

Structuring Autonomy System in Realizing the Peoples' Welfare in Indonesia

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Abstract

This research reviews the structuring autonomy system in realizing the peoples' welfare in Indonesia. The type of study was a normative-juridical research. Research is conducted qualitatively with library research within primary and secondary legal approach. Data were analyzed with descriptive qualitative analysis with content analysis. The outcomes of the research indicate that the basic principle of the enactment of local autonomy is a broad principle, real and responsible. As it turns out in practice, however, it has certain weaknesses, particularly in view of the accountability and legitimacy aspects of its establishment. Unfortunately, this principle is no longer shared by local government laws that exist today, so that it shows the existence of local autonomy into weak. The arrangement of decentralized governance in Indonesia is still influenced by the conflict of interest between the central and local government. Reviewing from the aspect of social welfare, the implementation of local autonomy system has not been fully able to realize the welfare of the people in Indonesia, this is caused by the pattern of relationships between central and local governments is unclear both from the aspect of authority, financial and community empowerment.

Keywords: Autonomy, Local Government, Welfare State

1. Introduction

The amendments of the 1945 Constitution of the Republic of Indonesia has brought a paradigm shift in the government of Indonesia. Constitutional reform indicates the beginning of a new era of Indonesia. The era in which the supremacy of the constitution became the commander replaces the supremacy of parliament.¹ According to C.F. Strong, the constitution is "a frame of political society, organized through and by law, that is to say on in the which law has establish permanent institutions with recognized functions and definite rights",² as a frame of state organized through and by law so the elaboration of constitution desire can be derived in the form of legislation which gives the elaboration of local governmental and their authority.

Some developed countries has implemented a policy of autonomy, most with scope comprehensively and designed to move development planning and management responsibilities to local government units. In most countries, the policy of autonomy system has four forms. Governments in countries such as India, Sudan, and Tanzania seeks to delegate the power of decision-making to local governments or administrative units, while in Brazil, Argentina, Venezuela, and Mexico provide the functions of planning and specific management to semi-autonomous organizations.³

Since its establishment, Indonesia has been practicing the system of autonomy, but not entirely all authority/central government affairs handed over to the local, but there are some absolute authority remains a government authority of the Republic of Indonesia because externalities and its nature should be done by the executive power. Therefore, in the system of the Republic of Indonesia, decentralization and centralization systems can be distinguished but not separated and both of them should not be a dichotomy, because both the decentralization and centralization systems are species of the genus of the Unitary Republic of Indonesia.

A form of "autonomy" within a unitary state is a form of the principle of decentralization, which the shape of region is called autonomous region. Even if the principle of autonomy will be used, it is only possible for the union state. Due to the state government are also known as the "state" in equal position (*horizontal, coordinate, concurrent*) with the federal government.⁴ A form of unitary state with a proportional decentralized system, it is not appropriate to eliminate de-concentration. Therefore, this principle is another fundamental principle, namely the principle of decentralization system (which in Act No. 22 of 1999 was amended by the principle of autonomy). In unitary state with a proportional decentralization system, both the principle is equal

¹ Yunus, A. (2011). "Analisis Yuridis Sifat Final dan Mengikat Putusan Mahkamah Konstitusi". Jurnal Konstitusi, 3(2): 115-138

² C.F. Strong, *Modern Political Constitution*, (London: The English Language Book Society and Sidgwick & Jackson Limited, 1996), page. 83

³ G. Shabbir Chema and Dennis A Rondinelli (editors), *Decentralization and Development policy Implementation in developing Countries*, as cited in Ni'matul Huda, *Sistem desentralisasi Asimetris dalam NKRI kajian Terhadap daerah Istimewa, Daerah khusus dan otonomi khusus*, Bandung Nusa Media, (2014), page. 31.

⁴ Astim Riayanto, *Aktualisasi Negara Kesatuan Setelah Perubahan Atas Pasal 18 Undang-Undang Dasar Negara Republik Indonesia Tahun 1945*, Dissertation, Postgraduate Program Padjajaran University, Bandung, 2006, page 405

significance. Therefore, these two principles must be significant with weight proportionality adapted to developments, circumstances and needs.¹

According to Nancy Fraser, in the development of world today, claims for *social justice* is divided into two groups, the first and important is the politics of redistribution that is a politics that calls for the distribution of resources (economic) and welfare equitably and the second is the politics of recognition that is political calls for recognition of different perspectives related to ethnicity, race, sexuality, and gender.²

Agenda of the peoples' welfare be difficult to achieve if not followed by reform of governance by making local government is more responsive and accountable. In the present context, the autonomous system will be more meaningful if supported by *democratic local governance* that promotes accountability, transparency, efficiency-effectiveness, responsiveness and community participation. These principles are the foundation of the local government, which allows purposes of decentralization system (especially people's welfare) can be achieved convincingly.

