

THE FAILURE OF REGIONAL AUTONOMY IN THE DEVELOPMENT OF PAREPARE CITY INDUSTRIAL AREA, INDONESIA

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Abstract

This study describes the implementation of regional autonomy in Indonesia in developing industrial estates in Parepare. The strengthening of the discussion of regional autonomy originated from the development in the New Order era, which shows a large gap between existing development on Java and outside Java. However, the form of its implementation has caused much debate among politicians, scientists, and public officials. This study uses a qualitative research approach, namely an approach that provides opportunities for researchers to be able to carry out detailed descriptions and interpretations. This type of research is case study research, collecting data using in-depth interview techniques with informants. The results of this study indicate that the implementation of regional autonomy in Indonesia still shows deficiencies in the implementation process, as can be seen from the results of research conducted in the city of Parepare on the development of industrial estates, which for 24 years not finish yet. The main factor for the delay in the area not running optimally is unclear management between the Province and the regions. Apart from that, political leadership's ability was also a supporting factor in hampering the development of this area.

Keywords: Regional Autonomy, Industrial Area, Development, Policy

INTRODUCTION

This study explains the relationship between the implementation of regional autonomy and regional economic conditions, which have not fully shown positive results. This study explains how the Municipal Government of Parepare exercises its authority to regulate the regional economy through the perspective of regional autonomy. This research takes the case of developing an industrial area in Parepare. The industrial area of the city of Parepare is currently starting a new chapter in its development. The concept of this area was, for the first time, conveyed in 1998. The industrial area of Parepare city resulted from a policy by the Central Government that established the city of Parepare as an integrated economic area or abbreviated as Kapet.¹(Presiden Republik Indonesia, 1998). In Presidential Decree No. 164 of 1998. Parepare was designated as the center of economic development for surrounding regencies, such as Pinrang, Sidrap, Barru, and Enrekang districts. The management of this area took over by the South Sulawesi provincial government.² (Peraturan Provinsi Sulawesi Selatan Nomor 3

Tahun 2022 Tentang Rencana Tata Ruang Wilayah Sulawesi Selatan, 2022) However, between 1998 and 2017, this area did not show a significant increase in its development. So, in 2017 the municipal Government of Parepare begged to take over the development of the industrial area. From 2019 to 2022, planning and discussions about the development of this area began to be discussed and included in the Parepare city government budget³ (Pemerintah Kota Parepare, 2021). After about four years, the Municipal Government of Parepare takes over this area, which still has not improved. The research results show that the authority given to the regions is then called regional autonomy. It does not guarantee that regions can be independent in building new economic resources in their regions, as happened in the city of Parepare in the development of an industrial area which has not shown any improvement in the development process for 24 years. In the results of research in the field, the authors found that several factors caused the development of industrial estates in the city of Parepare not to run optimally. But before that discussion. The author will lead the reader to understand the context of regional autonomy.

Regional autonomy is not a new thing in the Indonesian government. Because it has received attention since the old order era (1945), even since the colonial era⁴ (Nurhemi & R Guruh Suryani, 2015). However, the form of its implementation has caused much debate among politicians, scientists, and public officials. Regional autonomy is part of the grand plan of the Government of the Republic of Indonesia. The strengthening of the discussion on regional autonomy dates back to the New Order era. All data showed a significant gap between development in Java and outside Java, which later became one of the main reasons for creating regional autonomy. The implementation of regional autonomy is a policy that is considered appropriate to overcome inequalities by giving more roles to the regions, both from the government and economic actors, as a process of economic development in the regions⁵ (Baier et al., 2013). The era of regional autonomy gave regions the authority to plan and create programs and activities that positively impact their community's economic growth; this includes fiscal, administrative, and political aspects⁶ (Nurhemi & R Guruh Suryani, 2015). Giving more roles to the regions is an effort to develop the economy and develop regional potential based on the initiative and creativity of the local community. Regional autonomy regulated by the Indonesian government makes every region at the district/city regional level required and entitled to make the most of the region's potential. Local governments have the right to manage their affairs according to the law and as part of regional economic development⁷ (Tanzi, 1995). However, the implementation of regional autonomy cannot be separated from irregularities. Implementation can also pose risks, ranging from the emergence of local ruling elites to complete control of local elites resulting in the start-up of local ruling elites⁸ (Linder, 2009). Economic development in the regions is a dynamic process between local governments and their communities in managing regional resources. To form a pattern of a partnership between the regional government and the private sector to create new jobs and accelerate economic development in the region⁹ (Jolly & Hansen, 2022). Economic development in the regions is forming new institutions, developing alternative industries, increasing the capacity of the existing workforce, identifying new economic centers, exchanging knowledge and technology, and developing new businesses. The main objective of

