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Policy Advocacy Network in Support of the Expansion of the New South Garut Autonomous Region

Abstract

The purpose of this study was to determine the policy advocacy network in support of the expansion of the new South Garut autonomous region. The method used in this study is a qualitative descriptive approach. The technique of collecting data through interviews and documentation, informants were selected based on purposive sampling and snowball. The data analysis technique used is an interactive analysis model including data reduction, data presentation (display), and drawing conclusions. The results of this study are that the Policy Advocacy Network in supporting the expansion of the New South Garut Autonomous Region has so far made efforts to support the expansion with their respective roles. Both South Garut academics and South Garut community leaders, especially the expansion presidium who are representatives of the South Garut community and the Garut district government itself as policy makers at the district/city level. The three actors, of course, network with each other to support the division of South Garut into a new district in West Java, through procedures that are regulated in accordance with the applicable laws and regulations in establishing a new autonomous region.

Keywords:

policy; actor; expansion

Introduction

Regional Autonomy aims to improve the welfare of regional communities, one of which is through the management of their natural resources. As has been experienced by several countries in Southeast Asia such as Laos, natural resource wealth is an investment that

has high attractiveness, but the insufficient potential of domestic investors and the lack of foreign investment and privatization inhibits economic improvement in regional government autonomy (Wattanukul & Watchalaanun, 2017).

The process of sustainable development and regional

Reform.

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growth is one of the main concerns and goals of improving the welfare of the autonomous region which seeks to improve the quality of life of the population and ensure the lives of future generations. When this is not taken into account, it will cause problems such as in Southern European countries, namely the Canary Islands, Cabo Verde, Madeira, and the Azores. Therefore, one way to increase development in Southern European countries is by opening up investment opportunities as an effort to increase employment and investment. This is because these areas are very often experiencing many problems due to high unemployment, economic decline, the impact of agricultural land conversion, emigration flows, and the loss of existing cultural identities (Castanho et al., 2020).

In Indonesia, the Regional Autonomy Policy as stipulated in law number 22 of 1999 concerning regional government, which has been updated to law number 9 of 2015 concerning regional government, states that “in the framework of implementing the principle of decentralization, provincial, regency, and municipal areas are formed and compiled, also authorized to regulate and manage the interests of the local community according to their own initiatives and based on the aspirations of the community. This gives local governments the freedom to manage and develop regions responsibly in all fields, be they social, economic, political, and others, as an effort to increase accountability for public services (Rachaju, 2019).

Basically, the formation of autonomous regions aims to prosper and prosper the community, but the fact is that what has happened has caused many new problems, both relations between regions, between communities to the stage where the regions resulting from expansion are not successful (Hakim, 2017). The regional expansion was carried out as an effort to accommodate the aspirations of the people to improve their welfare, but not a few that caused problems from regional expansion, such as the quality of service that was getting worse, even to the extent of regional violent conflict that was divided (Maman et al., 2016). In the State Address delivered by the President on August 16, 2010, regarding the evaluation of the implementation of district/city government, only 20% of this number was successful. This means that 80% of newly created districts/cities are unsuccessful and declared a failure in implementing governance and development in new autonomous regions (Hakim, 2017).

This is a concern for the government in carrying out regional expansion. However, even though there are still many problems, there are also many good sides to regional expansion to encourage the growth of a conducive climate in the region (Santika et al., 2018), and for this, the importance of regional expansion is seen from the

inequality in equitable development in the regions. For example, West Java Province has a dense population of 48,475,500 people, which is more than the population in Central Java and East Java. The existence of this imbalance is necessary for the expansion of the New Autonomous Region in the West Java region as an effort to realize growth and equitable development. This is done because of the inequality at the national level, which is seen from the total population of West Java totalling 48 million people, with 27 districts/cities, which receive smaller assistance from the central government compared to Central Java with 38 million people and 38 regencies/cities, and East Java with 39 million inhabitants and 38 districts/cities (BPS 2018). This, of course, must be considered in order to create a balance (stability) of the ability of the local government with the resources it has to serve the community through districts/cities that are scattered in each region.

Garut Regency is one of the areas in the West Java Provision that is included in the list of regional candidates for expansion preparation with the formation of the South Garut region, which is published in the Presidential Mandate (Ampres) number 66/2013. The President's mandate (Ampres) is a decision issued by the president who has the power of law to be followed up and becomes the basis for the ratification of the law concerning the establishment of the New Autonomous Region of South Garut Regency. According to BPS Kabupaten Garut, 2019, Garut Regency has an area of 306 519 km, with a population of 2.6 million people spread across 42 districts, 21 sub-districts, and 421 villages.

With a large area and a large population, of course, it must be balanced with the capacity and resources of the local government in serving the community, especially in equitable distribution of public services, equitable development of both infrastructure and non-infrastructure, and equitable regional economic growth so that it

reaches all levels of society in both urban and rural areas. As stated (Athahirah & Lambelanova, 2019), the area size affects the distance to the city center with limited public facilities and infrastructure for the community.

The formation of the New Autonomous Region of South Garut Regency is planned to be ratified by the end of 2013, but in reality, it has not yet been split. The great desire of the people of South Garut is to immediately separate themselves from Garut Regency and immediately accelerate the expansion of the area with the formation of Garut Regency (Karangtri, 2019). This is supported by the potential of South Garut's natural resources in the agricultural, fishery, plantation, mining, and energy sectors, as well as tourism, which could be a great opportunity for development in the South Garut region to improve people's livelihoods (Djuwendah et al., 2013).

