

International Journal of Educational Review

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A Government Policy in Determining the Regional Boundaries Between *Lima Puluh Kota* Regency and *Payakumbuh* City, West Sumatera

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Abstract: This research is based on Regulation of the Minister of Home Affairs Number 76 of 2012 concerning on Guidelines for Boundary Confirmation and Regulation of the Minister of Home Affairs Number 141 of 2017 concerning on Regional Boundaries. This research method was a descriptive analysis with a triangulation method and a triangulation of sources for testing the data of this research. The data of this research were analyzed by using a SWOT analysis. The results of this research revealed that S-O Strategy (1) Clarifying the boundaries between the two Local Governments in realizing a clear government administration; (2) Optimizing the role of the Community in Realizing the Development with the clear territorial boundaries; W-O Strategy (1) Coordinating with related parties to realize the good government administration services; (2) There is guidance and supervision to the Regional Government through the Provincial Government and the Central Government; S-T Strategy (1) Building the government cooperation by taking an agreement through the Provincial Government; (2) Building the good communication with the community at every deliberation; W-T Strategy (1) Strengthening the regulations by disseminating every decision from the Ministry of Home Affairs; (2) Mediating every meeting through the conflicting parties.

Keywords: Policy, Strategy, Boundary, SWOT Analysis

1. Introduction

Regional autonomy is one of the spirit of democracy that is manifested through the handover and delegation of government affairs by the Central Government to Regional Governments along with the sources of income. In accordance with Law Number 23 of 2014, Article 285 states that; sources of regional income include: Original Regional Income; Transfer Funds; and Other Legitimate Income. This then has a strong relationship with regional boundaries, because the calculation of the opportunity of obtaining these sources of income is influenced by the area of coverage, which is then regulated in the Minister of Home Affairs Regulation Number 141 of 2017 concerning Confirmation of Regional Boundaries, Article 1 paragraph (3) is definite regional boundaries in the field are a collection of geographic coordinate points that refer to the national

geofence system and form the administrative boundary lines between Regional Governments. It is continued with Article 2 paragraph (1) in the same regulation, that confirmation of regional boundaries aims to create an orderly government administration, provide clarity of legal certainty to the territorial boundaries of an area that meet technical and juridical aspects.

Things that can harm the community are in conditions of unclear boundaries between regions; such as unclear public services in terms of infrastructure, education, health, and empowerment. However, these losses are still found in many regions in Indonesia whose regional boundaries have not been defined, both at the district/city level, and at the provincial level in Indonesia, one of which is West Sumatera Province. West Sumatera Province which consists of 19

Regencies/Cities has 32 segments of regional boundaries. The 32 regional boundary segments whose boundaries have been confirmed through the Minister of Home Affairs Regulation, only 20 are regional boundaries and there are still 12 boundary segments that have not been defined. There are factors inhibiting the Provincial Government in resolving territorial boundary conflicts between Regencies/Cities, according to the results of Masyitah (2012) (1) there is uncertainty from one of the disputants over the implementation of authority exercised by the Riau Provincial Government, (2) in exercising its authority, the Riau Provincial Government is less socialized to the bureaucracy from both parties, (3) limited budget funds, and (4) lack of personnel in resolving boundaries in the field. In addition, the limited availability of facilities and infrastructure for transportation, telecommunications, settlements and low human resources (Gevisioner, et al, 2013). Then, according to Monalisa, et al (2018), the boundaries between Kampar Regency and Rokan Hulu Regency have not been determined so that there is still Dualism in Government.

According to the Regional Regulation of West Sumatra Province Number 16 of 2008 concerning *Ulayat Land* and Its Utilization, *ulayat land* is a parcel of heirloom land along with the natural resources that are above it and where it is obtained from generations is the right of customary law communities in West Sumatra Province. it has not been done well. There are still many lands that are claimed as *ulayat lands*, but their position and function and status have not been clearly defined, because with the unclear status and position of these *ulayat lands* customary leaders and communities in West Sumatra determine the existence of these *ulayat lands* still using the term *adat*, namely "warih nan bajawek" or the delivery of messages orally from traditional elders to their successors.

