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**STRENGTHENING OF DECENTRALIZATION
AND GOVERNMENT ADMINISTRATIVE SERVICES
AT INDONESIAN BORDERLANDS AND OUTMOST ISLANDS
(STUDY ON DIVISION OF DISTRICT IN EASTERN SERAM REGENCY-MALUKU PROVINCE)**

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ABSTRACT

In the time of Law No. 5 of 1974 was in effect, considering that district is a government administrative region in order to implement the principle of deconcentration, formation of district was enacted by Decision of Minister of Home Affairs. In the time of Law No. 22 of 1999, formation of district was sufficiently done by Regional Regulation, referring to Article 66 clause 6 of Law No. 22 of 1999. There is new change related with policy of the formation of new district according to Law No. 32 of 2004, which is stated in Article 126 clause (1) that: "District is formed within the region of Regency/City by Regional Regulation guided by Government Regulation". In Article 4 clause (4) of the law, it is stated that division of a region can be carried out after certain minimum period of government administration. In the Explanation of Article 4 clause (4), it is stated that minimum period of administration for a new district to be formed is 5 (five) years.

District is formed within the region of regency/city by Regional Regulation guided by Government Regulation. Formation of new district can be as division of a district into 2 (two) or more districts, and/or merger of administrative villages and/or subdistricts from other districts into one new district. Formation of district must meet certain administrative, technical, and regional physical conditions. Regency/city government can form a district in a region that cover one island or more, which requirements are exempt from administrative, technical, and regional physical conditions considering effectiveness of services and empowerment for people in remote and/or outmost islands. Formation of district should first receive approval from regent as the agent of government.

Keywords: Regional Government, District Planning, Public Service

A. Introduction

General opinion acknowledges that centralized government become increasingly less popular due to its incapability to appropriately understand local values or sentiments of local aspirations. Public would feel more secure and peaceful when local government is close to them both physically and psychologically (Bonne Rust, 1968). It is assumed that a government close to its people and more understanding of public needs can be realized only through decentralized government, a government that is authorized to autonomically govern its local potential to meet its own need.

Law No.22 of 1999 replaced by Law No.32 of 2004 on Local Government had changed the status of district from administrative area to working area for local agencies. The change of the status would influence the function of services provided

by district administration. District administration as a local agency is delegated with some of the authority from regent/mayor. Without this delegated authority, *camat* (district head) won't be able to administer activities legitimately (Sadu Wasistiono, 2002: 82).

Considering the job characteristic, district is preferably categorized into a group of line agency referred to as regionality line agency. Activities of *camat* and staff are operational in nature, "to do, to act" in providing public services directly. Line agency in district organization are divisions that define the quality of front line officer, which means that the improvement of quality of human resource at district level should begin from line agency, by providing trainings on technical job as well as service management (Wasistiono, 2002: 36).

According to Ryaas Rasyid, there are three true functions of government:

service, empowerment, and development. The success in achieving government mission can be seen from its capability to deliver these three true functions.

Generally, according to Sadu Wasistiono (2002: 44), the main obstacles as the weakness of district in providing public services are including:

1. Conflict of interest between relevant agencies;
2. Lack of personnel resource in district, thus delegation of authority become less effective if not supported by knowledge and skills.
3. Limited facilities and infrastructures, as these are the media to accelerate the delivery of service process.
4. Lack of financial resource, as it is one of necessities in the implementation of activities, thus delegation of authority is necessarily supported by operational funding.

Considering the past experience of the implementation of regional autonomy that prefer the principle of real and responsible autonomy by emphasizing more on autonomy as obligation rather than right, then Law No.22 of 1999 replaced by Law No.32 of 2004 on Local Government has emphasized more on **delegation of authority of autonomy to regency/city** based only on principle of decentralization in form of extensive, real, and responsible autonomy.

According to Law No. 32 of 2004 Chapter I Article 1 clause (5), in regional autonomy, it is the autonomous region's right, authority and obligation to govern and manage their own local administrative affairs and public interest according to law and regulations. In general explanation of Law No. 32 of 2004, it is stated that **the aim of giving extensive autonomy to a region** is directed to accelerate the realization of public welfare through improvement in public services, empowerment, and participation. In addition, through extensive autonomy, a region is expected to be able

to improve its competitiveness by taking account of the principles of democratization, even distribution, justice, privilege, particularity, and regional potential and diversity within the System of the Unitary State of the Republic of Indonesia.

For the implementation of decentralization policy according to Law No. 22 of 1999 since January 2001 to October 2004, there were more than 34 Government Regulations and 12 Presidential Decrees on division/formation of province and regency/city enacted. In addition, there were also approximately 30 laws on division/formation of province and regency/city enacted (www.depdagri.go.id).

Facts above describe us that during the implementation of regional autonomy policy, there were many division/formation of regions both at the level of province and regency/city. This is understandable, since the **substance** of division/formation of a region is intended to deliver services from government agencies closer to public. By the division/formation of region, it is expected that the aim of regional autonomy policy such as improvement in public services, democratization, and empowerment can be realized, although in Law No. 32 of 2004 conditions for division/formation of region had been revised, particularly on technical and physical conditions.

In order to deliver services from government organizations closer to public, it is also possible to implement **the division of district**. Division of district that is planned to carry out in Eastern Seram Regency consists of 4 (four) districts: District of Bula, East Seram, Pulau-pulau Gorom, and Werinama. The division is intended mainly to deliver services closer to public, to improve peacefulness and orderliness, to accelerate the development of regional potential, and to create new inter-competing developing regions to accelerate the improvement of public welfare. In addition, selection of district for

division is based on the area size, population size, and potential.

Result of preliminary survey on regional potential indicated that development at those four districts is not evenly distributed, especially in certain areas relatively remote (far **orbitasi**) from administrative center of the districts and also hardly reachable by transportation. Administrative services barely reach out remote working areas of district particularly between villages, and also there are still so many potentials unexploited. These lead to discrepancy of public services and development between certain parts within working areas of the district administration. Because of the difficult demographic and geographic circumstances between villages, specifically road access to administrative center of the district, then it is necessary to take policy of division of district division, so that hopefully the smaller coverage of control and closer distance to local people would enable the more optimal delivery of public services.

In response to the problems, alternative **selections of policy** can be taken are **strengthening** the districts and **division of district within administrative working area** of districts by considering their potentials as well as delegation of authorities from Regent to Camat provided with personnel (*personil*), equipment (*peralatan*), funding (*pembiayaan*), and documentation (*dokumentasi*) (P3D).

By the formation of new district, it is certain that the coverage of administrative control would be **smaller** and the service agency would be **closer** to public. The formation of new district is expected to have positive impact to the improvement and distribution of development specifically to the establishment of new access of economic growth and improvement of the quality of public services.

Criteria for the formation of district still refer to Decision of Minister of Home Affairs No. 4 of 2000, stating that main variable of the division of district is minimum population size, area size, and number of

villages/subdistricts as shown in Tabel 1 below:

Table 1
Criteria for Formation of District

No	Variabel	Minimum Number/Extent
1.	Population size a. Java and Bali b. Sumatera and Sulawesi c. Kalimantan, NTB, NTT, Maluku, and Irian Jaya	10.000 people 7.500 people 5.000 people
2.	Area size a. Java and Bali b. Sumatera and Sulawesi c. Kalimantan, NTB, NTT, Maluku, and Irian Jaya	7,5 km ² 10 km ² 12,5 km ²
3.	Number of Villages/Subdistricts	4 villages/subdistricts

Source: Decision of Minister of Home Affairs No. 4 of 2000

But, as the enactment of Law No. 32 of 2004, government immediately established new Government Regulations that govern the System of Local Governance to support the Law No. 32 of 2004. Two of the them that had been enacted was Government Regulation No. 72 of 2005 on Administrative Village and Government Regulation No. 73 of 2005 on Subdistrict Administration.

