch. In the early 1970's, the growing rate of population in *shi-bu* slowed down, but is still reached near 80%.

If the ratio of the population of *shi-bu* is compared with that of DID's population, it is obvious that the former is always higher than the latter since 1960.<sup>20</sup> The former is still expected to grow for several percentages between 2003 and 2005 because the on-going local governments merger will surely decrease the population of

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<sup>20</sup>If based on the projection of a demographer named Atsushi Otomo on DID's population ratio before 1960, the DID's population ratios before 1940 is higher than that of *shi-bu*. See, *Japan Seen from...* p. 35.

**Table 8**

**Ratio of Population of City Area (*shi-bu*) and  
Non-city Area (*gun-bu*) in Japan**

	City Area	Non-city Area
Year 1920	18.0	82.0
Year 1930	24.0	76.0
Year 1940	37.7	62.3
Year 1950	37.3	62.7
Year 1960	63.3	36.7
Year 1970	72.1	27.9
Year 1980	76.2	23.8
Year 1990	77.4	22.6
Year 2000	78.7	21.3

Source: Statistical Information Institute for Consulting and Analysis [*Tokei joho kenkyu kaihatsu senta*] (through internet <http://www.sinfonica.or.jp>) for year 1920-1990; *Japan Seen From ....* p. 34 for year 2000.

*gun-bu*, leading to the further widening of disparity between the two indices.

As an urbanization index, the ratio of the population of *shi-bu* is widely used for international comparison in many publications of the United Nations, like that of urban *desas* in Indonesia. It is clear that the most proper combination of the indices should be that of DIDs and that of urban *desas*.

#### **4. PATTERNS OF POPULATION DISTRIBUTION AND PROSPECTS FOR URBANIZATION IN THE AGE OF DECENTRALIZATION**

##### **4.1. Population Distribution and the Formation of Mega Urban Regions in Indonesia**

In this section, the focus is on the patterns of population distribution in relation to the formation of Mega Urban Regions (MURs) in both countries.

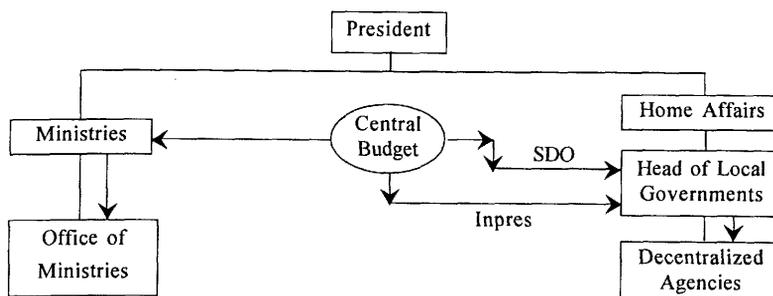
If **Table 9** and **Table 10** are examined, the population concentration in Indonesia after 1961 provides us several points. First, it is obvious that the total population of West Java and its proportion increased remarkably. The area, consisting of Jakarta S.C.R. and

