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Jember's Development from the Traditional Authority to Modern Government

ABSTRACT: This article examines the changes that occurred in the government system in Jember, East Java, in the period 1600-1945. The changes that took place in government in Jember region from the time of traditional rule to the modern era in the 20th century will show a historical pattern, which can be seen as a form of power-rise and can give historical explanation for the remaining social phenomena in Jember. The findings show that Jember, as an unit of government, has a history that can be traced back to the time of the Hindu-Buddhist kingdoms. The collapse and rise of the Islamic-style kingdoms, and the influx of foreign influences, also gave the color to Jember nowadays. After the collapse of Blambangan, Jember region began to get foreign influence. Slowly but surely, it became the basis for the establishment of Jember as a unit of modern government. Jember's geographical condition, on the other hand, is a factor that inhibited the emergence of a governance in this region, up to the 18th century. The development of Jember was also influenced by plantation economic factors and population migration from central Java and Madura of East Java. All of them combined to produce the known Jember as it is now. The most significant change was when the Dutch colonial government upgraded the status of Jember into a "regentschap" or district in 1929. The construction of various supporting facilities of the city was encouraged, and eventually all of this became capital in the administration of Jember's government in the independence period, since 1945 to date.

KEY WORDS: Jember; Government; Power; Traditional; Dutch Colonial Government.

INTRODUCTION

Jember regency in East Java, Indonesia is a unit of governments formed by a combination of traditional power system and the influence of Western occupation. This region, in the 14th century, was recorded as the territory of Majapahit empire, then the kingdom of Mataram controlled this region after Majapahit empire's collapsed. Thus, ancient Jember had a strong traditional governmental style. After the Dutch military expedition

that led to *Puputan Bayu* (1771-1772), the ancient Jember region experienced a slight decline due to war. Finally, the Dutch colonial government began to place local officials as regional rulers (Prapantja, 1962; Hasan, 1997; Zainollah, 2015; and Farhan, 2017).

The socio-political dynamics, that occurred in the early 19th century, led Besuki and Bondowoso to be the center of government, so Jember became temporarily enlarged. Significant changes occurred in

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the seventeenth-century *desenia* of the 19th century, when the system of enterprises policy slowly made the Jember region an important center of economic activity. At its peak in the second century of the 20th century, Jember became a separate government unit separated from Bondowoso. This condition persisted until the collapse of the Dutch East Indies administration in 1942 (Arifin, 1990; and Nooteboom, 2003).

During the Japanese occupation (1942-1945), Jember's status remained as a unit of government, but adapted to the model of Japanese occupation rule in Java. Finally, in the period of independence (1945-1950), the existing government structure in Jember is still maintained, but following the legislation set by the government (Anderson, 1972; Arifin *et al.*, 2008; and Horton, 2016).

According to Edy Burhan Arifin (2006), the plantation played an important role in the emergence of Jember as a city. Initially, Jember was only part of *Afdeeling* of Bondowoso District, but in 1883, Jember District became *Afdeeling* (Arifin, 2006). The factors that caused the change of Jember city status were: firstly, the more density of population living in this area. The huge increase of the population was caused by a wave of migration of Javanese people to Jember area. The occurrence of a wave of migration of the Javanese was due in the 1880s, the number of private estates in the area of Jember more and more, and the plantations needed a large amount of manpower. Secondly, the area of Jember was getting crowded and growing. The development was marked by the increasing number of villages (Arifin, 2006:6; and Wahid, 2013).

This article examines the changes that occurred in the government system in Jember, East Java, in the period 1600-1945. What is the change in the system of government in Jember region? How does socio-political dynamics affect the formation of a Jember regency? The changes that took place in government in Jember region from the time of traditional rule to the modern era in the 20th century will show a historical pattern, which can be seen as a form of power-rise and can

give historical explanation for the remaining social phenomena in Jember (*cf* Kartodirdjo, 1992; Sjamsuddin, 2007; and Ogburn, 2007).

FINDINGS AND DISCUSSION

Traditional Power before Arrival of West Nations. The ancient Jember region belongs to the power of Majapahit empire. In 1343 AD (*Anno Domini*), the Majapahit ruler appointed Mpu Kepakisan to rule the Blambangan territory with the central government in Panarukan. Blambangan region itself includes the area that is now the districts of Jember, Banyuwangi, Bondowoso, and Situbondo. The book of *Kakawin Nagarakertagama* shows that in 1359 AD, King Hayam Wuruk traveled through a number of areas in ancient Jember. This Hayam Wuruk's trip is to review Panarukan, the capital of the Blambangan kingdom. Panarukan position is located on the northern coast of eastern Java, facing the Madura Strait (Krom, 1926; Prapantja, 1962; Sidomulyo, 2007; Arifin *et al.*, 2008:49-51; Zainollah, 2015; and Farhan, 2017).

In 1400 *Saka*, or 1478 AD, Majapahit got an attack from Kediri that ended the history of this empire. As a result of this attack, the territories that originally became the vassal of Majapahit escape, because they felt no obligation to obey Kediri. One of these areas is Blambangan. Meanwhile, in the middle of Java emerged a new power of Demak sultanate, which was founded by Raden Patah, one of Brawijaya Kertabumi's sons, the last king of Majapahit. Demak, then, attacked Kediri and decided to conquer the entire territory of former Majapahit (Prapantja, 1962; and Farhan, 2017).

Demak expansion politics was not successful, because the third Demak Sultan, Trenggono, killed while raided Pasuruan in East Java. Demak was further hit by elite conflict and finally the power fell on Hadiwijaya from Pajang in Central Java. He moved the central government to Pajang and did not expand into the east. The power of Hadiwijaya ended after his death and the Pajang region was taken over by Sutawijaya, who later established the Mataram sultanate with the title of *Panembahan Senopati*. It seems that the mission of the eastern

conquest became one of the priorities, because in the year 1596-1600, Mataram attacked Panarukan causing the Blambangan capital was destroyed and the Blambangan king fled to Bali island (Graaf & Pigeaud, 1985; Graaf, 1987; Margana, 2007:35; and Purwadi, 2008).