In accordance with the Regulation of the Minister of Home Affairs Number 141 of

2017 concerning Confirmation of Regional Boundaries in Article 2 Paragraph (2), it has been stated that "Confirming regional boundaries does not erase land rights, asset ownership, customary rights in communities". So that with these regulations, there should be no need for concerns from the community or local government to arise regarding customary rights and personal and organizational ownership.

Based on the results of the author's interview with Mr. Erwan, S.IP as Head of the Payukumbuh City Administration on February 15, 2020, stated that the view of the community between these territorial boundaries is with *ulayat* boundaries, that the boundaries of the territories are coherent with customary boundaries, while the existing regulations is the boundary of the territory, this border does not leave the boundaries of the territory. The West Sumatra Provincial Government through the Government Bureau facilitates the settlement of the boundaries of the two regions by holding joint meetings. Limapuluh Kota Regency is located at PBU 023 with coordinates 100°37'15.0 "East Longitude and 0°12'07.0" LS, according to survey data tracking the location of the boundary pillar installation which was signed by the Regent of Lima Puluh Kota and the Mayor of Payakumbuh on January 21, 2012.

Then based on these conditions, various things have caused the delay in confirming the boundaries between Lima Puluh Kota District and Payakumbuh City, so that in 2020 the boundary between the two regions is still not confirmed by the Minister of Home Affairs Regulation. In this regard, the author wants to conduct further research on efforts to accelerate the affirmation of regional boundaries between the two regions through the West Sumatra Provincial Government as the mediator in resolving all district boundaries in West Sumatra Province.

2. Research Method

This research is a qualitative research using a descriptive approach. This research

was conducted in the governmental environment of West Sumatra Province, Lima Puluh Kota Regency and Payakumbuh City. The selection of informants used was purposive sampling technique, which is a sampling technique for data sources with certain considerations. The research sample is the West Sumatra Provincial Government, namely the government in Payakumbuh City and Lima Puluh Kota District. The informants for this study consisted of 1) Head of Regional Secretariat Government Bureau of West Sumatra Province; 2) Head of the Government Bureau of the Regional Secretariat of West Sumatra Province; 3) Head of Sub Division of Government Bureau of the Regional Secretariat of West Sumatra Province; 4) Head of Payakumbuh City Governance Section; 5) Head of Sub Division of Regional Government of Payakumbuh City Development; 6) Head of General Governance Section of Lima Puluh Kota District; 7) Head of Sub Division of Governance and Regional Apparatus of Lima Puluh Kota Regencies; 8) Jorong Siapi Api Nagari Simalanggan, Lima Puluh Kota District; 9) Ompang Tanah Sirah Village, Payakumbuh District, Payakumbuh City; 10) City Boundary between Lima Puluh Kota District in Nagari Koto Tuo, Harau District and Omoang Tanah Sirah Village, North Payukumbuh District. The question was how is the strategy in West Sumatra Provincial Government policy in resolving the confirmation of Regional Boundaries in the Regional Boundary Segment of Lima Puluh District and Payakumbuh City.

3. Results and Discussion

SWOT Analysis

The strategy of the West Sumatra Provincial Government in affirming regional boundaries in Lima Puluh Kota District and Payukumbuh City, for more details, see the following SWOT analysis table:

Table 1. SWOT Analysis Realizing the Confirmation of Territorial Boundaries by the Government of West Sumatra Province

Strength	Weakness
1. The Local Government Socialization on Boundaries	1. Lack of Consistency from Local Government
2. Creation of Spatial Planning	2. Weak existing coordination
3. Clear Regency/ City Boundaries	3. Low Economy at Regional Border
4. The existence of community involvement in the confirmation of boundaries	4. The existence of <i>Ulayat</i> Land
	5. Still awaiting the issuance of the Ministry of Home Affairs Regulation on the Confirmation of Territorial Boundaries between the two regions
Opportunity	Trheat
1. Realizing Government Development with Clear Regional Boundaries	1. Potential Conflict from the Community
2. Realization of Community Welfare in Border Areas	2. Overlapping Certificate of Entitlement
3. Realizing Good Government Administration	3. The Emergence of Government Administration Service Problems

From the table above it can be seen the points of internal factors (strengths-weaknesses) and also from external factors (opportunities-threats) in the policy strategy of the West Sumatra Provincial Government in resolving the territorial boundaries between Lima Puluh Kota District and Payukumbuh City.