## ERRATA

Figure 1 of the page 118 and Table 5 of the page 223 should be as follows

**Figure 1**

### Structure of Government and Intergovernmental Fiscal Relation



**Table 5**

### Establishment of New Municipalities in Indonesia from 1980 to 2002

Name of New Municipalities (Province's Name)	Year		Year	
	1 <sup>(1)</sup>	Law No.	2 <sup>(2)</sup>	Law No.
1. Batam (Riau→Riau Islands)			1983	PP No. 34
2. Bitung (North Sulawesi)	1975	PP No. 4 <sup>(3)</sup>	1990	UU No. 7 <sup>(4)</sup>
3. Denpasar (Bali)	1978	PP No. 20	1992	UU No. 1
4. Tangerang (West Java→Banten)	1981	PP No. 50	1993	UU No. 2
5. Mataram (West Nusa Tenggara)	1978	PP No. 21	1993	UU No. 4
6. Jayapura (Irian Jaya)	1979	PP No. 26	1993	UU No. 6
7. Palu (Central Sulawesi)	1978	PP No. 18	1994	UU No. 4
8. Kendari (Southeast Sulawesi)	1978	PP No. 19	1995	UU No. 6
9. Kupang (East Nusa Tenggara)	1978	PP No. 22	1996	UU No. 5
10. Bekasi (West Java)	1981	PP No. 48	1996	UU No. 9
11. Tarakan (East Kalimantan)	1981	PP No. 47	1997	UU No. 29
12. Banjarbaru (South Kalimantan)	1975	PP No. 26	1999	UU No. 9
13. Ternate (Maluku)	1981	PP No. 45	1999	UU No. 11
14. Metro (Lampung)	1986	PP No. 34	1999	UU No. 12
15. Depok (West Java)	1981	PP No. 43	1999	UU No. 15
16. Cilegon (West Java→Banten)	1986	PP No. 40	1999	UU No. 15
17. Dumai (Riau)	1979	PP No. 8	1999	UU No. 16
18. Sorong (Irian Jaya)	1996	PP No. 31	1999	UU No. 45
19. Bontang (East Kalimantan)	1989	PP No. 20	1999	UU No. 47
20. Batam (Riau→Riau Islands) <sup>(5)</sup>			1999	UU No. 53
21. Lhokseumawe (Aceh→N.A.D.)	1986	PP No. 32	2001	UU No. 2
22. Langsa (Aceh→N.A.D.)	1991	PP No. 64	2001	UU No. 3
23. Padang Sidempuan (West Sumatra)	1982	PP No. 32	2001	UU No. 4
24. Tanjung Pinang (Riau→Riau Islands)	1982	PP No. 31	2001	UU No. 5
25. Prabumulih (South Sumatra)	1982	PP No. 18	2001	UU No. 6
26. Lubuk Linggau (South Sumatra)	1993	PP No. 12	2001	UU No. 7
27. Pagar Alam (South Sumatra)	1991	PP No. 63	2001	UU No. 8
28. Cimahi (West Java)	1975	PP No. 29	2001	UU No. 9
29. Tasikmalaya (West Java)	1976	PP No. 22	2001	UU No. 10
30. Batu (East Java)	1993	PP No. 12	2001	UU No. 11
31. Singkawang (West Kalimantan)	1981	PP No. 49	2001	UU No. 12
32. Bau-Bau (Southeast Kalimantan)	1981	PP No. 40	2001	UU No. 13
33. Palopo (South Sulawesi)	1986	PP No. 42	2002	UU No. 11
34. Pariaman (West Sumatra)	1986	PP No. 33	2002	UU No. 12
35. Bima (West Nusa Tenggara)	1998	PP No. 77	2002	UU No. 13
36. Banjar (West Java)	1991	PP No. 54	2002	UU No. 27

Source: Indonesia. *Sekretariat Negara... and Himpunan Peraturan Perundang-undangan...*

<sup>(1)</sup> The year of promotion to *kotif*

<sup>(2)</sup> The year of promotion to municipality

<sup>(3)</sup> PP or *peraturan pemerintah* means government regulation

<sup>(4)</sup> UU or *undang-undang* means law

<sup>(5)</sup> Batam was designated as *kotamadya* in 1983, even without an assembly of its own. Only in 1999, pursuant to Article 18 of UU 53/1999, when it was decided to form a local assembly.