regional development is to increase the number of jobs for local communities. In achieving these goals, local governments and communities must collectively take initiatives for regional economic development. Therefore, with the support of resources, local governments and communities are expected to be able to design and develop their regional economies ¹⁰(Jolly & Hansen, 2022). The aim of regional economic development lies in policies based on regional characteristics using the potential of human resources, institutions, and physical resources locally. This orientation leads to taking initiatives from the region in the development process to create new job opportunities and accelerate increased economic activity.¹¹ (Jolly & Hansen, 2022) The basic principle of granting regional autonomy is based on the consideration that the regions know the needs and service standards of the people in their regions. Based on these considerations, granting regional autonomy is expected to spur economic growth and social welfare in the end.

One sector that plays a role in the global economy is the industrial sector. The development of industrial estates in the regions aims to increase the local and regional economies, which will impact the national economy. To increase regional income in supporting the implementation of regional and national autonomy. The position of the city of Parepare is close to the planned development of Indonesia's New Capital on the island of Borneo. The industrial area of the city of Parepare is needed to supply the needs of the new state capital; besides that, the city of Parepare and its surroundings requires access that can open and trigger regional economic growth. In Parepare city, the land had previously been prepared for the construction of this industrial area located in the Ujung and Soreang sub-districts¹² (Peraturan Daerah Kota Parepare Tahun 2021 Tentang Rencana Tata Ruang Wilayah, 2021). However, due to several factors, this area has not experienced a significant increase in the development process.

The study aims to discover causes and problems of this industrial area, while the concept of industrial area has been established since 1998. In this study, the granting of authority from the central government to the Provincial Government in building an industrial area in the city of Parepare did not significantly impact the development progress. Likewise, when the regional government of the city of Parepare took over the development of this area. The progress of the development of this industrial area is also not visible; it even seems unclear in directing the development of the area. This study shows that the regional autonomy given to the Central Government does not significantly increase regional development and economic growth. As seen in the case of the city of Parepare, the development of an industrial area did not run optimally.

LITERATURE REVIEW

Regional autonomy

Regional autonomy is the granting of authority to regions in regulating and managing government for the benefit of their people independently according to regulations and by not violating existing central laws and regulations.¹³ (Boone, 2003; Kosec & Mogues, 2020; Nurhemi & R Guruh Suryani, 2015). In Law Number 23 of 2014, the meaning of regional autonomy is the rights, powers, and obligations of an autonomous region to regulate and

manage its governmental affairs and the local community's interests within the system of the Unitary State of the Republic of Indonesia. Under the elucidation of Law Number 23 of 2014 that the granting of district and city regional autonomy authority is based on decentralization in the form of broad, authentic, and responsible autonomy, namely:

- a) Broad Autonomous Authority is the discretion of the region to organize government covering all areas except for the fields of national security, foreign policy, justice, economics, monetary and fiscal, as well as other fields stipulated in the law. In addition, broad autonomy also includes full authority in the administration, starting from planning, implementing, supervising, controlling, and evaluating.
- b) Absolute autonomy is the authority of the regions to organize a government in fields that exist and is needed to grow, live and develop in the region.
- c) Responsible autonomy is a form of accountability from the granting of authority to the regions in achieving the goal of granting regional autonomy, namely increasing the welfare of the people who are getting better, developing democracy, justice, and equal distribution of healthy relations between the center and the regions as well as between regions to maintain the integrity of the Unitary State of the Republic of Indonesia.¹⁴ (Presiden republik Indonesia, 2014a).