In addition to Government Regulations above, Department of Home Affairs are in discussion on Draft Government Regulation on District Administration. In the Draft Government Regulation, it is stated that criteria for formation of district is are as follow:

1. Population size
 - a. For city:
 - 1) For Java and Bali: minimum 25,000 people;
 - 2) For Sumatera and Sulawesi: minimum 15,000 people;
 - 3) For Kalimantan, NTB, NTT, Maluku, and Papua: minimum 6,000 people
 - b. For regency:
 - 1) For Java and Bali: minimum 20,000 people;
 - 2) For Sumatera and Sulawesi: minimum 10,000 people;

- 3) For Kalimantan, NTB, NTT, Maluku, and Papua: minimum 5,000 people
2. Area size
 - a. For city:
 - 1) For Java and Bali: minimum 5 km²;
 - 2) For Sumatera and Sulawesi: minimum 7.5 km²;
 - 3) For Kalimantan, NTB, NTT, Maluku, and Papua: minimum 10 km².
 - b. For regency:
 - 1) For Java and Bali: minimum 7.5 km²;
 - 2) For Sumatera and Sulawesi: minimum 10 km²;
 - 3) For Kalimantan, NTB, NTT, Maluku, and Papua: minimum 12 km².
3. Area Coverage
 - a. For city: minimum 4 (four) subdistricts or villages;
 - b. For regency: minimum 5 (five) subdistricts or villages.
4. Minimum Period of Government Administration for division of district is at least 5 (five) years.
5. Availability of facilities of district office should at least include:
 - a. Building and office rooms;
 - b. Office equipment;
 - c. Office stationary;
 - d. Office transportation.
6. Criteria for potential of the district:
 - a. Features of natural resources potential;
 - b. Availability of human resource potential;
 - c. Possibility of potential to develop.
7. Other criteria of to consider:
 - a. Sociocultural features;
 - b. Geographic location;
 - c. Public aspirations.

In addition to three variables based on Decision of Minister of Home Affairs No. 4/2000 and Draft Government Regulation on District above, measurement of potential is also carried out by simulation of Government Regulation No. 129 of 2000 on Requirements of Formation and Criteria of Division, Elimination, and Merger of Regions by considering other variables that support the requirements of the formation of district such as demography, *orbitasi* (distance from administrative center),

education, health, religiousness, sport facilities, transportation, communication, public lighting, politics, public safety and order, agriculture, fishery, animal husbandry, forestry, mining, employment, socioculture, community economics, social circumstance, and administrative aspects.

In relation with facts above, it is assumed to be necessary to study the potential of working area of districts and villages administration in order to reliably assess and evaluate the variables or criteria to determine whether it is possible or not to carry out the division of District of Bula, East Seram, Pulau-pulau Gorom, and Werinama in Eastern Seram Regency, Maluku Province.

B. Problem Statement

In the context of **division** of District of Bula, East Seram, Pulau-pulau Gorom, and Werinama, the problems found can be stated as follow:

1. How is the description of **capability level** of District of Bula, East Seram, Pulau-pulau Gorom, and Werinama in order to be able to encourage successful democratization, development, and public services;
2. How is the description of public aspiration on the planning of division of district;
3. How was the form and quality of public services delivered by government;
4. Whether it is possible to carry out the division of district within working area of Eastern Seram Regency, namely District of Bula, East Seram, Pulau-pulau Gorom, and Werinama;
5. Which parts of region should be selected for division in order to support the successful democratization, development, and public services?

In relation with these, the problems can be **limited** with **focus** of the study on measurement and evaluation of 21 variables of district potential assumed to meet the conditions for division of district, including demography, *orbitasi* (distance from administrative center), education, health, religiousness, sport facilities, transportation, communication, public lighting, politics, public safety and order, agriculture, fishery, animal husbandry, forestry, mining, employment, socioculture, community

economics, social circumstance, and administrative aspects, and **locus** of the study on all villages in those 4 districts in Eastern Seram Regency, namely District of Bula, East Seram, Pulau-pulau Gorom, and Werinama.

C. Aim and Purpose of Study

From this study, there are several alternatives for design of the division of district in District of Bula, East Seram, Pulau-pulau Gorom, and Werinama to encourage the successful implementation of regional autonomy policy. The models can be **utilized** as reference by *DPRD* (regional parliament) and Local Government of Eastern Seram Regency to determine the best alternative design for division of district, and to achieve the optimization of potential toward the improvement of public services, development, and democratization. **The purposes** of this study are:

1. To provide district-based database on capability level of District of Bula, East Seram, Pulau-pulau Gorom, and Werinama in order to support the implementation of regional autonomy;
2. To provide alternatives for design of the division of district in order to deliver services closer to public;
3. To establish a pattern of optimization of potentials in order to improve public services, development, and democratization.

D. Frame of Reference

Improvement purpose of regional autonomy, as stated in Law No. 22 of 1999, is improvement of public services and welfare, development of democratization, justive, even distribution, and sustainment of harmonious relationship between central and local government and also between local governments in order to maintain the wholeness of the Unitary State of the Republic of Indonesia. Meanwhile, according to Law No. 32 of 2004, the purpose is to accelerate the realization of public welfare through improvement of public services, empowerment, and participation.

Therefore, regional autonomy is placed completely on Regency/City, and delegation of authority of the autonomy to

Regency/City is based on decentralization principle of extensive, real, and responsible. Achievement of the purpose of regional autonomy is considerably determined by capability level of working area of the district as one of government units closest to public in the delivery of public services, implementation of development, and improvement of democratization. Division of district is intended to improve effectiveness of the implementation of administration, public services, development, and democratization. In order to accomplish it, it is necessary to carry out **measurement and evaluation** on district potential as the basis to define whether the division of district is proper or not. As for potential considered to be reliable for division of district can be assessed and evaluated on 21 variables including demography, *orbitasi* (distance from administrative center), education, health, religiousness, sport facilities, transportation, communication, public lighting, politics, public safety and order, agriculture, fishery, animal husbandry, forestry, mining, employment, socioculture, community economics, social circumstance, and administrative aspects.

Result of measurement is **certain number of score** for potential capability that become **basis of evaluation** whether a district is **proper or not** for division. Evaluation of potential capability for division of district is carry out on potential of **parent district and planned new district. Result of evaluation on potential** can be categorized into 3 level: high, adequate, and low.

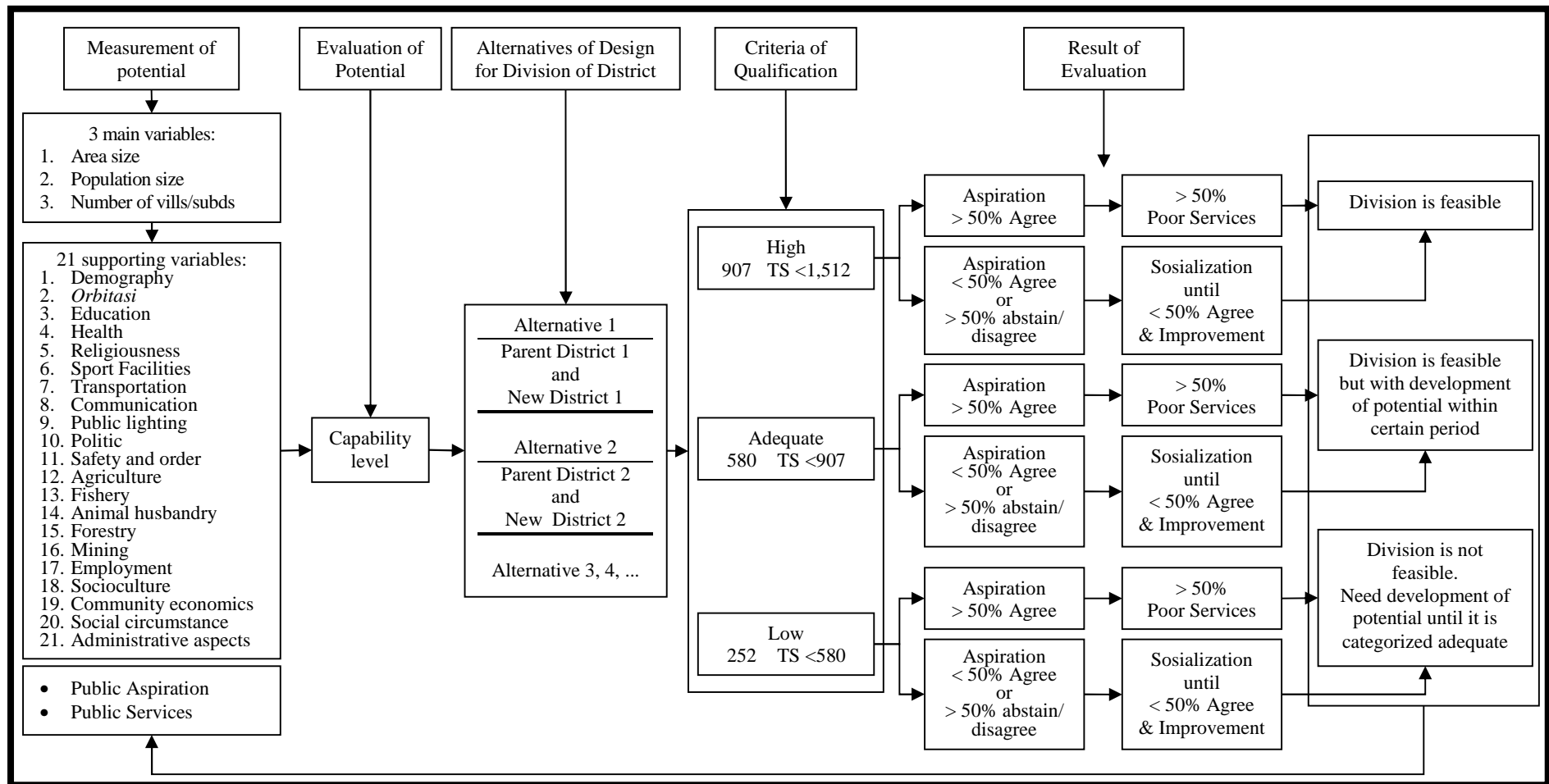
Results of evaluation become **recommendation of policy** as follow:

1. If parent district and planned new district have **high potential**, then alternative taken is **recommend the division of district**;
2. If parent district and planned new district have **adequate** potential, then alternative taken is implement the division of district along with **development of the potential within certain period of minimum 3 or 5 years for reevaluation**. If the condition is not met within that period of time, then it is recommended for the district to be re-merged with parent district;

3. If any or both administrative units have **low potential**, then alternative taken is to postpone the division of district. For district with low potential, it is recommended to **build the potential until it is considered adequate, and then carry out development of the potential until it is proper for division of district**. If the potential is considerably low, division of district is not feasible.

In addition, formation of district should also take account of public aspiration. If result of survey indicate that more than 50% people wish for the formation of new district, then division of district is feasible. On the other hand, if result of survey on public services indicate that more than 50% people answer that the public services is bad or low, then division of district is not feasible.

For more clearly, the frame of reference can be shown as chart below:



Frame of Reference

E. Methodology

This study is application of measurement and evaluation model on **capability of potential** as description and explanation about force or effect of variables observed on the achievement of government administration at district level. There were two groups used as main variables referring to Decision of Minister of Home Affairs No. 4 of 2000 and 21 supporting variables: demography, *orbitasi* (distance from administrative center), education, health, religiousness, sport facilities, transportation, communication, public lighting, politics, public safety and order, agriculture, fishery, animal husbandry, forestry, mining, employment, socioculture, community economics, social circumstance, and administrative aspects.

Source for this study was 4 districts in Eastern Seram Regency, namely District of Bula, East Seram, Pulau-pulau Gorom, and Werinama, covering all villages/sudistricts within administrative working area of the districts to be selected for division of district. Operational definitions of those 21 variables were broken down into 72 indicators:

- (1) Demography, a general description on condition of population, measured by index comparison indicators of population size, area size, average number of households, neighborhoods and wards, householders, and population density.
- (2) *Orbitasi*, reflecting the relocation level of public services, measured by comparison indicators of travelled distance and time from village/subdistrict to district as administrative center.
- (3) Education, one of basic components of public services, measured by comparison indicators of indices between educational facility, number of students and number teachers at each level (kindergarten, elementary, junior high, and senior high school, and college), illiteracy ratio, graduation ratio, dropout ratio, index of informal school.
- (4) Public health, a general description of health condition locally, measured by comparison indicators of each index between health facility, paramedic, infant and child mortality rates, ratio of infant and baby participants of immunization, index of baby with malnutrition, family-toilet ration, underprivileged family ratio, drinking facilities ratio, and habitability index.
- (5) Religious facilities, one of supporting elements for public sociocultural activities mainly to encourage religious life, measured by indicators of number of praying facilities such as mosque, prayer house, church, temple and monastery, and index of other religious supporting facilities.
- (6) Sport facilities, one of supporting elements for public activities mainly for physical exercises, measured by comparison indicators between number of sport facilities (such as for volleyball, soccer, badminton, basketball, table tennis) and population size, and index of sport communities.
- (7) Transportation, a vital component for public activities, measured by index comparison of number of transportation facilities such as station of public transportation, 2- and 4-wheeled vehicles, and road conditions.
- (8) Communication facilities, a vital component for public activities, measured by index comparison between number of communication facilities, such as indicator of phone customers, phonebooths, internet café, number of households with TV, radio, and ratio between availability of post office and population size.
- (9) Public lighting, one of supporting elements for public activities, measured by index of electricity customers, and other public lighting.
- (10) Political awareness, reflecting public sociopolitical activities, measured by index comparison indicators between number of voters and number of electorates in legislative and executive elections, number of vote-getter political parties, and number of NGO and other social organizations.
- (11) Public safety and order, one of important elements in bringing the feeling of safety in life, measured by

- comparison indicators between security facilities (such as security posts) and number of security personnel (such as civilian defense units and other security officers), and crime intensity index.
- (12) Agriculture, reflecting public economic activities in agricultural business field, measured by index comparison indicators of plantation areal size, yields and ownership, number of agricultural groups, index of irrigation management, and index of plantation and rice field infrastructures.
 - (13) Fishery, reflecting public economic activities in both sea and freshwater fishery, indicated by fish farming areal size, yields, and ownership.
 - (14) Animal husbandry, reflecting livestock farming activities, measured by index comparison between large livestock, medium-sized livestock, and poultry farming.
 - (15) Forestry, a description on comparison of forest's total area and forest yields in a region.
 - (16) Mining, measured by comparison between amount of mine materials and number of miners, including number of mining companies in Eastern Seram Regency mainly Mining Type C.
 - (17) Employment, ratio comparison between number of employed people, labor force, and unemployed people, and also number of large, medium and small companies, and agricultural businesses.
 - (18) Socioculture, reflecting the diversity of public sociocultural potential, measured by index comparison indicators of number of facilities for art, number of social houses, and index of tourism facilities, such as tourist attractions, hotels/inns, restaurants and cafés.
 - (19) Community economics, one of supporting elements of economic activities, measured by index comparison indicators between shopping centers, financial institutions both banking and non-banking such as cooperatives, loan offices, and other community businesses.
 - (20) Social circumstances, reflecting reality of social conditions, measured by index comparison between number of disabled people and problematic people under government's responsibility.
 - (21) Administrative aspects, reflecting performance effectiveness level of village administration, and ratio of officials delivering public services, measured by index comparison indicators of *PBB*, *PADes*, other village revenues, number of village administrative staff, and *BPD* and also *KPD*, Decisions of Village and Village Regulations.
- Data needed for this study were quantitative and qualitative according to 21 variables, with source of data consisting of:
- a. Primary data, acquired by field study through directly watching, observing, recording, and interviewing politicians, local officials, public figures, youth leaders, female leaders, religious leaders and educational leaders, and also other targeted groups.
 - b. Secondary data, collected to supplement primary data, available in local *BPS* (Statistics Indonesia), Local Secretariat, *Bapeda*, Local agencies, Offices, Districts, Villages/Subdistricts and other institutions with related information. This secondary data was acquired through study on documents, reports, brochures, newspapers, and other literatures including websites.
- As for data collection, techniques chosen in field study were:
- a. Using of filling form to record secondary data.
 - b. Interview, collecting data through direct communication according to certain predetermined guide with competent and authorized parties on problems being studied: public figures, religious leaders, youth leaders, educational leaders, and female leaders.
 - c. Questionnaire, distributing list of questions on matters relevant with problems being studied. It was intended to acquire objective (existing) data as it was the most recognizable and understandable way for respondents in data collection.

Qualitative data was analyzed by **content and depth** approach to interpret the phenomena on 21 variables. For the accommodation of the qualitative analysis was by stimulating various probable qualitative answers from respondents about the phenomena. From the structure of open-ended questions list, supplemented by result of in-depth interview, and then observation on the site, all data were compiled into structured file. Yet, some of the qualitative data were renovated into quantitative data through non-parametric process. The quantitative data were then categorized, classified, and processed as the basis for **measurement and analysis to provide explanation and evaluation** about strengths and weaknesses of the variables.

