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Program Beasiswa SPIRIT

Editor:

Dr. Nur Hygiawati Rahayu, ST, M.Sc, dkk.

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Editor
Dr. Nur Hygiawati Rahayu, ST, M.Sc.
Wignyo Adiyoso, S.Sos, MA, Ph.D.
Ali Muharam, SIP, MSE, MA.
Rita Miranda, S.Sos, MPA.
Wiky Witarni, S.Sos, MA.

Kontributor

Agnes Chronika, Agung Widianto Wicaksono, Alen Ermanita, Arwanto, Dewi Muslikhah, Dinda Puspaningtyas, Eko Purwanto, Imelda Mauldivita, Kapsari, Lina Maulana, Mesi Purnamasari, Mirwan Muchtar, Muhammad Mauludy, Rahmat Purbo, Susy Ela, Adhani Abdullah, Ajie Cakra Maulana, Alfia Oktivalerina, Azizah Puspasri, Agung Nurrahman, Brigitta Ratih Esthiaryanti, Chiko Ganardi, Christova Hesti Gita Aurora, Irvan Kurniawan, Muhammad Hairil Anwar, Muhammad Hammam, Meastika Dianeta, Maltreba Rufosasdo Kispatelo, Ma'ruf Apriyanto, Octa Soehartono, Oky Harlen Purnomo, Raden Rara Harida Indraswari, Redi Kalingga, Rias Sakti Adiyasa, Rusdi Candra Prima

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KATA PENGANTAR

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Jakarta, November 2017

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DAFTAR ISI

KEBIJAKAN PUBLIK

Bunga Rampai Tesis/Disertasi

KEBIJAKAN PUBLIK

Program Beasiswa SPIRIT

A Manual on Transferring the Responsibility for Refugee Status Determination

Buku Petunjuk tentang Perpindahan Tanggung Jawab pada Penentuan Status Pengungsi

Nama   : Agnes Chronika

NIP   : 198506092009122001

Instansi   : KEMENLU

Tahun Intake   : 2013

Tingkat Beasiswa   : Master Overseas

Program Studi   : Master of Public Affairs

Negara Studi   : Perancis

Universitas   : Sciences Po.

ABSTRACT

In 2014, a team of five Masters students from Sciences Po-Paris was asked to travel to Kenya to solicit the feedback of refugees and asylum seekers on their perceptions of current UNHCR operations, Kenyan government capacity for RSD, and this impending transition, with the understanding that this feedback would better inform the Action Plan and its progress. This fieldwork was conducted under the supervision of Professor Amin Moghadam of the Sciences Po MPA in Paris. Having presented the findings of 415 interviews to the PDES in December 2014, the Sciences Po team then proposed to incorporate those findings into an Action Plan applicable to other situations around the world where a transfer of RSD responsibility from the UNHCR to the state is expected to take place. This manual may prove useful to UNHCR officials, implementing partners, and host governments as they begin to organize for a transition of RSD processes conducted by the UNHCR to the host government. Using the lessons learned from the transfer of responsibility for RSD in Kenya as a starting point can help these parties during the initial stages of planning for the transition, serving as a reminder of the many factors to be considered. Remaining central to the creation of this manual is the point of view of the asylum seeker himself, and each objective and action step was carefully considered with him in mind. Under each of the 16 points in the Action Plan, the reader will find a brief discussion of 1. justification as to why that objective is important, 2. the general consequences that could result if it is not completed, 3. the benefits asylum seekers themselves would receive through the completion of each objective, and 4. the specific steps necessary to carry out that objective and how they may be accomplished. Accompanying most of the objectives are anecdotes, personal stories, or other information the Sciences Po team obtained during field research in Kenya that helps justify the execution of the objective. A sample human resources budget underscoring the need for a sustained financial commitment from the host government is included at the end of this manual.

The authors are acutely aware that there is no one-size-fits-all approach to transferring the responsibility for RSD in any two places. However, best practices can be shared and tailored to fit the needs of certain contexts, and the responsibility transfer currently taking place in Kenya is a good example of the many facets that need to be considered. Context challenges such as the regional security situation, domestic political will, state capacity, and limited available resources can be mitigated with careful planning and sufficient partnership. It is our hope that this manual can help begin that careful process.

ABSTRAK

Pada tahun 2014, sebuah tim yang terdiri dari lima siswa Master dari Sciences Po-Paris diminta untuk pergi ke Kenya untuk mengumpulkan umpan balik dari para pengungsi dan pencari suaka mengenai persepsi mereka tentang operasi UNHCR saat ini, kapasitas pemerintah Kenya untuk RSD, dan transisi yang akan datang ini, dengan memahami bahwa umpan balik ini akan memberi tahu Rencana Aksi dan kemajuannya dengan lebih baik. Kerja lapangan ini dilakukan di bawah pengawasan Profesor Amin Moghadam dari Sciences Po MPA di Paris. Setelah mempresentasikan temuan dari 415 wawancara ke PDES pada bulan Desember 2014, tim Sciences Po kemudian mengusulkan untuk menggabungkan temuan tersebut ke dalam Rencana Aksi yang dapat diterapkan pada situasi lain di seluruh dunia dimana pengalihan tanggung jawab RSD dari UNHCR kepada negara diharapkan terjadi. Manual ini mungkin berguna bagi pejabat UNHCR, mitra pelaksana, dan pemerintah tuan rumah saat mereka mulai mengatur proses transisi RSD yang dilakukan oleh UNHCR ke pemerintah tuan rumah. Dengan menggunakan pelajaran yang didapat dari pengalihan tanggung jawab untuk RSD di Kenya sebagai titik awal, dapat membantu pihak-pihak ini selama tahap awal perencanaan transisi, yang merupakan pengingat akan banyak faktor yang harus dipertimbangkan. Sisa dari pembuatan manual ini adalah sudut pandang pencari suaka sendiri, dan setiap langkah objektif dan tindakan dipertimbangkan secara hati-hati dengan dia. Di bawah masing-masing 16 poin dalam Rencana Aksi, pembaca akan menemukan diskusi singkat tentang 1. justifikasi mengapa tujuan itu penting, 2. konsekuensi umum yang dapat terjadi jika tidak selesai, 3. Manfaat pencari suaka mereka sendiri akan menerima melalui penyelesaian setiap tujuan, dan 4. langkah-langkah spesifik yang diperlukan untuk melaksanakan tujuan itu dan bagaimana hal itu dapat dicapai. Mendampingi sebagian besar tujuannya adalah anekdot, cerita pribadi, atau informasi lain yang didapat tim Ilmu Pengetahuan selama penelitian lapangan di Kenya yang membantu membenarkan pelaksanaan tujuan tersebut. Contoh anggaran sumber daya manusia yang menggarisbawahi kebutuhan akan komitmen finansial berkelanjutan dari pemerintah tuan rumah disertakan pada akhir manual ini. Para penulis sangat menyadari bahwa tidak ada satu ukuran cocok untuk semua tanggung jawab untuk mengalihkan tanggung jawab RSD di dua tempat. Namun, praktik terbaik dapat dibagi dan disesuaikan agar sesuai dengan kebutuhan konteks tertentu, dan transfer tanggung jawab yang saat ini dilakukan di Kenya adalah contoh bagus dari banyak aspek yang perlu dipertimbangkan. Tantangan konteks seperti situasi keamanan regional, kemauan politik dalam negeri, kapasitas negara, dan sumber daya terbatas yang tersedia dapat dikurangi dengan perencanaan yang matang dan kemitraan yang memadai. Harapan kami agar manual ini bisa membantu memulai proses yang cermat itu.

Introduction

The United Nations High Commissioner for Refugees established to lead and coordinate international action to protect refugees and resolve problems. According to the 1951 Refugee Convention, a refugee is someone "owing to well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group or political opinion is outside the country of her nationality, and is unable to, or owing to such fear is unwilling to avail herself in the protection of that country." The UNHCR strives to ensure that everyone can exercise their right to seek asylum and find safety. Refugee Status Determination (RSD) is the critical first step in meeting the protection needs of those seeking international protection. RSD is the legal or administrative process by which governments or the UNHCR determine whether a person seeking international protection is considered a refugee under national and international law.