Based on Law Number 23 of 2014 concerning Regional Government, there are three basic systems of relations between the center and the regions, namely:

1. Decentralization is the transfer of Government Affairs by the Central Government to autonomous regions based on the Autonomy Principle.
2. Deconcentration is the delegation of a portion of Government Affairs that is under the authority of the Central Government to governors as representatives of the Central Government, to vertical agencies in certain areas, and governors and regents/mayors as persons in charge of general government affairs
3. The co-administration task is an assignment from the Central Government to an autonomous region to carry out some Government Affairs which are the authority of the Central Government or from a provincial Regional Government to a district/city Region to carry out some Government Affairs which are the authority of a local Region.¹⁵ (Presiden republik Indonesia, 2014b)

The main characteristic of a region successfully implementing regional autonomy lies in the financial capacity of the region to finance the implementation of its regional administration by reducing the level of dependence on the central Government¹⁶ (Kamaroellah. R Agoes, 2017). According to Suparmoko (2002), interpreting regional autonomy is the authority of an autonomous region to regulate and manage the local community's interests based on the community's aspirations.¹⁷ (Kamaroellah. R Agoes, 2017).

METHODOLOGY

To explain how regional autonomy relates to economic development, especially in Parepare. Thus, the researcher chose a qualitative approach in conducting this research; this approach gives the researcher the freedom to carry out detailed descriptions and interpretations to obtain a holistic understanding ¹⁸(Denzin & Yvonna S. Lincoln, 2000). By using this type of case study research, the researcher limits the research space to the case of industrial estate development in the city of Parepare. Collecting data was carried out using in-depth interview techniques with sources who understand this research ¹⁹(Marvasti, 2004).

Data collection

Data collection was carried out by reviewing data related to the process of developing industrial estates in the city of Parepare, which was then equated with the statements of informants to be able to conclude the implementation of regional autonomy and the delays in the development of industrial estates in the city of Parepare.

Data analysis

The process of data analysis is a series of activities to process research data obtained through in-depth interviews with informants. Analyzing qualitative data is used in three ways: by reducing the data obtained and presenting all data (displaying data) directly related to the research discussion so that conclusions can be drawn.²⁰ (Miles & Huberman, 1994).

RESULTS AND DISCUSSION

The reason for the development of industrial estates is not running

The initial discourse on developing an industrial area in Parepare has existed since 1998. During the leadership of Mayor H. Basrah Hafid, who served from 1998 to 2004. The strategic location of the city of Parepare as a city through which the Trans Sulawesi road passes became the forerunner of developing an industrial area in the city of Parepare. Plus, the city of Parepare is known as a port city. A small city with two ports to transport goods and people from and into Parepare. Seeing the potential of Parepare at that time as a city that supported the economy of the surrounding regencies, the so-called Ajattappareng area included Barru, Pinrang, Sidrap, and Enrekang. The Central Government later realized the concept of developing an industrial warehousing area in Presidential Decree No. 164 of 1998 concerning establishing the Parepare Integrated Economic Development Area, also called Kapet Parepare²¹ (Presiden Republik Indonesia, 1998). Choosing the city of Parepare as an Integrated Economic Development Area (Kapet) started the plan to develop an Industrial Estate. However, from 1998 until 2022, the progress of Industrial Estate development has not shown significant increase and has not even operated optimally until now. In this paper, the researcher will present the results of the author's analysis regarding the causes of delays in the development of industrial estates. Some of the factors that cause delays in the development of Industrial Estates include:

Unclear management between provinces and regions

Since establishing the city of Parepare as an Integrated Economic Zone (Kapet) through Presidential Decree 164 of 1998, the Parepare Government has maintained communication with the Provincial Government of South Sulawesi regarding the implementation of the Presidential Decree. Based on the Presidential Decree issued by the Central Government. The management and responsibility for its implementation are given entirely to the Provincial Government of South Sulawesi. The South Sulawesi Provincial Government is given full responsibility for the management of the Parepare Integrated Economic Zone (Kapet) because the rules explained in article 1 paragraph 2 read "Pare-pare KAPET as referred to in paragraph (1) covers the entire territory of the Municipality of the Level II Region of Pare-pare, the entire area of the Barru Level II Regional District, the entire area of the Pinrang Second Level Regional District, the entire area of the Sidenreng Rappang Second Level Regional District and the entire area of the Enrekang Second Level Regional District, the boundaries of which are outlined in the attached map as an integral part of this Presidential Decree " (Presiden Republik Indonesia, 1998).