So it is necessary to do an advocacy policy for the expansion of the new South Garut autonomous region, as a systematic and organized effort to influence and push for changes in public policy in a gradual (incremental) manner. In other words, advocacy is not a revolution, but rather an effort for social change through all channels and tools of representative democracy, political processes, and legislation in the prevailing system (Puspitasari, 2011). Based on these, the phenomena can be prepared specifically into Questions Research as follows: "How Policy Advocacy Network to Support Expansion of New Autonomous Region of South Garut?" The purpose of this study is to determine the policy advocacy network in support of the expansion of the new South Garut autonomous region.

Advocacy is a systematic and organized effort to influence and push for incremental changes in public policy. In other words, advocacy is not a revolution, but rather an effort for social change through all the channels and tools of representative democracy, political processes, and legislation contained in the prevailing system (Absor, 2012).

The aim of advocacy is to encourage the realization of changes in a condition that is not or not yet ideal as expected. More specifically, advocacy is mostly directed at the target, namely public policies made by the authorities. The success of advocacy is largely determined by its ability to build synergies between mass pressures that are “outside” the circle of policy makers and support from parties within the government. This shows that advocacy actually occurs in a dichotomous transboundary realm between government and society, where avocation tends to create coalition development among like-minded parties (Prianto, 2017).

A policy network is a hybrid model of a policy sub-system within the framework of a police network, which can be learned through a coalition of policy network actors who can be differentiated based on their beliefs and resources (Firmansyah, 2010). In the policy network, of course, it is oriented towards the policy to be advocated, which must pay attention to several things, namely: 1) Experiencing mutual dependence, stakeholders need to admit that they need each other to realize the goals they want; 2) A constructive attitude, stakeholders need to listen to each other and provide input to each other; 3) Bound conflict, existing conflicts should be expanded; 4) A structured provision of information, the information must be available and can be obtained easily for all stakeholders; 5) Involvement of all relevant parties, all stakeholders must be able to take part or be involved in the policy process (Prianto, 2017).

Apart from that, the conditions of stakeholders have a great influence on the success of policy formulation. Stakeholders represent groups or individuals who can influence or be influenced by the achievement of policy objectives. The success of benevolence is the achievement of policy objectives from the point of view of the relevant stakeholders, which is traditionally measured from indicators of related

party agreement. There is a natural tendency for stakeholder groups to try to influence their conditions for successful policy formulation. The influence of the conditions or circumstances of stakeholders in achieving policy success can be seen from the positions and roles played by stakeholders (Prianto, 2017). In the case of the expansion of the new South Garut autonomous region, of course, there are stakeholder actors who network to support the policy of forming South Garut Regency, including Academics, Civil Society, and the Government itself, known as the Triple Helix (Ranga & Etzkowitz, 2013). The three actors have their respective roles in trying to influence policy, which of course is through procedures and under the prevailing laws and regulations.

Methods

This research uses a descriptive qualitative approach; data collection techniques through interviews and documentation, with the determination of informants based on purposive sampling and snowball. This research was conducted for 6 months, by obtaining research data through interviews with several informants, namely: Regent of Garut Regency, Deputy Chairperson of the Regional People’s Representative Council of Garut Regency, Head of the Garut Regency Governance Subdivision, the Presidiums of South Garut Expansion, and South Garut Academics. Meanwhile, documentation is obtained from laws and regulations on regional autonomy, regional government archives, official documents of other institutions related to regional expansion, academic manuscripts of regional expansion, research results from other institutions, and other documents.

The data analysis technique used is interactive model analysis according to Miles and Huberman, in which qualitative research is possible to analyze data when the researcher is in the field or after returning from a new field to be analyzed. The data analysis process consists

of three things, the first is data reduction, namely the data that has been obtained is reduced by selecting data related to the research problem, while data that has nothing to do with the research problem is discarded; in this process, the researcher sorts the data obtained from interviews with informants, research and other supporting data on local government archives, previous research and others. The second is the presentation of data (display), namely the presentation of data to combine data and information obtained by researchers from interviews with research informants, previous research, and local government archives of Garut Regency, to provide an overview of the state of the phenomenon being studied. At this stage, the data combined were then presented in the form of writing and tables relating to the support for the expansion of South Garut and the potential that South Garut has to be expanded into the New Autonomous Region. Third, drawing conclusions, namely after the data collected both from interviews with research informants, previous research data, and data in the form of Garut Regency government archives are adequate and complete. At this stage, the researcher draws conclusions based on the data that has been collected which is presented in the form of writing and tables relating to support for the expansion of South Garut and the potential of South Garut. For the conclusion of this study, the researchers then verified the Garut Regency Governance Section in charge of Regional Autonomy, to see the validity of the data that the researchers obtained were used in drawing conclusions.

Results and Discussion

Policy Advocacy Networks

Policy networks have an important role in the policy of forming new autonomous regions, at the stage of formulating policies that influence changing a goal, with the emergence of interested actors who take a network approach to encourage

public participation from various stakeholders to contribute to public policy making (Firmansyah, 2010). In this case, the end result of advocacy is to make a change, so in order to make this change, it is necessary to interact and communicate with the actors involved and carry out policy advocacy (D Putu Dewi, 2016).

Policy advocacy networks emerge as a political space that seeks to bridge the interests of a community group against the government / other institutions, both formally and informally. So in the process, advocacy networks use social, cultural, and political approaches as the main instrument. One of the reasons behind the process of establishing a policy advocacy network is the disconnection between community groups with an interest in the local government as a result of a protracted conflict process without any handling done (Tazkiardini, 2017).