Alternative Strategy of the West Sumatra Provincial Government in Resolving the Confirmation of Territorial Boundaries in Lima Puluh Kota District and Payukumbuh City

Alternative policies of the West Sumatra Provincial Government in resolving the territorial boundaries between Lima Puluh Kota District and Payukumbuh City which are formulated based on the identification of internal factors (strengths-weaknesses) and external factors (opportunities-threats), for more details can be seen in the table below:

Table 2. Alternative Government of West Sumatra Province, Lima Puluh Kota District and Payukumbuh City

SO	WO
Utilization of Potential to seize opportunities: 1. Clarifying the Territorial Boundary between the Two Local Governments in Achieving Clear Government Administration 2. Optimizing the Role of the Community in Achieving Development with Clear Territorial Boundaries	Overcoming Weaknesses to seize opportunities: 1. Coordinating with related parties to Realize Good Government Administration Services 2. There is guidance and supervision of local governments through the provincial government and the central government/ Ministry of Home affairs
ST	WT
Harness the potential to meet challenges: 1. Building Government Cooperation by Taking Agreements through the	Minimize weaknesses to survive threats: 1. Strengthening existing regulations by conducting socialization of every decision from the Ministry

Provincial Government	of Home Affairs
2. Building Good Communication with the Community in every Deliberation	2. Mediate each meeting through the conflicting parties

According to Rangkuti (2015) SWOT analysis is the identification of various factors systematically to formulate a strategy that is expected to solve problems. This analysis is based on logic that maximizes strengths and opportunities, but at the same time minimizes weaknesses and threats. Meanwhile, Nurhayati (2015) argues that "SWOT analysis is a comparative analysis conducted by companies before starting to design corporate strategy." According to Wiyati (2017) SO (Strength and Opportunity), WO (Weaknesses Opportunities), ST (Strengths and Threats), and WT (Weaknesses Threats), these strategies are based on the thinking of the provincial government.

SO Strategy

Clarifying Territorial Boundaries between the Two Local Governments in Achieving Clear Government Administration. Based on the Minister of Internal Affairs Regulation Number 7 of 1979 concerning the determination of the boundaries of the Payukumbuh municipalities and according to the results of the deliberations on November 12, 1970 in the session room of the District Lima Puluh Kota Regent's Office attended by the Regency Government, Realization Committee, Payukumbuh Sub-District, Luhak Sub-District Head, Harau Sub-District Head and fifteen Wali Nagari-Wali Nagari Sepadan and agreed boundaries in accordance with respective Barih Balobeh Nagari, namely 1) Road Boundary for Piladang Department, at Ai Taganang or Kauciang Dapek 6.7 km from the city center; 2) Road Boundary of Tanjung Pati Department, in Padang Gantiang 5.7 km from the City Center; 3) Road boundary for

Suliki Department, north of Lampasi Bridge, 4.1 km from City Center; 4) Road Boundary for Taram Department, in Tunggua Jua, east of Sikali Bridge, 6.5 km from the City Center; 5) Road Boundary of Batang Tabit Department in Kincia Cino or Kubu Kacang 5 km from City Center; 6) Road Boundary for the Department of Sit Tujuh, in Limau Kapeh, 6 km from the City Center.

Since the formation of the City which was originally still a Regency, there were around seven villages that agreed to form a city. Since this agreement was made there was no administrative formation of the city, so there was no boundary, only natural boundaries, marked northward to the new koto, namely "Batang Lampasi", at that time there were still areas whose positions were not clear. For example, in Jorong Siapi-api, the area is one but the population is two until now, so the settlement of this area's boundary has dragged on until now it has not been completed.

Optimizing the Role of the Community in Achieving Development with Clear Territorial Boundaries. The pillar agreement was approved by the two regions both in Payukumbuh City and Lima Puluh Kota District. In accordance with the Ministry of Home Affairs Number 7 of 1970 there is no pillar. So, Payukumbuh Small City is in accordance with the Constitution Number 8 of 2006 and becomes a Middle City in accordance with Law Number 18 of 1965 according to the village. Then, Regional Regulation Number 7 of 2013 concerning the Formation, Abolition, and Merger of Kelurahan within the City of Payukumbuh, by merging urban villages from 76 wards to become 48 sub-districts now. Furthermore, it is supported by the Payukumbuh City Boundary Document as a Material for the Process of Determining the Regulation of the Minister of Home Affairs of the Republic of Indonesia concerning the Regional Boundary of the City of Payukumbuh and the District of Lima Puluh Kota of West Sumatra Province.