Table 9

**Population of Indonesia by Provinces / Percentage to  
National Population**

Province/Census Year	Area (%) (in 1993)	1961		1971		1980		1990		2000	
		thou- sands	(%)								
N.A.D.	2.88	1,629	1.7	2,009	1.7	2,611	1.8	3,416	1.9	1,735	0.9
North Sumatra	3.69	4,965	5.1	6,622	5.6	8,361	5.7	10,252	5.7	11,507	5.7
West Sumatra	2.59	2,319	2.4	2,793	2.3	3,407	2.3	4,000	2.2	4,242	2.1
Riau	4.93	1,235	1.3	1,642	1.4	2,169	1.5	3,279	1.8	4,755	2.4
Jambi	2.34	744	0.8	1,006	0.8	1,446	1.0	2,018	1.1	2,407	1.2
South Sumatra	5.48	2,774	2.9	3,441	2.9	4,630	3.1	6,312	3.5	6,857	3.4
Bangka-Belitung Is.	--	--	--	--	--	--	--	--	--	899	0.4
Bengkulu	1.10	406	0.4	519	0.4	768	0.5	1,179	0.7	1,562	0.8
Lampung	1.74	1,668	1.7	2,777	2.3	4,625	3.1	6,016	3.3	6,649	3.3
Banten	--	--	--	--	--	--	--	--	--	8,097	4.0
Jakarta S.C.R.	0.03	2,973	3.1	4,579	3.8	6,503	4.4	8,227	4.6	8,347	4.1
West Java	2.41	17,615	18.1	21,624	18.1	27,454	18.5	35,382	19.7	35,723	17.8
Central Java	1.78	18,407	19.0	21,877	18.4	25,373	17.2	28,516	15.9	30,924	15.4
Yogyakarta S.R.	0.17	2,241	2.3	2,489	2.1	2,751	1.9	2,913	1.6	3,120	1.6
East Java	2.50	21,823	22.5	25,517	21.4	29,189	19.8	32,488	18.1	34,766	17.3
Bali	0.29	1,783	1.8	2,120	1.8	2,470	1.7	2,777	1.5	3,147	1.6
West Nusa Tenggara	1.05	1,808	1.9	2,204	1.8	2,725	1.8	3,369	1.9	3,831	1.9
East Nusa Tenggara	2.49	1,967	2.0	2,295	1.9	2,737	1.9	3,268	1.8	3,808	1.9
East Timor	0.78	--	--	--	--	555	0.4	748	0.4	--	--
West Kalimantan	7.65	1,581	1.6	2,020	1.7	2,486	1.7	3,228	1.8	3,733	1.9
Central Kalimantan	7.95	497	0.5	703	0.6	954	0.6	1,396	0.8	1,801	0.9
South Kalimantan	1.96	1,473	1.5	1,699	1.4	2,065	1.4	2,597	1.4	2,976	1.5
East Kalimantan	10.55	551	0.5	734	0.6	1,218	0.8	1,875	1.0	2,443	1.2
North Sulawesi	0.99	1,310	1.3	1,719	1.4	2,115	1.4	2,477	1.4	1,973	1.0
Gorontalo	--	--	--	--	--	--	--	--	--	830	0.4
Central Sulawesi	3.63	693	0.7	914	0.8	1,290	0.9	1,703	1.0	2,012	1.0
South Sulawesi	3.79	4,517	4.7	5,181	4.3	6,062	4.1	6,981	3.9	7,802	3.9
Southeast Sulawesi	1.44	560	0.6	714	0.6	942	0.6	1,349	0.8	1,776	0.9
Maluku	3.88	790	0.8	1,090	0.9	1,411	1.0	1,853	1.0	1,150	0.6
North Maluku	-	-	-	-	-	-	-	-	-	670	0.3
Papua	21.99	758	0.8	923	0.8	1,174	0.8	1,630	0.9	1,698	0.8
The Whole Country	(100)	97,086	(100)	119,208	(100)	147,490	(100)	179,248	(100)	*201,242	(100)

Source: BPS, *Statistical Yearbook of Indonesia Year 1985*, p. 60-61 for 1961, 1971, 1980, BPS (1992-a), p. 33 for 1990, BPS (2001-a), p. 57 for 2000.

\* Lacks 1,025,960 in urban area and 3,575,237 in rural area. About half of them are from the data of N.A.D.

former West Java Province (now Banten and West Java provinces), contains 25.9% of the total population of Indonesia in 2000 although its proportion is only 21.2% in 1961.

The second point is the relatively high rate of increase in sparsely populated provinces outside Java, such as Riau, Jambi, Bengkulu, Lampung, Central Kalimantan, East Kalimantan, Cen-