Between 1596-1600, there was a fundamental change in the power of Blambangan, at least in two respects. Firstly, Blambangan's capital was moved from Panarukan to Kedawung, now Umbulsari District in Jember, which belonged to the ancient Puger region; and secondly, Blambangan was ruled by a new dynasty of Tawangalun dynasty (Lekkerkerker, 1923:1037-1040; Oetomo, 1987; and Nurmaria, 2017).¹ The displacement of the capital from Panarukan to ancient Puger proves that this area was already a governmental unit. This can be traced from previous studies.

Abdul Cholik Nawawi (2002) mentions that the temple of the king's tomb in Puger, as listed in the book of *Negarakertagama*, was identified as *Candi Reca Menampu* (cf Krom, 1926; Prapantja, 1962; Nawawi, 2002; and Sidomulyo, 2007). According to Abdul Cholik Nawawi (2002) also that *Menampu* is located in the west of the central government of Puger District now. This indicates that Puger in Majapahit's time was an autonomous region, with the Majapahit empire as its central government (Nawawi, 2002). This means also that Puger is familiar with the bureaucratic system of government. Abdul Cholik Nawawi (2002) pointed to another research that in a geopolitical map based on a previous map, Puger began to appear in the 16th century (cf Nawawi, 2002; and Gupta ed., 2005).

At the end of the 16th century, Blambangan fell into the power of the Balinese King, Gelgel. In this context, C. Lekkerkerker (1923) believes that after 1600 AD, the Blambangan kings have Balinese blood. The C. Lekkerkerker's description made the reasons

for the alliance between Blambangan and Bali to be more clear (Lekkerkerker, 1923). At the same time, Mataram also began to consolidate its strength in East Java. It can be seen that in 1625, Sultan Agung of Mataram (1613-1646) sent a military expedition to Blambangan, involving 20,000 to 30,000 troops. In 1628, Blambangan requested Dutch assistance to confront the Mataram invasion. Nevertheless, the Dutch did not respond to this request because, at the same time, they were preoccupied with Mataram attacks against Batavia, their main trading post (Ricklefs, 2001; Graaf, 2002; Saddhono & Supeni, 2014; and Nurmaria, 2017).

In 1636, Mataram again launched an attack on Blambangan, and Pasuruan which was first attacked. King of Blambangan, Sang Dipati, asked for Bali's help, but only received 500 soldiers under the leadership of Dewa Lengka, Dewa Agung Panji Buleleng, and Panji Macan Kuning. The Sang Dipati could be destroyed, but it is not clear whether he was killed or not. His son, Mas Kembar, succeeded him, but after a long and bloody war, Blambangan could be conquered. Mas Kembar was deported to Mataram with a large number of followers, but after promising to remain loyal to Mataram, he was again appointed King of Blambangan (Lekkerkerker, 1923:1038; Oetomo, 1987; and Margana, 2007).

After the death of Sultan Agung, Mataram kingdom was ruled by Amangkurat I, whose authority was rather weak but cruel. King Dewa Agung Gelgel took advantage of this opportunity to instill his influence in Blambangan. Amangkurat I, who was aware of the Blambangan-Bali cooperation, became angry and then sent soldiers to Blambangan under the command of Wiraguna, Danupaya, and the Regent of Sampang, forcing Mas Kembar to flee to Bali. About 1,500 other people were deported to Mataram, but never reached their destination. When they returned to Mataram kingdom, Wiraguna and Danupaya were killed on the orders of Amangkurat I, because they were perceived as failing to expand their attack on Bali. The deportees of the deported Blambangan were exiled in Taji (Prambanan), but half of them

¹See also, for example, "Banjoewangi Tempo Doeloe: Membaca Sejarah Blambangan Versi Blambangan Sendiri" in *Times Indonesia: Building, Inspiring, Positive Thinking*, on 6 August 2017. Available online also at: <https://www.timesindonesia.co.id/read/153664> [accessed in Jember, East Java, Indonesia: March 11, 2018].

later returned to their lands (Lekkerkerker, 1923:1039; Oetomo, 1987; Carey, 1997; and Ricklefs, 2001).

Blambangan showed a frank attitude towards Mataram kingdom during the reign of King Tawangalun or Pangeran Kedawung II (1665-1691). Blambangan government center, at this time, was in Kedawung, an area included inland because Panarukan was considered unsafe. Initially, King Tawangalun tried to cooperate with the Mataram ruler by doing *seba* (facing) to the palace. However, due to an incident, King Tawangalun became angry and returned to Blambangan, where he announced that Blambangan was no longer obedient to Mataram kingdom (Suprpta, 1984:81; Graaf & Pigeaud, 1985; and Samsubur, 2011:157).

The Tawangalun government got internal disturbance from his sister, Mas Wila, who seized power in 1669. As a result, Tawangalun fled to Bayu (Banyuwangi area now) and established his own kingdom named *Macan Putih* (White Tiger). Mas Wila, who knew the development of the *Macan Putih* kingdom, then attacked the palace, but instead he was killed. Tawangalun, then, took power in Kedawung and united him with the *Macan Putih* into a whole Blambangan empire (Suprpta, 1984; and Samsubur, 2011).²

Tawangalun died in 1691, his successor was his son named Macanapura. Van Wikkerman, who became the Resident of Blambangan in 1800-1818, stated, as cited in C. Lekkerkerker (1923), that Macanapura built a new palace in Wijenan, in the isolated area of Muncar, because the palace of *Macan Putih* kingdom was ruined. Macanapura also ruled independently, but parts of Malang, Panarukan, and Jember fell into the hands of Surapati, where he placed his relative as a local *Bupati* or Regent (Lekkerkerker, 1923:1043).