Asylum seekers may be granted refugee status either prima facie (owing to their membership in a certain class of persecuted persons) or for individual circumstances. Prima facie refugee status may be granted in cases of mass movements of individuals usually as a result of violent conflicts, when the opportunity to individually interview those crossing the national border is limited, and when it is generally evident why they have fled. Those facing individual threats would have to go through a more expanded RSD process.

Ultimately, states have the primary responsibility for determining the status of asylum seekers, but in some instances the UNHCR may do so, if the state is unable or unwilling. It is preferable, however, that RSD be conducted by the states as they are the only entities that have the responsibility and capacity to ensure that the refugees on their territory are treated in accordance with international standards. Furthermore, it is important for governments to control and be aware of who crosses into their borders and remains within their territory as a matter of state sovereignty. In recent years, due to internal conflicts, political turmoil, and shifts in global dynamics, the volumes and patterns of forced displacement have significantly increased, pushing UNHCR to conduct RSD in more countries and for a greater number of people than ever before. However, as the core of UNHCR's mandate is the protection of people, the UNHCR is encouraging states to take on the responsibility for RSD themselves and instead provide only technical assistance when needed. The UNHCR is currently engaged in supporting the transfer of the responsibility for RSD back to the host states in accordance with one of UNHCR's most fundamental tasks: to assist States with the assumption of responsibility for individual refugee status determination through fair and efficient national procedures.

There has been steady progress in the establishment of quality national RSD procedures. Though the UNHCR is bound by the definitions of the 1951 Convention and the 1967 Protocol of who is considered a refugee, the same Convention does not indicate the type of procedures to be taken for the determination of refugee status. 3 It is thus left to the discretion of each contracting state to establish the procedures "that it considers most appropriate." 4 Given that each state bound by the 1951 Convention and the 1967 Protocol are unlikely to establish identical procedures, in October 1977, the Executive Committee of the High Commissioner's Program recommended that procedures should satisfy certain basic requirements that would ensure the applicant for RSD is given certain essential guarantees. These requirements are defined in the UNHCR's Handbook for procedures and criteria of Refugee Status Determination.

In 2013, the UNHCR registered record-high 203,200 individual asylum applications compared with 125,000 in the previous year. 5 This development has created a huge strain on UNHCR staff and contributed to considerable backlog in several operations, which often has significant consequences for the time it takes to deliver refugee status decisions and therefore the level of protection available to asylum seekers. In 2013, the number of pending applications in Kenya stood at 52,200 with wait times for first instance decisions averaging 14 months. 6 Meanwhile, in Turkey, the times it takes to receive an initial RSD appointment could take as long as 15 months. 7 The situation clearly suggests that states should handle RSD decision-making with sufficient resources, staff levels, and following a set of best practices.

Though a large number of asylum seekers reside in camps, the majority are city dwellers.8 Unlike closed camps, cities present more opportunities to remain anonymous and improve livelihood. However, they may also present greater dangers for those who do not have the necessary legal documents and are therefore vulnerable to exploitation, arrest, and detention. Yet again, asylum seekers living in camps are critically dependent on humanitarian aid and have few or no opportunities to generate their own income.

Following the adoption of the 2006 Kenyan Refugee Act, the UNHCR has begun the process of handing over responsibility for RSD to the Kenyan government, per the government's request. Although issues surrounding the establishment of certain institutions and procedures have prolonged the process, the main issue facing the transfer today concerns the political climate and security situation associated with a large Somali refugee population in Kenya. Islamist insurgents of the al-Shabaab terrorist organization have provoked instability in Somalia, and this has had spillover implications in Kenya since at least 2011. Terrorist attacks have continued to the present, with a recent assault at Garissa University College where 147 people were murdered by al-Shabaab. In an effort to control terrorism proliferation, the Kenyan government instituted.

Operation Usalama Watch in 2014 was intended to curb terrorism and capture suspected illegal aliens who are often blamed for much of the insecurity. As part of the operation, however, asylum seekers without certain credentials have been harassed and arrested. Unfortunately, this includes a large number of peaceful asylum seekers awaiting their RSD procedure. Not only has this operation triggered arbitrary arrests, but it also has led to widespread harassment, extortion, ill treatment, forcible relocation and expulsion of Kenya's Somali community. This has further exacerbated the tensions between Kenyan authorities and asylum seekers.

Nevertheless, the transfer of responsibility for RSD is pressing forward. Careful planning, inclusion of a wide range of partners, and persistent re-evaluation of progress has so far been able to help the transfer of responsibility along in spite of a contentious security situation and political environment. For these reasons, the Kenyan case may be looked at as a good example for future RSD responsibility transfers.

Conclusion

The overriding intention of this manual has been to put the asylum seeker at the center of the RSD responsibility transfer process and exhibit the responsibility transfer that took place in Kenya as a model for future transitions. As this manual shows, there are many challenges that even the best-laid plans cannot address and which rely heavily on the national context. As we can observe from the Kenyan case, however, country representatives should take into the following points while drafting their action plan:

- Staff Retention. Locally employed UNHCR RSD staff will be concerned about their employment status after the transfer is completed. Staff should be retained for as long as possible or indefinitely, to prevent institutional memory loss and the need for retraining. This also means that the funding strategy should aim for long-term hiring and sustainability.
- Security Context. The security context in and around the country must be considered, as it can be a motivating and mitigating factor for the transfer. Understanding the security implications that the host government is dealing with enables the government and UNHCR to plan ahead.
- Appeal Entity. The inclusion of a properly functioning independent appeal entity to resolve rejected asylum claims must be integrated into the transfer roadmap, as it is a requirement of international law and norms. In addition to establishing an appeal procedure, a plan to build on the capacity of the appeal entity staff promotes good governance and due process.
- Prima Facie. Advocating for prima facie RSD determination in certain circumstances is the least burdensome and most humane way of reducing asylum application backlog. Governments should encourage constant updates of country of origin information in order to be able to grant prima facie status to deserving persons of concern.

- Available resources. The resources available to asylum seekers and refugees (e.g. inclusion in the job market, healthcare, education) should be assessed. Durable lifestyle solutions need to be sought during and after the transfer in order to integrate the refugee community into society.
- Flexible timeframe. A transfer of RSD responsibility requires a flexible timeframe. Responsible authorities must make sure that enough time is planned for the transfer (even if this implies several years) in order to embed a fair and sustainable process in the sovereign state.
- Communication. Communication with communities as often as possible regarding changes in the processes and what they can expect next serves to alleviate their concerns and reduces their necessity to rely on word-of-mouth advice. Implementing a communication campaign reduces the number of inquiries, incomplete documentations, and overall backlog of asylum seekers, and allows for government and civil society organizations to support asylum seekers more efficiently.

The 16-Point Action Plan presented in this manual emphasizes the responsibility that the UNHCR and host country government share—never forgetting the asylum seeker in transfer design and management. The UNHCR recognizes the sovereignty of states and is pleased to be able to transfer responsibility for RSD in a manner respectful of international law and the state's wishes. Long standing best practices at the UNHCR have informed the manner in which they conduct RSD and experience has helped fine tune those processes. In order to not lose this knowledge and instead use it as an opportunity to build the state's capacity, the UNHCR should remain a strong partner in service to those seeking refugee status.

Containing Radical Islamic Organizations in Indonesia

Membendung Organisasi Islam Radikal di Indonesia

Nama : Agung Windianto Wicaksono

NIP : 198512242009021002

Instansi : KEMENDAGRI

Tahun Intake : 2014

Tingkat Beasiswa : Master Overseas

Program Studi : Two-year Master's Program of
Public Policy (MP2)

Negara Studi : Jepang

Universitas : National Graduate Institute for
Policy Studies (GRIPS)

ABSTRACT

The study explained about type, character, and threat from radical Islamic organization in Indonesia and after understand radical Islamic organization pattern we can decide the appropriate counter measure. In order to explore this issue, first I will carry out a comprehensive review of documents from government agencies including, District Police, District Attorney, and Ministry of Home Affairs, using data and literature review we can define the pattern and the appropriate measure. The findings show that different pattern of organization bring different threat, and of course needs different measures. The measure for violent radicalism have to be different from non-violent radicalism, the latest needs more flexible measure because it deals with the mindset of people. Yet until now the current anti-radicalism still the same for both types. Government needs to made different policy and measures to contain these organizations.