In accordance with the Decree of the Regent of Lima Puluh Kota Number 172 of 2012 concerning the Stipulation of Administrative Boundaries for the Simalanggang Nagari Government, Payukumbuh District. In addition, the Letter of the Governor of West Sumatra Province Number 120/246 / Pem-2019 concerning Regional Administrative Boundaries, one of the contents of the agreement in this finalization meeting, namely; The District Government of Lima Puluh Kota with the City Government of Payukumbuh and West Sumatra Province have agreed on the coordinates and the drawing of the boundary line between the two regions with a total number of coordinates of 105 points.

WO Strategy

Coordinating with related parties to Realize Good Government Administration Services. In accordance with Regional Regulation Number 01 of 2012 regarding the consideration of the RTRW aspects of Payukumbuh City, based on the Minutes of the Payukumbuh City Spatial Planning Agreement with Lima Puluh Kota Regency on May 4, 2010 concerning The Coordination Meeting for the preparation of the RTRW for Payukumbuh City in 2010-2030 was attended by the Mayor of Payukumbuh, elements of the Payukumbuh Muspida City, Head of Bapedda of West Sumatra Province, Head of Bapedda Kab. Lima Puluh Kota, Head of Payukumbuh City Bapedda.

In addition, in the Minutes of the Socialization of Confirmation of Regional Government Administration Boundaries between the Lima Puluh Kota District and the Payukumbuh City Government on Thursday, October 13, 2011 in the Office Hall of the Lima Puluh Kota Regent, resulted in several agreements. After coordination is carried out, a meeting is also held with related parties, if it is carried out and carried out properly, the results will be achieved properly, one of which can be carried out through deliberation.

There is guidance and supervision to the regional government through the provincial government and the central government. Confirmation of the boundaries of this area is still pending for several reasons. First, the agreement with the ax company through the process of several parties who signed it. Second, we are tug-of-war because after we check the field again, there are several points that have been determined that errors occur, so that the community is divided because of the wrong points, then this tug of war occurs.

In accordance with the Regulation of the Minister of Home Affairs Number 76 of 2012 concerning Guidelines for Confirming Boundaries of Article 25 paragraph 2 which states that "Settlement of Disputes over Regional Boundaries between Regencies/Cities in a Province is carried out by the Governor. In addition, the West Sumatra Governor's Letter Number 120/188/Pem-2018 dated March 13 2018 concerning regional administrative boundaries, namely the West Sumatra Governor's Affirmation regarding the Confirmation of Regional Boundaries between Payukumbuh City and Lima Puluh Kota District, one of which includes an agreement to hand over the process of confirming the boundaries between the two regions to the Minister of Home Affairs. So, the importance of guidance and supervision from the Provincial and Central Governments towards the two local governments between the Payukumbuh City Government and the District Government. Lima Puluh Kota, so that problems occur directly by the government and the government goes to the field to check the boundaries between the two regions.

ST Strategy

Building Government Cooperation in Taking Agreements through Provincial Governments Cooperation between Regional Governments is one of the options faced by Regional Governments. Not all problems and services in the regions must be resolved

through cooperation between local governments. There is an agreement on several points and it is very crucial for the district because it is the border area with the district capital. As for the case that occurred in the Nagari Siapi-API area, because it did not comply with the agreement, this case rose. The strategy of this district still persists because the current RTRW is different, but they do not have proof of certificate.

The agreement resulted in collaboration between the Provincial Government and City/Regency Governments, is in accordance with the results of the meeting of facilities for the district/city boundary segments in West Sumatra Province in Jakarta from 11 to 13 June 2019. Suggestions and inputs for accelerating the confirmation of the boundaries of the two regions, namely (1) so that the two regional governments present data that are presented technically on the map, not only through narratives. Because through this technical explanation, the distribution of areas that have supporting data and those that do not have data will be illustrated; (2) through the distribution of data on the map, it is hoped that the Ministry of Home Affairs can provide a win-win solution regarding the decision on the final boundary line between TK T1A and PABU-002.