**Table 10**

**Population Growth Rate Per Year  
by Provinces in Indonesia**

Province/Year	1961-1971	1971-1980	1980-1990	1990-2000
N.A.D.	2.14	2.93	2.72	1.67
North Sumatra	2.95	2.60	2.06	1.17
West Sumatra	1.90	2.21	1.62	0.57
Riau	2.92	3.11	4.31	3.79
Jambi	3.09	4.07	3.38	1.80
South Sumatra	2.20	3.32	3.09	2.15
Bengkulu	2.51	4.39	4.38	1.83
Lampung	5.29	5.77	2.65	1.05
Jakarta S.C.R.	4.46	3.93	2.41	0.16
West Java	2.09	2.66	2.57	2.17
Central Java	1.76	1.64	1.18	0.82
Yogyakarta S.R.	1.07	1.10	0.57	0.68
East Java	1.59	1.49	1.08	0.63
Bali	1.77	1.69	1.18	1.22
West Nusa Tenggara	2.02	2.36	2.15	1.31
East Nusa Tenggara	1.57	1.95	1.79	1.92
West Kalimantan	2.51	2.31	2.68	1.53
Central Kalimantan	3.56	3.43	3.88	2.67
South Kalimantan	1.45	2.16	2.32	1.40
East Kalimantan	2.94	5.73	4.42	2.74
North Sulawesi	2.78	2.31	1.60	1.35
Central Sulawesi	2.83	3.86	2.87	1.97
South Sulawesi	1.40	1.74	1.42	1.14
Southeast Sulawesi	2.49	3.09	3.66	2.86
Maluku	3.31	2.88	2.78	0.65
Irian Jaya	n.a.	2.67	3.41	2.60

Source: BPS (2000), *Penduduk Indonesia: Hasil Sensus Penduduk 2000*, p. 161.

tral Sulawesi, and Southeast Sulawesi. These provinces are known as major provinces that have been absorbing immigrants who are mainly from Java Island.

**Table 11** explains the third point. Three characteristics of big municipalities in terms of population can be extracted.

First, the sharp decline of increase rates in Jakarta, Surabaya, Bandung, Semarang, Medan, Padang and Malang from 1990 to 2000 probably implies that the population of these municipalities

**Table 11**

**Population Growth Rate Per Year in 18 Major  
Municipalities in Indonesia that have Population over 500,000**

<b>Municipality (Province) / Year</b>	<b>1961-71</b>	<b>1971-80</b>	<b>1980-90</b>	<b>1990-2000</b>
Population: 1,000,000 <				
Jakarta* (Jakarta S.C.R)	4.46	3.93	2.41	0.16
Surabaya (East Java)	4.49	2.95	2.05	0.43
Bandung (West Java)	2.15	2.20	3.47	0.41
Medan (North Sumatra)	2.90	**8.88	2.30	0.97
Semarang (Central Java)	2.57	**5.12	2.00	0.75
Palembang (South Sumatra)	2.09	3.36	3.78	2.42
Ujung Pandang (South Sulawesi)	1.26	**5.52	2.91	1.51
Bekasi (West Java)	--	--	--	9.24
Tangerang (Banten)	--	--	12.23	3.53
Depok (West Java)	--	--	--	14.40
Population: 500,000 to 1,000,000				
Padang (West Sumatra)	3.20	**10.35	2.76	1.24
Pekan Baru (Riau)	7.51	2.79	**7.91	3.99
Bandar Lampung (Lampung)	4.08	4.00	**8.40	1.61
Bogor (West Java)	2.45	2.60	0.94	**10.97
Malang (East Java)	2.17	2.13	3.12	0.78
Denpasar (Bali)	--	--	--	--
Banjarmasin (South Kalimantan)	2.81	3.38	2.36	1.05
Samarinda (East Kalimantan)	7.12	7.44	4.40	2.59
Indonesia	2.10	2.32	1.97	***1.35

Source: *BPS (2000), Penduduk Indonesia: Hasil Sensus Penduduk 2000*, p. 161-184.

\* Agglomeration of 5 municipalities of Jakarta S.C.R.

\*\* These high increase in rate is said to be attributed to the expansion of municipal area.

\*\*\* 2000 data includes estimated figures.

has almost reached or is reaching a saturation point. However, it is widely acknowledged that the areas outside of these municipalities continue to grow and are experiencing a rapid population increase. These phenomena are known as “urban sprawls.” The second is the amazing speed of population growth of Jakarta S.C.R.’s adjacent municipalities, such as Tangerang, Bekasi, and Depok. These municipalities have tripled their populations in 10 years or less in 1980s or 1990s. The contribution of Jakarta S.C.R. and West Java for the manufacturing employment is said to occupy 45.9% of the whole

sector in Indonesia in 1995. They occupied only 34.3% in 1976, only 3.7% higher than that of East Java.<sup>21</sup> This amazing speed of the share increase seems to be parallel with the rapid population increase of the Jakarta S.C.R's adjacent municipalities. The third is on capital municipalities of each province outside Java Island where a lot of immigrants have been accepted, such as Pekan Baru, Bandar Lampung and Samarinda. As **Table 11** shows, these municipalities indicated constant high increase in population rate from 1961 to 2000 censuses. The provinces in which these municipalities belong to also show a high increase in population rate.