Changing patterns of governance system in Indonesia from centralize to decentralize system is expected to provide many benefits to the advancement of region. The present decentralization is expected as an effective formula to provide solutions to the problems of governance, development and complex social problems in Indonesia. There is a gap between the expectations with reality is often a conflict of interest that is controversial at the level of implementation. The principle that every region has the potential to realize the contents of autonomy as delegated because the content and type of autonomy for the region are not always similar with other regions and in its implementation, must be equal with the objectives and purpose of autonomy or can be responsible for its implementation.

Realities in various regions showed how autonomy already provide space for innovation in public service delivery is better for the community, as well as the development of good governance. However, in many cases, the implementation of legal-political of decentralization system and local regional in last 13 years also failed to meet its early promise, to resolve tensions for center-local relations in a comprehensive manner, and questioned its commitment to improving the welfare of the people in the region.³

2. Method of the Research

The type of study was a normative-juridical research and can be classified into descriptive research as it aims to describe the practice of the implementation of local autonomy policy in the welfare of the people in Indonesia. In a broader level, the method of study used in this case can also be categorized into the type of "descriptive-analytical" research.⁴

Technique of legal material analysis was done by inventory of legal materials, both secondary data and interviews result with academics, officials in ministries and local governments. Furthermore, the data is processed and analyzed qualitatively as the basic theory in explaining or analyzing such data. Research is conducted qualitatively with library research within primary and secondary legal approach. Data were analyzed with descriptive qualitative analysis with content analysis.

3. Local Autonomy in Indonesia Administration System

In principle, local autonomy is a situation that allows the region to actualize all the best of its potential optimally.⁵ Autonomy is expected to encourage the regions' ability to develop in accordance with the potential and the characteristics of economic, geographic and socio-cultural. Such developments will reduce regional disparities accumulated over time and prevent the disintegration of nation. At least, there are two approaches to make it happen. *First*, basically all problems should be submitted to the region to identify, formulate, and resolve it, except for the issues that are unlikely to be resolved by the region itself in the perspective of state and nation integrities. *Second*, all problem is basically to be submitted to the central government except for certain issues that could have been handled by the region. The first referred to as a federalist approach, while the second as unitary approach.

Philosophically, the implementation of local autonomy as a manifestation of the peoples' sovereignty in the region is expected to ensure the survival of the people in all aspects, not least in the field of economy. The local autonomy is expected to improve the standard of living and welfare of the people. The local government is expected to optimize the management and maintenance of the entire potential of economic resources, facilitate

¹ *Ibid.*, page. 409

² Nancy Fraser, "Social Justice in the Age of Identity Politics: Redistribution, Recognition, and Participation" in Nancy Fraser dan Axel Honneth, "Redistribution or Recognition? A Political-Philosophical Exchange", (London-New York: Verso, 2003), page. 7

³ A.A.GN Ari Dwipayana, *Menata Sistem Desentralisasi Indonesia*, A Paper. Department of Political Science of Gadjah Mada University, Yogyakarta, 2011, pages 1-2.

⁴ Peter Mahmud Marzuki, 2005, *Penelitian Hukum*, Jakarta Kencana. Page. 93.

⁵ Faisal Basri, 2003, "Tantangan dan Peluang Otonomi Daerah", Yayasan Harkat Bangsa, Jakarta: page. xii-xiv.

the natural resources management, investment, increase employment opportunities, smoothing various licenses, providing a wide range of facilities and infrastructure of public services, capture market opportunities through collaboration with various parties, and ensures the operation of economic policies by the central government.

Furthermore, in the field of social and cultural is expected to maintain local autonomy, empower and advance the level of civilized society. The values of local community that is conducive or in line with human rights maintained, institutions of indigenous peoples which has proven its existence is actualized, harmony, tolerance between people and groups are created, respect for human rights, and norms that have been agreed are enforced.¹

Local autonomy is part of the delegating system of government affairs and authority to the region beneath it. Local autonomy is a rights, authorities, and obligations of the regions to organize and manage the “household” itself in accordance with the legislation in force, so that decentralization is a manifestation of the desire to optimize the full potential of the region to improve the welfare of the people.

Unlike the former Act, Act No. 23 of 2014 *Juncto* Act No. 9 of 2015 on Local Government, did not mention explicitly again the basic principles of the implementation of local autonomy policy, the authorities are broad, realistic and responsible. According to the author, this Act has been reduces the philosophical content of the implementation of local autonomy in Indonesia. Because, a way in build and developing good local governance and efficient as the Indonesian diverse cultures must be based on the principle of *sharing of power* between the central- and local governments. Thus, the affairs are public services; the development of local democracy is handled by the local government unless the national strategic affairs become domain the central government.