In the beginning, the formulation of the development planning for the Parepare industrial area was directed to the South Sulawesi Provincial Government. The reason for the coverage of the Industrial Area requires districts around the city of Parepare as suppliers of goods in the industrial area. However, from 1998 to 2017, the Provincial Government of South Sulawesi did not show any significant progress or impact in realizing this Industrial Estate. Therefore, the Parepare City Government requested authority from the provincial government in 2017 to continue the Industrial Estate development aims supporting area for natural and industrial products in the area around Parepare which are sent out. So that the Central Government decided that this area must be planned and built by the Provincial Government of South Sulawesi so that the surrounding districts are integrated with the city of Parepare as the initial goal of selecting Parepare as an Integrated Economic Area (Kapet).

Coverage on a cross-regency/city scale in the design of the development of industrial estates is one of the factors why industrial estates progress very slowly and take a long time. It took about 24 years, from 1998 to 2022, to see the progress of the development of this area. The authority given by the center to the regions is part of the decentralization process of centralized power²² (Linder, 2009). However, in the implementation of regional autonomy, it can be seen in the city of Parepare that the development of industrial estates shows something different from the existing concept. The main factor in the unsustainable development of the Parepare industrial area can be seen in the confusion in granting authority to the region, both to the Province and to the city government, in implementing the area's development.

Alternating Political Leadership.

In the period from 1998 to 2022, the City of Parepare has gone through four mayoral changes. Beginning with the leadership of Mayor H. Basrah Hafid in 1998 to 2004, it was continued by the leadership of H. Drs. Zain Katoe for two terms. The first period was from 2004 to 2009, and the second was from 2009 to 2013. In this second period of leadership H. Drs. Zain Katoe

only walked for four years. During his remaining term of office, he was sentenced to 1 year in prison for a corruption case in the establishment of the PT Pares Bandar Madani company engaged in trade and services using the 2004 Parepare Regional Revenue and Expenditure Budget (APBD) worth IDR 1.1 billion. His deputy then replaced his leadership to become the Mayor of Parepare for the remainder of Mr. Purn's term of office. H. Sjamsu Alam, SH, who served from 18 March 2013 - 28 October 2013? Furthermore, since 2013 the city of Parepare has been led by Mayor Dr. H.M Taufan Pawe SH. MH was elected for two periods until today, and his term of office will end in 2023.

Within 24 years, the city of Parepare has been led by four different people, but none of them has been able to realize the development of the Parepare Industrial Estate to completion and operating optimally. This is very different from other industrial areas in South Sulawesi Province, namely the Makassar Industrial Area, commonly called KIMA. The Makassar Industrial Area (KIMA) only takes about 13 years to become operational. Construction started from scratch in 1975 through discussions with the Makassar city government and the Minister of Industry to present industrial areas in South Sulawesi, especially the city of Makassar. Which then finally became fully operational in 1988 until today. The success of the development of the Makassar Industrial Area (KIMA) is, of course, inseparable from the stakeholders involved in this matter. The consistency of the government at that time to present the Makassar Industrial Area (KIMA) was one of the factors in the success of the area.

It is different with the Parepare Industrial Estate story. At the beginning of its development, the Province took over this area. At that time, there was no progress in this area's administration, facilities, or infrastructure. In developing an industrial-based area, several supporting things must be prepared in advance²³ (Martin & Martin, 2017). In addition to preparing strategic land²⁴ (Phelps et al., 2018). Such as access roads to and from industrial areas to speed up and cut the distribution time of goods. Electricity and raw water facilities, as well as the availability of land in building buildings or warehouses. In this case, the municipal Government of Parepare is building these supporting things tiny by little. Within a period, the Provincial Government of South Sulawesi took over the industrial area. In the leadership of the first period of mayor Drs. H. Zain Katoe, the government is building roads to connect urban areas with areas designated as industrial areas. The road is also the Parepare-Sidrap axis and divides the Ujung and Soreang sub-districts, which are the current location of the Industrial Area.