The condition of Jember under the reign of Surapati relative is unknown. However, in 1757, there was a power struggle in the Duchy of Puger, an area that was an extension

of Mataram kingdom's influence. Duchy of Puger was led by Duke Ario Wiriodiningrat, who in 1757 got an attack from Blambangan, so he was killed. The former Duchy of Puger, then, was taken over by Blambangan and split into four *kabekelan*: Panarukan, Sentong, Renes, and Jember (Winarni, 2015:46).

Collaboration of West and Traditional System. In 1771 AD (*Anno Domini*), the Dutch military expedition carried out an attack on Blambangan in East Java. Resistance by the Blambangan party led directly by Rempeg Jagapati. Great war raging where the Blambangan forward with the spirit of bellows, which is fighting all-out to the end. The Dutch deployed a joint force consisted of VOC (*Vereenigde Oost-Indische Compagnie*)' soldiers, Madurese army, and some local forces of Blambangan itself. In this war, Rempeg Jagapati was killed, but the resistance by Blambangan's power against the Dutch still continued until in 1772, on *Puputan Bayu*, ended after many Blambangan fighters died (Oetomo, 1987; Hasan, 1997; Arifin *et al.*, 2008; and Basri, 2008).

While the Blambangan people fled to the forests, some of them fled to Nusa Barong island, in the off coast of Puger. Van Wikkerman, as Resident of Blambangan in 1800-1818, reported that the first population census after the establishment of Banyuwangi district had not yet reached 300 families. Due to the war that claimed about 60 thousand people, Blambangan residents only left about 5,000 inhabitants (cited in Epp, 1849; Dhani, 2012; and Margana, 2012).

After conquering Blambangan, VOC could not control this region directly. The government was entrusted to the local authorities, but the Dutch reorganized the administration, dividing the Blambangan region, including Jember. In this division, some areas remained descendants of the ruling King of Blambangan, but some were awarded to their native allies who assisted the VOC when attacking Blambangan (Margana, 2007 and 2012; Samsubur, 2011; and Nurmara, 2017).

This reorganization was initiated by Gezaghebber Luzac, a VOC officer based in Surabaya. He advocated the division of the

²See also "Blambangan Kingdom, East Java, Indonesia (Part 4)". Available online at: <http://jawaishbeautiful.com/2012/06/14/blambangan-kingdom-east-java-indonesia-part-4/> [accessed in Jember, East Java, Indonesia: March 11, 2018].

former Blambangan kingdom into 3 parts, there were: the eastern Blambangan, the northern Blambangan, and the western part of Blambangan accompanied by the formation of new districts. Between the eastern Blambangan and the western part of Blambangan is bordered by Raung Mount stretching from Sentong in Bondowoso to the southern sea. East Blambangan was planned by Mas Alit as its Regent; and the western part of Blambangan was proposed by Sumadirana, *Patih* of Surabaya regency as its ruler (Margana, 2007:160).

The realization of the plan was that on 23 August 1773, the boundaries of the eastern part of Blambangan and the western Blambangan were drawn from the north through the Tikus River (Situbondo now) through the ridges of the Ijen Mountains to Rajegwesi in the south. The area located on the east which was originally called the eastern Blambangan, then, set its name to Blambangan regency. The capital of Blambangan regency is located in Banyuwangi. West Blambangan and eastern Blambangan are separated by nature, such as high mountains and deep cliffs (Sudjana, 2001:97-98).

The western part of Blambangan, according to the VOC version, then attempted to be subdued by the VOC, where in this region there are four districts formed during the Blambangan period. The VOC, then, formed a new district which in principle was not much different from the previous *kabekelan* areas, namely: Prajekan, Sentong, Sabrang or Renes, and Jember. Heads of region titled *Mantri* were appointed to these new districts. In 1774, new *Mantri* were chosen. They were Unan who was believed to rule the Prajekan District; Sutatering ruled in Sentong (now Bondowoso); Roman ruled in Sabrang or Renes; and Sadita ruled in Jember (Margana, 2007:162; Samsibur, 2011; and Nurmaria, 2017).

In addition to the established districts, there were other districts in western Blambangan, namely: Puger, Plindo, Batu Ulu, Dempok, and Gitem. However, in 1774, the districts, except Puger, were included in the area of Lumajang District. Furthermore, Nusabarong Island was placed under the

supervision of Tumenggung Joyolelono, Regent of Banger. In 1774, in Puger there was a Regent with a degree *Tumenggung*, namely Raden Tumenggung Prawiradinigrat, which is the son of Pasuruan Regent. One of the tasks assigned to this new *Bupati* (Regent) was that he had to send taxes from Puger to the VOC in the villages of Puger, Bangle or Cireme (Margana, 2007:163; and Winarni, 2018:46-47).

In 1795, many new districts were formed, there were: Puger, Tanggul, Jember, Sukowana, Maisan, Bondowoso, Wanasari, and Prajekan. Jember District was the responsibility of Wedana Mantri Tirtawiguna; Bondowoso is for Mantri Perdawa Kertanagara, who in 1808 got a *Patih* degree; while Prajekan is for Wedana Mantri Pak Oneng or Reksawana. During the VOC period, there were several military posts in Jember, Biting, Picara, and Klatak. The first European officer to serve in this district was an *Opziener* named Steven Tandie, who introduced a coffee plantation in the region (Margana, 2007:286).