As description above, we can conclude several things that must be understood about the basic principles of local autonomy policy as follows: *First*, how local governments that implement local autonomy policy can realize the independence of the region, one of them by giving freedom to the region to explore all the potential that exists to improve the people’s economy. *Second*, the transfer of governmental functions significantly from central- to local governments. Autonomous region is given the authority to regulate and manage the affairs of government and public interests because they are more aware their region. So, they can resolve the problems that occur in the region immediately. *Third*, the delegation of responsibility on local government to improves services to the public by infrastructure development, providing public facilities and infrastructure and people empowerment.

Normatively, the basis of constitutional of local autonomy is stipulated in Article 18 (1) the 1945 Constitution which states:

“The Unitary State of the Republic of Indonesia shall be divided into provinces and the provinces shall be divided into districts and municipalities, where each province, district, and municipality shall have a regional administration, stipulated by virtue of law.”

As the basis of constitutional above, then to implement the government in the region established an organic law as a mandate of constitutional (Table 1).

Table 1. Historical review of legislation in the field of local autonomy in Indonesia

No	Regulation	Concerning	Era of Governmental
1	Regulation 1903	Decentrasatie wet	
2	Bestuurshervormings wet 1922	Basic regulation of Dutch-Indies Administration	Dutch colonial
3	Act No.1/1945	Position of Region National Committee	
4	Act No. 22/1948	Self-government in the region and right to manage and administer household itself	Physical revolution
5	Act No. 1/1957	Principles of Regional Government	Parliamentary Democracy
6	Act No. 18/1965	Principles of Regional Government	Guided Democracy
7	Act No. 5/1974	Principles of Regional Government	New Order
8	Act No. 22/1999	Regional Government	
9	Act No. 32/2004	Regional Government	
10	Act No. 12/2008	Regional Government	
11	Act No. 23/2014	Regional Government	Reformation
12	Act No. 9/2015	Regional Government	

Source: *Secondary data, 2016 (Edited).*

By looking at the table above, can be explained on the character of the regional government prevailing in each period as follows: *First*, during the colonial era, it can be seen as a starting point to begin autonomy has

¹ *Ibid*, page.153.

given authority in some areas to manage its household, especially for colonies regions on Java Island.

Second, in the period of Indonesia's independence, especially in the early years of independence were marked by the struggle of physical revolution, can be explained the government embraced multi-party system with the government leadership of a prime minister with the democratic state and the position of region has broad authority to manage household itself (broad autonomy).

Third, after the recognition of the sovereignty, which is obtained through the Round Table Conference (RTC) in Den Haag, Netherlands, Indonesia government system is a federation with a parliamentary system of government. In this period, the situation may be regarded Indonesia experienced a dynamic political situation so that the rise and fall of the cabinet become commonplace. The age of cabinet at that time largely reached only count months. However, the position of region is also given broad autonomy and the life of nation is democratic.

Fourth, a period marked by the return of a mandate by the prime minister at the time, namely Juanda Kartawidjaya to the President, this period was also the period of the return of the Republic of Indonesia to the 1945 Constitution through Presidential Decree July 5, 1959, as well as a starting point for Indonesia to enter the realm of Guided Democracy. In this era, the region is "castrated" by give limited authority for the region, precisely is limited autonomy.

According to the author, even though the 1945 Constitution as the legal basis for establishing local autonomy policy but in its development the ideas of local autonomy has undergone various changes in form and its implementation as outlined in the policy of the law in the legislation, which is caused by the strong currents of attraction of the political elites in every era.

Reviewed from the period of legal enforcement for local autonomy policy in Indonesia, at least there is some form of decentralization policy that has been practiced as follows: *first*, the delegate of autonomy to the region with only focused on de-concentration where regional heads merely an arm of the central government. *Second*, local autonomy with the implementation of decentralization there is still duality in the role of regional head where the positioning of autonomous region as well as the administrative area. *Third*, the regional autonomy policy by focusing on decentralization by giving broad autonomy to the regions while de-concentration is only supplementary. *Fourth* the enactment of local autonomy by implementing decentralization, de-concentration and supporting (*madebewind*) simultaneously which in this period of development that became main issues than with politics, so that the role of local government is considered not so important because it was replaced with the role of development which are preferred by the national government. *Fifth*, the implementation of regional autonomy policy is so strong given to the region by making the local government as a central point of governance and development with emphasis on broad autonomy, real and responsible.

4. The Implementation of Autonomy in Indonesia; Relationship Patterns of Central and Local Authorities

In Indonesia, the implementation of local autonomy is conduct with the principle of autonomy broadly, real and responsible. The principle of broadly means that each autonomous regions are given the authority to regulate and manage the region itself in accordance with the authority. However, it does not mean that the region runs its authority freely to take action or decision to set up region internal. Furthermore, the real principle of autonomy can be interpreted that the handling of an affair based on duties, functions, authorities and obligations which significantly already exist, in accordance with potential, characteristics and peculiarities of each region. While the responsibility is that decentralization should really be ascertained run in accordance with the intent and purpose of autonomy itself in order to empower local service closer to the community and improve peoples' welfare.