ABSTRAK

Studi tersebut menjelaskan tentang tipe, karakter, dan ancaman dari organisasi Islam radikal di Indonesia dan setelah memahami pola organisasi Islam radikal, kita dapat menentukan ukuran tindakan yang tepat. Untuk membahas masalah ini, pertama saya akan melakukan peninjauan dokumen secara komprehensif dari instansi pemerintah termasuk, Polda, Kejaksaan, dan Kementerian Dalam Negeri, dengan menggunakan ulasan data dan literatur, kami dapat menentukan pola dan ukuran yang sesuai. Temuan menunjukkan bahwa pola organisasi berbeda membawa ancaman yang berbeda, dan tentu saja perlu tindakan yang berbeda. Ukuran radikalisme kekerasan harus berbeda dari radikalisme tanpa kekerasan, kebutuhan terbaru lebih fleksibel karena berkaitan dengan pola pikir orang. Namun sampai saat ini anti radikalisme saat ini masih sama untuk kedua jenis. Pemerintah perlu membuat kebijakan dan tindakan yang berbeda untuk menampung organisasi-organisasi ini.

Introduction

Up to now there appears to be no consensus among researchers about the most appropriate definition of a radical Islamic movement. The most commonly used definition of "radicalism" is intended to refer to the attitude of Muslims who reject the existing social order and tries to implement their alternative model based on their religious values (Taher, 1998). For example, Arab mass media would usually call such Muslims radical or extremist, while Hasan al-Banna, the founder of the Muslim Brotherhood, known as one of the radical Islamic organization, named them as Salafy, which means "the ancestor." This term technically refers to efforts to follow religious practices based on the Quran, the Sunnah and the practice of the caliphates after the Prophet (Marty, 1993).

Similar kinds groups and movement have been called many different names: fundamentalist, extremist, militant, scripturalist, and anti-liberal Islam. For this study, a radical Islamic movement is defined as a movement that aims to change the system of statehood (State system and the legal system) from the modern-contemporary to the Islamic system (combines Sharia and the caliphate). Although the word, radicalism, may be understood in an impartial manner, radical Islamic movements are often burdened with negative connotations because they frequently resort unlawful means in the pursuit of their goals. In other words, the purpose of radical Islamic organizations is to change the political system but they do not want to do so in lawful manner, that is, through contesting elections. Hence, following their ideas and demands, their activities often violate the Constitutions and existing laws of Indonesia. As a result, a radical movement can end up as a terrorist movement that uses violent means and spreads fear in society (the prominent feature of terrorism according to anti-terrorism law). In an interview he gave with Tempo magazine, Mr. Ansyaad Mbai, the head of Badan Nasional Penanggulangan Terorisme (The National Counter Terrorism Agency /BNPT), cautioned that "Radicalism is at the root of terrorism, radical ideology is the cause of the rampant acts of terror in Indonesia, so the prevention of terrorism should be followed by eradication of radicalism." Mr. Mbai specifically noted that radical ideology was always present in the conduct of terror within the community, so that terrorism would persist as long as radicalism was not condemned.

What implications does Islamic radicalism hold for politics? A well-known perspective was provided by Samuel Huntington (1996) with his notion of a 'clash of civilizations,' which implicated Islamic radicalism in the clash between the civilization of the west and the world of Islam. Huntington's logic started from a realist perspective of international relations that saw the world as the site of ongoing political power struggles. In contrast to classical realists, such as Morgenthau who saw struggles between countries as being the most crucial, or Waltz who viewed power from a materialist view, Huntington divided the world into "civilizations."

Other authors who considered "moderate," such as Mujani (2003) or van Bruinessen (2002) have attempted to trace the genealogical roots of radical Islam in Indonesia that depart from Huntington's theory. In fact Mujani has argued that, "Radical Islam is not the original phenomenon in Indonesia." Instead, there was a strong relationship between Islam and democracy in Indonesia. However, he added that radical Islam in Indonesia "is thick with external influences from the Middle East." As such, for Mujani, the idea of "Islamism" that was imported from the Middle East did not reflect Indonesian values.

From this perspective, Islamic radicalism in Indonesia could be explained by two causes. First, there has been a history of conflict between certain Muslim groups with the regime. In particular, Islamic groups suffered political repression, especially under the New Order regime. Moreover, they have a view of history that supports restoring political Islam, if necessary, by non-state, unlawful or undemocratic means. In the global context, a similar view pertains and Islamic radicals hope to restore Islamic sovereignty in Muslim countries that have fallen to western hegemony. In a way, transnational flows of ideas brought an awareness of this international Islamic political movement to Indonesia.

Second, a class perspective argued that economic conditions also lay behind Islamic radicalism. According to Hadiz (2014), radicalism emerged in response to the excesses of capitalism that had generated class inequalities, poverty and other socioeconomic problems. In this case, Islamic radicalism is basically a form of class antagonism towards the hegemony of the oligarchy.

It might be useful to consider if radicalism must necessarily have negative connotations of violence and anarchy. According to Veldhuis (2009) radicalism could be violent or non-violent. A view of the difference between violent and non-violent radicalism may be seen from the different definitions used by the Danish and Dutch intelligence services. The Danish Intelligence service (Politiets Efterretningstjeneste / PET) uses a narrow definition of violent radicalism by focusing on the actual violent measures taken to achieve political goals (PET, 2009). The Dutch intelligence service (Algemene Inlichtingen-en Veiligheidsdienst /AIVD, 2004), however, defines radicalism broadly by associating it with a willingness to actively support changes in society in different ways, but not necessarily or exclusively violent ways (Veldhuis, 2009). If so, not all radicals are out to create violence and chaos. This is an important point to note because current efforts on "de-radicalization" only focus on violent radicalism whereas, Veldhuis contends, non-violent radicalism should not be neglected since "each form of radicalism has different potential threat." The National Counter Terrorism Agency in Indonesia defines radicalism as extremism that aims to replace the ideology of the state with the ideology of the group, without considering the interests of the ideologies of other group. Consequently, the attempts by extremists to achieve their goals would lead to social unrest because of militant are generally unwilling to compromise.

In general radicalism has the potential to threaten the survival of the nation because radicalism does not grow in a vacuum but in an existing state. Yet the goal of a radical movement is to create a new political order in accordance with the core ideas of a radical movement (which is the application of Islamic law both as a nation law and the way of life of the citizen). Thus, the goal of Islamic radicalism in Indonesia is to create a new order of life based on Islamic law, and not the existing laws and Constitutional framework.

It is also important to examine who the bearers of Islamic radicalism are. In principle, they may be individuals or groups. Radicals do not pose a big threat if they do no propagate their radical ideas. In that sense, radical organizations are potentially more dangerous because they can effectively spread their ideas into others. Hadiz (2014) has categorized three types of Islamic organizations. First, there is the non-political organization that seeks to share their ideas through dakwah. This type of organization has no political interest and only wants Muslims to conduct their lives in relatively strict accordance with Islamic law. This is not a type of organization to have a political unit. A second type of Islamic organization shares some similarity with the first in terms of a concern with Islamic law. But the mission of the second type goes beyond personal life. It has political interest, namely, the establishment of an Islamic caliphate in Indonesia. The third type of organization is a political party that tries to change the statehood system through the system; its representatives compete in elections and become Members of Parliament, for example, if they succeed.

For the rest of the discussion in this study, the focus will be on the selected examples of the first and second types of organizations. The two types are rather neglected because their existence is not listed in the records of Ministry of Home Affairs. Even now according to the Ministry of Home Affairs, the two organizations under discussion here, namely HTI and Islamic Defendant Front (FPI) are not officially registered as organizations. This makes it difficult to control and supervise HTI and FPI in contrast, say, to political parties, which can be dissolved by the government if they violate existing rule and regulations.

Hizbut-Tahrir Indonesia (HTI)

Hizbut-Tahrir (Party of Liberation) was founded by Taqiyuddin an-Nabhani in 1953 in Palestine. He ordained this organization as a political movement that aims to liberate Islam from pagan power and wants to rebuild the Khilafah al-Islamiyyah (Afif, 2009). But the Hizbut-Tahrir movement, which will rebuild the system of Khilafah al-Islamiyyah, did not rise in a vacuum, but had to play a role in national life within a political system. Hence, whether Hizbut-Tahrir operated under democracy, capitalism and socialism, it could not avoid the possibility of ideological conflict within existing national and ideological spaces.

