The role of the government, in the development of border areas, in North Sulawesi Province

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Abstract. The purpose of this study is to examine the role of government in the implementation of regional autonomy, especially in the border regions of North Sulawesi Province. This research was conducted using a survey method in the border areas in North Sulawesi Province, namely the Sangihe Islands, Talaud, Siau Tagulandang and Biaro, then comparing it with Manado City which is the Provincial Capital. The data are then analyzed descriptively about the development of the value of the human development index, and government policies. The results showed that local governments play a role in development as evidenced by the value of the Human Development Index which increased from 2010-2018. Although the HDI value of Manado City is higher than the border area, in general regional development has been carried out and the government has implemented regional autonomy.

1. Introduction

Based on Article 1 of the 1945 Constitution of the Republic of Indonesia, it states that the State of Indonesia is a unitary state in the form of a republic. The logical consequence as a unitary state is the formation of the government of the State of Indonesia as a national government and then the national government which then forms the regions in accordance with statutory provisions. Article 18 paragraph (2) and paragraph (5) also states that regional governments are authorized to regulate and manage their own governmental affairs according to the principle of autonomy and assistance tasks and are given the widest possible autonomy.

The granting of the widest possible autonomy to the regions is directed at accelerating the realization of people's welfare through service improvement, empowerment, and community participation. In addition, through broad autonomy, in the strategic environment of globalization, regions are expected to be able to increase their competitiveness by paying attention to the principles of democracy, equity, justice, privileges and specificities as well as the potential and diversity of regions in the system of the Unitary State of the Republic of Indonesia.

Regions as a legal community unit that has the authority to regulate and manage their regions in accordance with the aspirations and interests of their communities as long as they do not conflict with the national legal order and public interest. Regional autonomy is given to the people as a fall of the legal community that is given the authority to regulate and manage their own government affairs given by the central government to the region and in its implementation carried out by the regional head (Governor, Regent / Mayor) and the Regional Representative Council (DPRD) (province, district / city) assisted by regional apparatus (provincial, district / city). Government affairs given to the regions...
come from the power of government in the hands of the President. In order for the implementation of government affairs submitted to the regions to run in accordance with national policy, the President is obliged to conduct guidance and supervision of the implementation of regional government. For this reason, each President and Vice President will determine the development program that will be implemented nationally and followed up in the regions.

Decentralization is the transfer of government affairs by the central government to autonomous regions based on the principle of autonomy. The principle of autonomy is a basic principle of regional government implementation based on regional autonomy [1]. Decentralization can be broadly defined as the imposition of planning, decision-making, and administrative authority from the central government to its field organizations, regional administrative units, semi-autonomous organizations, regional governments and non-governmental organizations [2].

North Sulawesi Province is one of the regions of the Republic of Indonesia which also has the authority to regulate and manage its own government affairs according to the principle of autonomy and assistance tasks and is given the widest possible autonomy, including in the Sangihe Islands Regency, Talaud Islands Regency, Siau Islands Tagulandang Regency and Biaro. The four districts are located in the border area of North Sulawesi province. Based on the results of previous studies [3-8], it is known that in general the implementation of regional autonomy in several regions in Indonesia and the districts of Talaud Islands, Sitaro and Sangihe has been carried out, but there are still some problems. The study to be carried out at this time has never been investigated before, especially examining the success of development in the districts of Talaud, Sitaro and Sangihe districts with the implementation of regional autonomy. Thus, this study is very important to do considering the benefits that can be obtained from the implementation of regional autonomy.

2. Methods

2.1. Sampling methods and data collection
This research will be carried out in the districts of Talaud Islands, Sitaro and Sangihe, North Sulawesi Province, which are determined based on the purposive sampling method or deliberately with the consideration that the region is one of the outermost, foremost, and border regions of Indonesia with neighboring countries in Indonesia which also implements the Law No. 23 of 2014 concerning Regional Government.

The data in this study consists of 2 types, namely primary and secondary data. Primary data were obtained through FGDs and interviews with informants, while secondary data were obtained through various documents related to the study. Data collection uses the survey method by observing, then conducting focus group discussions, interviews, recording, identification, and documentation.