The regional autonomy policy should be run relying on the authority given, the ability of region in terms of finance to fund infrastructure, placement of adequate human resources in order to provide good services and accountable to the community, to empower all aspects that are owned by regional and local independence to not depend on the central government.

Basically, the changes of policy both central- and local relations in Indonesia refers to the *ultra vires doctrine* (detailing one by one governmental affairs given to the region) and *residual power* or *open end arrangement*.¹ *Ultra vires doctrine* is more pronounced in centralized pattern while the *residual power* leads to decentralization. There is even considered that *residual power* is actually a pattern of central and local relationship which is usually applied in the concept of a federal state. While, ideally in the Unitary state the residual power in the hands of the center.

The pattern of central- and local relationship since the enactment of Act No. 5 of 1974 and Act No. 23 of 2014 experience the dynamics of change. Act No. 5 of 1974 is more precisely called as *ultra vires doctrine* patterns as the authority given to the region specified one by one. While, Act No. 22 of 1999, Act No. 32 of 2004 and Act No. 23 of 2014, the authority given is residual power or open end arrangement or general competence for all authority given to the region except in matters that are handled by the central government, i.e, monetary

¹ Hanif, 2003, *Teori dan Praktek Pemerintahan*, Grafindo, Jogjakarta, pg. 28-29

and national fiscal, defense and security, foreign affairs, justice, and religion. Act No. 23 of 2014 Jo. Act No.9 of 2015 on Regional Government entered into force on 2 October 2014. The content of new Local Government Act has brought many changes in local governance affairs.

According to the author, the pattern of authority relations that established in Act No. 9 of 2014 on Regional Government is authority relations that distributed through the central government to provincial and district/municipalities through obligatory and choice affairs. Furthermore, the Act also makes the central government is more dominated authorities of the government so that local governments, especially the district/municipal are not free to organize and manage their region that is based on the needs, potential and its natural resources.

Then, this Act is also has attracted some government-owned strategic authority that previously regulated in Act No.22/1999 or Act No.32/2004 especially in forestry, marine, mineral resources, and secondary education which is then placed in provincial so it will occur control far if the people in the district/municipal want to administer permission then must to provincial so it potentially the service will consumes time in long period and expensive, hence according to the author it tend to conflict with the purpose of autonomy itself to close the service to the community.

On this basis, the aspect of “community empowerment” is the prerequisite for implementing decentralization and local autonomy where the development began the planning phase to the supervision involves public participation. Public participation encourages democratization process goes well with the basic principle of participation, control, transparency and accountability. Community empowerment is intended as an effort to transform the entire potential of people development becomes a real strength, to protect and promote the values and interests in all aspects of life. As the basis of peoples’ lives, then the people’s economic empowerment, in addition to cultural maturation and stabilization of religion, as a fundamental step to empower communities. Economic development and value is useful for the independence and strengthening the position of the public bargain to deal with the forces of the country.¹

In practice, local wisdom is a community effort to conserve resources in order to continue to be used to support them and maintain environmental balance. However, the development process is top-down has played down the role and function of local values through the implementation of various regulations that come from the center and put the interests of “national”, without regard to the interests of the people on lower level is actually as main stakeholders of the existing policy. Long-term access is felt from the marginalization of role and function of local wisdom in the process of development is the decline of creativity and the entrepreneurial spirit, because the community has been accustomed to the pattern of “top-down instructions”. The fundamental implication of this situation is the creation of subordinate mentality, so that become the constraints of culture to the implementation of various programs of community empowerment, because the people themselves are no longer accustomed to the bottom-up programs, tailored to the needs of local communities.²

The enactment of rules about autonomous regional government, in view of Miftah Thoha,³ asserts that the implementation of decentralization and local autonomy means the government gives more confidence and empowerment to the region to be able to govern the government based on local autonomy in dealing with the problems of their respective regions. In the evaluation of Regional Regulation is not only considers the desire of the central government only, but will also give priority to the aspirations of the region people. Thus, the system of decentralization and local autonomy in a unitary state system is to realize the principles of democracy.

Through autonomy guided by decentralization, the government is expected will be able to implement the program of economic and development by considers the real conditions of the region in front of their eyes, with the assumption that “democracy is like a pattern with the gravity point of the community, its purpose of the people to the people”. In addition, with autonomy to accelerate regional development can be implemented, because autonomy provides better financial opportunities, which if used optimally, will be able to create prosperity for the community.