As a transnational Islamic movement, Hizbut-Tahrir was brought into Indonesia in 1983, by Abdurrahman al-Baghdadi, Hizbut-Tahrir Australia activists from Jordan (Amin, 2012). The Hizbut-Tahrir's presence brings ideas, concepts, and principles of an Islamic political system to university students who are mostly seeking solutions to the problem of the ummah and nationalities in the political sphere. In the socio-political sphere in Indonesia, then, Muslims and Islamic political parties were marginalized and did not hold strategic position in the government. Indeed, the regime tried to tame Muslims, namely by creating fear that was contrary to government policy itself. For some students however, the Tanjung Priok incident, the implementation of Pancasila for all mass and political organization, and the curtailment of freedom in university campuses (by Normalization of Campus Life, or NKK) drove the students to join Islamic movements. Students found an interest in Hizbut-Tahrir's ideas on missionary zeal, jihad, ijtihad and the importance of government based Quran and Sunnah. In a way, Hizbut-Tahrir arrived at the right time and its ideas were suited to the socio-political conditions. Thus, Hizbut-Tahrir developed quite readily in all the major campuses. Once again the theme of the ad-Daula al-Islamiyah (Islamic State) which was once the ideal of most Muslims in Indonesia, with the idea of the Islamic state of Indonesia (NII), was valued as a form of Islamic practice as true, because some Muslims believe that Islam cannot be separated from the state (Syam, 2005).

The stated aims of Hizbut-Tahrir are straightforward and grandly ambitious–to recreate an Islamic state, a utopian interpretation of the Caliphate that once ruled the Muslim world (ICG Report, 2003). Hizbut-Tahrir believe that Dakwah was more effective if it was conducted by the authorities rather than by those who did not have power (Amin, 2012). The ruler who has power can draw up legislation can be prepared based on the Quran and Sunnah so that Islamic law can be implemented even in public life. According to the handbook of Hizbut (2009), Hizbut-Tahrir plans to achieve the goal of establishing a caliphate in Indonesia according to a three-stage strategy. First, the Hizbut-Tahrir will sort out the groups or individuals who have the same thoughts or would accept their ideology. Then, these groups will be directly invited to follow Hizbut-Tahrir's guidance in intensive training group (halqah hizb) until they are infused with the idea of Islam and its law that were selected and established by Hizbut-Tahrir. In this way, the groups and individuals will have an Islamic personality (Nafsiyah Islamiyah) and Islamic mindset (aqliyah Islamiyah). Those who have an Islamic personality will always tend to follow Islam literally and strictly in conformity with Hizbut-Tahrir's interpretation and take measures in accordance with Hizbut-Tahrir ideology. This is the stage of forming a cadre whose activity is restricted by Hizbut-Tahrir to coaching activities alone.

In implementing the third phase, HT uses two methods. First, there is the cultural method, involving preaching and publishing (magazines and journal). Through Hizbut-Tahrir Media (publication unit of Hizbut-Tahrir), Hizbut-Tahrir spread its ideas and teachings. Actually dakwah conducted by Hizbut-Tahrir is a political propaganda,

disseminated through a variety of resources and reference materials. These include the books of Taqiyuddin an-Nabhani , magazines (Al Islam and al Wa'ie), bulletins (Friday bulletin and dakwah bulletin), general recitals, Friday praying, radio programs, live streaming, studies halaqah (study about Islamic laws based on the practice of caliphates after the Prophet), discussions, seminars and different kind of trainings. To this end, Hizbut-Tahrir prefers to effect radical changes in Muslim views and to propagate its ideas through very provocative dakwah (ICG, 2003). Its strategy of spreading political propaganda through its cultural method is what distinguishes Hizbut-Tahrir from other Islamic organizations. Second, there is Hizbut-Tahrir' political method of applying pressure on the government by shaping public opinion, mobilizing the masses and organizing demonstrations. But Hizbut-Tahrir' will not venture into an officially recognized ideological political party.

The potential danger posed by Hizbut-Tahrir lies in its idea of the establishment of an "Islamic State of Indonesia." Fundamentally Hizbut-Tahrir rejects the existing system of government; it only considers a government to be legitimate if the system of governance accords with Sharia. In other words, Hizbut-Tahrir does not actually consider the existing government as legitimate because it is based on democratic system, which Hizbut-Tahrir regards as kufur (disavowal of Islamic Laws) (ICG Report, 2003). Furthermore, if the government ignores the Hizbut-Tahrir's existence, Hizbut-Tahrir would likely end up being like the communist movement in 1965, if Hizbut-Tahrir has enough time to form an solid and get huge support from the people they can take the same path as Indonesian Communist Party to take over the government. This is because the Hizbut-Tahrir does not in principle recognize Indonesia as a country. To Hizbut-Tahrir, which is prohibits the display of the national flag or singing the national anthem, Indonesia is a part of a world caliphate system. Finally, Hizbut-Tahrir ultimately aims to gain power in Indonesia. But there are only two ways paths to power, either through democracy and elections, or by means of a coup d'etat.

Front Pembela Islam (FPI, or Islamic Defender Front)

According to Zada (2002) FPI was founded on August 17, 1998 in Pondok Pesantren Al Um, Kampung Utan, Ciputat, South Jakarta by a number of Habaib (Islamic Scholars from the Middle East), clergy, missionary and Muslim activists and watched by hundreds of students from Islamic Boarding School from the Greater Jakarta area, such as An Nur, Al Umm, Fathurrobbaniy and Assidiqyah from the Greater Jakarta area. Set up just four months after President Suharto resigned, the Islamic Defenders Front (FPI) is one of several groups that demand the imposition of Islamic law. However, FPI often acts in unlawful ways. For example, FPI members often conduct raids that are accompanied by vandalism and destruction, usually before and during the holy month of Ramadhan. But increasingly they conduct raids not only during Ramadhan but

also whenever they chose to. For example, on September 2012, FPI forcibly closed a "7 eleven" store in Jakarta because this store sold alcohol. Their targets range from places of entertainment, which they consider immoral, to official agencies, such as the National Commission on Human Rights, which they think are inadequate for meeting their aspirations and interests as Muslims. Thus, FPI fights for the enactment of Sharia as the law of the country (Zada, 2002).

Internal and external factors led to the birth of FPI (Zada, 2002). The internal factors were mainly the social conditions of the Muslims. In FPI's view, Muslims themselves have deviated from religious norms as secular life impinged on Islam. To counter the effects of that secular trend, Muslims had to return to the authenticity of Islam. This FPI position is supported by what it claims to be a holistic understanding of Islam. Yet it leads to a formalistic and rigid understanding of religious texts that tends to resist social change. In addition, FPI members are frustrated with the changing world and modern concepts, such as secularism, democracy and human rights that FPI regards as being in conflict with the Islamic values (Lay, 2009).

External factors came from influence of regimes and Western hegemony. During New Order, the regime was very repressive towards Islamic groups. After the New Order fall, the leadership crisis shown by the lack of law enforcement forced the Islamic movement to show that Islamic law is the best solution to Indonesia's problems (Hadiz, 2014). To that extent, radicalism became FPI's answer to the weakness of law enforcement officers when dealing with Islam-related cases.

In FPI's view, the relationship between Islam and the state is integrative, that is Islam is at once religion and the form of the state. This paradigm of the unity of religion and state is usually held by "Islamic fundamentalist" groups. For such groups, the values of Islam are fundamental according to the principle that Islam covers all aspects of life for a Muslim. For FPI, when Islamic law is in place and people live by the rules of Islam, then an Islamic state is already present. The actual form of the state and the structure of the government are not important as long as they do not conflict with Islamic laws. The orientation of Islamic government, though, is based on the historical reality of Medina under the Prophet (Zada, 2002).

In practice, FPI has made a proposal to apply Islamic law in phases based on a mapping of Indonesia. If certain areas, Aceh for instance, are deemed to be ready for Islamic law, then Sharia can be directly applied as the local law. Once the map is prepared, it should be adopted by a special act of law and guide the phased implementation of Islamic law. In areas that are not yet ready for Islamic law, the idea of applying should be disseminated within the community first (Zada, 2002).