These big municipalities are now spreading to the outskirts and forming MURs around the core municipalities. As **Table 11** shows, seven MURs centered at big core municipalities (over 1 million population, excluding Bekasi, Tangerang and Depok) are recognized in Indonesia. They are *Jabotabek*<sup>22</sup> (Greater Jakarta), Bandung Raya (Greater Bandung), Semarang Raya (Greater Semarang), *Gerbangkertosusilo*<sup>23</sup> (Greater Surabaya) in Java Island, *Mebidang*<sup>24</sup> (Greater Medan), Palembang Raya (Greater Palembang) in Sumatra Island and Ujung Pandang Raya (Greater Ujung Pandang, now Makassar Raya) in Sulawesi Island. They are experiencing a very rapid process of urbanization without exceptions, and forming regional economic centers. Agglomeration of urbanized areas will probably form a corridor of economic development after merging one MUR with another MUR, or one MUR and adjacent municipalities. For example *Jabotabek* will be connected to Bandung Raya in the future, Semarang Raya with Yogyakarta and Surakarta municipality areas after connecting with the regencies of Kudus and Jepara, and *Gerbangkertosusilo* will probably extend to the south connecting with Malang Municipality.

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<sup>21</sup>Calculated from Kuncoro, p. 278.

<sup>22</sup>This term stands for "Jakarta-Bogor-Tangerang-Bekasi" that forms the capital metropolitan area. This area is now extending to the regencies of Serang and Karawang. See, Kuncoro, p. 284.

<sup>23</sup>This term stands for "Gresik-Bangkalan-Mojokerto-Surabaya-Sidoarjo-Lamongan". See, Chotib (2000), p. 9.

<sup>24</sup>This term stands for "Medan-Binjai-Deli-Serdang". Ibid.

## 4.2. Population Distribution and the Formation of Mega Urban Regions in Japan

As it is clear from Table 12 that there are three centers of population growth in Japan. The most populated center is *Keihin*yo MUR consisting of Saitama, Chiba, Tokyo and Kanagawa prefectures. The