Categories of evaluation on monography of villages/subdistricts were based on certain scale and defined according to classification of very high, high, moderate, low, and very low based on total of representative scores. Each category of evaluation became the basic to make a choice about whether or not the division of district should be carried out, as well as about optimization of the potentials. Evaluation was determined by distribution method, that uses average scores as the consideration for data distribution. The calculation of score in this method was adjusted by deviation and sharpness of data distribution curve. Each subindicator was scored 1 for the lowest value and 6 for the highest value. The scoring was by:

- a. Calculating average, standard of deviation, and coefficient of kurtosis/skewness;
- b. Calculating limit 2 (value 2 x kurtosis/skewness x standard of deviation), and limit 1 (value 1 x kurtosis/skewness x standard of deviation), and;
- c. Defining classes of index for scoring:
 - (i) If indicator value > average + limit 2, then scored 6;
 - (ii) If average + limit 2 indicator value < average + limit 1, then scored 5;
 - (iii) If average + limit 1 indicator value < average, then scored 4;
 - (iv) If average indicator value < average - limit 1, then scored 3;

- (v) If average - limit 1 indicator value < average - limit 2, then scored 2;
- (vi) If indicator value average - limit 2, then scored 1.

Assumption used in weighing is that every variables or criteria have different weight according to role and urgency in implementation of administration, development and society. Weight for basic services such as health and education is 11; for communication, transportation, community economics and public lighting is 7; for demography, socioculture, politics, *orbitasi* and agriculture is 5; for employment, administrative aspects, religious facilities, sport facilities, public safety and order, animal husbandry and fishery is 3; for social circumstances is 2; and for forestry and mining is 1. Minimum passing score is total of score of subindicators in every variables/groups of criteria multiplied by above average score for every variables/groups of criteria multiplied by weight for every groups of indicators. Calculation for maximum and minimum total score of each and every variables can be seen in table below:

Table 2
Maximum and Minimum Score of Variables of Study

No	Variable	Number of Indicator	Weight	Min	Max	Min Total Score	Max Total Score
1	2	3	4	5	6	7	8
1.	Demography	3	5	1	6	15	90
2.	<i>Orbitasi</i>	2	5	1	6	10	60
3.	Education	4	11	1	6	44	264
4.	Health	5	11	1	6	55	330
5.	Religious	1	3	1	6	3	18
6.	Sport	1	3	1	6	3	18
7.	Transportation	1	7	1	6	7	42
8.	Communication	1	7	1	6	7	42
9.	Public Lighting	2	7	1	6	14	84
10.	Political Awareness	3	5	1	6	15	90
11.	Public Safety & Order	2	3	1	6	6	36
12.	Agriculture	2	5	1	6	10	60
13.	Fishery	2	3	1	6	6	36
14.	Animal Husbandry	2	3	1	6	6	36
15.	Forestry	1	1	1	6	1	6
16.	Mining	1	1	1	6	1	6
17.	Employment	3	3	1	6	9	54
18.	Socioculture	3	5	1	6	15	90
19.	Communcity Economics	3	7	1	6	21	126
20.	Social Circumstance	2	2	1	6	4	24
21.	Administrative Aspects	6	3	1	6	18	108
Total						252	1,512

A district is assumed to be feasible for division if reach minimum score of 1,592, or categorized as high potential. Minimum passing score is total of score of subindicators in every variables/groups of criteria multiplied by above average score for every variables/groups of criteria multiplied by weight for every groups of indicators. Assumption used is that above average score for every variables is 3.6 within interval of 1 to 6. See table below:

Table 3
Score Above Average with Score of 3.6 with Potential Category of Adequate

No	Variable	Number of Indicator	Weight	Above Average Score	Total Score
1	2	3	4	5	6
1.	Demography	3	5	3.6	54
2.	<i>Orbitasi</i>	2	5	3.6	36
3.	Education	4	11	3.6	158
4.	Health	5	11	3.6	198
5.	Religious	1	3	3.6	11
6.	Sport	1	3	3.6	11
7.	Transportation	1	7	3.6	25
8.	Communication	1	7	3.6	25
9.	Public Lighting	2	7	3.6	50
10.	Political Awareness	3	5	3.6	54
11.	Public Safety & Order	2	3	3.6	22
12.	Agriculture	2	5	3.6	36
13.	Fishery	2	3	3.6	22
14.	Animal Husbandry	2	3	3.6	22
15.	Forestry	1	1	3.6	4
16.	Mining	1	1	3.6	4
17.	Employment	3	3	3.6	32
18.	Socioculture	3	5	3.6	54
19.	Communcity Economics	3	7	3.6	76
20.	Social Circumstance	2	2	3.6	14
21.	Administrative Aspects	6	3	3.6	65
Total					907

Based on table above, **score above average is 1,592**, which means that a district is considered **feasible** for formation of new district if result of the measurement have score equal to or more than 1,592. In accordance with that, category of measurement on potentials of district in implementation of administration, development, and society can be defined as seen in table below:

Table 4
Category of Option

No	Variable	Total Score Interval	Weight
1	2	3	4
1	High Potential	907 TS < 1,512	Division is feasible
2	Adequate Potential	580 TS < 907	Division is feasible, but with development of potential within certain period
3	Low Potential	252 TS < 580	Division is not feasible.

F. Result of Study

Based on explanation above, there are several conclusions can be taken as follow:

1. Division of district of East Seram, PP Gorom, Werinama and Bula is based on capability level or potential of each district through measurement and evaluation on main and supporting variables. Main variable is based on normative regulation of Decision of Minister of Home Affairs No. 4 of 2000 and supporting variables is based on 21 variables of study, namely demography, *orbitasi* (distance from administrative center), education, health, religiousness, sport facilities, transportation, communication, public lighting, politics, public safety and order, agriculture, fishery, animal husbandry, forestry, mining, employment, socioculture, community economics, social circumstance, and administrative aspects. Descriptions are as follow:

a. Potentials of East Seram District

Result of analysis generally indicates that, in accordance with the potentials, East Seram District is feasible for division based on high total score of its potentials by 100.6%, where:

- 1) 5 out of 21 variables of study (24%) scored above average score of whole East Seram District;
- 2) Result of data processing describes that potentials of East Seram District scored 990 or 100.6% of minimum standard or, in other words,

potentials of East Seram District scored above minimum standard (990 > 907), which indicate that East Seram District is feasible for division.

Regional planning through division of East Seram District can be designed by 3 best alternatives of regional planning as follow:

- 1) Alternative 1 (score difference 4)
 - Planned parent district with score of 989, consisting of 10 villages: Kiltai, Kilwaru, Geser, Kellu, Kefing, Urung, Kilmuri, Kwaos, Kian Laut, and Kian Darat.
 - Planned new district with score of 993, consisting of 7 villages: Damana, Kilmoi, Kilbat, Sesar, Air Kasar, Waras-waras, and Gah.
- 2) Alternative 2 (score difference 7)
 - Planned parent district with score of 987, consisting of 8 villages: Kiltai, Kilwaru, Geser, Kellu, Kefing, Urung, Kilmuri, and Kwaos.
 - Planned new district with score of 994, consisting of 9 villages: Kian Laut, Kian Darat, Damana, Kilmoi, Kilbat, Sesar, Air Kasar, Waras-waras, and Gah.
- 3) Alternative 3 (score difference 26)
 - Planned parent district with score of 978, consisting of 9 villages: Kiltai, Kilwaru, Geser, Kellu, Kefing, Urung, Kilmuri, Kwaos, and Kian Laut.
 - Planned new district with score of 1,004, consisting of 8 villages: Kian Darat, Damana, Kilmoi, Kilbat, Sesar, Air Kasar, Waras-waras, and Gah.

Based on criteria above, then priority options for division are as follow:

Table 5
Priority Option of Alternatives
for Division of District
in East Seram District,
Eastern Seram Regency

No	Alternative	Score	Score Difference	Priority
1	Alternative 1 Planned New District and Planned Parent District	993 – 989	4	I
2	Alternative 2 Planned New District and Planned Parent District	994 – 987	7	II
3	Alternative 3 Planned New District and Planned Parent District	978 – 1,004	-26	III

Based on table above, alternative 1 is selected as priority 1. This is by consideration that the division relatively have more balance in terms of potentials than alternative 2 and 3 for 21 variables of study. Difference of score earned between the planned parent district and the planned new district in alternative 1 is only 4, while in alternative 2 is 7 and alternative 3 is 26.