Building Good Communication with the Community in Every Deliberation. Communication has been made because talking about this limit is very crucial, on average it is still reversed, because it is still looking for profit or an element of interest in this matter. Because it was facilitated by the Provincial Government and the Central Government, we cannot help but follow this decision as well. There is uncertainty because the average limit is actually the same, but when the action is done, it is often not committed anymore. However, when no commitment occurs, we are facilitated by the province, if not then it will be returned to the Central Government in following up on this process. As for the meeting by the Ministry of

Home Affairs, the Minister has the power or authority in determining this area, it should be from the beginning that the regulation was down usually ten days after the final decision, it should be the way to go. However, if there is no point of contact, it is decided by the Ministry of Home Affairs, here that the Ministry of Home Affairs must take its best stance.

WT Strategy

Strengthening the existing regulations by conducting socialization of every decision from the Ministry of Home Affairs. Related to socialization, there have been done with the nagari party, but still not all existing networks. This socialization has not been given to the public, it is still limited to the understanding given to Walinagari in adjacent areas. Because, it is still waiting for a decision from the Ministry of Home Affairs regarding the confirmation of the territorial boundaries between the two governments of the Lima Puluh Kota Regency, so that the budget is still limited in providing outreach to the community. This can be started with provincial intervention if the two district/city governments do not agree, then the province will resolve it. Before taking this road we will continue to facilitate it if they agree. After several times being facilitated by the Provincial Government, from the Provincial Government to the Regency/City Government, it has gone to the Ministry of Home Affairs Center and each meeting has an agreement. We take the rules first, before then the policies, have discussions before we do mediation, in this case based on these rules, we are looking for agreements, we are looking for a win-win solution for the two regional parties. If a win-win solution has been obtained, but the agreement has been signed several times, it is finally canceled by both parties. So, it is necessary to make adjustments to the existing regulations regarding the Confirmation of Boundaries between the two regions of the Regency/City government, namely the Regulation of the

Minister of Internal Affairs. Negeri Number 76 of 2012 concerning Confirmation of Territorial Boundaries and Regulation of the Minister of Home Affairs Number 141 of 2017 concerning Confirmation of Territorial Boundaries, both regulations which are still valid in Regency/City communities.

Mediate every Meeting through the Conflicting Parties. The strategy is to mediate, there is an agreement and adjust it to the regulations, we can see the mediation given to the local government relatively through the Provincial Government, the weakness is in political intervention, because on average those who take part in these meetings are not Regional Heads. So, when the previous TPBD was agreed upon after the agreement was brought back to the respective regions, so that there was something unclear in conveying it to the regional head, this resulted in cancellations from one of the parties contained in the minutes. respectively, if we are in West Sumatra Province, we have prepared these mediations according to their version between the two parties so that we can find a solution, then it is returned to them to take an agreement. Previously we looked for a win-win solution for the two regional parties, after we obtained this win-win solution, we would find a way between the two parties in this area, and if there was no agreement between the two regions, it would be returned to the Central Government or the Ministry of Home Affairs.



The signing of the Minutes by the Regent of Lima Puluh Kota, the Mayor of Payukumbuh City and the West Sumatra Provincial Government Assistant

4. Conclusion

S-O strategies (Strengths Opportunities), namely (1) Strengthening the Territorial Boundary between the Two Regional Governments in Realizing Clear Government Administration; (2) Optimizing the Role of the Community in Realizing Development with Clear Territorial Boundaries. WO (Weaknesses Opportunities) strategy, namely (1) Coordinating with related parties to Realize Good Government Administration Services; (2) There is guidance and supervision to the regional government through the provincial government and the central government / Ministry of Home affairs. ST (Strengths Threats) Strategy, namely: (1) Building Government Cooperation by Taking Agreements through the Provincial Government; (2) Building Good Communication with the Community in every Deliberation. The WT (Weaknesses Threats) Strategy, namely (1) Strengthening existing regulations by disseminating every decision from the Ministry of Home Affairs; (2) Mediate every Meeting through the conflicting Parties.

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