Table 12

### Population of Japan by Prefectures / Percentage to National Population

Name of Prefectures/ Year Area	1960		1970		1980		1990		2000		
	(%)	thou- sands	(%)	thou- sands	(%)	thou- sands	(%)	thou- sands	(%)	thou- sands	
Hokkaido	21.03	5,039	5.3	5,184	5.0	5,576	4.8	5,644	4.6	5,683	4.5
Aomori-ken	2.58	1,427	1.5	1,428	1.4	1,524	1.3	1,483	1.2	1,476	1.2
Iwate-ken	4.10	1,449	1.5	1,371	1.3	1,422	1.2	1,417	1.1	1,416	1.1
Miyagi-ken	1.95	1,743	1.8	1,819	1.7	2,082	1.8	2,249	1.8	2,365	1.9
Akita-ken	3.11	1,336	1.4	1,241	1.2	1,257	1.1	1,227	1.0	1,189	0.9
Yamagata-ken	2.50	1,321	1.4	1,226	1.2	1,252	1.1	1,258	1.0	1,244	1.0
Fukushima-ken	3.70	2,051	2.2	1,949	1.9	2,035	1.7	2,104	1.7	2,127	1.7
Ibaraki-ken	1.63	2,047	2.2	2,144	2.0	2,558	2.2	2,845	2.3	2,985	2.4
Tochigi-ken	1.72	1,514	1.6	1,580	1.5	1,792	1.5	1,935	1.6	2,005	1.6
Gumma-ken	1.71	1,578	1.7	1,659	1.6	1,849	1.6	1,996	1.6	2,025	1.6
Keihin											
yo Mega Urban Region											
(Following 4 Pref.)	3.64	17,864	18.9	24,113	23.0	28,697	24.5	31,796	25.7	33,413	26.3
Saitama-ken	1.02	2,431	2.6	3,866	3.7	5,420	4.6	6,405	5.2	6,938	5.5
Chiba-ken	1.38	2,306	2.4	3,367	3.2	4,735	4.0	5,555	4.5	5,926	4.7
Tokyo-to	0.59	9,684	10.3	11,408	10.9	11,618	9.9	11,856	9.7	12,059	9.5
Kanagawa-ken	0.65	3,443	3.7	5,472	5.2	6,924	5.9	7,980	6.5	8,490	6.7
Niigata-ken	3.37	2,442	2.6	2,361	2.3	2,451	2.1	2,475	2.0	2,476	2.0
Toyama-ken	1.14	1,033	1.1	1,030	1.0	1,103	0.9	1,120	0.9	1,121	0.9
Ishikawa-ken	1.12	973	1.0	1,002	1.0	1,119	1.0	1,165	0.9	1,181	0.9
Fukui-ken	1.12	753	0.8	744	0.7	794	0.7	824	0.7	829	0.7
Yamanashi-ken	1.20	782	0.8	762	0.7	804	0.7	853	0.7	888	0.7
Nagano-ken	3.64	1,981	2.1	1,957	1.9	2,084	1.8	2,157	1.7	2,214	1.7
Shizuoka-ken	2.09	2,756	2.9	3,090	3.0	3,447	2.9	3,671	3.0	3,767	3.0
Chukyo Mega Urban Region											
(Following 3 Pref.)	5.77	7,329	7.8	8,688	8.3	9,869	8.4	10,551	8.5	11,008	8.7
Gifu-ken	2.84	1,638	1.7	1,759	1.7	1,960	1.7	2,067	1.7	2,108	1.7
Aichi-ken	1.38	4,206	4.5	5,386	5.1	6,222	5.3	6,691	5.4	7,043	5.5
Mie-ken	1.55	1,485	1.6	1,543	1.5	1,687	1.4	1,793	1.5	1,857	1.5
Shiga-ken	1.08	843	0.9	890	0.9	1,080	0.9	1,222	1.0	1,343	1.1
Keihanshin Mega Urban Region											
(Following 4 Pref.)	4.99	12,185	12.9	15,468	14.8	17,353	14.8	18,117	14.7	18,443	14.5
Kyoto-fu	1.24	1,993	2.1	2,250	2.1	2,527	2.2	2,602	2.1	2,644	2.1
Osaka-fu	0.51	5,505	5.8	7,620	7.3	8,473	7.2	8,735	7.1	8,805	6.9
Hyogo-ken	2.25	3,906	4.1	4,668	4.5	5,144	4.4	5,405	4.4	5,551	4.4
Nara-ken	0.99	781	0.8	930	0.9	1,209	1.0	1,375	1.1	1,443	1.1

Wakayama-ken	1.27	1,002	1.1	1,403	1.0	1,087	0.9	1,074	0.9	1,070	0.8
Tottori-ken	0.94	599	0.6	569	0.5	604	0.5	616	0.5	613	0.5
Shimane-ken	1.80	889	0.9	774	0.7	785	0.7	781	0.6	761	0.6
Okayama-ken	1.91	1,670	1.8	1,707	1.6	1,871	1.6	1,926	1.6	1,951	1.5
Hiroshima-ken	2.27	2,184	2.3	2,436	2.3	2,739	2.3	2,850	2.3	2,879	2.3
Yamaguchi-ken	1.64	1,602	1.7	1,511	1.4	1,587	1.4	1,573	1.3	1,528	1.2
Tokushima-ken	1.11	847	0.9	791	0.8	825	0.7	833	0.7	824	0.6
Kagawa-ken	0.50	919	1.0	908	0.9	1,000	0.9	1,023	0.8	1,023	0.8
Ehime-ken	1.52	1,501	1.6	1,418	1.4	1,507	1.3	1,515	1.2	1,493	1.2
Kochi-ken	1.91	855	0.9	787	0.8	831	0.7	825	0.7	814	0.6
Fukuoka-ken	1.33	4,007	4.2	4,027	3.8	4,553	3.9	4,811	3.9	5,016	4.0
Saga-ken	0.65	943	1.0	838	0.8	866	0.7	878	0.7	877	0.7
Nagasaki-ken	1.10	1,760	1.9	1,570	1.5	1,591	1.4	1,563	1.3	1,517	1.2
Kumamoto-ken	1.99	1,856	2.0	1,700	1.6	1,790	1.5	1,840	1.5	1,859	1.5
Oita-ken	1.70	1,240	1.3	1,156	1.1	1,229	1.0	1,237	1.0	1,221	1.0
Miyazaki-ken	2.07	1,135	1.2	1,051	1.0	1,152	1.0	1,169	0.9	1,170	0.9
Kagoshima-ken	2.46	1,963	2.1	1,729	1.7	1,785	1.5	1,798	1.5	1,786	1.4
Okinawa-ken	0.61	883	0.9	945	0.9	1,107	0.9	1,222	1.0	1,318	1.0
The Whole Japan	(100)	94,302	(100)	104,665	(100)	117,060	(100)	123,611	(100)	126,919	(100)