In accordance with that, alternative 1 surpasses other alternatives in terms of such as the difference of capacity level between planned parent district and planned new district after the division that would be much more balanced. Therefore, alternative 1 would be better in ensuring the improvement of public services, democratization and public welfare in both planned parent district and planned new district after the division.

b. Potentials of Pulau-pulau Gorom District

Result of analysis generally indicates that, in accordance with the potentials, Pulau-pulau Gorom District is feasible for division based on high total score of its potentials by 96.9%, where:

- 1) 4 out of 21 variables of study (19%) scored above average score of whole Pulau-pulau Gorom District;
- 2) Result of data processing describes that potentials of PP Gorom District scored 968 or 96.9% of minimum standard or, in other words, potentials of PP Gorom District scored above minimum standard (969.8 > 907), which indicate that PP Gorom District is feasible for division.

Regional planning through division of PP Gorom District can be designed by 2 best alternatives of regional planning as follow:

- 1) Alternative 1 (score difference -1)
 - Planned parent district with score of 970, consisting of 11 villages: Amarsekaru, Amarwatu, Kota Sirih, Mida, Kilkoda, Dai, Miran, Rarat, Ondor, Kataloka, and Pulau Panjang.
 - Planned new district with score of 969, consisting of 9 villages: Teor, Tamher Warat, Kelangan, Tamher Timur, Amarlaut, Utta, Lahena, Effa, and Ilili.
- 2) Alternative 2 (score difference -2)
 - Planned parent district with score of 971, consisting of 5 villages: Miran, Rarat, Ondor, Kataloka, and Pulau Panjang.
 - Planned new district 1 with score of 969, consisting of 9 villages: Teor, Tamher Warat, Kelangan, Tamher Timur, Amarlaut, Utta, Lahena, Effa, and Ilili.
 - Planned new district 2 with score of 969, consisting of 6 villages: Amarsekaru, Amarwatu, Kota Sirih, Mida, Kilkoda, and Dai.

Based on criteria above, then priority options for division are as follow:

Table 6
Priority Option of Alternatives
for Division of District
in PP Gorom District,
Eastern Seram Regency

No	Alternative	Score	Score Difference	Priority
1	Alternative 1 Planned Parent District and Planned New District	970 – 969	1	I
2	Alternative 2 Planned Parent District and Planned New District 1 and Planned New District 2	971-969	2	II

Based on table above, alternative 1 is selected as priority 1. This is by consideration that the division relatively have more balance in terms of potentials than alternative 2 for 21 variables of study. Difference of score earned between the planned parent district and the planned new district in alternative 1 is only 1, while in alternative 2 is 2.

In accordance with that, alternative 1 surpasses other alternative in terms of such as the difference of capacity level between planned parent district and planned new district after the division that would be much more balanced. Therefore, alternative 1 would be better in ensuring the improvement of public services, democratization and public welfare in both planned parent district and planned new district after the division.

c. Potentials of Werinama District

Result of analysis generally indicates that, in accordance with the potentials, Werinama District is feasible for division based on high total score of its potentials by 100.6%, where:

- 1) 9 out of 21 variables of study (43%) scored above average score of whole Werinama District;
- 2) Result of data processing describes that potentials of Werinama District scored 957 or 100.6% of minimum standard or, in other words, potentials of Werinama District

scored above minimum standard (957 > 907), which indicate that Werinama District is feasible for division.

Regional planning through division of Werinama District can be designed by 3 best alternatives of regional planning as follow:

- 1) Alternative 1 (score difference 9)
 - Planned parent district with score of 961, consisting of 6 villages: Elnusa, Atiahu, Bemo, Werinama, Hatumeten, and Batu Asah.
 - Planned new district with score of 952, consisting of 4 villages: Liliana, Polin, Tunsai, and Lapela.
- 2) Alternative 2 (score difference 31)
 - Planned parent district with score of 972, consisting of 5 villages: Atiahu, Bemo, Werinama, Hatumeten, and Batu Asah.
 - Planned new district with score of 942, consisting of 5 villages: Liliana, Polin, Tunsai, Lapela, and Elnusa.
- 3) Alternative 3 (score difference 72)
 - Planned parent district with score of 1,000, consisting of 4 villages: Bemo, Werinama, Hatumeten, and Batu Asah.
 - Planned new district with score of 929, consisting of 6 villages: Liliana, Polin, Tunsai, Lapela, Elnusa, and Atiahu.

Based on criteria above, then priority options for division are as follow:

Table 7
Priority Option of Alternatives for
Division of District
in Werinama District, Eastern Seram
Regency

No	Alternative	Score	Score Difference	Priority
1	Alternative 1 Planned Parent District and Planned New District	961 – 952	9	I
2	Alternative 2 Planned Parent District and Planned New District	972 – 942	31	II
3	Alternative 3 Planned Parent District and Planned New District	1,000 – 929	72	III

Based on table above, alternative 1 is selected as priority 1. This is by consideration that the division relatively have more balance in terms of potentials than alternative 2 and 3 for 21 variables of study. Difference of score earned between the planned parent district and the planned new district in alternative 1 is only 9, while in alternative 2 is 31 and alternative 3 is 72.

In accordance with that, alternative 1 surpasses other alternatives in terms of such as the difference of capacity level between planned parent district and planned new district after the division that would be much more balanced. Therefore, alternatives 1 would be better in ensuring the improvement of public services, democratization and public welfare in both planned parent district and planned new district after the division.

d. Potentials of Bula District

Result of analysis generally indicates that, in accordance with the potentials, Bula District is feasible for division based on high total score of its potentials by 101.8%, where:

- 1) 6 out of 21 variables of study (28.6%) scored above average score of whole Bula District;

- 2) Result of data processing describes that potentials of Bula District scored 1,050.9 or 101.8% of minimum standard or, in other words, potentials of Bula District scored above minimum standard (1,050.9 > 907), which indicate that Bula District is feasible for division.

Regional planning through division of Bula District can be designed by 3 best alternatives of regional planning as follow:

- 1) Alternative 1 (score difference -21)
 - Planned parent district with score of 1,042, consisting of 7 villages: Bula, Hote, Benggoi, UPT. T, UPT. R. Benggoi, Waimatakabo, and UPT. U. Airmatakasu.
 - Planned new district with score of 1,063, consisting of 5 villages: Waru, Belis, Solang, Dawang, and Salas.
- 2) Alternative 2 (score difference -37)
 - Planned parent district with score of 1,030, consisting of 7 villages: Waru, Belis, Solang, Dawang, Salas, Bula, and Hote.
 - Planned new district with score of 1,066, consisting of 5 villages: Benggoi, UPT. T, UPT. R. Benggoi, Waimatakabo, and UPT. U. Airmatakasu .
- 3) Alternative 3 (score difference -57)
 - Planned parent district with score of 1,023, consisting of 6 villages: Waru, Belis, Solang, Dawang, Salas, and Bula.
 - Planned new district with score of 1,079, consisting of 6 villages: Hote, Benggoi, UPT. T, UPT. R. Benggoi, Waimatakabo, and UPT. U. Airmatakasu.

Based on criteria above, then priority options for division are as follow:

Table 8
Priority Option of Alternatives for
Division of District
in Bula District, Eastern Seram Regency

No	Alternative	Score	Score Difference	Priority
1	Alternative 1 Planned New District and Planned Parent District	1,042 – 1,063	-21	I
2	Alternative 2 Planned New District and Planned Parent District	1,030 – 1,066	-37	II
3	Alternative 3 Planned New District and Planned Parent District	1,023 – 1,079	-57	III

Based on table above, alternative 1 is selected as priority 1. This is by consideration that the division relatively have more balance in terms of potentials than alternative 2 and 3 for 21 variables of study. Difference of score earned between the planned parent district and the planned new district in alternative 1 is only 21, while in alternative 2 is 37 and alternative 3 is 57.

In accordance with that, alternative 1 surpasses other alternatives in terms of such as the difference of capacity level between planned parent district and planned new district after the division that would be much more balanced. Therefore, alternative 1 would be better in ensuring the improvement of public services, democratization and public welfare in both planned parent district and planned new district after the division.

