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## ANALYSIS OF TYPE IMPROVEMENT IN SIDOMUKTI SUB-DISTRICT OF SALATIGA CITY OF CENTRAL JAVA PROVINCE

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### ABSTRACT

*Salatiga City Government has four sub-districts. Three sub-districts already received type A: Sidorejo, Argomulyo, and Tingkir. But, the Sidomukti sub-district is still typed B. The city continues to grow and needs to improve its services. Sidomukti sub-district needs to be upgraded to type-A so that services become more effective. This study is intended to produce an analysis of how to increase the sub-district status to type - A. The research uses a descriptive-analytic method with a formal legal approach.*

*The results show that the general variable score is 100 (one hundred), and the unique variable score is 440 (four hundred and forty). The overall score is 540 (five hundred and forty). The conclusion of the study still places Sidomukti District in the type B sub-district. Regarding PP 18 of 2016 concerning Regional Apparatus for type A sub-district, the minimum score is above 600. This research recommendation proposes a regional expansion to achieve an increase in score of 610.*

**Keywords:** Upgrade, sub-district, Sidomukti, Salatiga

### ABSTRAK

Pemerintah Kota Salatiga memiliki empat kecamatan. Tiga kecamatan tipe A: Sidorejo, Argomulyo dan Tingkir. Kecamatan Sidomukti masih bertipe B. Kota terus bertumbuh butuh meningkatkan pelayanan. Kecamatan Sidomukti perlu ditingkatkan statusnya menjadi tipe –A agar pelayanan menjadi lebih efektif. Penelitian ini dimaksudkan untuk menghasilkan analisis peningkatan status kecamatan menjadi tipe – A. Penelitian menggunakan metode deskriptif analitik dengan pendekatan legal formal.

Hasil penelitian menunjukkan skor variabel umum sejumlah 100 (seratus) dan skor variabel khusus 440 (empat ratus empat puluh). Keseluruhan skor diperoleh 540 (lima ratus empat puluh). Kesimpulan penelitian masih menempatkan Kecamatan Sidomukti berada pada kecamatan tipe B. Merujuk pada PP 18 Tahun 2016 tentang Perangkat Daerah untuk tipe kecamatan dengan tipe A maka skor minimal adalah diatas 600. Rekomendasi penelitian ini mengusulkan pemekaran wilayah guna mencapai peningkatan skor 610.

**Kata Kunci:** Tipe kecamatan, Sidomukti, Salatiga

## INTRODUCTION

Government development policy has been known at some government levels in Indonesia, for example, provincial, regency/municipal, and rural developments. The term “area development” departs from a bottom-up perspective to see the process of creating government area from the bottom, in this case, the part of village government, i.e., hamlet, following the fulfillment of several requirements: location, population, economic productivity, and social-cultural life and custom. The status of hamlet is then raised to a legal entity, i.e., village; thereby, village government is established. The number of villages in sub-districts becomes more significant than before, raising the status of hamlets into the village.

Sub-district area consists of villages. Kelurahan and or village grow continuously along with its society life development. Population growth and economic improvement are followed by more complex social, economic, cultural, safety, and even defense problems. Village and or kelurahan need better service than state government does. Having fulfilled the requirements as specified in the Law, the status of village and kelurahan can be raised into a large type of village. New hamlets, new villages, new sub-districts, and new regencies/municipals appear at a provincial level in the Republic of Indonesia Unitary State (NKRI) frame.

The concept of creating a regional entity from a *top-down* perspective is called “*pemekaran wilayah*” (regional extension). However, the territorial area is impossibly expanded. NKRI's territory is impossibly expanded but with international law agreements involving other state governments bordering directly on it, and so are provincial, regency/municipal, village/kelurahan, and hamlet territories. The concept of regional extension is more appropriately called regional structuring and new government entity establishment. The change of regional and governmental structures can be accomplished by raising the status or the type of preexisting government. Law Number 23 of 2014 about Regional Government distinguishes the types of regional government. Similarly, Law Number 6 of 2014 about Village determines the types of the village. The types of sub-district are governed in the Republic of Indonesia's Government Regulation Number 17 of 2018 about sub-district.