The implementation of Regional Autonomy in Garut Regency is inseparable from policy network actors who are mutually committed, as for the role of local government as an actor who has the authority to manage the area and create community welfare. In addition, the role of academics is also needed to see the fact that education in the district of Garut is very far from the meaning of prospering the community because there are still many children who drop out of school due to lack of attention from the government, causing inadequate supporting facilities even though the amount of funds spent is programmed from the State Budget (Muzahidin, 2012).

In influencing a policy, of course, they will not be separated from the actors who network in a policy that influences each other. The policy networks referred to are: Academics (academia); Civil (civil society); and the Government itself (government), known as the Triple Helix (Ranga & Etzkowitz, 2013). These three actors are more dominant actors in supporting the expansion of South Garut compared to other actors such

as actors in the private sector. This can be seen from the role of the three actors who have really fought for expansion since 2004 until now, who have remained consistent in fighting for expansion until they find common ground, namely the achievement of the goal of establishing the New South Garut Autonomous Region.

The existence of this network in which some actors are very important and have the influence to carry out policy advocacy. Advocacy is carried out because it assesses a policy that tends to override the interests of the people/public interest so that it creates an injustice, therefore public policy advocacy is an important thing as one of the concrete steps taken to be able to recommend an idea to policy makers to consider making the right decision, for the problems that occur and are not arbitrary in making a policy (Afrindo, 2014).

Especially in conducting policy advocacy in supporting the expansion of the new South Garut autonomous region. This is because the struggle for the expansion of South Garut has been fought for a long time since the 2000s, but until now there has not found a common ground to be legalized as the New Regency, namely South Garut Regency, even though it has been administratively fulfilled according to existing regulations. So this is where it is necessary to carry out policy advocacy to achieve the goals expected by the South Garut community, where advocacy is a tool to carry out an action in the form of political endeavors that aim to influence a policy (Hospita et al., 2018). Advocacy can include the following: 1) Empower people to speak out in support of policy and persuade those in power to act to support policies at the local, national, and international levels; 2) Obtaining and using power to influence political action; 3) Organizing citizens' efforts to influence the formulation and implementation of policies through influential actors (DS et al., 2012).

The policy advocacy network that plays a role in the policy of the expansion of the new

autonomous region in south Garut consists of several elements, including the South Garut academics, the Presidium of the Expansion or known as Garut elatan community leaders, and finally the Regional Government and the Regional Representative Council of Garut Regency, which has legal authority. These actors are networked actors who have direct involvement in the process of expansion of the South Garut region, which of course have a role and contribute to influencing a policy that allows achieving the desired goal, namely the legalization of South Garut Regency, and for that role, the actors influence the determination of the alternative policies to be taken.

Academia

Academia as actors who certainly have influence in carrying out policy advocacy, which from the point of view of scientific studies and directed observation are the main capital to see the importance of a policy to be decided. Academics are one of the important actors in policy advocacy because when a proposal for the formation of a new autonomous region was approved, the Parent Regional Government immediately formed a team to study the feasibility of forming the autonomous region by inviting a consortium consisting of several state and private universities (Maman et al., 2016). In this case, the discussion related to the expansion of the southern garus region is certainly a major concern that will have an impact on the expanded area in the future, so there is a need for academics to play a role in being able to analyze and provide input in the future so that the expansion has the expected impact, especially for people in South Garut, and one of them is through the development of its natural potential (Suminar et al., 2007).

The South Garut region also has a university as a basis for academics to study and observe the development of the expansion of the southern Garut, one of which is the Southern Indonesian

Ocean Oceanic School of Social and Political Sciences, with a focus on the discipline of State Administration, which is closely related to the phenomenon of the expansion of the new South Garut autonomous region. The results of an interview with Asep Dadang who is the Deputy Chairperson of the Southern Indonesian Ocean Oceanic School of Social and Political Sciences, said that the efforts made as an academic in the expansion of Garut Regency were one of them with the construction of a College in South Garut, because from the educational point of view of the southern community, most of whom have dropped out of school, with the construction of the Southern Indonesian Ocean Oceanic School of Social and Political Sciences aims to improve the quality of public education and will have an impact on the Human Development Index where South Garut is still low. This is, of course, academics take part in improving the quality of human resources in the South Garut community because regional progress is also determined by the quality of its human beings, both from the general public who participate in developing regions in various sectors, including agriculture, livestock, marine fisheries, forestry, and tourism, or later sit in the seat of government that organizes the wheels of government.

The results of the interview from Nanat Fatah Natsir, who is a former chancellor of Bandung State Islamic University and is a southern Garut community, said that academics have an important role in the expansion of the region, especially in South Garut, namely by assisting in making academic texts as an initial draft in making a law. Academic Manuscripts are texts of the results of research or legal studies and other research results on a certain problem that can be scientifically accounted for regarding the regulation of the problem in a Draft Law, Draft Provincial Regulation, or Regency / City Regional Regulation Draft as a solution to the problem and community legal needs, which have

a starting material function containing ideas about the urgency of the approach, scope, and content of a Law and Regulations; the material for consideration used in the application for a license to initiate the drafting of the Bill/ Draft Government Regulation to the President; and basic materials for drafting the legislation (Basyir, 2014).

In addition, an academic point of view also has a role in helping to analyze the wealth and potential of South Garut's natural resources, the potential that is owned is a supporting advantage in the expansion of South Garut into a new autonomous region, which will help support the regional economy and improve welfare when society can be managed properly and optimally. As explained in the following table, which is the potential of south Garut:

The potential natural resources owned by South Garut can be a support for the economy and development in South Garut. However, the disorganized management of the resources owned by a government institution has made the economic welfare of the surrounding community not develop rapidly, moreover, natural resources can open up a promising attraction in tourism that helps increase regional income (Okparizan et al., 2019). One of the reasons for this is that the southern Garut needs to be expanded so that it can focus on and maximize the management of its natural resources to improve the welfare of the people in South Garut. The hope in the future with the expansion of the South Garut area into the New Regency is the desire for the potential of natural resources owned by South Garut to be managed optimally and well, given that the main district is not fully managed today, which means natural resources are good for agriculture, farming, tourism, mountains, forests, sea, rivers, and others, and it can help in improving the welfare of the community as long as it is right in managing and its leaders are solely for the welfare of the people not for their own interests and positions.