2. A district is feasible for division if each potential of both planned new district and parent district is in high interval (907 TS < 1,512). It is feasible for division **with condition** if each potential of both is in adequate interval (580 TS – 907). It is denied or declared as not feasible for division if each district has potential with score less than 580.
3. Result of measurement and evaluation on potentials, public aspiratio and service aspects at District of East Seram, PP Gorom, Werinama and Bula will be explained below. From the

scoring of secondary data of monography of villages and subdistricts in 4 districts planned for division, it indicates that all districts is declared as **feasible** for division as seen in table below:

Table 9
Recapitulation of Capability of the
Districts

No	District	Score	% of standard	Category
East Seram District				
1	East Seram District	990	100.6	High Potential
2	Planned Parent District	989	101.2	High Potential
3	Planned New District	993	99.6	High Potential
PP Gorom District				
1	PP Gorom District	969.8	96.9	High Potential
2	Planned Parent District	970.0	92.9	High Potential
3	Planned New District	969.4	101.8	High Potential
Werinama District				
1	Werinama District	957	100.6	High Potential
2	Planned Parent District	961	101.0	High Potential
3	Planned New District	952	100.1	High Potential
Bula District				
1	Bula District	1050.9	101.8	High Potential
2	Planned Parent District	1042	100.6	High Potential
3	Planned New District	1063	103.4	High Potential

Based on the measurement on potentials of each district, it is clear that all 4 districts planned for division fall into high potential category where the scores are within the interval of 907 TS < 1,512.

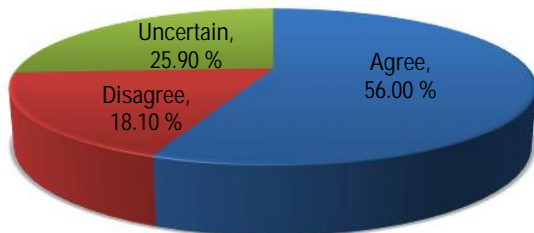
4. From the public aspiration in 4 districts, principally, majority of people, **agree with the planning for division of district**, either public figures, religious

leaders, youth leaders, female leaders, and educational leaders. One way of public aspiration insupporting the division of district is by inclusion of public aspirations in determining capital of district if there will be division of district.

a. Level of Agreement in East Seram District

Below is chart showing aspiration and sociocultural aspect of respondents on division of East Seram District.

**Chart 1
Public Opinion on Division of East Seram District**

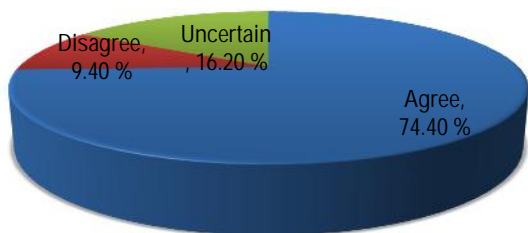


Based on chart above, it is seen that 56.0% people agree, 25.9% feel uncertain, and 18.1% disagree with the planning of division of East Seram District. Therefore, it is concluded that most of people in East Seram District agree with the planning of division.

b. Level of Agreement in Pulau-pulau Gorom District

Below is chart showing aspiration and sociocultural aspect of respondents on division of P.P. Gorom District.

**Chart 2
Public Opinion on Division of Pulau-pulau Gorom District**



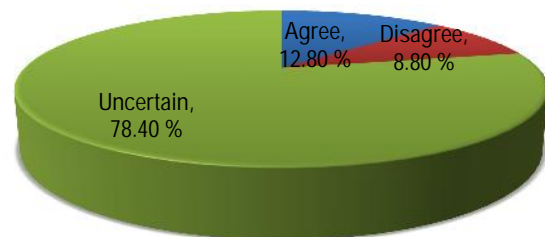
Based on chart above, it is seen that 74.4% people agree, 16.2% feel

uncertain, and 9.4% disagree with the planning of division of P.P. Gorom District. Therefore, it is concluded that most of people in P.P. Gorom District agree with the planning of division.

c. Level of Agreement in Werinama District

Below is chart showing aspiration and sociocultural aspect of respondents on division of Werinama District.

**Chart 3
Public Opinion on Division of Werinama District**

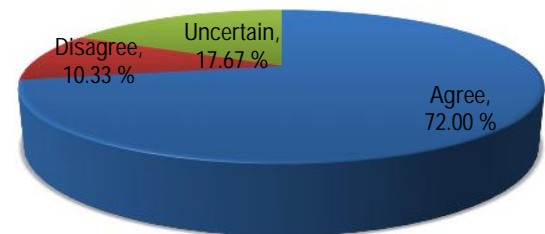


Based on chart above, it is seen that 12.8% people agree, 78.4% feel uncertain, and 8.8% disagree with the planning of division of Werinama District. Therefore, it is concluded that most of people in Werinama District feel uncertain about the planning of division.

d. Level of Agreement in Bula District

Below is chart showing aspiration and sociocultural aspect of respondents on division of Bula District.

**Chart 4
Public Opinion on Division of Werinama District**



Based on chart above, it is seen that 72.0% people agree, 17.67% feel uncertain, and 10.33% disagree with the planning of division of Bula District. Therefore, it is concluded that most of

people in Bula District agree with the planning of division.

5. From the aspect of services and quality of administrative service, either in education, health, public facilities, licensing and public participation, it is seen that service delivery in almost all districts are considered poorer than service delivery at the level of regency and village/subdistrict.

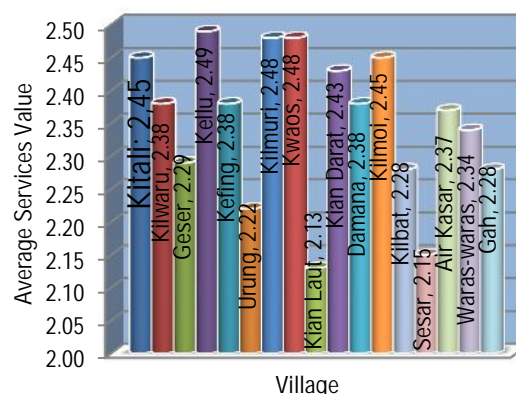
a. Service Delivery in East Seram District

Below is data presentation to determine quality of services provided by government officials in implementing their function as public servant. The result indicates that overall comparison of average value of all services according to village are as follow:

Table 10
Comparison of Average Value of All Services by Village

Village	Averages of all services	Rank
Kiltai	2.45	5
Kilwaru	2.38	9
Geser	2.29	12
Kellu	2.49	1
Kefing	2.38	7
Urung	2.22	15
Kilmuri	2.48	2
Kwaos	2.48	3
Kian Laut	2.13	17
Kian Darat	2.43	6
Damana	2.38	8
Kilmoi	2.45	4
Kilbat	2.28	14
Sesar	2.15	16
Air Kasar	2.37	10
Waras-Waras	2.34	11
Gah	2.28	13
Kec. Seram Timur	2.35	

Graph 1
Comparison of Average Services Values



The highest average value of service as seen from table above is Kellu Village with average value of all services by 2.49, followed by Kilmuri and Kwaos with average value of all services by 2.48.

Result of public satisfactory index (PSI) on services at Administrative Offices at level of Regency, District, and Subdistrict in East Seram District is as follow:

Table 11
Public Satisfactory Index on Services at Administrative Office in East Seram District by Components

No	Components of Services	Value	Priority for Improvement
1.	Procedure	2.504	5
2.	Requirements of services	2.548	7
3.	Certainty of the officer	2.621	8
4.	Discipline of the officer	2.388	3
5.	Responsibility of the officer	2.675	12
6.	Capability of the officer	2.532	6
7.	Quickness of the delivery	2.252	1
8.	Fairness in the delivery	2.624	9
9.	Attitude of the officer	2.835	14
10.	Fairness of the fee	2.664	10
11.	Suitability between delivery and fee	2.407	4
12.	Time accuracy	2.264	2
13.	Cozyness	2.671	11
14.	Security	2.833	13

Source: Processed Questionnaire Data 2005

Final compiling result of public satisfactory index from each component of service explains that:

Based on the result of public satisfactory index calculation, total value of each service unit acquired from total of average value of each components of service. Meanwhile, composite index value for each component of service is multiplied by same scale, that is 0.071.