Each leader of the mayor of Parepare from 1998 to 2022 has provided progress and influence in creating Industrial Estates in the city of Parepare. Developing an industrial area is not easy and takes a long time. He is reflecting on the Makassar Industrial Estate (KIMA) development, which took 13 years to operate. According to the author, the biggest obstacle to the development of this Industrial Estate was the time he served as mayor of Parepare. The longest-serving term of the mayor is two terms or ten years. Meanwhile, for the development of industrial estates, it takes more than ten years from the start to operate.

Initially, the Industrial Estate was not the responsibility of the regional government of the city of Parepare. Therefore the municipal Government of Parepare only supports regional

development through supporting facilities such as roads and location availability. During the leadership of Walikoka Basrah Hafid, he only made progress in determining the location of industrial areas. Which at that time was determined to be in the Ujung and Soreang sub-districts.²⁵(Peraturan Daerah Kota Parepare Tahun 2021 Tentang Rencana Tata Ruang Wilayah, 2021)After that, there was no continuation or follow-up from the South Sulawesi provincial government in responding to this. This new access road was built during the leadership of Drs. H. Zain Katoe, whose construction process took quite a long time. It continued during the leadership of Purn. H. Sjamsu Alam, who did not serve long. Only during the leadership of Mayor Dr. H.M. Taufan Pace, SH, MH, did the development of this industrial area begin to be a concern of the city government along with the granting of full authority to the Parepare city government to manage the Industrial Estate.

Another supporting factor is that the development of industrial estates is slow, namely that no ongoing regulations are discussing this industrial area. From the research results, from 1998 to 2013, there were no regulations, both Regional Regulations and Mayor Regulations that specifically discussed the issue of Industrial Estates. It was only in 2013 that the 2018-2023 Regional Medium Term Development Plan (RPJMD) discussed Industrial Estates starting to be included in formal regulations.²⁶ (Peraturan Daerah Kota Parepare Nomor 1 Tahun 2019 Tentang Rencana Pembangunan Jangka Menengah Daerah Tahun 2018-2023, 2019)

This alternating political leadership is one of the factors hindering development.²⁷ (Hess, 2014). Because this area was officially taken over by the municipal Government of Parepare during the leadership of Dr. HM Taufan Pawe, SH, MH, and was only included in the regional budget in 2019 and the formal regulations in the form of the RPJMD and Regional Regulations. Before that, the Industrial Estate was the responsibility of the Province, while the city of Parepare only assisted in fulfilling the facilities and infrastructure supporting this area.

Failure of Regional Autonomy

Since the implementation of Regional Autonomy, many academics and politicians have discussed the positive aspects. It cannot be denied anymore that regional autonomy provides positive changes in the regions regarding regional authority to manage governance in their regions.²⁸ (Astuti et al., 2020). This authority is an important opportunity for the region to develop because a centralized government system places the region as an actor that is considered insignificant.²⁹ (Su et al., 2019)However, amid this optimism, there is no concern that regional autonomy will also cause several problems which, if solutions are not immediately sought, will make it difficult for the regions to advance their people. If the answer is no, it would be very naive. Why? Because, unknowingly, several unfavorable impacts on the implementation of regional autonomy have occurred. Several problems are feared if allowed to continue for a long time, and they will have a terrible impact on the constitutional structure of Indonesia. These problems include:

Regional Financial Exploitation

One of the consequences of autonomy is the more significant regional authority in financial management, starting from the revenue collection process to the allocation of regional revenue

utilization³⁰ (Kosec & Mogues, 2020). In this kind of authority, there is an inherent risk that the region will make maximum effort, not optimizing, to generate regional income. This effort is driven by the fact that regions must have sufficient funds to carry out routine and development activities. With this kind of scenario, many regions will be trapped in the traditional pattern of obtaining regional revenues, namely maximizing the collection of taxes and fees.³¹ (Pasichnyi et al., 2019) For local governments, this pattern will undoubtedly be straightforward to implement because of the cohesive power possessed by government institutions, a power that is not applicable in a modern democratic state³² (Sari & Garver, 2018). This pattern of colonial heritage has become a top choice because of the government's weakness in developing entrepreneurship.