Table 1.
Potential Commodities and prospective in South Garut

No	Subsector	Group	Commodities	Lokasi
1	Agriculture	Food	Rice	Pameungpeuk, Cibalong, Talegong, Pakenjeng, Bungbulang, Cikelet, Cisewu.
			Corn	Pamulihan, Peundeuy, Cikajang, Cihurip, Pakenjeng.
		Horticulture	Soybean	Cibalong, Cisompet, Peundeuy, Cisewu.
			Chili	Cisewu, Talegong, Bungbulang, Cihurip, Banjarwangi, Cikajang.
			Potato	Cikajang, Pamulihan.
			Banana	Cisewu, Bungbulang, Mekarmukti, Cikelet, Pameungpeuk, Cibalong, Cisompet, Cihurip, Pamulihan.
			Orange	Cikajang, Cisompet, Pakenjeng, Cibalong, pameungpeuk, Cikelet.
2	Plantation		Aren	Cisewu, Caringin, Talegong, Bungbulang, Pakenjeng, Cisompet, Cikajang, Cihurip, Banjarwangi.
			Tea	Pamulihan, Singajaya, Cikajang, Cilawu, Pakenjeng, Banjarwangi, Pakenjeng.
			Coconut	Pameungpeuk, Cibalong, Cikelet, Bungbulang, Caringin.
			Nilam	Talegong.
			Tobacco	Pamulihan, Pakenjeng, Peundeuy, Singajaya, Cikajang, Banjarwangi.
			Rubber	Cibalong, Pameungpeuk, Cisompet, Caringin, Mekarmukti, Bungbulang, Pakenjeng.
			Coffee	Bungbulang, Pamulihan, Cikajang, Pakenjeng, Cihurip, Talegong.
3	Fishing	Sea	Shrimp, grouper, lobster	Cibalong, Pameungpeuk.
			Seaweed	Cikelet, Pameungpeuk.
			Ornamental fish	Cikelet.
4	Ranch	Ruminant large	dairy cow	Cilawu, Cisurupan, Cikajang, Banjarwangi.
			Beef cut	Pameungpeuk, Cikelet, Cibalong, Cisompet, Bungbulang.
			Sheep	Cikajang, Cilawu, Bungbulang, Cibalong, Singajaya, Cisewu.
			Goat	Bungbulang, Pameungpeuk, Cikelet, Cibalong, Singajaya.

Source: Jenny, (2007) and Ade Bastiawan (2012) processed in 2020

Civil Society

Actor community is very influential in an advocacy network that will influence the decision of a policy in the expansion of south Garut; it is certainly an effort that originates from the community itself, which is carried out by the community by gathering to discuss the welfare of the community through expansion. A step taken is, of course, the role of community leaders who move so that it creates a mutual agreement, namely to try their utmost to make the expansion of South Garut into a new autonomous region. As for the community leaders who play a role and

gather all elements of society to focus on studying the expansion is the pemekaran presidium, which in this case, as a representative of the south Garut society in general, the pemekaran presidium certainly carries a big mandate as a representation of the south Garut community to supporting the expansion of the new South Garut autonomous region. Where the presence of this presidium has an important role as a liaison between the community and the government, the existence of this relationship is one of the advantages of the expansion presidium to convey the aspirations that represent the south Garut community as well

Table. 2
Potential Mineral Resources and Energy in South Garut

No	Type of Mineral Resources and Energy	Location (District)
1	Gold dmp Restoration	Pamulihan, Pakenjeng, Talegong, Cisewu, Caringin, Banjarwangi, Cikajang, Peundeuy, Singajaya, Cibalong, Cisompet, Bungbulang, Mekarmukti
2	Sand iron	Cibalong, Pameungpeuk, Cikelet, Pakenjeng, Caringin, Mekarmukti
3	Iron ore	Cibalong, Cikelet, Bungbulang, Caringin,
4	sulfur	Cisurupan, Wanaraja
5	Coal	Singajaya, Cibalong
6	Slate	Cisewu, Caringin
7	Kaolin	Malangbong
8	Obsidian	Pasirwangi
9	Andesite	Cisewu, Cikajang, pakenjeng
10	Limestone	Caringin, Cisewu
11	Miles half Gem	Caringin, Cisewu, Bungbulang, Cisompet, Pakenjeng, Pameungpeuk
12	Granite	Bungbulang
13	Manganese	Cibalong, Cisompet
14	Copper	Bungbulang, Caringin
15	Geothermal energy	Darajat, Kamojang (Pasirwangi)
16	Energisumber water	Pamulihan, Bungbulang, Cibalong

Source: RPJPD, the District Government. Garut Year 2005-2025.