Index of service unit is calculated by means as shown below:

Table 12
Public Satisfactory Index on Service
at Administrative Office in the City Planned as Capital

Values	Value per component														
	C1	C2	C3	C4	C5	C6	C7	C8	C9	C10	C11	C12	C13	C14	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	
Total value per component	1064	1083	1114	1015	1137	1076	957	1115	1205	1132	1023	962	1135	1204	
AV per component = Total Value per component ÷ number of question-naire filled	2.50	2.55	2.62	2.39	2.68	2.53	2.25	2.62	2.84	2.66	2.41	2.26	2.67	2.83	
Scaled AV per component = NRR per component x 0.071	0.18	0.18	0.19	0.17	0.19	0.18	0.16	0.19	0.20	0.19	0.17	0.16	0.19	0.20	
PSI of Service Unit															*) 2.54 **) 63.57

Where: C1 to C14 : Components of Service
 AV : Average value
 PSI : Public Satisfactory Index
 *) : Total of Scaled AV of PSI
 **) : PSI of Service Unit x 25

Therefore, it can be concluded that results of index value of service unit are as follow:

- Value of PSI after converted = Index value x Base value = 2.54 x 25 = 63.57
- Quality of service is B
- Performance of service unit at administrative office is **Good**

In order to improve service quality, it is prioritized for components with lowest value. Components with higher value need to be maintained. It indicates that service units at administrative office necessary to improve are:

- Quickness of service
- Time accuracy
- Discipline of the officer

b. Service Delivery in Pulau-pulau Gorom District

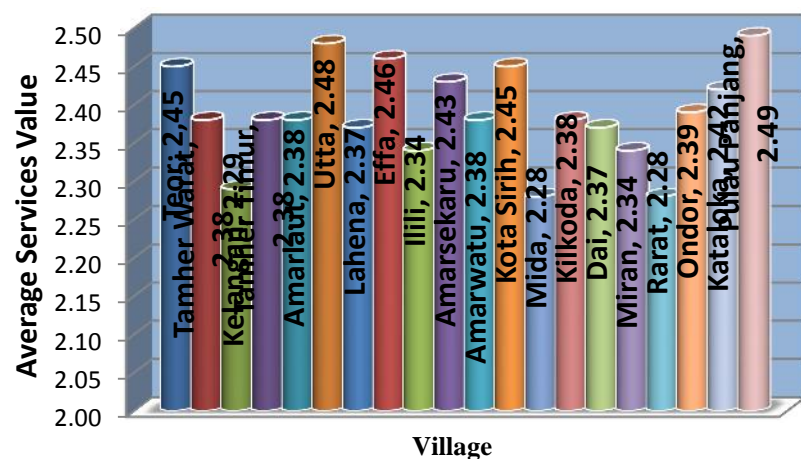
Below is data presentation to determine quality of services provided by government officials in implementing their function as public servant. The result indicates that overall comparison of average value of all services according to village are as follow:

Table 13
Comparison of Average Value of All Services by Village

Village	Averages of all services	Rank
Teor	2.45	5
Tamher Warat	2.38	13
Kelangan	2.29	18
Tamher Timur	2.38	12
Amarlaut	2.38	9
Utta	2.48	2
Lahena	2.37	15
Effa	2.46	3
Ilili	2.34	17
Amarsekaru	2.43	6
Amarwatu	2.38	11

Village	Averages of all services	Rank
Kota Sirih	2.45	4
Mida	2.28	20
Kilkoda	2.38	9
Dai	2.37	14
Miran	2.34	16
Rarat	2.28	19
Ondor	2.39	8
Kataloka	2.42	7
Pulau Panjang	2.49	1
P.P. Gorom District	2.39	

Graph 2
Comparison of Average Services Values



The highest average value of service as seen from table above is Pulau Panjang Village with average value of all services by 2.49, followed by Utta Village with average value of all services by 2.48, and Effa Village with average value of all services by 2.46

Result of public satisfactory index (PSI) on services at Administrative Offices at level of Regency, District, and Subdistrict in P.P. Gorom District is as follow:

Table 14
Public Satisfactory Index on Services at Administrative Office in P.P. Gorom District by Components

No	Components of Services	Value	Priority for Improvement
1.	Procedure	2.464	4
2.	Requirements of services	2.578	9
3.	Certainty of the officer	2.664	11
4.	Discipline of the officer	2.508	5
5.	Responsibility of the officer	2.720	12
6.	Capability of the officer	2.524	7
7.	Quickness of the delivery	2.180	2
8.	Fairness in the delivery	2.514	6
9.	Attitude of the officer	2.756	14
10.	Fairness of the fee	2.542	8
11.	Suitability between delivery and fee	2.322	3
12.	Time accuracy	2.170	1
13.	Cozyness	2.592	10
14.	Security	2.752	13

Source: Processed Questionnaire Data 2005

Final compiling result of public satisfactory index from each component of service explains that:

Based on the result of public satisfactory index calculation, total value of each service unit is acquired from total of average value of each components of service. Meanwhile, composite index value for each component of service is multiplied by same scale, that is 0.071.

Index of service unit is calculated by means as shown below:

Table 15
Public Satisfactory Index on Service
at Administrative Office in the City Planned as Capital

Values	Value per component														
	C1	C2	C3	C4	C5	C6	C7	C8	C9	C10	C11	C12	C13	C14	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	
Total value per component	1232	1289	1332	1254	1360	1262	1090	1257	1378	1271	1161	1085	1296	1376	
AV per component = Total Value per component ÷ number of question-naire filled	2464	2578	2664	2508	2720	2524	2180	2514	2756	2542	2322	2170	2592	2752	
Scaled AV per component = NRR per component x 0.071	0175	0183	0189	0178	0193	0179	0155	0178	0196	0180	1065	0154	0184	0195	2.51
PSI of Service Unit															**) 62.63

Where: C1 to C14 : Components of Service
 AV : Average value
 PSI : Public Satisfactory Index
 *) : Total of Scaled AV of PSI
 **) : PSI of Service Unit x 25

Therefore, it can be concluded that results of index value of service unit are as follow:

- Value of PSI after converted = Index value x Base value
 = 2.51 x 25 = 62.63
- Quality of service is B
- Performance of service unit at administrative office is **Good**

In order to improve service quality, it is prioritized for components with lowest value. Components with higher value need to be maintained. It indicates that service units at administrative office necessary to improve are:

- Time accuracy
- Quickness of delivery
- Fairness of fee

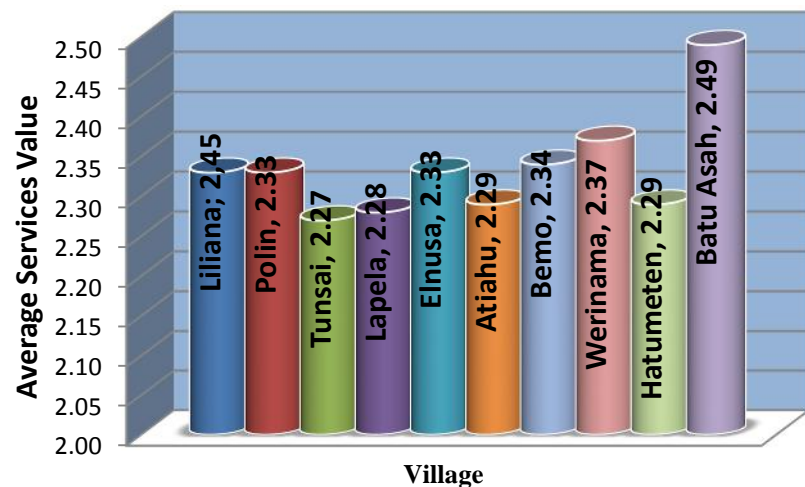
c. Service Delivery in Werinama District

Below is data presentation to determine quality of services provided by government officials in implementing their function as public servant. The result indicates that overall comparison of average value of all services according to village are as follow:

Table 16
Comparison of Average Value of All Services by Village

Village	Averages of all services	Rank
Liliana	2.33	5
Polin	2.33	4
Tunsai	2.27	10
Lapela	2.28	9
Elnusa	2.33	5
Atiahu	2.29	7
Bemo	2.34	3
Werinama	2.37	2
Hatumeten	2.29	8
Batu Asah	2.49	1
Werinama District	2.33	

Graph 3
Comparison of Average Services Values



The highest average value of service as seen from table above is Batu Asah Village with average value of all services by 2.49, followed by Werinama Village with average value of all services by 2.37, and Bemo Village with average value of all services by 2.34.