In order to reach its goals, FPI is probably not as rigid as Hizbut-tahrir. As an organization, FPI is willing to engage in the political process but not as a participant in the election. It has many members; however, who can become strategic partner for politicians and already it is not uncommon for politician to approach FPI for support

(Wilson, 2014:5). For example, in the 2014 presidential election, FPI was a non-affiliated organization that supports Prabowo Subianto.

However, because the FPI does not enter political circles its only way to achieve its objective is to use physical force. Rallies and Demonstrations held by FPI often led to chaos and acts of intolerance against non-Muslims and Muslims (different sectarian such as Syiah and Ahmadiyah) (Lay, 2009). One notable incident occurred at the inauguration of Basuki Tjahaya Purnama (Ahok) as the Governor of Jakarta when FPI held a big demonstration by more than 10.000 persons that created a lot of tension in Jakarta. Moreover, FPI went as far as to appoint its own rival "Governor."

Hizbut-Tahrir and FPI represent the two ends in a spectrum of radical Islamic organizations. As organizations, Hizbut-Tahrir is a transnational organization, while FPI is a local. Partly connected to their character, they engage in different types of violation of the law. For example Hizbut-tahrir is responsible for ideological-violations of law because their ideas always contradict with the constitution and state regulations. But FPI resorts to physical violence because their goal is enforcement of Islamic law. Since the two organizations differ in methods and approaches, the government needs to formulate different policies that address different problems posed by each of the two types of organizations to ensure that the policy is appropriate.

Decentralisation Policy Implementation in Indonesia: An Analysis of Barriers and Solutions for Functional Assignment in Education Sector and Land Management Affairs

Penerapan Kebijakan Desentralisasi di Indonesia: Analisis Hambatan dan Solusi untuk Penugasan Fungsional di Bidang Pendidikan dan Pengelolaan Tanah

Nama : Alen Ermanita

NIP : 198409182009122006

Instansi : Bappenas

Tahun Intake : 2013

Tingkat Beasiswa : Master Overseas

Program Studi : Master of Science (MSc in Public Policy)

Negara Studi : Britania Raya

Universitas : University of Bristol

ABSTRACT

The aim of this study is to examine the barriers and solutions in performing functional assignment policy in the education sector and land management affairs in Indonesia. This policy aims to regulate the distribution of functions or responsibilities among government tiers (central, province and district) in each sector. This dissertation draws on the theories of decentralisation and policy implementation to identify the obstacles and also strategies in the execution of functional assignment policy. The main findings of this study indicate that some problems in the implementation are still related to regulation flaws, capacity and bureaucracy's culture. Thus, this dissertation concluded that the solutions to these problems rely on amending the related regulations, involving the local governments in the process, and continuously building the capacity of local governments.

Key words: decentralisation, functional assignment, local government, central government

ABSTRAK

Tujuan dari penelitian ini adalah untuk menguji hambatan dan solusi dalam melaksanakan kebijakan penugasan fungsional di sektor pendidikan dan pengelolaan lahan di Indonesia. Kebijakan ini bertujuan untuk mengatur distribusi fungsi atau tanggung jawab di antara tingkatan pemerintah (pusat, provinsi dan kabupaten) di masing-masing sektor. Disertasi ini mengacu pada teori desentralisasi dan implementasi kebijakan untuk mengidentifikasi hambatan dan juga strategi dalam pelaksanaan kebijakan penugasan fungsional. Temuan utama dari penelitian ini menunjukkan bahwa beberapa masalah dalam pelaksanaannya masih terkait dengan kelemahan regulasi, kapasitas dan budaya birokrasi. Dengan demikian, disertasi ini menyimpulkan bahwa solusi untuk masalah ini bergantung pada perubahan peraturan terkait, yang melibatkan pemerintah daerah dalam prosesnya, dan terus membangun kapasitas pemerintah daerah.

Kata kunci: desentralisasi, penugasan fungsional, pemerintah daerah, pemerintah pusat

Introduction

The aim of this study is to examine the barriers and solutions in performing functional assignment policy in the education sector and land management affairs in Indonesia. Indonesia undertook a great change on its local government system in 1999, shortly after President Soeharto (President of Indonesia since 1968) stepped down in 1998. The central-local government relationship was then shifted from authoritarian centralistic into democratic de-centralistic (Lewis, 2010). Within a short period, in 1999, two main regulations on Local Governance and Fiscal Balance (Law 22/1999 and Law 25/1999, then revised by Law 32/2004 and Law 33/2004) were stipulated. Under these laws, Indonesia bravely embarked to undertake fiscal, administrative, and political decentralisation all at the same time (World Bank, 2003 in Lewis 2010; Soedjito, 2004; Fengler and Hofman, 2009, p.246).

Unlike the system before 1998, both laws devolve most governmental functions to local government particularly in district level. Local governments perform almost all government affairs except foreign affairs, national defence, security, justice, religious affairs and monetary (Law 32/2004). In this vein, the arrangement of distributing functions or authorities to different levels of government becomes vital. In Indonesia, this arrangement is governed in Government Regulation 38/2007 on Pembagian Urusan Antar Tingkat Pemerintahan or "Functional Assignment between Government Levels" (henceforth called as "functional assignment policy"). However, even though there have been a lot of reform agendas aimed to improve decentralisation system, the functional assignment policy still has some missing aspects during its journey. There are several issues which hampered its implementation: lack of clarity in the assignment of functions, overlapping regulations, imbalance between functions and capacity and coordination issue (Adrison et al., 2012; Ferrazi, 2008).

This dissertation will focus on Indonesia's functional assignment policy in two sectors, namely education and land management affairs. There are several reasons behind the selection of these two sectors as research focus. The first reason is the overlapping and inconsistent regulation in land management affairs. According to Law 32/2004 on Local Governance, land affairs are defined as district's authorities, but on the contrary in Law 5/1960 on Land Affairs, these functions are still dominated by central government (Annex 4). Both laws are still in force until now. This condition has led to unclear area of responsibility and also conflict between central and local government institution (Rahmi, 2009; Winarsi, 2008). The second reason is disparity issue in education sector. Even though the design of functional assignment on this sector seems clear, discrepancy among regions in terms of capacity (human resource, financial and institutional capacity) still remains a major obstacle on its implementation (Pramusinto, 2013; Adrison et al., 2012). The current model distributes all of the functions equally to all regions without mapping their capacity first. Consequently, not all regions can

meet the expected quality of service, thus leads to the poor performance for this sector nationwide (Bappenas, 2014a).

Having that background, this dissertation comes up with two main objectives: 1) to examine the barriers in performing functional assignment policy on education sector and land management affairs and 2) to determine the proper solutions to improve functional assignment policy particularly for these sectors. By selecting qualitative approach (semi-structured interview), this study aims to test larger theories and previous studies related to the phenomenon of assigning functions between government levels.

This research draws on three parts of theoretical framework. The first elaborated is the concept of decentralisation (Rondinelli, 1999; Cohen and Peterson, 1999), which includes definitions, forms, rationales, benefits and drawbacks. The second is the theories of functional assignment (Ferrazi, 2005, 2008; Adrison et al., 2012) as a key element of decentralisation, which includes its basic concepts (models, criteria and instruments) and practical examples. The third is policy implementation theories which are linked with the issues in decentralisation policy. These were considered suitable because they may provide a thorough and complete basis for this dissertation in assessing the two sectors being studied (education and land management affairs).

This study concludes that the problems surrounding a policy cannot be rectified without amending the concerned operative regulations in question. Moreover, the functional assignment policy also needs conformity with other sectoral regulations, and should also be based on the conditions in the field to be applicable. In the same time, as a unitary state, central government should also commit to assist local governments in upgrading their capacity as well as independence to manage their own areas.