Table. 3
Tourism Potential in South Garut

No	Tourism Object	Potential Regional(District)
1	Dukuh Traditional Village Cultural Tourism	Cikelet
2	Beach Tourism such as: Santolo, Karangparanje, Sayangheulang, Cibalong Beach, Gunung Geder, Cijeruk Indah, Manalusu, Cicalobak, Puncak Guha and Rancabuaya.	Caringin, Bungbulang, Mekarmukti, Pakenjeng, Cikelet, Pameungpeuk dan Cibalong.
3	Religious Tourism (Sacred Tombs / Figures) such as: Joho Tomb, Iron Cage Tomb, Sancang Sacred Tomb, Prabu Gesan Ulun Tomb, Sheikh Abdul Jalil Tomb, Sanghyang Tomb.	Bungbulang, Cibalong, Pameungpeuk, Cikelet, Pamulihan
4	Cikandang Rafting Recreational Tourism	Pakenjeng
5	Waterfall tourism, such as Neglasari waterfall, Sang Hyang Taraje waterfall, Orok waterfall	Cisompet, Pamulihan, Cikajang

Source: (Djuwendah et al., 2013), visitgarut.garutkab.go.id, disparbu.jabarprov.go.id processed in 2020

as lobbying both the district/city, provincial, and even central government levels, making it easier to establish a synergistic relationship between the expectations the community wants and a study that will be carried out by the local government to accommodate the wishes of the community (Ramdhani, 2020).

From the results of an interview with Dedi Kuniawan as a member of the presidium for the

expansion of south Garut, it said that the efforts made for the expansion of south Garut have been carried out for a long time since 2004, starting from the approval stage and the approval of the village in the south Garut area, the regent Garut, the Regional People's Representative Council Garut Regency, and so far one of the candidates for the expansion area approved by the Regional People's Representative Council Of Indonesia

Republic is just waiting for approval from the president, but instead there is a moratorium policy that prevents the South Garut district from being expanded.

In connection with the efforts made to carry out the expansion, it is being pursued again by updating the data that supports the expansion of the southern Garut, which is adjusted to conditions related to various things in the South Garut region, which consists of 15 districts namely; Banjarwangi, Singajaya, Mekarmukti, Cihurip, Cibalong, Pameungpeuk, Cikelet, Caringin, Cisewu, Bungbulang, Pakenjeng, Pendeuy, Pamulihan, Talegong, and Cisompet. The existence of this southern Garut expansion agenda can bring common good not only for the people of south Garut but also for the main district because basically, this expansion is to help the government in providing comprehensive services for the community.

In addition, the results of the interview with Gunawan Undang as the Chairperson of the Presidium for the Expansion of South Garut, who is also the Secretary General of the South West Java Forum, said that the struggle to realize the New Autonomous Region of South Garut Regency has been going on for about 16 years, namely in 2004-2020, after the preparation period. After one year, on Wednesday, April 27, 2005, a community consultation meeting was held in the garut district hall and the initiator organization for the establishment of South Garut Regency was formed, namely the Presidium of the South Garut Community at the initiative of the South Garut Student Forum and the South Garut Study and Development Forum. The total number of presidium totals 5 people, consisting of one chairman and four members, who are assisted by the secretariat of the secretary general and general treasurer. In addition, there is also a tactical organ, namely the Preparatory Committee for the Establishment of South Garut Regency); the presidium is also assisted by the regional

coordinator who oversees the village coordinator who has the task of helping carry out the work of the presidium, including completing data revisions/improvements, collecting the data needed and report, and helping map development policies in each sub-district.

Until now, the struggle for expansion has not materialized due to several obstacles, including the result of several changes in policy/regulation, namely changes to Law no. 22 of 1999 concerning Regional Government, which was replaced by Law no. 32 of 2004 concerning Regional Government and most recently replaced by Law no. 23 of 2014 concerning Regional Government; besides that, it is also caused by the political dynamics in Garut Regency, namely the replacement of several regents, as well as obstacles to the moratorium policy carried out by the central government.

The proposal for the formation of the South Garut Regency has been approved by the Regional People's Representative Council of Garut Regency, Garut Regency Regent, Regional People's Representative Council of West Java Provincial, and the Governor of West Java. Through the letter of the Governor of West Java to the President of the Republic of Indonesia Number: 135/1125-Otdaksm / 2011, regarding the proposal for the formation of the New Autonomous Council of South Garut Regency on March 9, 2011, it has been proposed to the central government through the Indonesian Minister of Home Affairs; from this proposal, the President of the Republic of Indonesia issued the Presidential Mandate Number: R-66 / Pres / 12/2013, regarding 65 Candidates for the New Autonomous Region including South Garut Regency, and based on the presidential mandate, the Regional People's Representative Council of Indonesia Republic issued a decision Number: LG / 11230 / DPR RI / X / 2013 concerning stipulation of the Bill (Draft Law) 65 Candidates for the New Autonomous Region, including South Garut Regency. In addition, it was also

approved by the Regional Representative Council of the Republic of Indonesia on the proposal for the formation of New Autonomous Council South Garut Regency, which was contained in the Regional Representative Council of the Republic of Indonesia's view of the Bill on the formation of the South Garut New Autonomous Council and the Report on the Implementation of Committee I Duties for the IV Session Period 2013-2014 at the 12th plenary session of the Regional Representative Council of the Republic of Indonesia dated May 14, 2014. However, in the Plenary Session of the Ratification of the Draft Law on the New Autonomous Region on September 29, 2014, the Indonesian Parliament canceled the 21 New Autonomous Councils that had previously been approved by the government without clear reasons, because the decision did not refer to the legal basis for Law No. 23 of 2004, Government Regulation No. 78 2007 and President's Mandate No: R-66 / Pres / 12/2013.

Finally, the New Autonomous Councils failed to be ratified by the Regional People's Representative Council of Indonesia Republic for the 2009-2014 period and submitted the discussion of the bill to members of the Regional People's Representative Council of Indonesia Republic for the 2014-2019 period, while in that period there was another legal change with the issuance of Law No. 23 of 2014 in lieu of Law No. 32 of 2004. As a result, the formation of the New Autonomous Council Garut Selatan failed to be formed and had to readjust to the new regulations.