Source: Japan. Management... *Japan Statistical Yearbook 2002*, p. 34-35. Percentages of the areas are from "Japan. Ministry... (2002) p. 12". Percentages of the populations were calculated by the author.

second populated center is *Keihanshin* MUR consisting of Kyoto, Osaka, Hyogo and Nara prefectures. The third center is *Chukyo* MUR consisting of Gifu, Aichi and Mie prefectures.<sup>25</sup>

Looking at the population increase and the ratio of population of these areas to the national population, a rapid growth is so apparent. The *Keihin* MUR has increased its population proportion to the whole country from 18.9% in 1960 to 26.3% in 2000. The population of Saitama, Chiba, and Kanagawa prefectures in 2000 has grown 2.85, 2.57 and 2.47 times respectively from that of 1960.

The *Keihanshin* MUR also has increased its population proportion from 12.9% to 14.5% in 40 years, although it decreased by 0.2% from 1970s. The population of Osaka, Hyogo and Nara prefecture in 2000 has grown 1.60, 1.42, and 1.85 times respectively from 1960.

The *Chukyo* MUR that is located between former two MURs also increased its proportion from 7.8% to 8.7% in 40 years. The

<sup>25</sup>There are two other definitions of the MURs of Japan, especially those of three major MURs. The first is the region within 50 kilometers radius from each municipal office of Tokyo, Osaka and Nagoya. The second is determined by breaking down to the level of *shi*, *machi*, *mura* that are contiguous with core metropolises. The second definition that was used for the *Keihin*, *Chukyo* and *Keihanshin* MURs in **Table 13** seems to be the most precise one.

**Table 13**

**Population in Seven Mega Urban Regions in Japan  
(in thousands)**

Name of the MUR/Year	1970	1980	1990	1995	2000
Sapporo*	1,010	1,401	1,672	1,757	1,822
Sendai*	545	665	***918	971	1,008
Keihinyo**	23,457	28,645	32,158	33,637	n.a.
Chukyo**	6,634	7,800	8,427	8,766	n.a.
Keihanshin**	15,390	17,064	18,431	18,967	n.a.
Hiroshima*	542	***987	1,086	1,109	1,126
Kitakyushu-Fukuoka*	1,895	2,153	2,263	2,305	2,353

Source: Japan, Management... *Japan Statistical Yearbook 1973/74-2003* and *Japan Seen From Statistics*, p. 37.

\* Total population of the main city/cities only.

\*\* Total population of the main city/cities and its/their contiguous cities, towns and villages.

\*\*\* These rapid increases are attributed to the merger with adjacent areas.

population of Aichi prefecture in 2000 has grown 1.67 times from 1960. Japan experienced a significant change in population distribution since the population proportion of these three areas has grown from 39.6% to 49.5% in 40 years.

On the contrary, eight prefectures (Iwate, Akita, Yamagata, Shimane, Yamaguchi, Kochi, Nagasaki, and Kagoshima) located in remote areas have experienced a serious depopulation. One of the important reasons of this depopulation phenomenon is that a large part of these prefectures are situated out of the commuter belt of the MUR, such as Sendai (Miyagi Pref.), Hiroshima and Kitakyushu-Fukuoka (Fukuoka Pref.). As a result, a massive outflow of workforce from these prefectures has occurred inevitably.