In an effort to empower these communities can be seen from three aspects, *first*, create an atmosphere or climate that enabling the potential of community develop. Here, the starting point is the recognition that every human being, society has the potential to be developed. That is, no community completely without power, because if so would have become extinct. Empowerment is an effort to build the power itself, with encourage, motivate, and raise awareness of their potential and strive to develop it.

Second, strengthen the potency or community-owned power (*empowering*). This is necessary to more positive steps, instead of just creating a climate and atmosphere. This empower includes real steps, and involves the provision of various inputs, as well as opening access to the opportunities that will make people become

¹ Pheni Chalid, 2005, *Otonomi Daerah, Masalah Pemberdayaan dan Konflik*, First edition, Kemitraan, Jakarta, page. 70

² *Ibid*

³ Thoha, Miftah. 2008, *Birokrasi Pemerintahan Indonesia di Era Reformasi*. Kencana Prenada Media Group, Jakarta, page.12.

empowered. Empowerment is not only involved the strengthening of individual members of society, but also its institutions. Instilling modern culture values, such as hard work, economical, transparency, and accountability is a main part of this empowerment. Similarly, reform social institutions and its integration into development activities and the role of the people in it. Most important is the increase in public participation in decision-making processes that concern them. So, the essence of empowerment is not only the strengthening of individual members of society but also includes the strengthening of institutions.¹

Third, empower also contains the meaning of protect. In the process of empowerment, it must be prevented that the weak are getting weaker, because disempowerment in face the strong. Therefore, protection and partied to the weak as fundamental importance in the concept of community empowerment. Protects does not mean isolating from interaction, because it will actually dwarf the small and weak. Protecting should be seen as an attempt to prevent competition is not balanced, and the exploitation of the strong over the weak. Community empowerment is not to make people become increasingly dependent on a variety of delivery programs (*charity*). The main approach to the concept of empowerment is that people are not used as objects of development projects, but is the subject of its own development efforts.²

In essence, the empowerment is the creation of an atmosphere or climate that enabling the potential of people develops. In addition, the empowerment should not trap people into the trap of dependency (*charity*), empowerment should have to deliver on the process of self-reliance.³ Forms of community participation and empowerment in the era of local autonomy, design or any pattern that is used should be able to take advantage of Natural Resources and improve the Human Resources (HR), and based on the real condition of society with its potential. To carry out the development with such an approach is needed typology of society more open, innovative, and willing to work hard. The feature of democratic and open society is needed to conduct development in which refers to the principle of community participation and empowerment.

5. The Implementation of Local Autonomy and People's Welfare Level: Are Correlated?

The concept of the *welfare state* as in contained in Act No. 11 of 2009 on Social Welfare is a condition the fulfillment of material needs, spiritual, social and citizens in order to live a decent and able to develop themselves, so that they can perform their social function.⁴ Thus, it can be said that social welfare has always been a goal of development in Indonesia were designed by the State. The involvement of the State for the people welfare is known as the Welfare State.

According to Spicker⁵ that *stands for a developed ideal in which welfare is provided comprehensively by the state to the best possible standards*. In Black's Law Dictionary explains that:

*"Welfare state is a nation in which the government undertakes various social insurance programs, such as unemployment compensation, old-age pensions, family allowances, food stamps, and aid to the blind or deaf."*⁶

From the concept, the 1945 Constitution as the supreme law in Indonesia has explained in limitative regarding the rights/needs of peoples that must be met and the responsibility of the state to realize the people's welfare, such as:

Article 27 paragraph (2):

"Each national shall be entitled to proper occupation and livelihood for humanity."

Article 28 H paragraph (1):

"Everyone shall be entitled to be prosperous, reside, and obtain proper and sound environment and medical services."

Article 31 paragraph (1):

"Each national shall be entitled to education."

As the right/basic needs of society as stipulated in the 1945 Constitution at least consists of several indicators, i.e employment, housing/ shelter, health and education. The government has set a development strategy which

¹ A conclusion of the World Development Report 2002 titled "*Membangun Lembaga Pendukung Pasar*" the World Bank released (October 2001) is *the number of structural weaknesses that still become major constraints in development in developing countries. Structural weaknesses include the weak of Government Institutional, legal uncertainty, and judicial institution that corrupt; bias credit system, as well as difficult licensing process. It causing the process of development in developing countries is inhibited. If the developing countries can resolve obstacles the can increase their income and reducing the poverty. Certainly, must be systematically by establishes new institutions as society necessary*. Cited from the Media Indonesia daily, 12 November 2001. See, Gunawan Sumodiningrat, 2010, *Strategi Pemberdayaan Masyarakat dalam Pelaksanaan Otonomi Daerah*, A Paper.

² *Ibid*

³ Sulistiyani, Ambar Teguh. 2004. *Kemitraan dan Model-Model Pemberdayaan*. Gava Media, Yogyakarta, page.79.