Not only there, obstacles in the implementation of Law no. 23 of 2014 is the absence of a Government Regulation as a derivative / technical guideline for the formation of new autonomous regions until now (it has been 6 years since the enactment of the law). Even though, since 2017, the Draft Government Regulation on Regional Structuring and the Draft Government Regulation on the Grand Design of

Regional Arrangement has been completed by the Ministry of Home Affairs; besides that, there are also other obstacles during the two periods of President Jokowi's administration that have insisted on implementing a moratorium on new autonomous regions candidates.

The latest developments (2019-2020) are pending the moratorium and the stipulation of the two Draft government regulations, in accordance with the letter of the West Java Regional Secretary No: 100/2810 / Pemksm regarding Regional Planning Facilities, proposing new autonomous regions must complete Basic Territorial Requirements, Basic Requirements for Regional Capacity, and Requirements Administration (completed by attaching the latest study results for at least the last 5 years), which in essence the proposal for the formation of the South Garut New Autonomous Region must undergo a second revision.

After going through a change (revision) with the approval of the Village Head and BPD in South Garut, which covered 15 Districts in October-November 2019. Changes in the Feasibility Study / Regional Capacity Study were carried out by the Provincial Government of West Java in 2019, as well as the fulfilment of administrative requirements and other areas by the Regional Government of Garut Regency. So at the plenary session of the People's Representative Council of Garut Regency on December 31, 2019, the People's Representative Council of Garut Regency and the Garut Regency Regent approved the revision of the proposal as contained in the Joint Agreement with the People's Representative Council Garut Regency and the Garut Regent, No: 188.34 / 1113-PB-DPRD / 2019 and No: 188.34 / 3758 / Pb-Tapem / 2019, concerning the Formation of the Preparatory Area for South Garut Regency. So in accordance with Law No. 23 of 2014, with the joint approval of the People's Representative Council of Garut Regency and the Garut Regent, it is necessary to obtain joint approval from

the Regional People's Representative Council West Java Provincial, which will be discussed in the plenary session of the Regional People's Representative Council West Java Provincial on 4 December 2020.

Gunawan Undang as Chair of the Presidium also emphasized that seen from the analysis of public policies, it is better if changes to the changes in regulations for the formation of new autonomous regions from Law No.22 / 1999 to Law No. 32/2004 and then to Law No. 23/2014 should pay attention to the principle of justice, for new autonomous regions that already meet the requirements for expansion, which emphasizes its substance that meets the requirements based on the old law. However, regions that have fulfilled the requirements for expansion in the previous law are not regulated again in the next law. In the end, regions that are already feasible continue to carry out any changes that exist; this is burdensome and seems to make it difficult for regions to be divided. This means that in the latest law amendments, it should be regulated; if seen from the essence of regional autonomy, it will be much respected because it is seen from the struggles of studies of regions that have been hurriedly important to meet the requirements of the previous division at the expense of time, thought, effort, and cost but end up being a victim of injustice. Therefore, the Presidium for the expansion of South Garut, there are several things that are prioritized in the expansion of South Garut, including: fighting for the lifting of the moratorium on the formation of new autonomous

regional candidates; struggling for the issuance of a government regulation concerning the Grand Design of Regional Arrangement) as a derivative of Law No. 23/2014 on the regional government; and building cooperation with the legislature, central government, and local governments so that the immediate formation of South Garut Regency.

The existence of South Garut expansion is based on the need for the Garut community in the south, not on political interests, given the problems that occur and the imbalance that occurs between Garut south, north Garut, and central Garut, which looks uneven, and this can also be seen from the distribution of underdeveloped villages in Garut Regency, where the South Garut region is the area with the most underdeveloped villages at 61%, which is explained as follows:

Apart from getting the title of underdeveloped regions, imbalances in the scope of regional development in Garut also occur between the North, Central, and South development areas (WP). The economic growth of the South Garut region is still low, as seen from the sectoral gross value-added contribution of the sub-districts in southern Garut Regency in 2007 at the lowest, namely 24.37% compared to the Central Garut region at 46.05%, and the North Garut region of 29,58%. This causes the development of the South Garut region to be relatively backward compared to other regions (Djuwendah et al., 2013).

Therefore, the expansion of the South Garut area into a New Regency is an alternative to overcome existing problems such as maximum public services and imbalances between regions

Table. 4.
Proportion and distribution of disadvantaged villages in Garut Regency.

Information	Advanced Village	Disadvantaged Village	Proportion of Underdeveloped Villages
North Garut	109	24	18%
Sentral Garut	136	37	21%
South Selatan	49	76	61%
Garut Regency	294	137	32%

Source: BAPPEDA Garut Regency 2012 processed in 2020

that occur and others. This is a struggle for the people of south Garut with all the figures who are joined to achieve the expected goals because the formation of the South Garut district has long been awaited by the people in the south, with a long struggle of about 16 years, of course expecting the desired results, which is solely for the benefit of the south Garut community in an effort to create prosperity.