This research aims to find the status of the Sidomukti Sub-district of Salatiga city can be raised from the Type B small sub-district to the type A large one. In more detail, the research problem can be elaborated into more specific problem statements: (1) What is the factual score of Salatiga City's general data?; (2) What is the score of territorial technical data of Sidomukti Sub District?; and (3) Does the sum of general data and technical data factual scores for Sidomukti sub-district of Salatiga City fulfill the requirement to be a more extensive (A) type of sub-district?

### LITERATURE REVIEW

Legal formal analysis is conducted in this research, referring to the existing legislation. The change of sub-district status or type from small (B) type to the large (A) type one will relate to the organizational structure of the regional government and the regulation governing sub-district.

#### Organizational Structure of Regional Government Agency

The regulation of regional governmental affairs arrangement has changed by developing decentralization and regional autonomy policies in Indonesia. At the beginning of the reformation era, the governmental affairs/authority organization was governed in Government Regulation No.25 of 2000 about the Authorities of Government and Provincial Government as Autonomous Region. This Government Regulation is an elaboration of Law No. 22 of 1999 about Local Government. Furthermore, in the regime of Law No. 32 of 2004 about Local Government, the governmental affairs are regulated in Government Regulation No. 2007 about the Distribution of Affairs between Central, Provincial and Regency/Municipal Governments. Finally, the regulation of governmental affairs has been mentioned in Constitution No. 23 of 2014 about Local Government, particularly in the appendix of the Law. The arrangement of governmental affairs underlies the performance of a regional government agency. The principle of regional government agency arrangement states that all governmental affairs should be accommodated by an organizational structure, whether the form stands alone independently or is the combination of several governmental affairs. Further stipulation on the detailed arrangement of a regional government agency is mentioned in the government regulations about the structure of a regional government agency, including Government Regulation No. 84 of 2000, Government Regulation No.8 of 2003, Government Regulation No. 41 of 2007, and Government Regulation No.18 of 2016.

Following the government regulation intended, in late 2016, all local governments have published local regulations about their regional government agencies. If they did not fulfill the requirement, the sanction in the form of budget postponement from the government would be imposed on the corresponding local governments. Nearly all local governments studied (PK DOD LAN, 2016) have fulfilled the mandate of Government Regulation No.18 of 2016 by structuring the regional government agency in the specified time interval. The result of the study also showed the reduction and the addition of regional government agencies at the Regency/Municipal government level as the result of the transfer of governmental affairs from regency and municipal to province, including marine, forestry, and energy and mineral resource affairs. In addition, this arrangement of the regional institution, according to Government Regulation No.18 of 2016, is interesting concerning the erasure of nomenclature "*kantor* (office)," the appearance of terminology "*cabang dinas* (subsidiary agency)" in provincial government agency terminology, and the use of

technical/substantive variable directly combining two or more governmental affairs into one group (e.g., personnel and education and training). In other words, the arrangement of regional government agencies implemented based on Government Regulation No.18 of 2016 also implies the implementation of governmental affairs. For example, education and training affairs are integrated into personnel affairs, implying the ineffective implementation of one of the intended affairs. The implementation of personnel affairs may be more prominent than education and training affairs and vice versa.

### **Sub-district and sub-district Type**

The sub-district is a part of Regency/Municipal's territory led by *camat* (head of the sub-district) (PP 17 of 2018). The organization of sub-district government requires a leader who can always drive their subordinates to do their tasks and responsibilities to participate in governmental, developmental, and societal activities effectively and efficiently.