⁴ Article 1 figure 1 Act No. 11 of 2009 on Social Welfare

⁵ Spicker, Paul (1995), *Social Policy: Themes and Approaches*, London: Prentice Hall, page. 82.

⁶ Black's Law Dictionary

emphasized the improvement of quality of life, so that the achievement of economic growth more evenly and adequate. The main objective of development is essentially to improve the welfare of the people. Various development programs have been undertaken by the government, both in the fields of education, health, economy, housing, environment, security, politics, and so forth, however, due to the diversity of cultures, customs, human resources, vast territory and natural resources result in the achievement of development results in each region is different. The diversity that exists in the archipelago has resulted in the development undertaken cannot be equated to all regions in Indonesia. Each region has its own development priorities. Monitoring of the resulting development is absolutely necessary to see the extents of development that have been implemented are beneficial to improving the welfare of the people, so that the further development programs can be optimized.¹

5.1 Field of Education

Education indicators can be used as a measure to describe the population's standard of living in a country. Education is expected to add the productivity of population. One indicator of education that can be a measure for people's welfare equitable is to look high and low percentage of literate population. The level of literacy or vice versa can be used as a measure of progress of a nation. The ability to read and write will be to encourage the population to a more active role in the development process.

Here, the author describes in the table the percentage of population aged 7-24 years from elementary education to undergraduate by province in 2012-2015.

Table 2. Percentage of population aged 7-24 years from elementary education to undergraduate by province in 2012-2015.

No	Provinces	Years (%)			
		2012	2013	2014	2015
1.	Aceh	73,33	73,91	76,75	70,82
2.	Sumatera Utara	70,29	72,83	74,97	74,74
3.	Sumatera Barat	75,29	75,37	78,24	77,30
4.	Riau	68,24	70,87	72,93	72,25
5.	Kepulauan Riau	62,81	67,32	71,89	71,18
6.	Jambi	66,62	69,25	71,94	68,69
7.	Sumatera Selatan	65,19	65,73	68,89	68,69
8.	Kep. Bangka Belitung	59,14	62,72	66,25	67,17
9.	Bengkulu	70,26	71,59	74,47	74,11
10.	Lampung	65,36	67,61	70,71	69,16
11.	DKI Jakarta	59,86	63,31	65,83	65,90
12.	Jawa Barat	64,74	66,53	68,61	68,35
13.	Banten	64,32	65,54	67,72	67,96
14.	Jawa Tengah	66,45	68,01	70,76	70,68
15.	DI. Yogyakarta	76,53	74,97	77,84	78,88
16.	Jawa Timur	65,93	68,01	70,73	70,12
17.	B a l i	69,99	69,96	72,00	71,07
18.	Nusa Tenggara Barat	67,79	70,93	74,29	74,62
19.	Nusa Tenggara Timur	72,19	74,24	77,88	77,73
20.	Kalimantan Barat	65,49	67,73	71,29	70,71
21.	Kalimantan Tengah	64,90	67,83	70,71	69,84
22.	Kalimantan Selatan	65,41	66,87	70,01	69,24
23.	Kalimantan Timur	71,14	72,06	74,43	73,85
24.	Kalimantan Utara	-	-	-	74,13
25.	Sulawesi Utara	68,14	67,64	70,48	69,98
26.	Gorontalo	68,03	67,71	70,34	70,92
27.	Sulawesi Tengah	67,26	70,44	73,25	72,96
28.	Sulawesi Selatan	69,97	71,75	73,75	73,98
29.	Sulawesi Barat	66,96	66,44	71,81	72,91
30.	Sulawesi Tenggara	71,67	72,67	76,40	75,78
31.	Maluku	75,31	76,49	79,12	78,65
32.	Maluku Utara	72,11	74,55	77,37	78,84
33.	Papua	55,34	57,36	63,74	61,96
34.	Papua Barat	67,59	70,90	74,53	74,46
	Indonesia	67,59	68,52	71,19	70,91

Source: Central Bureau of Statistics, 2012-2016

The data above, can explain that access to education in the period 2012-2014 there was an increase in all of the provinces in Indonesia that in 2012 there were 67.59 percent, in 2013 there were 68.53 percent and in

¹ Welfare statistics of BPS 2014

2014 increased to 71.19 percent. However, in 2015 a decline in almost all the provinces so it fell to 70.91 percent of the total population in Indonesia.

5.2 Field of Health

The goal of health development is to increase awareness, willingness, and ability to live a healthy life for every human being to manifest the degree of public health that is optimal through the creation of a society, nation and state of Indonesia which is marked with a population that live in the environment and the health behavior and have the ability to reach out to service and quality health facilities in a fair and equitable and to realize an independent nation, progress and prosperity (Table 3).