Governments

The government as a policy maker certainly has a great influence in accommodating the desire of the South Garut community to be expanded, and this is, of course, the government's main task to prepare the things needed to support the expansion of the southern Garut, which indeed is carrying out an expansion. There are rules which administrative must fulfil. The technical rules regarding the procedure for regional expansion are contained in government regulations No. 129 of 2000 concerning procedures for the formation, abolition, and merger of regions, which are derivatives or technical guidelines of Law no. 22 of 1999 regarding local government. It was later updated again with the issuance of Law no. 32 of 2004 concerning local government, with its technical derivative the government regulations no. 78 of 2007 concerning procedures for the formation, elimination, and merger of regions, which must meet ten criteria, namely: population factors; economic capacity factor; regional potential factors; financial capacity; socio-cultural factors; socio-political factors; area factor; defence and security factors; factor level of community welfare; and control span factor. However, there has been a change again, namely the issuance of Law No. 23/2014 on regional government, which until now has not been legalized; its technical derivatives/instructions are still in the form of Draft Government Regulations concerning Regional Structuring and Draft Government Regulations concerning Large

Regional Arrangement Designs. This is certainly part of the government's duty to help push the central government to immediately approve the Draft Government Regulations, which is also made to revoke the moratorium, which is an obstacle so that the regions that have met the requirements to become new autonomous regions are stuck, one of which is the burning of southern Garut.

However, related to this matter, it has become the main task of the regional government to help accommodate the community so that the expansion is carried out as soon as possible. From the results of an interview with Toni as the Head of the Garut Regency Governance Subdivision, who said that a division of Garut Regency must be an administrative requirement for the recapitulation of village deliberation decisions, if it has been implemented thoroughly in the village / sub-district, which is the preparation area for the expansion of South Garut, then it is submitted to the Regional People's Representative Council to further obtain approval from the Regional People's Representative Council and the Regent of Garut Regency. In December 2019, a plenary meeting was held with the output agreement with the regent and the Regional People's Representative Council for the formation of the South Garut Regency. The requirements for expansion are already at the center, just waiting for the hammer to tap South Garut to become the New Autonomous Region, but there is a moratorium on so that until now it has not been realized to be expanded. Then there was a change from Law No. 32 of 2004 to Law 23 of 2014 concerning local government; therefore, there are several requirements that must be updated and readjusted to Law No. 23 of 2014, which is the latest regulation on regional government.

As for the results of interviews with Enan, as deputy chairman of the Garut Regency Regional People's Representative Council who said that they had agreed to do the expansion of the southern line through a plenary session. The

expansion of the south Garut is the answer needed by the community to get a better life in the south Garut region, so when the moratorium is lifted, it remains to be carried out because all matters relating to the expansion of the south Garut area have been prepared. Because besides that, seeing the enthusiasm of the South Garut community towards the existence of the formation of South Garut Regency, it has been very much awaited, especially since it can open the way for jobs, thus helping to reduce the poverty level in South Garut.

Another interviews Garut Regent, Rudi Gunawan said that the local government will try to prepare for the South Garut region to become a new district, while the preparations made are to adjust the expansion requirements contained in Law no. 23 of 2014 concerning local government. Apart from that, other preparations are also provided by providing a budget to carry out a study on the development of the south Garut area,

in which the study in question is the Regional Capacity Study, which is also assisted by West Java Province to see the feasibility capacity of the South Garut area to become a new autonomous region.

In addition, in terms of funding or budget, the Garut Regency Government as the Parent Regency provides financial support in the context of organizing the Regional Government of South Garut Regency at least Rp. 15,000,000,000, (Fifteen Billion rupiah) per year for a period of 3 (three) consecutive years from the inauguration of the preparatory area. The details of the funds described in the following table 4.

Good budget management will also have a good effect on the impact generated by a government institution, considering that the budget is an important thing in moving the wheels of government; for that, the need for good management is the obligation of the government where its performance is closely related to

Table 4.
Fund Support in the Context of Local Government Implementation for a Period of 3 (three) Consecutive Years, Counting Since the Inauguration of the Preparatory Area of South Garut Regency.

No	Description	Volume	Unit Price (Rp)	Total
	Fund Support for 3 (Three) Year	3	year	15,000,000,000
	Fund Support for 1 (one) Year	1	year	15,000,000,000
1	Office Space Rental Shopping			900,000,000
	a. Preparatory Village Head Office	1	Unit	60,000,000
	b. Home Office Head of Preparation Area	1	Unit	60,000,000
	c. Regional Secretariat Office / Inspectorate / Service / Agency	13	Unit	60,000,000
2	Operational Costs			4,350,000,000
	a. Preparatory Regional Head Office	1	Unit	200,000,000
	b. Home Office Head of Preparation Area	s	Unit	250,000,000
	c. Regional Secretariat / Inspector / Service / Agency Offices	13	Unit	300,000,000
3	Shopping for Equipment, Office Equipment and Service Vehicles			9,750,000,000
	a. Office Equipment	13	Unit	300,000,000
	b. Office Supplies	13	Unit	200,000,000
	c. Service Vehicles	13	Unit	250,000,000
Total				15,000,000,000

Source: Minutes of Joint Approval of the Regional People's Representative Council Garut Regency and the Regent of Garut. 2019

community satisfaction (Miftah et al., 2019). Then the other is the plan to hand over assets owned by the local government of the Garut district, which totals Rp. 867,936,851,044.56 (eight hundred and sixty-seven billion nine hundred thirty-six million eight hundred and fifty-one thousand forty-four point fifty-six rupiah), to support the administration of regional candidates for preparation of South Garut Regency. The details of the budget are described as follows.

Regional assets are one that supports regional resilience to carry out the implementation of a government organization/institution (Alexandri et al., 2017). The assets above are a form of support from the Garut Regency government, which supports the expansion of the South Garut Region to become a New Regency, namely South Garut Regency, to enforce regional governance in South Garut, equitable development of both infrastructure and others, as well as public services that can be reached for the community in order to have convenience, given the very far control range from the city center to the villages in south Garut.