2.2. Data analysis
This study uses qualitative methods, to explore and understand how the implementation of regional autonomy in the Talaud Islands, Sitaro and Sangihe districts of North Sulawesi Province. The main indicator used to measure the success of the implementation of regional autonomy is based on the Human Development Index. This qualitative review process is important to involve efforts such as asking questions and procedures, gathering specific data rather than participants, analyzing data inductively starting from specific themes to general themes, and interpreting the meaning of data [3]

3. Result and discussion

3.1. Policy factors issued by local government
In accordance with the mandate of the Law of the Republic of Indonesia No. 23 of 2014 concerning Regional Government and Law No. 9 of 2015 concerning the Second Amendment to Law No. 23 of 2014 concerning Regional Government, that regional autonomy is the right, authority and obligation
of autonomous regions to regulate and manage their own government affairs and the interests of local communities in accordance with statutory regulations.

The Regional Government of Talaud Islands, Sitaro and Sangihe Regency of North Sulawesi Province has implemented decentralization through various regional policies that have been issued, in the form of regional regulations, regent regulations and cooperation agreements. All these regional policies have been programmed and budgeted as set out in the Regional Revenue and Expenditure Budget each year. Thus, each program and activity can be carried out within the budget.

3.2. Development of the Human Development Index

The human development index explains how the population can access the results of development in obtaining income, health, education, and so on. HDI was introduced by the United Nations Development Program (UNDP) in 1990 and published periodically in the annual Human Development Report (HDR) report. HDI is formed by 3 (three) basic dimensions, namely longevity and healthy living, knowledge and standard of living. HDI is an important indicator to measure success in efforts to build the quality of human life (community/population). Furthermore HDI can determine the ranking or level of development of a region/country. For Indonesia, HDI is a strategic data because it is used as a measure of Government performance.

Table 1 below presents the human development index in several regencies located in the border area of North Sulawesi Province, and Manado City, in 2010-2018.

| Regency / City           | 2010 | 2011 | 2012 | 2013 | 2014 | 2015 | 2016 | 2017 | 2018 |
|--------------------------|------|------|------|------|------|------|------|------|------|
| Sangihe                  | 64.69| 65.34| 65.87| 65.87| 66.15| 67.56| 68.52| 69.14| 69.67|
| Talaud                   | 64.37| 64.86| 65.51| 65.51| 66.14| 66.92| 67.58| 67.74| 68.32|
| Siau Tagulandang Biaro   | 61.83| 62.45| 63.35| 63.35| 63.91| 65.00| 65.66| 66.03| 66.75|
| Manado                   | 74.47| 75.47| 76.15| 76.15| 76.56| 77.32| 77.59| 78.05| 78.41|

Based on Table 1 it is known that the HDI values of the four regencies of the city vary between 61-78, where these figures indicate that the area is in the medium category. From 2010 - 2018, HDI values have increased for each district/city. When compared to HDI values between the three districts, it is known that Sangihe Regency has a higher HDI value, followed by Talaud Islands Regency and Siau Tagulandang Biaro Regency.

As stated in UNDP (Human Development Report, 1995: 103), a number of important premises in human development are 1) development must prioritize the population as the center of attention, 2) development is intended to enlarge choices for the population, not only to increase their income. Therefore the concept of human development must be centered on the population as a whole, and not only on economic aspects, 3) human development pays attention not only to efforts to improve human capabilities (capabilities) but also in efforts to utilize these human capabilities optimally, 4) development humans are supported by four main pillars, namely: productivity, equity, affinity, and empowerment. 5) human development becomes the basis in determining development goals and in analyzing options for achieving them.

The components that influence HDI are life expectancy index, decent life index and education index. Based on the results of the study, the Sangihe Islands Regency is the first regency formed and subsequently divided into Siau Tagulandang Biaro and Talaud Regency. This is in accordance with the HDI figures of Sangihe Islands Regency which has the highest value among others, because the components of HDI preparation have been owned earlier than the other two regency.
4. Conclusion

Local governments in North Sulawesi Province, especially in border areas, have implemented regional autonomy through various policies that have been issued, both through regional regulations, regent regulations and cooperation agreements. HDI figures show that the border area is included in the middle category and has increased in number every year.

References

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