This dissertation selected qualitative study as the main approach for several considerations. First, qualitative method provides a great deal of descriptive detail when presenting the main findings of a research (Bryman, 2012, p.401). In qualitative studies, a researcher makes interpretations of the collected data and also filters the data through his/her personal lens combined with theoretical view (Wolcott, 1994, cited in Creswell, 2003). Second, qualitative research also tends to view social phenomenon in terms of processes instead of the results (Bryman, 2012, p.402). For this dissertation, it aims to examine the barriers and solutions in performing functional assignment policy in the education sector and land management affairs. Third, qualitative approach is interactive and humanistic whereby it involves active participation from interviewees as well as their sensitivity in this study (Rossman and Rallis, 1998). The last consideration is that qualitative method is theoretically robust but still provides flexibility in the processes. In this case, the researcher may drive back and forth from data collection and analysis to problem reformulation (Rossman and Rallis, 1998).

Implementation Barriers and Solutions: Overlapping Regulations

This overlapping of regulations has been seriously generating some implementation problems in land management affairs. The first problem is organisations with overlapping authorities. There were certain periods (1999-2004) that 'both BPN (central government agency) and land agency (local government agency) 'run the same functions in land affairs' (senior land official). This condition had lead to the 'confusion for society as service user' because both organisations produced the same product in forms of license or land certificate (senior land official). In regard to this issue, it seems impossible to rule out the existence of consensus in a conventional democratic country, thus underlines the importance of clarity of design in distributing functions between government level in land affairs.

The second barrier is domination of central agency (BPN) in land authorities. One of the participant stated that although Law 5/1960 on Land Affairs stipulates some functions as local responsibilities, 'but in fact almost all of land affairs are still handled by attribute of vertical agency or BPN' (senior land planner). In reality, central government ministries are sometimes reluctant to accept decentralisation system because they may be not willing to lose their power and control over the regions (Vazques and Vaillancourt, 2011).

This coordination problem certainly has negative externality which impacted the product validity (license/certificates) and the quality of environment. It is possible that the issued products 'are not valid' because both district and BPN are using 'incorrect data or information' when deciding particular policies (senior land planner). These invalid products may generate new problem in forms of 'land abandonment and environment destruction' (senior land official). Currently, there are 'millions of hectares of land' in Indonesia which have location license or other permits, but was 'abandoned or not managed as stipulated in the license' (senior land official).

There are long term and short term possible solutions to settle the implementation problems caused by overlapping regulation. In the long term, the central government and parliament should have a good will to harmonise Law 32/2004 and Law 5/1960. One of the participants, who is a senior land official, informed that the parliament and executive currently have scheduled the agenda to 'revise Law 5/1960' (senior land official). However, the legislation process in Indonesia is 'very time consuming' especially for strategic aspects such as land affairs which has so many contradictions therein. Having that background, a senior land planner suggested that central government should prioritise the revision process of 'regulations at the operational level' such as government regulation, presidential decree and ministerial

decree. Furthermore, as a commitment to carry out decentralisation, the central government (BPN) is also expected to gradually devolve some functions to local government.

In this case, BPN with its programme 'Prona' (free land certificates for poor families or poor farmers) tries to embark the involvement of districts 'in conducting the assessment of potential recipients' for free land certificate (senior land official). Another attempt is by 'appointing main coordinator to solve conflict' in land affairs or other decentralisation policies within central institutions and/or between central and local government (senior regional planner). This solution has the same thought with Rhodes (1995, p.12) who argued that a 'core executive' is needed as final arbiters of dispute between different parts of the bureaucracies.

Institutional Traps

In the institutional level, there are also some obstacles which hampered land management affairs, in both BPN and local governments. The first barrier is corruption practice in land management services especially in BPN. This phenomenon is recognized by some participants who stated that officers often infringe the service procedures to obtain personal benefits.

This corruption habit is also followed by large amount of bribes which caused large loss for previous land owner (usually poor farmers or families). For example, based on regulation, issuance of HGU (permit to cultivate) and HGB (building license) cannot be processed if there are other parties claiming for the land or there are conflicting ownership status. In fact, some BPN officers keep issuing licenses or certificates for lands which are in dispute status. Moreover, previous land owners (usually poor farmers) are often aggrieved in this situation due to low price for compensation. In this case, BPN officers have been suspected in receiving bribes to process the license and also assisting companies in simplifying the compensation issue for society (Saturi, 2014). In theory, it does seem impossible to have a perfect policy implementation, considering that the principals usually cannot fully monitor the actions of the agents. In this case, agents tend to have more information than principal and sometimes misuse this condition for their own benefits (Starling, 2010, p.131-134). These bureaucrats are smart in mastering their own areas including exploiting the 'potential loop-holes' from policy imperfection (senior official, MOHA).

To minimize the level of corruption, BPN has started to implement the 'whistle blower system' and giving serious punishment in forms of 'demotion and dismissal' for every officer who is involved in corruption (senior land official). In addition, enhancing the internal and external control system remains important. In this case, control system should be conducted not only by the internal audit unit but also by the 'end beneficiary, independent auditor, parliament and other related ministries' related to land affairs

(senior official, MOHA). Besides that, control and incentive mechanism should also be customisable depending on the severity of the violation case. The second barrier is the organisation culture in BPN. In this case, one of the participants claimed that BPN is 'less transparent or extremely difficult in providing accesses to spatial data' such as satellite maps and land status (senior land planner). This spatial data is certainly needed by local governments and some ministries as basis to define the location of projects and/or as main consideration to approve certain development licenses. This situation seems contrast with the explanations mentioned above about the reform agenda in BPN.

In practice, there is actually a good practice conducted by the 'Province of South Sumatera', which has tried to 'integrate spatial data from different resources' (senior land planner). They develop an integrated portal consists of geospatial data which can be shared and used among local agencies. According to Bertot et al. (2010), the presence of ICTs holds an important role to promote transparency and minimise corruption in government organisations. This idea should be followed by BPN as central agency that still dominates land affairs.

Another problem is the weak position of local land agencies (in districts or provinces level). Since 1999, almost all local governments have a specific agency responsible in land affairs (called Land Agency). However, the existence of this agency seems unclear due to overlapping regulation and central domination by BPN in land management affairs. Even though there are still local land agencies in districts, they actually 'do not have any real authority' in land affairs (senior land official). For example, in issuance of location license, Head of Districts or Mayors often involve BAPPEDA (Local Development Planning Agency) instead of Land Agency for technical considerations. Therefore, it remains important to clarify the position and roles of local government's Land Agency. Besides to optimize the functions of this agency, it also helps to 'decrease inefficiency' derived from the "large structure and/or overlapping organisations."

Conclusions

The aim of this study is to examine the barriers and solutions in performing functional assignment policy in the education sector and land management affairs. Referring back to what Ferrazi (2008), Adrison et al (2012) and Dafflon (2011) state about functional assignments being a key element of decentralisation, the results of analysis elaborated in chapter 4 clearly conform to the theory. The analysis shows how the imbalance functional assignment on education sector turns into not merely a flaw in the policy, but associated also with the issue of inconsistency and lack of clarity in the implementation. The overburdened local governments fail to perform well and the central government is questioned for the lack of deliberative approach in designing the policy. The land management sector, on the other hand, is having a somewhat contrast problem.

While the education sector is criticized for overburdening the local government, the land management sector is instead troubled with conflicting rules and regulations, in which the centralistic Law No. 5/1960 on Land Affairs still prevails and hampering the expected decentralised reform.

Of course, one can argue that a problem in unbalanced design of authorities or regulation overlapping can be temporarily tackled on the field, if the capacity of the implementer is strong enough. But then again, this also turns out to be another major problem. First of all, both sectors are still having human resources related issues, in both capacity and management. Moreover, the capacity in institutional level is no better. Here, the common problems in both sectors would be in terms of coordination between implementers in central and local levels, and the lack of control system. In regard to the issues in policy design and conflicting regulations mentioned before, these problems are almost inevitable. In the control system, for example, any instrument meant for this purpose will be weak if its legal ground is still questioned. To make things more complicated, both sectors are also plagued with corruption which further weakens the system. Most of the participants agree that these problems in human resources and institutional matters are significant and may influence the outputs of both sectors.

Fiscal capacity is also becoming a problem, particularly in education sector. At a glance, the issue of imbalance workload may have been better if the central government can provide enough funding for the local government to complete the tasks. However, the central government also has its doubts regarding the capacity of local government to manage such amount of funding. This dissertation does not wish to discuss further on the issue of fiscal balancing which may easily be related to fiscal dependency, as these are subjects of another topic and requires another thorough study. Nevertheless, the question in hand would be whether or not the central government should provide all funding required by the local governments, and reconsider to what extent does decentralisation expect local governments to be able to stand on their own.