The next step after a joint agreement between the Garut Regency Regional People's Representative Council and the Garut Regent, regarding the formation of a preparation area for South Garut Regency, is to wait for the approval of the Regional People's Representative Council of Indonesia Republic West Java Provincial and the Governor of West Java. It is to be submitted to the Central Government of the Ministry of Home Affairs) for the next follow-up with the Regional People's Representative Council Of Indonesia Republic to knock on the hammer and validated together with the formation of South Garut Regency, which the people in South Garut have been looking for about 16 years, and there is hope for the future to be expanded to improve the quality of life for a better society.

Conclusion

The Policy Advocacy Network in supporting the expansion of the New South Garut Autonomous Region has so far made efforts to support the expansion with their respective roles, both from South Garut academics and South Garut community leaders, especially the expansion presidium who are representatives of the South Garut community and the regional government of the Garut district himself as the policy maker at the district/city level. The three actors network with each other to support the division of South Garut into a new district in West Java, through procedures that are regulated in accordance with the applicable laws and regulations in establishing a new autonomous region.

The central government needs to lift the moratorium and needs to issue a government regulation on regional planning because this is what prevents South Garut from being expanded, given that the efforts made in the expansion of southern Garut have been quite long, starting in 2002, until now in 2020, and has not yet been expanded. This has greatly influenced economic growth and accelerated development in the South Garut region because the division of South Garut into a new Regency has been eagerly awaited by all people in South Garut, who want a better life with this expansion.

This research implies that it can make it easier to understand the relationship between actors in the process of public policy formulation through the policy advocacy network concept so that it can be applied to analyze complex policy cases involving many actors, which are closely related to public administration, which is related to stages or procedures taken in formulating a policy to be made. In addition, it can open further research using policy advocacy network theory in other fields because this research only understands the role of each policy actor, so that further research can examine more complex problems using the policy advocacy network.

Figure 1.
Budget Amount Submitted to the Preparation area for South Garut Regency

Regional Apparatus	Type of Fixed Assets						TOTAL
	KIB A	KIB B	KIB C	KIB D	KIB E	KIB F	
Education Offices	15,457,609,50	49,178,143,808,85	789,258,871,116,71	129,781,880,00	61,221,657,343,63	-	415,246,063,517,69
Public Health Office	132,103,840,00	19,461,457,954,87	23,112,174,339,77	52,397,699,00	3,180,000,00	-	42,761,313,833,64
Dianas Public Works and Housing	53,373,177,295,00	-	1,039,536,000,00	284,014,532,263,22	-	-	338,427,245,558,22
Department of Animal Husbandry and Fisheries	760,200,000,00	164,457,225,80	1,772,335,391,00	-	1,900,000,00	-	2,698,892,616,80
Department of Agriculture	1,434,393,072,00	18,733,920,320,00	6,768,955,372,00	30,543,000,00	-	-	26,967,811,764,00
Department of Transportation	-	-	-	-	-	-	-
Department of Tourism and Culture	-	121,819,502,00	2,744,988,400,00	1,612,865,600,00	-	-	4,479,673,502,00
Services for Population Control, Family Planning, Women Empowerment and Child Protection	169,222,000,00	-	2,561,584,681,00	-	-	-	2,730,806,681,00
Fire Department	-	1,369,443,449,70	401,363,000,00	-	-	-	1,770,806,449,70
Trade and Market Industry Service	-	-	-	-	-	-	-
Banjarwangi District	494,431,000,00	867,811,500,00	243,307,400,00	-	-	50,000,000,00	1,655,549,900,00
Bungbulang District	227,750,000,00	1,058,739,557,00	1,695,093,900,00	837,323,000,00	-	-	3,818,906,457,00
Caringin District	32,208,000,00	757,055,600,00	650,423,400,00	-	-	49,553,000,00	1,489,240,000,00
Cibalong District	300,639,000,00	831,528,950,00	879,759,800,00	-	-	-	2,011,927,750,00
Cihurip District	-	759,081,999,05	771,788,045,45	-	-	-	1,530,870,044,50
Cikelet District	240,000,000,00	780,117,950,00	703,408,200,00	-	-	-	1,723,526,150,00
Cisewu District	-	832,421,622,00	1,114,806,671,00	-	-	-	1,947,228,293,00
Cisompet District	76,428,572,00	818,977,735,00	604,524,924,00	-	-	-	1,499,931,231,00
Mekarmukti District	133,390,000,00	844,311,350,00	483,635,000,00	-	1,720,000,00	-	1,463,056,350,00
Pakenjeng District	237,000,000,00	791,261,358,00	610,829,150,00	-	-	-	1,639,090,508,00
Pamengpeuk District	835,600,000,00	958,360,914,01	2,121,678,000,00	-	-	-	3,915,588,914,01
Pamulihan district	75,000,000,00	710,951,871,00	2,096,753,678,00	-	-	-	2,882,705,549,00
Pendeuy District	249,642,857,00	890,009,034,00	818,968,142,00	-	-	-	1,958,620,033,00
Singajaya District	775,000,000,00	808,436,969,00	1,082,546,270,00	-	-	-	2,665,983,239,00
Talegong District	1,366,747,500,00	850,010,203,00	435,255,000,00	-	-	-	2,652,012,703,00
TOTAL	76,370,542,504,50	101,588,318,873,28	341,972,535,880,93	61,228,457,343,63	61,228,457,343,63	99,553,000,00	867,936,851,044,56

Source: Minutes of Joint Approval of the Regional People's Representative Council Garut Regency and the Regent of Garut. 2019

In relation to research on the expansion of South Garut, the concept of a policy advocacy network can affect the policy formulation process carried out by the central government and the People's Representative Council of the Republic of Indonesia in considering decision making to ratify or not South Garut as a New Autonomous Region.

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