Table 3. Percentage of population who have health complaints last month by province from 2012 – 2015

No	Provinces	Years (%)			
		2012	2013	2014	2015
1.	Aceh	30,71	28,94	30,55	27,92
2.	Sumatera Utara	20,55	21,30	23,55	23,04
3.	Sumatera Barat	29,97	29,43	31,80	28,92
4.	R I a u	24,40	24,04	26,19	29,71
5.	Kepulauan Riau	27,34	24,37	22,82	21,28
6.	Jambi	21,29	20,66	21,91	24,45
7.	Sumatera Selatan	24,88	24,41	26,75	29,41
8.	Kep. Bangka Belitung	28,72	27,25	26,27	30,42
9.	Bengkulu	28,62	28,02	29,96	27,96
10.	Lampung	31,67	28,94	28,63	31,42
11.	DKI Jakarta	32,92	29,75	30,45	33,39
12.	Jawa Barat	28,45	27,79	28,23	28,11
13.	Banten	30,40	29,08	29,48	30,34
14.	Jawa Tengah	31,54	31,93	32,92	35,52
15.	DI. Yogyakarta	36,37	36,65	42,28	39,58
16.	Jawa Timur	26,93	27,58	30,21	33,45
17.	B a l i	35,54	34,88	36,24	35,29
18.	Nusa Tenggara Barat	34,03	34,71	37,13	34,87
19.	Nusa Tenggara Timur	37,75	35,67	33,85	37,03
20.	Kalimantan Barat	25,54	24,51	26,53	25,62
21.	Kalimantan Tengah	25,00	23,90	26,57	25,39
22.	Kalimantan Selatan	33,58	33,36	34,79	39,27
23.	Kalimantan Timur	22,33	19,09	21,22	21,98
24.	Kalimantan Utara	-	-	-	23,65
25.	Sulawesi Utara	27,98	23,93	26,38	27,31
26.	Gorontalo	37,44	36,83	36,79	37,43
27.	Sulawesi Tengah	30,30	30,21	30,47	29,21
28.	Sulawesi Selatan	25,56	24,04	24,78	26,30
29.	Sulawesi Barat	33,61	30,71	31,48	29,60
30.	Sulawesi Tenggara	29,42	28,03	28,94	25,86
31.	Maluku	22,04	20,82	20,10	17,59
32.	Maluku Utara	18,53	15,49	15,70	16,71
33.	Papua	23,23	19,02	18,44	17,79
34.	Papua Barat	21,13	19,57	20,45	20,39
	Indonesia	28,57	27,94	29,22	30,35

Source: Central Bureau of Statistics, 2012-2016

The results showed that the percentage of population who have health complaints during last month is variables contained in health indicators. In 2012 the Indonesian population has complained their as many 28.57 percent. This shows the low number of health complaints in almost all provinces in Indonesia which only reached 20.00 - 30.35 percent over the year 2012-2015, with the low of health complaints, it is expected that the population in Indonesia has regularly check the condition of their health at home or public health center so that the population in this region aware the importance of health for them.

5.3 Field of Housing

Housing and settlements in addition to a basic human need, it also has a strategic function in its role as a center for family education and improving the quality of future generations. The realization of the peoples' welfare is characterized by increasing the quality of life are worth and dignity, among others by fulfilling the needs of

home and a healthy and comfortable environment. Therefore, the development of housing and settlement become main priorities in improving human resources.

Housing in broader context is called settlement, as residence for community members and individuals who usually live in matrimony or family and its various supporting facilities. Housing is a place to grow, live, interact, protection from interference, and other functions for its residents. In addition, house as a building that serves as a residence or dwelling, it also for family development. In its function as a residence, house has become part of the lifestyle and social status of the owner. As a means of fostering the family, the house is expected to produce maximum results are achieved to improve the quality of human resources. Here, the authors describe in table the percentage of households that had owned-status homes (Table 4).

Table 4. Percentage of households by province, and home ownership status in 2012-2015