Article 209 of the Law Number 23 of 2014 about Local Government states that a sub-district is a regency/municipal local agency. Sub-district in the regency/municipal local agency serving as the territorial technical executor with certain work areas and led by a *camat*. As a leader in charge of executing territorial technical affairs, *camat* cannot complete the tasks himself, so governmental apparatuses existing in sub-district areas should help him.

It can be concluded that a sub-district is an institution helping the regency/municipal government fulfill the need for public administration service. A *camat* leads the Sub-district helped with some other governmental apparatuses. In this case, *camat* should be accountable for what he does as his task and obligation as a governmental apparatus.

The Republic of Indonesia's Government Regulation Number 18 of 2016 about Regional Government Agency, in Articles 51 clauses (1) and (2), divides sub-district into two types:

- a. Type A to accommodate the implementation of sub district's task with large workload; and
- b. Type B to accommodate the implementation of sub-district tasks with a small workload.

Article 52 of the Republic of Indonesia's Government Regulation Number 18 of 2016 about Regional Government Agency states that the typology of *Kecamatan* (sub-district) is stipulated based on the result of variable value calculation, as follows:

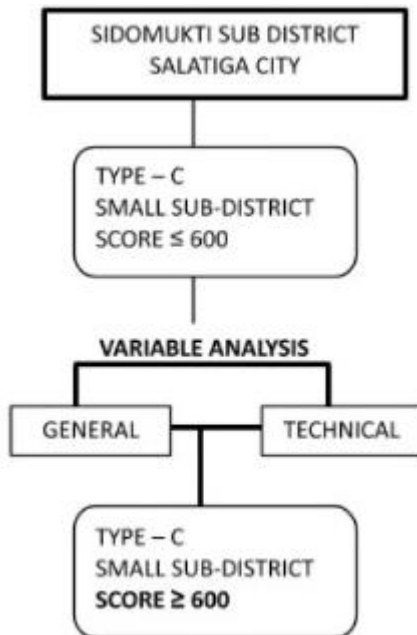
- a. A sub-district belongs to Type A if its variable value calculation result is higher than 600 (six hundred);  
and

- b. A sub-district belongs to Type B if its variable value calculation result is lower than or equals to 600 (six hundred);

**METHOD AND MODEL FRAMEWORK**

This research builds on the framework that the development of Sidomukti sub-district accelerates and the development of social, economic, and societal conditions since the establishment of Salatiga City Local Government. The development of social life aspects needs the continuous improvement of governmental service. Type B (small type) status of Sidomukti sub-district is considered no longer capable of accommodating its workload. For that reason, its level needs to be raised into Type A (large type).

The improvement of the Sidomukti sub-district can be accomplished through referring to legislation. The two main legislations need attention to improve Sidomukti sub-district’s status: Republic of Indonesia’s Government Regulation Numbers 18 of 2016 about Regional Government Agency, and 17 of 2018 about sub-district. A sub-district’s type is determined by the score of general and technical variables. A total score less than 600 belongs to Type B (small), and a total score of more than 600 belongs to Type B (large). The basic framework of research can be illustrated in the model below.



This research uses the following information: (1) Budget Work Plan (*Rencana Kerja Anggaran*, after that called RKA) or Budget Implementation Document (*Dokumen Pelaksana Anggaran*, after that called DPA) of Salatiga Government in 2020; (2) Profile and General Description and local potency of Sidomukti sub-district of Salatiga city; (3) regulation (legal formal) document including Law, Government Regulation,

Minister Regulation, Local Regulation, and Salatiga Mayor's Regulation still enacted; and (4) other relevant data. Techniques of collecting data used are (1) library study on related regulation; and (2) documentation study.

This research employs a descriptive quantitative analysis technique. The data obtained is analyzed to provide the potency of Salatiga city in general and Sidamukti sub-district in particular. This research uses quantitative analysis in which the research organization should pass through some stages: data collection, activity equalization, and model creation. These stages refer to the objective of the research to be achieved. The technique of analyzing data used is an interactive technique of analysis up to conclusion drawing.