If studied carefully, intensification of income generation, which tends to be exploitative like this, will bring many new problems in the long term rather than short-term economic benefits for the region. The first problem is the heavy burden that the community members must bear. Even though one item of tax or levies obtained from the people is only around one hundred rupiahs, if calculated in aggregate, the amount of money that the people per month must spend is not tiny, especially if the payer of taxes or levies is a person who does not have adequate income. The second problem lies in contradictions with the local government's efforts to stimulate the regional economy³³ (Hertel-Fernandez, 2014). Isn't it empirically undeniable that the number of levies will only increase economic costs, harming local and regional economic development? If the local government wants to attract as many investors as possible, why at the same time reduce investors' interest in investing?

The rushed concept of decentralization and regional autonomy

Decentralization is a governance mechanism that concerns the relationship pattern between the national government and local government. Decentralization is needed to increase the efficiency and effectiveness of governance.³⁴ (Enikolopov & Zhuravskaya, 2007). Decentralization is a vehicle for political education in the region to maintain the integrity of the unitary state or national integration to realize the dynamics of democracy in governance starting from the regions³⁵ (Schneider, 2019). To provide opportunities for people to form careers in politics and governance. As a means to accelerate development in the region. To realize a clean and authoritative government. Therefore an understanding of the concepts of decentralization and autonomy must be solid. Based on Law No. 23 of 2014 concerning Regional Government and Law No. 33 of 2004 concerning Balancing Central and Regional Finances, many governmental functions were transferred from the center to the regions, bypassing the provinces. These two laws have transferred all public service functions, except defense, foreign policy, monetary and fiscal economy, and legal affairs, to autonomous regions. Cities and districts bear responsibility for almost all areas of public services, such as health, education, and infrastructure, with the Province acting as coordinator (Presiden Republik Indonesia, 2014a). If other tasks are not mentioned in the law, those are the responsibility of the local government.

However, good local governance is currently not implemented in Indonesia, even though the decentralization system has been implemented. The mentality of government officials, both

central and regional, has not undergone a fundamental change. This happened because system changes were not accompanied by strengthening the quality of human resources that support the new government system. The expected public service, namely a bureaucracy that fully dedicates itself to fulfilling the needs of the people "as service users," is an ideal public service. A radical paradigm shift is needed from the bureaucratic apparatus as the main element in realizing local governance to create a form of public service based on the principle of decentralization.³⁶(Purbadharmaja et al., 2019).

Parliaments in the regions grow into a new real political force. This legislature can comprehensively conduct the elections for governors and regents/mayors without the intervention of the interests and political influence of the central government. Policies in the regions can also be self-determined at the regional level on the agreement of the regional government and the legislature elected through direct elections. There are at least two main reasons why this could happen, namely: First, it seems that the central government has not been severe about granting autonomy rights to regional governments. Second, decentralization has produced uncontrollable enthusiasm among some elites in the regions, giving rise to powerful regional sentiments.³⁷ (Bandiera & Levy, 2011). The term "son of the region" represents a regional sentiment that considers that a native figure from the area concerned must occupy the head of government in the region. Central and regional relations also still harbor threats as well as hopes. It becomes a threat because of the various demands that lead to the disintegration of the nation³⁸ (Haryanto et al., 2018).

CONCLUSIONS AND RECOMMENDATIONS

The implementation of regional autonomy in Indonesia still shows deficiencies in the implementation process, as seen from the research conducted in the city of Parepare on the construction of an industrial area that has not been completed for 24 years. The main factor for the delay in the area not running optimally was caused by unclear management between the Province and the regions. Furthermore, political leadership's ability is also a contributing factor to the hindrance of development in this area. It is recommended for local governments cooperate with surrounding areas in developing this area and open business networks for investors. Moreover, in the researcher's view, the involvement of the central government is still necessary, given the scale of the area that covers several districts around the city of Parepare.

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