Result of public satisfactory index (PSI) on services at Administrative Offices at level of Regency, District, and Subdistrict in Werinama District is as follow:

Table 17
Public Satisfactory Index on Services at Administrative Office in Werinama District by Components

No	Components of Services	Value	Priority for Improvement
1.	Procedure	2,436	4
2.	Requirements of services	2,624	10
3.	Certainty of the officer	2,672	11
4.	Discipline of the officer	2,544	7
5.	Responsibility of the officer	2,732	12
6.	Capability of the officer	2,552	8
7.	Quickness of the delivery	2,040	1
8.	Fairness in the delivery	2,576	9
9.	Attitude of the officer	2,808	14
10.	Fairness of the fee	2,496	5
11.	Suitability between delivery and fee	2,320	3
12.	Time accuracy	2,132	2
13.	Cozyness	2,532	6
14.	Security	2,792	13

Source: *Processed Questionnaire Data 2005*

Final compiling result of public satisfactory index from each component of service explains that:

Based on the result of public satisfactory index calculation, total value of each service unit is acquired from total of average value of each components of service. Meanwhile, composite index value for each component of service is multiplied by same scale, that is 0.071.

Index of service unit is calculated by means as shown below:

Table 18
Public Satisfactory Index on Service
at Administrative Office in the City Planned as Capital

Values	Value per component														
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
Total value per component	69	66	66	66	68	68	50	64	72	64	50	53	63	68	
AV per component = Total Value per component ÷ number of question-naire filled	2.4 36	2.6 24	2.6 72	2.5 4	2.7 3	2.5 5	2.0 4	2.5 8	2.8 1	2.4 96	2.3 2	2.1 32	2.5 32	2.7 92	
Scaled AV per component = NRR per component x 0.071	0.1 73	0.1 86	0.1 9	0.1 8	0.1 9	0.1 8	0.1 5	0.1 8	0.2 0	0.1 99	0.1 8	0.1 7	0.1 8	0.2 0	2.5 0
PSI of Service Unit															**) 62.6 3

Where: C1 to C14 : Components of Service
 AV : Average value
 PSI : Public Satisfactory Index
 *) : Total of Scaled AV of PSI
 **) : PSI of Service Unit x 25

Therefore, it can be concluded that results of index value of service unit are as follow:

- Value of PSI after converted = Index value x Base value
 = 2.50 x 25 = 62.58
- Quality of service is B
- Performance of service unit at administrative office is **Good**

In order to improve service quality, it is prioritized for components with lowest value. Components with higher value need to be maintained. It indicates that service units at administrative office necessary to improve are:

- Quickness of delivery
- Time accuracy
- Discipline of the officer.

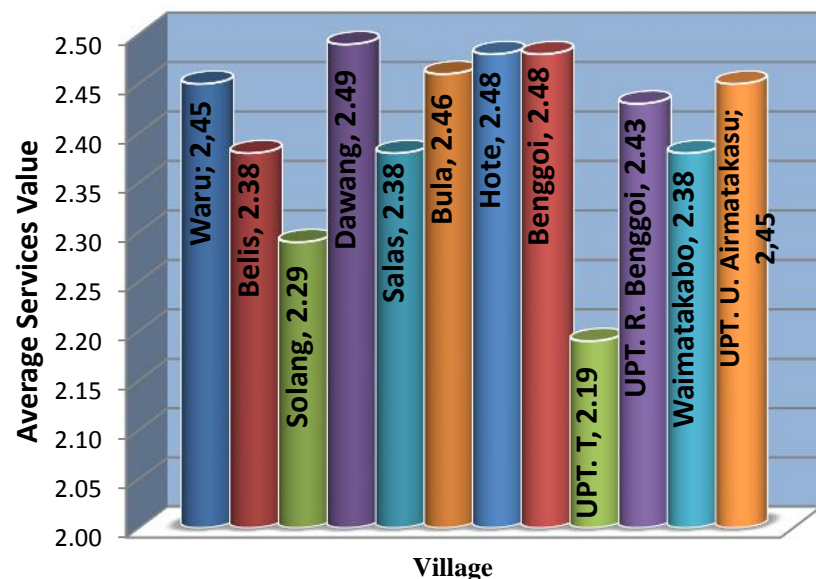
d. Service Delivery in Bula District

Below is data presentation to determine quality of services provided by government officials in implementing their function as public servant. The result indicates that overall comparison of average value of all services according to village are as follow:

Table 19
Comparison of Average Value of All Services by Village

Village	Averages of all services	Rank
Waru	2.45	6
Belis	2.38	10
Solang	2.29	11
Dawang	2.49	1
Salas	2.38	8
Bula	2.46	4
Hote	2.48	2
Benggoi	2.48	3
UPT. T	2.19	12
UPT. R. Benggoi	2.43	7
Waimatakabo	2.38	9
UPT. U. Airmatakasu	2.45	5
Bula District	2.40	

Graph 4
Comparison of Average Services Values



The highest average value of service as seen from table above is Dawang Village with average value of all services by 2.49, followed by Hote and Benggoi with average value of all services by 2.48.

Result of public satisfactory index (PSI) on services at Administrative Offices at level of Regency, District, and Subdistrict in Bula District is as follow:

Table 20
Public Satisfactory Index on Services at Administrative Office in Bula District by Components

No	Components of Services	Value	Priority for Improvement
1.	Procedure	1,736	3
2.	Requirements of services	1,816	10
3.	Certainty of the officer	1,920	14
4.	Discipline of the officer	1,791	6
5.	Responsibility of the officer	1,852	11
6.	Capability of the officer	1,798	7
7.	Quickness of the delivery	1,536	1
8.	Fairness in the delivery	1,800	9
9.	Attitude of the officer	1,901	12
10.	Fairness of the fee	1,798	7
11.	Suitability between delivery and fee	1,744	4
12.	Time accuracy	1,576	2
13.	Cozyness	1,769	5
14.	Security	1,915	13

Source: *Processed Questionnaire Data 2005*

Final compiling result of public satisfactory index from each component of service explains that:

Based on the result of public satisfactory index calculation, total value of each service unit is acquired from total of average value of each components of service. Meanwhile, composite index value for each component of service is multiplied by same scale, that is 0.071.

Index of service unit is calculated by means as shown below:

Table 21
Public Satisfactory Index on Service
at Administrative Office in the City Planned as Capital

Values	Value per component														
	C1	C2	C3	C4	C5	C6	C7	C8	C9	C10	C11	C12	C13	C14	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	
Total value per component	78	72	86	76	77	74	68	75	88	74	71	60	72	84	
AV per component = Total Value per component ÷ number of question-naire filled	1.736	1.816	1.920	1.791	1.852	1.798	1.536	1.800	1.901	1.798	1.744	1.576	1.769	1.915	
Scaled AV per component = NRR per component x 0.071	0.123	0.129	0.136	0.127	0.131	0.128	0.109	0.128	0.135	0.128	0.124	0.112	0.126	0.136	
PSI of Service Unit															**) 44.29

Where: C1 to C14 : Components of Service
 AV : Average value
 PSI : Public Satisfactory Index
 *) : Total of Scaled AV of PSI
 **) : PSI of Service Unit x 25

Therefore, it can be concluded that results of index value of service unit are as follow:

- a. Value of PSI after converted = Index value x Base value
 = 1.77 x 25 = 44.29
- b. Quality of service is C
- c. Performance of service unit at administrative office is **Adequate**

In order to improve service quality, it is prioritized for components with lowest value. Components with higher value need to be maintained. It indicates that service units at administrative office necessary to improve are:

1. Time accuracy
 2. Quickness of service
 3. Fairness of fee
6. Option for division of district is based on consideration that planned parent district **shall not** become weaker nor unable to implement administration, with difference of capability level between planned districts should not be huge, and there should be certainty in improvement of public services, democratization, and public welfare.

G. Recommendation

In order to assure the successful implementation of division of district as seen from the capability of district in the delivery of service, implementation of administration and development effectively and efficiently, there are several recommendations as follow:

1. Considering that district is agent for regency/city and delegated some authorities from regent/mayor, then division of district should be followed by delegation of some authorities from regent/mayor to Camat according to potentials and problems faced, either in planned new district and parent district;
2. Preparing design of district organization according potentials and characteristic of district (typology of the district), as well as pattern and attribute of authorities delegated from regent/mayor to Camat;
3. Preparing budget for performance and logistic of the district according to magnitude of authorities of Camat, potentials, and problems of each district; and
4. Preparing design of measurement and evaluation on performance of the district according to authorities of Camat, potentials, and problems of each district.
5. All equipment, personnel, and implementation cost of division of district are under responsibility of Local Government, including improvement of entire demographic administrative services for all regions involved in division, either ID card, Family Register, and other demographic administrative affairs.

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