## RESULT

### Result

The general variable component comes from the entire area and government of Salatiga City. There are three indicators of general variable: (1) area width, (2) area width, and (3) Local Income and Expenditure Budget amount. The area width of Salatiga city is constant. It does not change unless there is a change of policy in provincial and central governments. The area width of Salatiga city has not changed yet since its establishment as the autonomous local government.

Administratively, Salatiga city is divided into 4 sub-districts and 23 villages, 200 citizen associations (*Rukun Warga* or RW) and 1,081 neighborhood associations (*Rukung Tetangga* or RT). The four sub-districts are: Sidorejo consisting of 6 kelurahans: Blotongan, Sidorejo Lor, Salatiga, Bugel, Kauman Kidul, and Pulutan; Tingkir consisting of 7 kelurahans: Kutowinangun Kidul, Gendongan, Sidorejo Kidul, Kalibening, Tingkir Lor, and Tingkir Tengah; Argomulyo consisting of 6 kelurahans: Noborejo, Ledok, Tegalorejo, Kumpulrejo, Randuacir, and Cebongan; and Sidomukti consisting of 4 kelurahans: Kecandran, Dukuh, Mangunsari, and Kalicacing. Topographic data of Salatiga city's area reaches 195,010. This city belongs to the small town category.

The population variable is the one growing from year to year. Population growth may occur naturally through natality and mortality. Salatiga population has **195,010** in 2019 with a growth rate of 1.47%. Data from the demographic census in 2010 shows that this city has 171,067 populations with a growth rate of 1.12%. Meanwhile, similar data in 2000 shows 153,036 people, with a very high growth rate (2.78%). Demographic data in the last two decades shows that the dynamic of population growth is relatively high in Salatiga City.



The variable of Salatiga City's data, as the basis of score calculation for general elements, includes: (1) having 195,010 populations, 56.78 km-wide area, and APBD amount over 1,006,000,000,000.

**The second variable, called the technical data variable, derives from Sidomukti Sub District.** The technical variable consists of: (1) sub-district area width; (2) number of kelurahan's/villages; and (3) number of populations.

Sidomukti sub-district has an 11,459 km<sup>2</sup>-wide area, divided into 4 kelurahans: Mangungsari, Kecandran, Dukuh, and Kalicacing. Kelurahan Mangungsari has 290,770 Ha-wide area with 17,411 populations (2019) consisting of 8,647 males and 8,764 females, divided in 91 RTs.

The topography of Kelurahan indicates highland as it is located at the base of Mount Merbabu with a tropical climate. Most of the lands located in Kelurahan Mangungsari are the population settlement lands, but rice farmland is still in the northern part of the Kelurahan Mangungsari area.

Kelurahan Kecandran has a 600.6-hectare wide area, with 6,757 populations consisting of 3,390 males and 3,367 females. The territorial structure consists of 6 RWs and 26 RTs. The hamlets located in Kelurahan Kecandran are, among others: Winong, KarangPadang, Sawahan, Ngaliyan/Duren, and Gamol.

Kelurahan Dukuh has  $\pm$  377.15 hectare wide area, with 13,939 populations (2019) consisting of 7,040 males and 6,899 females. Kelurahan Dukuh of Sidomukti sub-district of Salatiga City has 74 RTs and 10 RWs. Considering the number of populations and RTs, Kelurahan Dukuh has high density compared with Kelurahan Kecandran and Kalicacing.

Kelurahan Kalicacing with a 78,730 Ha-wide area is the smallest kelurahan located in Sidomukti sub-district. This kelurahan has 6,382 populations (2019) consisting of 3,053 males and 3,329 females, distributed over 7 RW's.

The data variable of Sidomukti sub-district, as the basis of score calculation for technical elements, is as follows. Meanwhile, the technical variable consists of area width (11,459 km<sup>2</sup>), kelurahan number (4), and population number (44,459 people).