Having these barriers, this dissertation comes up with several recommendations as solution. Of course, there is no other way in correcting the flaws at policy level besides to revise the policies in question. Revising the Law 32/2004 on Local Governance and GR 38/2007 on Functional Assignment will hold a key role in this matter. The betterment should not only in terms of the content, but also in the process. Here, the central government should recognise by now that designing functional assignment policy needs a comprehensive knowledge regarding the functions being discussed and the conditions in the field. For that reason, coordinating with other sectoral ministries about the existing sectoral laws and involving local governments to have a balanced functional assignment are principal. This should also be supported by continuous efforts to improve human resource capacity as well as rectify accountability system in local level.

The discussions reflect that the problems may not be in terms of functional assignment per se, but also indicate country's struggle in defining the appropriate system and framework of decentralisation. As the participants in this dissertation stated, these problems were not exclusive to education and land management sectors only, but are instead a reflection of the complexities occurred in implementing the overall system. Thus, the country still suffers from confusion about the 'rule of the game'. Indeed, Indonesia has only experienced the decentralisation era for roughly 14 years, and the measure of time needed to learn and established a flawless system (if there is such system) is relative. Nevertheless, the quality of learning is also determined by how the government can acknowledge the flaws and rectify them.

The Utilisation of Social Media on Promoting Transparency and Public Participation: A Study Case of the Mayor of Bandung's Facebook Page

Pemanfaatan Media Sosial untuk Mempromosikan Transparansi dan Partisipasi Publik: Studi Kasus pada Halaman Facebook Walikota Bandung

Nama : Arwanto
NIP : 199104072010101001
Instansi : KEMENDAGRI
Tahun Intake : 2015
Tingkat Beasiswa : Master Overseas
Program Studi : Public Policy (M.Sc)
Negara Studi : Britania Raya
Universitas : University Of Bristol

ABSTRACT

This piece of research intends to understand the relationship between the utilisation of social media on promoting transparency and public participation. In order to find the answers, the researcher employs both quantitative and qualitative content analysis. It takes a case study of the Mayor Bandung's Facebook page, Indonesia. The results of the analysis show that there are three main findings how Facebook posts can effectively promote transparency and public participation. The selection of issues is the first finding. The second one is the language style and word selection. Lastly the maximization of functions provided by Facebook. Furthermore, this research also proposes Facebook's potential as a political instrument for politicians' self-promotion. However, in term of transparency and public participation, Facebook can only be transparent and become a participation venue for the digital society. As a result, the terminology of digital divide or digital exclusion has emerged.

Keywords: social media, Facebook, content analysis, transparency, public participation

ABSTRAK

Penelitian ini bertujuan untuk memahami hubungan antara pemanfaatan media sosial untuk mempromosikan transparansi dan partisipasi masyarakat. Untuk menemukan jawabannya, peneliti menggunakan analisis kuantitatif dan kualitatif. Studi kasus penelitian ini adalah berasal dari halaman *Facebook* Walikota Bandung, Indonesia. Hasil analisis menunjukkan bahwa ada tiga temuan utama bagaimana posting *Facebook* dapat secara efektif mempromosikan transparansi dan partisipasi masyarakat. Pertama adalah pemilihan isu yang tepat. Kedua adalah gaya bahasa dan pemilihan kata yang pas. Terakhir adalah memaksimalkan fungsi yang disediakan oleh *Facebook.* Selain itu, penelitian ini juga dapat menunjukkan bahwa *Facebook* dapat berpotensi sebagai instrumen politik untuk promosi diri para politisi. Namun, dalam hal transparansi dan partisipasi publik, *Facebook* hanya mampu transparan dan menjadi ajang partisipasi masyarakat secara digital. Akibatnya, munculah istilah *digital divide* atau *digital exclusion.*

Kata Kunci : Media Sosial, Facebook, Konten analisis, transparansi, Partisipasi Publik

Introduction

The overarching purpose of this dissertation is to gain deeper understanding of social media function in promoting transparency and public participation for government to achieve good governance. The background story of selecting this case study is because of the digital world has assisted the Bandung City to improve its performance. Under the leadership of Mayor Ridwan Kamil since June 2013, Bandung has been awarded as the most accountable city in Indonesia in 2016 by the Ministry of State Apparatus and Empowerment and Bureaucracy Reform. It jumped up from number 400, before Ridwan Kamil in charge, to number one in the country (Richards, 2016). During the Asian Development Bank Annual Meeting' panel session, Ridwan Kamil reveals how he transformed the city's bureaucracy and saved US$ 20 million. He transferred all manual procedures online, encouraged all departments to have social media accounts and developed what is called e-democracy or asking people to oversee the government (Richards, 2016). The reason is he found an enormous netizens in Bandung, so he decided to digitalise the city government (Dixon, 2014). Dixon says that the utilization of social media in Bandung, not only done by the mayor but also all departments have established transparency atmosphere, built the connection with citizens, and raised the trust in government (Dixon, 2014).

The Issue of Good Governance

The terminology of governance has become a discussion topic among scholars and politicians. Governance was defined as 'the act or manner of governing; the office of function of governing', to govern is 'to rule or 'control with authority; to be in government' (Kjaer, 2004, p. 3). However, regarding to the complexity of social world, political scientists has distinguished the governance and government, it is including civil-society actors (Kjaer, 2004). Jessop state governance can refer to any style of 'co-ordination of interdependent activities'.

The Rise of Digital World and Social Media

The digital revolution, supported by a rapid advancement of technology, is growing rapidly since the last decade (Global Pulse, 2013). Based on Internet World Stats, the global internet users have increased 900.4% from 2000-2016 (Internet World Stats, 2016). It such a big percentage of the growth. This development has brought the opportunities for commerce, sociability, and study as well as its more negative uses such as criminality, surveillance and offensive content (Coleman and Blumler, 2009). Using the internet, individuals or social group could interact and keep in touch with friends, relatives, preferred organisation and the workplace. In the digital era, terms

"social media" has become popular in the past recent years. Facts prove that social media has been existing since 1990s with low-level of usage. These technologies were not popular in 1990s and become more popular recently (Scholz, 2008; Allen, 2012). The main features of social media is communication, participation, sharing, gathering and collaboration functions among individual or social groups (Terranova and Donovan, 2013; Van Dijck, 2013). Nevertheless, Fuchs argues social media is not technologies, "but techno-social systems", in which 'information and communication technologies enable and constrain human.

Social Media and Government

The advantages of social media has implication on government practice as well. It is undeniably that the development of 'new information and communication technologies, information retrieval, dispersion and archiving' that is facilitated by internet 'at levels unprecedented in the history of human civilisation' has been changing the contemporary information landscape. Citizens can receive and contribute information quickly and effortlessly. It is what Bailard called as "decentralisation of information" (Bailard, 2014). Regarding to this, Diamond notes that 'with recent technological revolutions, the ability to generate information and opinion has been radically decentralized' (Diamond, 2008, p. 99). As a result, citizens can evaluate their own governments and shaping their satisfaction. To sum up, the explanation of good governance issue and social media has brought an insight about its relationship. Therefore, this focusses on the transparency and participation as good governance indicators. It intends to find out in what ways Facebook page incorporate with transparency and participation. Moreover, it discusses how transparency and participation are achieved through Facebook. It takes a case study of the Mayor of Bandung's Facebook page to understand the issue. The reason behind the selection of the case study has explained on the introduction section.

Theoretical standpoint

The fundamental issues in this dissertation are the rising of social media and its utilization to achieve good governance specifically in promoting public participation and transparency. Among the social media platforms, Statista states that Facebook is the most popular platform base on the number of active users in April 2016 with 1.59 billion users (Statista, 2016). Ruth argues that Facebook operates within participatory culture (Ruth, 2012). For government, the interaction within Facebook ease the information flows that could bring people' participation culture and increase the transparency to achieve the good governance.