These districts were under the authority of the Puger Regent, Tumenggung Sura Adiwikrama or Han Mie Joen (1796-1806) living in Bondowoso. This Regent began to plan the transfer of the central government of Puger to Besuki, but this plan only realized in the next administration by his adopted son. After a change of power in 1806, Babah Panderman rose in place of Han Mie Joen with the title of Tumenggung Sura Adiningrat. The central government officially moved from Puger to Besuki. As a result, Puger's status descends from the District into *Kepatihan* (Winarni *et al.*, 2011:146; and Margana, 2012).

In 1811, Dutch rule in Java was defeated by Britain, when Thomas Stamford Raffles was appointed as Governor of Java. In the former British county, Puger divided into two *Kepatihan*, namely: *Kepatihan* of Puger led by Patih Reksonegoro and *Kepatihan* of Bondowoso led by Patih Kertonegoro. The two *Patih* were under the Regency of Besuki led by Regent Raden Adipati Surioadiningrat (Raffles, 1988; Hannigan, 2012; and Margana, 2012).

Britain under Thomas Stamford Raffles established a *landrente* policy embodied in

the form of land taxes. In 1815, in Keting, west of Puger *Kepatihan* emerged the movement of *Ratu Adil* (Justice King) led by Ario Galedak. This movement offered the expulsion of whites and tax exemptions, so that in a short time managed to get a lot of support. Even the Puger *Kepatihan* led by Patih Reksonegoro successfully conquered by Ario Galedak, but when they wanted to conquer the Bondowoso *Kepatihan*, Ario Galedak got an obstacle from Patih Kertonegoro. In the battle at Sentong, Ario Galedak was killed and his *Ratu Adil* movement was a mess (Kartodirdjo, 1984; Raffles, 1988; Hannigan, 2012; and Margana, 2012).³

Patih Kertonegoro, then, went to the Puger *Kepatihan* to arrest Patih Reksonegoro who considered helping to rebellion of Ario Galedak. As a result of this failed rebellion of Ario Galedak, Patih Reksonegoro was arrested and exiled to Banjarmasin in South Kalimantan. The Puger *Kepatihan* area was later merged with the Bondowoso *Kepatihan* to be the *Afdeeling* of Bondowoso. As the ruler appointed Patih Reksonegoro, who considered meritorious in erradicating the riot of Ario Galedak. Patih Reksonegoro was appointed as *Ronggo* who controlled *Afdeeling* of Bondowoso, titled Ronggo Kertonegoro (Margana, 2007 and 2012).

However, the government organization was still under the Regent of Besuki. In carrying out his duties, Ronggo Kertonegoro was assisted by the *Wedana* who led the District, including under *Afdeeling* of Bondowoso this is Jember District. The end of British rule in 1816, when the Dutch returned to power, did not directly alter the administration of Besuki and the subordinate units of government. Fundamental changes occurred only after the Dutch colonial government implemented the Agrarian Law in 1870 (Ricklefs, 2001; Margana, 2007 and 2012; and Wahid, 2013).

Jember as an Independent United Areas. After the *Puputan Bayu* in 1771-1772, Blambangan was divided into two parts: East Blambangan and West Blambangan. The area

of West Blambangan consisted of several districts, which in 1774 AD (*Anno Domini*) were assembled into the Puger regency. Puger's territory received negative reviews from Dutch records, in which Horsfield who traveled through Puger, Jember, Sabrang, and Bondowoso in 1805, he said that Puger was an unhealthy place and largely covered by forests (cited in Oetomo, 1987; Hasan, 1997; and Winarni *et al.*, 2011:152).

The population in this area was still narrow, only about 7,000 or 8,000 inhabitants and occupies an area of about 2,653 square meters from the Tanggul District in the north to the south up to Sukakarta in Yang mountain. Besides, Horsfield said also that most of them were Madurese of East Java. This area was originally an abandoned area, but was slowly cleared by immigrants from the east of Blambangan and Grajagan during the war in 1768-1773 (*cf* Hageman, 1862:268; Margana, 2007:287; and Winarni *et al.*, 2011:152).

Horsfield's note is a bit more general to Puger, because the Regent of Puger, Sura Adiwikrama, even chose to stay in Bondowoso rather than in Puger. Following the transfer of the central government from Puger to Besuki during the Regent of Sura Adiningrat, Puger's status dropped to *Kepatihan*. Puger's "minus" condition made the region get less concern from the government. Local rulers preferred to rule from Bondowoso, this can be seen in Ronggo Kertonegoro (Margana, 2007 and 2012; and Winarni *et al.*, 2011).

After successfully fighting the rebellion of Ario Galedak in 1815, Puger *Kepatihan* merged with Bondowoso *Kepatihan* became the *Afdeeling* of Bondowoso. The center of its government was in Bondowoso, while the Puger region was abandoned. As a regulator of the former Puger *Kepatihan* territory, it was handled by *Wedana* who controlled Jember District, so administratively Jember area became the center of District government. Nevertheless, geographically the Jember District area still did not attract local and Dutch rulers; and, thus, tended to be isolated. In 1850, *Afdeeling* of Bondowoso changed into *Regentschap* (Regency) of

³See also, for example, "Babad Bondowoso". *Unpublished Manuscript*, translated by Moch Jusuf M.S., available and owned by Authors since 2004, pp.34-38.

Bondowoso, with coverage area including Jember District (Margana, 2007 and 2012; and Winarni *et al.*, 2011).⁴

On October 21, 1859, three entrepreneurs founded the NV LMOD (*Naamloze Venootschaap Landbouw Maatscappij Oud Djember*), a private company that would operate in the plantation sector and operate in Jember District. The three founders of NV LMOD are George Birnie, a farm controleur of Bondowoso; and his two partners, A.D. Van Gennep and Mr. C. Sandenberg Matthiesen, who are Dutch businessmen in Surabaya. NV LMOD seeks tobacco cultivation in the interior of Jember District, which until then is still considered isolated. Apparently, NV LMOD managed to reap big profits from the tobacco business in Jember, until then conducted research for the type of tobacco is most suitable to be planted in Jember. This tobacco was called the BNO (*Besuki Na Oogst*) and became the main commodity of NV LMOD (Hartadi, 2003; Djajadi, 2015; and Aprianto, 2017:49).