### Analysis of Score Calculation

1. General variable. Based on the calculation of the general variable, Salatiga City has 195,010 populations weighing 400 X 10%, scoring 40. It has 56.78 km<sup>2</sup>-wide area weighing 200 X 5% scoring 10, and APBD of 1,006,000,000,000 weighing 1000 X 5% scoring 50. From the calculation of the variables, a total score of 100 (one hundred) is obtained.

2. Technical variable. Based on the calculation of technical variable score, Sidomukti sub-district has some indicators. Its area width is 11,459 km<sup>2</sup> weighing 600 X 20% scoring 120. The indicator of kelurahan number shows that it has 4 (four) kelurahans, 200 X 35% scoring 70. The indicator of population number shows that it has 44,489 populations, scoring 250. Based on the calculation of indicators in the technical variable, Sidomukti sub-district obtains a total score of 440 (four hundred and forty).

The result of score calculation for both general and technical variables serves as a basis to determine the accumulative value of the Sidomukti sub-district type category, as shown in the table.

Considering the results of the general variable and particular variable, that has a total score of 540 (five hundred and forty) is obtained; therefore, Sidomukti still belongs to the Type B sub-district. Based on Government Regulation 18 of 2018, the Regional Government Agency for the Type A sub-district should score at least > 600. Thus, to achieve a score of 601, it should get 61 additional points.

Some attempts can be made, one of which is "*pemekaran wilayah*" (regional extension), to calculate the score of a Type-A sub-district adequately. The result of analysis on secondary data constituting the population density of Sidomukti Sub-district shows that Kelurahan Mangunsari and Dukuh have high population density compared with other kelurahans. In addition, public services are very intensively in both kelurahans because of society's increased need for public services.

Table Result of general and technical score calculation in Sidomukti sub-district as the basis of sub-district type determination (PP No 17 of 2018).

Variable	Indicator	Result	Weight	Score	Total
G E N E R A L	Population number of Salatiga City	195,010 people	400 x 10%	40	100
	Salatiga City's area width	56.78 km <sup>2</sup>	200 x 5%	10	
	APBD amount of Salatiga City	1,006,000,000,000	1000 x 5%	50	
T E C H N I C A L	Sidomukti Sub district's area width	11,459 km <sup>2</sup>	600 x 20%	120	440
	Number of Kelurahan/village in Sidomukti Sub district	4 kelurahans	200 x 35%	70	
	Number of population of Sidomukti sub-district	44,489 people	1000 x 20%	250	
<b>Total Score</b>					<b>540</b>

Source: Salatiga City Government, 2020



As an assumption, a regional extension can be implemented by splitting Kelurahan Mangunsari and Dukuh. They have a relatively higher population density than other kelurahans, and referring to PP no.18 of 2016, the sub-district with more than five kelurahan will obtain 70 additional points. It is assumed that following the extension, a total score of 610 will be obtained so that this sub-district will belong to Type-A.

### CONCLUSION

This research has conducted an in-depth analysis to determine the improvement and the development of sub-district type in Sidomukti sub-district of Salatiga City into the larger type (from Type B to Type A), based on a variety of regulations existing so that it can be accountable for comprehensively. As the result of this research compatibility, it can be concluded that **Sidomukti sub-district** scored 520, thereby belonging to the Type B category. Corresponding to the regulation existing, to be categorized into type A sub-district, Sidomukti still needs additional 61 points.

Some attempts should be made to get the score as specified in the regulation enacted to fulfill and improve the type of Sidomukti sub-district from Type B to Type-A. There should be compatibility to the existing regulation, one of which concerns regional extension. The regional extension is considered the most possible to do to Kelurahan Mangunsari and Dukuh. It is because of the high population density in these two kelurahans. Thus, public service should be improved maximally in both areas. Through the regional extension implemented, Sidomukti sub-district has opportunities to fulfill the score toward improving sub-district type and optimizing public service in Kelurahan Mangunsari and Dukuh to achieve the wellbeing of local people.

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