No	Provinces	Years (%)			
		2012	2013	2014	2015
1.	Aceh	78,71	79,86	80,33	82,36
2.	Sumatera Utara	68,79	68,23	68,50	71,09
3.	Sumatera Barat	70,46	70,51	69,27	74,13
4.	R I a u	68,80	70,17	68,09	71,56
5.	Jambi	78,84	79,93	80,38	83,94
6.	Sumatera Selatan	80,94	79,95	80,43	83,02
7.	Bengkulu	80,56	81,25	80,64	85,52
8.	Lampung	86,50	87,62	88,30	90,35
9.	Kep. Bangka Belitung	85,10	84,26	84,31	87,85
10.	Kepulauan Riau	66,78	64,73	67,91	67,67
11.	DKI Jakarta	56,59	47,26	47,76	51,09
12.	Jawa Barat	78,99	78,87	78,54	80,63
13.	Jawa Tengah	88,95	88,14	88,06	90,93
14.	DI Yogyakarta	76,83	76,86	74,97	76,99
15.	Jawa Timur	88,56	87,66	87,14	90,46
16.	Banten	78,05	77,48	77,96	80,94
17.	Bali	76,17	72,36	69,80	77,31
18.	Nusa Tenggara Barat	85,62	87,10	85,29	87,85
19.	Nusa Tenggara Timur	86,30	87,43	86,33	88,52
20.	Kalimantan Barat	87,87	88,81	87,53	90,07
21.	Kalimantan Tengah	77,87	74,10	73,51	77,99
22.	Kalimantan Selatan	76,08	76,41	74,39	79,22
23.	Kalimantan Timur	71,35	68,10	68,91	72,69
24.	Kalimantan Utara	-	-	-	74,77
25.	Sulawesi Utara	75,40	76,12	74,60	80,44
26.	Sulawesi Tengah	85,84	83,91	84,66	87,14
27.	Sulawesi Selatan	83,53	83,84	83,82	86,85
28.	Sulawesi Tenggara	85,10	85,42	86,32	86,47
29.	Gorontalo	81,20	80,71	79,24	81,66
30.	Sulawesi Barat	88,05	88,71	89,00	91,47
31.	Maluku	81,81	79,53	79,84	81,51
32.	Maluku Utara	85,50	85,88	86,13	87,84
33.	Papua Barat	68,37	73,01	70,88	74,57
34.	Papua	82,59	81,90	81,70	81,69
	Indonesia	80,89	80,08	79,77	82,63

Source: Central Bureau of Statistics, 2012-2016

Based on the findings, the percentage of populasi that has owned-status in Indonesia in 2012 reached 80,89 percent and a decline in 2013 to 80,08 percent and fell back in 2014 to 79,77 percent and by 2015 increase to reach 82,63. It can be seen that the level of welfare in Indonesia from home ownership indicator shows a positive direction is good enough.

5.4 Field of Employment

Labor force in the concept of employment is population participation to get employment, the problem of employment in Indonesia is estimated to be more complex. An essential issue in employment is the condition of labor force (*economically active population*) and labor structure.

The structure of employment in economical side is a product of the ability or inability of labor market to absorb the labor force available. Availability of relatively limited employment will certainly lead to an

inability to absorb job seeker which constantly increasing every year in line with the increase of population. High unemployment not only leads to problems in the field of economics, but also causes various social problems such as poverty and vulnerability. To explain the conditions of employment in Indonesia, one indicator can be seen from the percentage of labor force participation rate in Indonesia.

The data obtained by author indicates that the percentage of total participation of labor force in Indonesia in 2012 reached 69,59 percent in February and declined in August became 67.76 percent, whereas in 2013 for February increased became 69.15 percent and decreased in August became 66.67 percent, then in 2014 for February increased became 69.17 percent and decreased in August became 66.60 percent and in 2015 increased in February became 69.50 percent and again decreased in August became 65.57 percent. It can be seen that the level of welfare in Indonesia on employment indicators showed positive direction above the average 50.00 percent in all provinces in Indonesia.

The author concluded that the level of people's welfare in Indonesia in 2012-2015 as a whole is still experiencing an increase in volatile, especially in the fields of education, health, and employment, while the field of housing is good enough. Autonomous systems today are based on the Act No. 23 of 2014 Jo Act No. 9 of it showed a decrease in the level of welfare, so the autonomy system that exists today is not implemented maximally to achieve its objectives in the implementation of state and government in Indonesia.

There are many factors that influence the rise and fall of decentralization, especially the nature of state power (the central government) whether shift towards a democratic or authoritarian. However, the shift must remain in the corridor of the 1945 Constitution as the supreme law. According to the concept of unitary state, decentralization comes from centralization. But on the other side, decentralization and local autonomy is the provision of the 1945 Constitution. This means that a unitary state should be run in line with local autonomy. Centralization may not eliminate the existence of local autonomy as a constitutional mandate.

6. Conclusion

The basic principle of the enactment of local autonomy is a broad principle, real and responsible. Unfortunately, this principle is no longer shared by local government laws that exist today, so that it shows the existence of local autonomy into weak. The arrangement of decentralized governance in Indonesia is still influenced by the conflict of interest between the central- and local government. This can be seen by the number of policies that made by the central government are difficult to implement by local governments due to the many regulations that must be in guided by local governments.

Reviewing from the aspect of social welfare, the implementation of local autonomy system has not been fully able to realize the welfare of the people in Indonesia, this is caused by the pattern of relationships between central and local governments is unclear both from the aspect of authority, financial and community empowerment. At the practical level, the local autonomy system can realize the welfare of the people, should do the re-alignment of the local government laws that exist today especially the relationship of authority and financial for government level that more emphasis on encouraging diverse and pluralistic local independence in Indonesia.

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