In 1870, the government of the Netherlands East Indies passed the Agrarian Law and established the policy of the enterprises system in the seventeenth century desenia of the 19th century. This regulation allowed Dutch private entrepreneurs to engage in major investments, especially in the plantation sector. The success of NV LMOD also lure the entry of private capital into Jember, which began to be noticed by the Dutch colonial government. Cultivated commodities are, then, not only tobacco but also cocoa, coffee, and sugar cane (Eng, 1998; Ricklefs, 2001; Hartadi, 2003; and Djajadi, 2015).

The main difficulty faced by every plantation in Jember is the lack of manpower. One of the factors causing the lack of manpower was because the population in the area of Jember was very small. At that time, there was an imbalance between the area and the population. The area of Jember is estimated at about 3,234

kilometers square, while its population in 1858 was only about 31,215 inhabitants (cited in Tennekes, 1963:26).

These labor rarities were overcome by the company by utilizing some Madurese, who had lived in this area. They were ordered to bring relatives, neighbors, and other Madurese to move to the area of Jember. The Madurese were given promises and hopes later in their new place to earn substantial income (Arifin, 1990 and 2007). All necessities related to this move are borne by the plantation. Madurese who intercede for doing the job because they are tempted by the promises of the company. One of the promises is that if they put a lot of labor into Java and are ready or willing to become plantation workers, they will be given a large enough land and will be used as plantation foremen. At that time, the position of the foreman was a position widely expected by the indigenous population (Arifin, 1990 and 2007; Kuntowijoyo, 2002; and Hadi, 2016).

Since the 1870s, Madurese moved to Jember and settled in Jember. Most of them worked in tobacco plantations. Tobacco plantations not only required men to clear the forest and fix the land for tobacco parcels, but also women and children to work in warehouses for fermenting and packing. In addition, many Madura seasonal laborers worked in tobacco plantations as daily labor (Arifin, 1990 and 2007; Kuntowijoyo, 2002; and Hadi, 2016).⁵

Population development, economic progress, and rapid urban growth eventually led to the Jember government separated from the government of Bondowoso and became *Zelfstandig Jember* (independent Jember) headed by a *Patih*. This Jember status change motivated the central government to revamp the government structure. Before being separated from *Afdeeling* of Bondowoso, Jember was headed by a native *Wedana*, who worked with a Dutch *Controleur* Assistant. Since Jember became *Afdeeling*, then in

⁴See also, for comparison, *Staatblad*, No.7, 1850; and *Staatblad*, No.191, 1850. Available at the ANRI (*Arsip Nasional Republik Indonesia* or National Archives of the Republic of Indonesia) in Jakarta.

⁵See also "ANRI Besoeki: Algemeen Verslag van de Residentie Besoekien Banjoewangi over den Jaar 1871". *Unpublished Archives*. Available at the ANRI (*Arsip Nasional Republik Indonesia* or National Archives of the Republic of Indonesia) in Jakarta.

Jember, there was an Assistant Resident placed (Margana, 2007 and 2012; and Winarni, 2015).

The first Jember Resident Assistant appointed by the Dutch colonial central government was C.H. Blanken, who served from 1883-1885. In carrying out his duties, Resident Assistant must cooperate with indigenous officials, so the central government also appoints an indigenous official, not *Bupati* but an independent *Patih (zelfstandig Patih)*, whose powers are equal to the Regent. Thus, raising this status led to the *Patih* in Jember no longer responsible to *Patih* of Bondowoso, but to the Resident Assistant of Jember. Before officially appointed officer, in 1891, government affairs were handed over to *Patih* of Bondowoso, Raden Tumenggung Kusumonegoro (Winarni, 2015:41).

The first *zelfstandig Patih* appointed in Jember was R.P. Astrodikoro, who had served as a *Wedana* for several years in Jember (Winarni, 2015).⁶ Previously, he had served as *Patih* of Bondowoso, accompanying R.T. Wondokusumo, the second Bondowoso Regent. This status change took place in 1883. This status change was based on the *Besluit* of the Dutch Indies Government, No.49, dated January 9, 1883 (*cf* Sutherland, 1974 and 1975; Soerjadi, 1975:75; and Winarni, 2015).⁷

R.P. Astrodikoro, when he was a *Patih*, lived and had an office at *Kepatihan* Office in Jalan Trunojoyo. He was a very disciplined figure in carrying out his duties and obligations. He was a clever *Patih* and had many ideas or thoughts about development in various fields and the welfare of his community. During his leadership, Jember experienced a fairly rapid development, especially supported by the existence of plantations, agriculture, and private businesses in various sectors that demanded the availability of facilities and infrastructure. *Patih* R.P. Astrodikoro, during his leadership,

successfully built Railway Station in Jalan Wijaya Kusuma, Train Tunnel of Garahan, and *Kepatihan* Office (Winarni, 2015:41).

Although, at that time, Jember was still a small town as part of Bondowoso with the title *Afdeeling*. However, which must be observed precisely during this period is the forerunner of the existence of Jember District government begins. Moreover, at this time, the foundation of the urban was built with the availability of adequate facilities although in order to meet the needs of the plantation. It can be said that the change in status of Jember is closely related to the establishment of the plantation. The existence of this plantation is, of course, followed by the need for infrastructure that serves to provide for the needs of the plantation at first. However, in the end, it cannot be denied to have an impact on the development of Jember itself (Simarmata, 2002:44-45; and Aprianto, 2017:50).