Generally speaking, the population movement in Japan from 1950 to 1970 occurred mainly from the rural areas to the urban areas. This tendency shifted to the "urban to urban" movement from the 1970s. Analyzing **Table 12** and **Table 13**, it is obvious that the population concentration in each MUR still remain. For example, while the population growth rate of Japan from 1990 to 1995 was only 1.6%; that of each MUR was between 1.9 and 5.8%. One of the population projects mentioned that the total population of *Keihinyo*

and *Chukyo* area at the prefecture level is expected to occupy 26.8% and 8.9% of the whole population in 2025.<sup>26</sup>

The Pacific Belt Area has become the most fertile absorption area of the new workforce since 1950. For a long time, inflows of new workforce to this area, where five of seven MURs are involved, are the most remarkable pattern of the population movement in Japan, although it weakened temporarily in the latter half of 1970's. It is anticipated that this population concentration pattern and the expansion of the MURs of Sapporo and Sendai<sup>27</sup> will continue in the first quarter of the 21st century.

## 5. CONCLUDING REMARKS

In this comparative study on urbanization and population distribution in Indonesia and Japan, the other important factors that surely influence the study such as changes on industrial structures and migration patterns from time to time were not dealt with. Nevertheless, in investigating the urbanization indices, the ratio of population of municipalities and cities, and the relationship between the population distribution and the formation of MURs, there are several findings especially on the endless trend of population concentration in the national capital regions. The similarities and differences between the two countries on the subjects of this chapter can be summarized into four points as follows.

The similarities are: (1) The population concentration in the national capital regions, so-called *Jabotabek* and *Keihinryo* regions, is continuing remarkably even after the early 21st century. There are no signs of depopulation in those areas as a whole. (2) The population concentration in the other 6 MURs of Indonesia and Japan is also constant and expanding to adjacent area. These MURs have also been forming economic centers in each area and they are becoming the cores of economic development of each region.

The differences are: (1) The ratio of population of municipal areas in Indonesia is very low compared with that of the urban *desas*.

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<sup>26</sup>Calculated from National Institute... p. 180.

<sup>27</sup>These two metropolitan cities are known as the uni-polar centers of the population concentration each in Hokkaido and Tohoku region (consist of Aomori, Iwate, Miyagi, Akita, Yamagata, and Fukushima prefectures).

On the contrary, the ratio of population of cities in Japan is remarkably higher than that of DIDs since 1960. (2) 36 new municipalities were formed after entering 1990s in Indonesia. 26 of them were established after 1999, the year of promulgation of the two basic decentralization laws. The tendency to form a new municipality or regency (*pemekaran*) seems to continue in several years ahead at least, although the central government often warns people about such a tendency.<sup>28</sup> On the contrary, the revised law of the merger promotion for local governments will surely decrease the total number of local governments in Japan.

In ending this chapter, some ideas of the author on the decentralization policy in Indonesia in relation to her urbanization, population distribution and socio-economic development are indicated below.

Like *Keihinyo* region, for a long time Jakarta S.C.R. and the former West Java Province have been the main absorption area for new labor forces, investments and goods, which have made them the most urbanized regions in Indonesia. The population densities of Jakarta S.C.R. and Bandung Municipality have long been more than 10 thousand per square km. like the Capital District of Tokyo and the City of Osaka, and densely inhabited areas are continuously spreading to their adjacent municipalities and regencies.

Since more and more people are concentrating in this region, more urban problems occurred, such as pollution, traffic jams, housing problems, expansion of the informal sector and so on. After the full-dress decentralization policies were launched in 2001, it seems that a good opportunity to deliberate on more balanced distribution of the centers of socio-economic development has come.

To bring to fruition such opportunity, the central government and the local governments must share a grand-design on regional autonomy in addition to cooperation and coordination in the field of legislation and national/regional development programs. It is also advisable for private sector executives to broaden their horizons to all the corners of the country in order to search for good investment

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<sup>28</sup>It is notable that Minister of Home Affairs, Hari Sabarno indicated the need for the amendment of Government Regulation No. 129/2000 which regulates the requirement in forming new local governments. He announced stricter requirements such as the minimum number of regencies for new provinces or of sub-districts for new regencies/municipalities. See, *Kompas*, Jan. 28-29, 2003.

environments and finally to form a reciprocal relationship with every local government.<sup>29</sup> These efforts seem to be indispensable in the promotion of regional development and population decentralization.

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<sup>29</sup>With regard to this, the Regional Autonomy Watch (*KPPOD*) issued press releases on regional government ranking since January 2002, which lists up the regencies/municipalities that have good investment environment and those that seem to have a lot of possibilities to improve their policies toward a more business oriented one.

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