In addition, the Dutch colonial central government also appointed Secretary, Commission, and Controleur officials. These officials were functioned and played a role in exercising the wheels of everyday governance. The appointment of Controleur of Jember was based on *Gouvernements Besluit*, Number 3, dated 24 October 1883. At the same time, the central government also established the *Landraad* (Courts) institution, which building was built in the north of the square. The establishment of this Court was based on *Gouvernement Besluit*, Number 15, dated November 9, 1883. For that, the central government appointed the Chief Prosecutor of Jember, who led the Jember District Court. The official initially served as Ajunct Attorney, who originally served in *Landraad* of Panarukan. In addition to these posts, the central government appointed a *Patih*. The *Patih* function as a liaison between the Regent and the *Wedana*. At that time, in *Afdeeling* of Jember, there were only 4 *Wedanas*, namely: Jember, Soekokerto, Puger, and Tanggul (Margana, 2007 and 2012; and Winarni, 2015).⁸

⁶See also "Regering Almanak, 1891". *Unpublished Archives*. Available at the ANRI (*Arsip Nasional Republik Indonesia* or National Archives of the Republic of Indonesia) in Jakarta.

⁷See also "ANRI Besoeki: Algemeen Verslag van de Residentie Besoekien Banjoewangi over den Jaar 1883". *Unpublished Archives*. Available at the ANRI (*Arsip Nasional Republik Indonesia* or National Archives of the Republic of Indonesia) in Jakarta.

⁸See *ibidem* with footnote 7; and also "ANRI Besoeki: Algemeen Verslag van de Residentie Besoekien Banjoewangi over den Jaar 1884". *Unpublished Archives*. Available at the

One of the *Patih* who had served in Jember *Kepatihan*, after R.P. Astrodikoro, was Raden Panji Sastroprawiro (1895-1908). After 1908, the act of *Patih* in Jember was no longer from the Bondowoso Regent's family, but it came from various regions, although still selected from the Madurese. They are Raden Mas Harsono, 1908-1915; Soma Wijoyo, 1915-1920; Raden Ario Sudibiokusumo, 1920-1925; and Mas Pujo, 1925-1930 (Winarni, 2016:42).

Jember's *Kepatihan* area covered 6 Districts, there were: Jember District, Sukokerto District, Mayang District, Rambipuji District, Tanggul District, and Puger District. R.P. Astrodikoro served as *Patih* in Jember for 13 years (1895-1908). He retired because he was old, and then he was replaced by Raden Senthot Sastroprawiro, who previously served as a *Patih* in Bondowoso District, based on the *Besluit ter Ordonantie van den Gouverneur General de Algemeen Secretarie, 1895* (cited in Winarni, 2016). The split of this region also affects the number of villages in Jember *Kapatihan*.

Originally, in 1845, Jember District consisted of 36 Villages and then expanded to 46 Villages in 1874. In 1883, the number of Villages in Jember *Kepatihan* increased dramatically to 117 Villages.⁹ Another action, in addition to the division of district numbers, Jember *Kepatihan* also carried out the expansion of the village. The new districts established in *Afdeeling* of Jember were the Mayang District and Rambipuji District, whereas the expansion of the village was conducted in Jember Kidul Village, Jenggawah Village, Tegal Waru Village, and Sempolan Village (Winarni, 2015 and 2018).

The Jember Kidul Village originally consisted of 10 hamlets with 305 families. As the population continued to grow, the seven hamlets located in the south were made up of new villages, namely Kranjingan Village.¹⁰

ANRI (*Arsip Nasional Republik Indonesia* or National Archives of the Republic of Indonesia) in Jakarta.

⁹See also "Regering Almanak van Nederlandsch Indie, 1874". *Unpublished Archives*. Available at the ANRI (*Arsip Nasional Republik Indonesia* or National Archives of the Republic of Indonesia) in Jakarta, p.171.

¹⁰See "ANRI Besoeki: Algemeen Verslag van de Residentie Besoekien Banjoewangi over den Jaar 1883". *Unpublished Archives*. Available at the ANRI (*Arsip Nasional Republik*

Similar village divisions also occurred in Jenggawah Village. The village was eventually divided into two villages, namely: Jenggawah Village and Mangaran Village. The same thing was done to Tegal Waru Village and Sempolan Village, each of which is also divided into two villages (Arifin, 1990; and Winarni, 2016).¹¹

As the great attention the Dutch colonial government given to Jember was in the form of development, it must be seen that this was because the colonial government has a motive or interest in the city. This case can be seen from the development of private plantations that have sprung up since the seventeenth century. This condition was in accordance with the opinion of Abdurrachman Suryomiharjo (1987), who said that the growth of cities in the Indonesian region, in general, for the interest of Dutch colonialism somewhere (Suryomiharjo, 1987:258).

Entering the 1870s, a new jargon labeled decentralization had become an important issue in the Netherlands as well as its colonies along with the development of liberalism. They considered that centralized policy was out of dated. As depicted by H.J. de Graaf (1962) and others, the Dutch East Indies government, at that time, gradually but surely became like an inverted pyramid (Graaf, 1962; Bruijn, 2009; and Jeurgens, 2013).¹²

In that context, proponents of decentralization thought of the need for delegation of powers from the motherland to the colonial government, from the colonial government to local departments and officials, and from bureaucracy to local institutions that remained based on expansive principles. However, efforts to

Indonesia or National Archives of the Republic of Indonesia) in Jakarta.

¹¹See also "ANRI Besoeki: Algemeen Verslag van de Residentie Besoekien Banjoewangi over den Jaar 1887". *Unpublished Archives*. Available at the ANRI (*Arsip Nasional Republik Indonesia* or National Archives of the Republic of Indonesia) in Jakarta.

¹²See also, for comparison, "ANRI Besoeki: Algemeen Verslag van de Residentie Besoekien Banjoewangi over den Jaar 1888". *Unpublished Archives*. Available at the ANRI (*Arsip Nasional Republik Indonesia* or National Archives of the Republic of Indonesia) in Jakarta; and "ANRI Besoeki: Algemeen Verslag van de Residentie Besoekien Banjoewangi over den Jaar 1889". *Unpublished Archives*. Available at the ANRI (*Arsip Nasional Republik Indonesia* or National Archives of the Republic of Indonesia) in Jakarta.

change from a centralized system and give each region a chance to have its own budget in 1893 did not succeed, after the late 1880s, there was a lot of writing about the need for decentralization policies in the colonies (Purwanto, 2004:130).

The culmination of the successful demands to implement decentralization was the promulgation of the *Decentralisatiewet*, dated on July 23, 1903. On the proposal of Idenburg as Governor-General, there were changes to several articles in RR (*Regerings Reglement*), namely articles 68a, 68b and 68c. The new amendment of the law was called *Wethoudende Decentralisatie van het Bestuur in Nederlandsch Indie*, containing articles that provide an opportunity for the *gewest* region or part of the *gewest* to decentralize in government and to realize the area that cares for its own household (cf Purwanto, 2004; Darmawan, 2008).

There were also other rules of *Decentralisatie Besluit 1905* and *Locale Radenordonantie* which provided other authorities, such as assigning assistance duties. Each decentralized region was established by its own ordinance called the forming *ordinance*. To support the implementation of duties, local governments were also authorized to form *Locale Raden* or Local Council. Of course, at the beginning, the implementation of this law faced many difficulties. Nevertheless, a number of areas had succeeded in forming a council called *Gewestelijk Raad*, and for the part of the *gewest* called *Plaatselijk Raad* (cited in Wignjosoebroto, 2005; Padmo, 2009; and Stroomberg, 2018:111).

Actually, the purpose of the formation of the Local Council (People's Council) at the District level is to offset the autocratic rule of the Regents. Although the council cannot function as a fully democratic organ, at least the councils serve as institutions that can exercise careful scrutiny of what the *Bupati* or Regent does. It can, thus, be regarded as an instrument to slash the Regent's power (Antlov & Cederroth eds., 2000; and Kartodirdjo, 2000:39).

As the realization of this idea, since 1905, *Gemeenten* and *Gewesten* had been

established based on the *Ordinances* that were matured by referring to the sound of the second sentence/article 68a of *Decentralisatie Wet* in 1903, as the basis of its juridical power. These *Ordinances* were known as *Instellingen Ordonantie*, which when translated freely into Indonesian language is called the *Pembentukan Ordonansi* or *Forming the Ordinance*. Until 1908, when *Kiesordonantie* was martyred, 15 *Gemeentens* and 6 *Gewestens* had been formed. *Batavia* (Jakarta), *Meester-Cornelis* (Jatinegara), and *Buitenzorg* (Bogor) in West Java were formed in 1905, respectively as *Gemeente*. Furthermore, Bandung and Cirebon in West Java; Pekalongan, Tegal, Semarang, and Magelang in Central Java; Surabaya, Kediri, and Blitar in East Java; Padang and Palembang in Sumatera; and Makasar in South Sulawesi, in 1906, also became *Gemeente*. Malang in East Java became *Gemeente* in 1914. Besuki in East Java was formed before 1908 along with six other *Gewestens*, namely: Banten in West Java; Rembang and Banyumas in Central Java; and Madiun and Madura in East Java (Wignjosoebroto, 2005:28-29; and Padmo, 2009).

In 1928, a renewal program in government was renowned as the *ontvoogding* movement (maturation) of indigenous civil servants. This political foundation is a protectorate principle, which will allow the natives to be under their own heads, either recognized or appointed by the government of the Netherlands East Indies (Wignjosoebroto, 2005:7). After the first experiment in *Kabupaten* (Regency) of Cianjur in West Java succeeded, then in the 1920s, this *ontvoogding* was extended to a large number of Districts. Since September 1, 1928, the transfer of authority to the *Bupati* (Regent) can be carried out in all districts within the *Gubernementals* of East Java and West Java, which had not been designated as autonomous districts. Submission of authority was described in *Inlandsch Ontvoogdingsbesluit* or Decision on *Ontvoogding* in 1921 (Wignjosoebroto, 2005:28-29; and Padmo, 2009).

In Besuki residency, the official handover of some of the powers of the European

officials to the indigenous government officials had been carried out in 1927. The transfer of authority was made to the Regents of Panarukan, Bondowoso, and *Patih* of Jember. Submitted authorities included the issue of state forest management, the administering of officials under the *Patih*, recruitment of soldiers, and the determination of fines with money against violations committed by both employees and soldiers.¹³ The granting of this authority ran naturally, even though the *Bupatis* had status as government employees. Hence, Regent power was restored gradually (Sutherland, 1974 and 1975; Meer, 2014; and Ravensbergen, 2018).

In the context of decentralization and regional autonomy, the Dutch East Indies government, then, gave improvement status to *Kepatihan* of Jember. In 1928, *Kepatihan* of Jember was upgraded to a *Regencychap* (District) of Jember. Increasing the status of *Zelfstandige* training into Jember *Regentschap* was established by *Staatblad*, Number 322 of 1928, on *Bestuurshervorming, Decentralisatie, Regentschappen Oost Java (Aanwijzing van hetb Regentschap Djember als Zelfstandige Gemeenschap)*. The granting of this status was listed in *Besluit van den Gouverneur Generaal, van 9 Augustus 1928*, No.1x, signed by Governor-General De Graeff. This area covered 7 districts, namely: Jember District, Kalisat District, Mayang District, Rambipuji District, Tanggul District, Puger District, and Wuluhan District.¹⁴ The person who was appointed as a Regent is R.T. Wiryodinoto (R.A.A. Notohadinegoro?), previously served as *Patih* in Kediri, and he ruled from 1928-1943 (Sutherland, 1974:30).

Besluit in the *Staatsblad* was signed by Governor-General De Graeff, on 9 August 1928, but this rule became effective on January 1, 1929, as stipulated in Article 9 of the *Staatsblad* stating, "*Dize Ordonantie*

¹³See also, for comparison, *Staatsblad van Nederlandsch Indie*, No.11518, No.11519, No.11520, and No. 11521, on 3 October 1927. Available at the ANRI (*Arsip Nasional Republik Indonesia* or National Archives of the Republic of Indonesia) in Jakarta.

¹⁴As cited in *Staatsblad van Nederlandsch Indie*, No.322, on 9 August 1928. Available at the ANRI (*Arsip Nasional Republik Indonesia* or National Archives of the Republic of Indonesia) in Jakarta.

treedt in werking met jan van January 1929". *Staatsblad*, Number 322 of 1928, was also strengthened by *Staatsblad* on Government and Decentralization in East Java Province, namely *Staatsblad*, Number 295 of 1928, on *Bestuurshervorming, Decentralisatie, Provincien Oost Java (Instert van de Provincie Oost Java)*. *Staatsblad* explained that Jember Regency was as part of East Java Province as specified in Article 3 *Staatsblad*, which stated as follows:

De ressorten en de plaatselijke reden van: a. Soerabaja, Modjokerto, Grisee, en Bodjonegoro; b. Madioen en Ponorogo; c. Kediri en Blitar; d. Pasoeroean, Malang, en Probolinggo; e. Bondowoso en Djember; en f. West Madoera en Oost Madoera (ibidem with footnote 13).

The new status of Jember was also reinforced in *Provinciaal Blad van Oost Java*, Serie A, No.8, dated on 7 September 1929, signed on August 15, 1929 in Surabaya by Hardeman as Resident, or Governor now, of East Java Province (cf Djalins, 2012; Luong, 2012; Winarni, 2015).

In the *Staatsblad*, No.322, said that Jember Regency as *Djember Regentschap* became a community unity that stood independently. It means that a government has the right to manage its own household. Determination as the district is based on two kinds of considerations. Firstly, constitutional juridical consideration, namely by referring to the IS (*Indiche Staatsregeling*), which is the main law that applies to the Dutch East Indies colony. Secondly, consideration is based on the sociological and political developments that occurred at that time, where to carry out the policy will be used the way by listening to the trial between the Dutch East Indies government and utilizing local figures. Evidently, thirty-three members of the Court chaired by Regent or Bupati Notohadinegoro, twenty-four were filled by indigenous people (Coolhaas ed., 1980; Nawawi, 2002; Jurgens, 2013; Meer, 2014; and Winarni, 2016).

CONCLUSION

The Dutch colonial government, that governed the Jember region in East Java, consisted of traditional power, colonial rule,

and ultimately towards the modern system. The ancient region of Jember actually had a government since the Majapahit empire, in the sense that this region was not entirely uninhabited. Even, in the early 17th century, the ancient Jember region of Kedawung became the capital of Blambangan.

The period of war and peace seemed to affect the development of ancient Jember. A pattern emerged that after the war period, then coming the arrangement of government, until finally entering the war period again, and re-arranging the government. At least, this pattern appeared since the end of Majapahit empire in the 16th century until the British occupation in early 19th century.

Traditional power in Jember played an important role in the administration of the territory until the 18th century. After the war of *Puputan Bayu* in 1771-1772, Blambangan who became a patron against local-traditional power collapsed, so that Jember territory was then controlled by the Dutch through the local rulers. This system, on the one hand, provided an opportunity for the entry of "modernization", but, on the other hand, it maintained the traditional style of government. However, in the first half of the 19th century, Jember region was isolated because of the transfer of government center from Puger to Besuki. The reasons underlying this decision included environmental factors or sanitation and safety factors.

The glorious period, in terms of development and governance, in Jember only reappeared towards the end of the 19th century, after this region revealed the promising potential of the plantation sector. It is interesting to relate Jember's historical fact to Sartono Kartodirdjo (1999)'s notes that the growth of the plantation center in Priangan, West Java, and East Java in the south resulted in the cities of Sukabumi, Bandung, and Malang (Kartodirdjo, 1999:368-369). Indeed, Sartono Kartodirdjo (1999) does not specifically mention Jember, but the information about the growth of the plantation center, that gave rise to the city, was in accordance with the phenomenon that occurred in Jember.

The development of the plantations in

Jember, East Java, then, contributed greatly to the increased attention of the Dutch colonial government to Jember. The construction of various supporting facilities of the city was encouraged, and eventually all of this became capital in the administration of Jember's government in the independence period, since 1945 to date.¹⁵

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¹⁵**Statement:** We, herewith, declare that our paper is original and has never been submitted for another journal. This paper is purely our own ideas, formulas and research, without helping of others. In this paper, there is no copyright works or opinion that has been written or published by others, except in writing clearly listed as a reference in the text with the name of the authors and listed in the References. We would like to give our copyright works to the *TAWARIKH* journal in Bandung, West Java, Indonesia, for publishing all of/or part this paper as the interest of sciences. Finally, we have made this statement in truth and if there is any distortion and untruth in this statement, then, we are willing to accept the international ethics journalism sanction.

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(Source: <https://ganangmilcy.wordpress.com/kabupaten-jember>, 20/5/2018)

The development of the plantations in Jember, East Java, then, contributed greatly to the increased attention of the Dutch colonial government to Jember. The construction of various supporting facilities of the city was encouraged, and eventually all of this became capital in the administration of Jember's government in the independence period, since 1945 to date.