According Krippendorfff, content analysis 'is a research technique for making replicable and valid inferences from texts (or meaningful matter) to the contexts of their

use' (Krippendorff, 2013, p. 24). When using content analysis, the main purpose is to describe the phenomenon in a conceptual form (Elo and Kyngas, 2008). In addition, Downe-Wamboldt argues this methods has objective 'to provide knowledge and understanding of the phenomenon under study' (Downe-Wamboldt, 1992, p. 314) by examining who says what to whom and with what effect (Bloor and Wood, 2006). This methods has been broadly used to analyse people communications across the social science (Schwatz and Ungar, 2015). The fact that social media, particularly Facebook contains enormous such communications reassure that content analysis is proper approach to tackle this dissertation's research questions. Through status updates people can freely post their daily activities, feelings and thoughts. In this dissertation, researcher employs both quantitative and qualitative content analysis.

Method and "Tool Kit"

Content analysis as a research method enable researcher to analyse not only the way Facebook page incorporate transparency and public participation but also how it can be done. As stated before, this dissertation employ both quantitative and qualitative approach. Quantitative is used to analyse the percentage of posts which indicate the transparency issues and the portion of people engagement in the Facebook page. Whereas in term the process of production text that relates transparency and public participation is analysing qualitatively. The reason of this selection is the argument that text is 'always qualitative' (Krippendorfff, 2013, p. 88). George says 'inferences from content to noncontent variables, however, need not always be based on the frequency of values of content features' (George, 1959, p. 9). In addition, for qualitative researchers there is an acknowledgment that textual units always have multiple interpretations depends on the position, perspective and knowledge of people.

Research Design

In this dissertation, the focus is social media and the data are Facebook posts. The researcher analyses the using of Facebook to promote public participation and transparency. It takes a case Facebook utilisation by The Mayor of Bandung Indonesia. The posts used in this dissertation are 264 posts from January 2016 to June 2016. This selection considers the Mayor's activity on his personal Facebook page that he posts between 1 and 3 posts per day. Therefore, the selection of data in this dissertation uses the purposive sampling.

To deepen the understanding of how Facebook posts assists promotion of transparency and public participation, researcher adopts qualitative content analysis approach. Qualitative content analysis is one of research methods employed to analyse

text data. Qualitative content analysis is 'defined as a research method for the subjective interpretation of the content of the text data through the systematic classification process of coding and identifying themes or patterns' (Hsieh and Shannon, 2005, p. 1278). Furthermore, qualitative descriptive approaches is suitable for the low level of interpretation research (Vaismoradi, Turunen, Bondas, 2013). Many researchers believe that descriptive approach also entails interpretation, even though the interpretative elements is covered in discussion of its wider narrative and exploration.

Validity and Reliability

Having those thought of validity and reliability issues, the researcher decided to employ both quantitative and qualitative approach. Especially when analysing text, such as Facebook posts. Fairclough says that there is no such thing as a complete and definite analysis of text (Fairclough, 2003). In addition, the data of this dissertation is not only useful for the researcher but also other people. 'There is no such thing as an "objective" analysis of text, if by that we mean an analysis which simply describes what is "there" in the text without being "biased" by the "subjectivity" of the analyst' (Fairclough, 2003, p. 14-15). Moreover Fairclough argue that the interpretation of text depends upon the background knowledge of reader (Fairclough, 2003).

Transparency

The analyses of all the posts during January 2016 to June 2016 proves the Mayor of Bandung clearly utilises the Facebook to incorporate with dimension of transparency.

In general, the mayor's posts categorised in decision impacts are including the time of decision is made and implemented, who will be affected by the decision, the place of the implementation, consequences and benefits of the decision, and consideration why the decision is made. All the posts in this category mention the consequences of the decision itself. To sum up, in term of transparency, the Mayor has provided the information that incorporate with the dimension of transparency. It indicates the flow of information going smoothly well. Those information are accessible as well. The facts that those information provided with details is understood to discourage misinformation and ambiguity.

Participation

The calculation of number of likes and comments on Facebook is believed can assist the understanding how far public engagement level of followers and the Mayor. The calculation of the total posts, number of likes and comments of posts gives the researcher

an insight towards what the phenomena in Facebook in term of public engagement and what the tendency of the followers on responding the posts is.

The analysis base on the time frame shows that there is no significant differences between those times in term of the number of comments that indicates the participation of the followers towards what the mayor has posted. Both in top and bottom quantile of post with number of comments have almost typical characteristic. However, the Mayor prefers not to post on the over midnight. It might consider there will be few people interested to open their Facebook account on that time. It can reduce the effectiveness of the communication. As analysed on the metrics that the Mayor's Facebook page has more function as instrument for public communication than participation. It can be known base on the number of likes that much more than the comments.

The Selection of Issues

The first finding in this research shows the issues brought up by the mayor influences the level of public participation. There are distinctive issues in each category of dimension of transparency The issue of religion, even, is much more attractive that the issue that attract global attention which is terrorism and drugs trafficking.

The Selection of Words and Linguistic Style

The finding in this part focuses on the Mayor's style of communication. It can help to comprehend why an issue of the posts sometimes cannot guarantee more people will be attracted and interested. Analysing the language style can help the understanding of the Mayor's personality as it is associated to the personality. 'An individual's personality is his unique pattern of traits', while 'traits is any distinguishable, relatively enduring way in which one individual differs from others'. The first thing can be identified from the Mayor posts is he always ends the posts with "hatur nuhun" which means thank you. This word appears in almost all of the posts analysed. This word, indeed, can be associated with politeness. However, the interesting points is this word comes from local language. This style creates an image showing the Mayor is loving their heritage, in this case language. The using of local language also beneficial for making the followers feel no gap between them and the Mayor. As a result people will be encouraged to engage with the Mayor through Facebook.

Utilisation of Facebook's Function

Another aspect that influence the process of participation and transparency is the utilization of Facebook function. People, besides text, can post photo and video in order to increase the percentage of people interest. Visual aid logically can be a proof of the

Mayor or Government's activities. However, the posts attached with video are the two posts with lowest number of comments in government activity.

Discussion

Facebook can provide information that accessible for people in this case are followers. Even though not all the posts contain more details information but some of it provide the information where people can get deeper understanding. Furthermore, the flow of information in the mayor Facebook post is two-ways communication. The followers can freely give comment or post on the Mayor's timeline. The mayor also use reply function to respond what the followers have posted. In this situation. It can create upwards and downwards transparency. In addition, it is not only incorporate the transparency from mayor to the people but also the people can also create it use comments function and post directly to the Mayor's timeline. The followers can monitor the Mayor's activity, while the Mayor can grasp ideas from the followers.

Facebook's Potential as a Political Instrument for Politicians' Self-Promotion

The aim and objectives of this research is to find how the Facebook can assist on promoting transparency and public participation. There has been an attempt has been done to find out the answer. Employing both quantitative and qualitative content analysis, the researcher analyses the Mayor of Bandung Facebook posts. There are several interesting points that have been drawn.

The difference between the mayor personal life and transparency dimension posts is only small. Besides that, the researcher finds that the followers tend to engage in the mayor personal posts instead of posts related to the governmental issues. Apart of those facts, the Facebook facilitates government, in this case the Mayor, to provide the accessible information for the followers. It assists the authority to fulfil the followers demand on an access their government information Furthermore, the Mayor's posts during the selected period have indicated and covered the dimension of transparency (information sharing, government activity, decision implication, accountability).

To sum up, there are several ways of how the Mayor utilises Facebook as an instrument to promote transparency and participation. In general, in this case study, the most significant elements are topic, content and language selection of the posts. Words used by the mayor has significant impact on the level of participation. For the topic and content, in fact, the followers much more interested to engage in the personal posts instead of other categories. It is beneficial for the Mayor as a politician to create a good

personal image to the followers. Especially as a politician, this condition gives massive opportunities for the Mayor to do self-promotion and political marketing. Sobaci and Karkin's study on the Mayor of Turkey's twitter finds the similar indication as well. The mayor tends to use the twitter for political purposes.

Hubungan antara Pemberdayaan Psikologis dan Motivasi Pelayanan Publik terhadap Keinginan untuk Menggunakan Sistem Informasi Pelaporan Harta Kekayaan ASN (SIHARKA) Di Kementerian PAN & RB

Relationship between Psychologic Empowerment and Motivation of Public Services Against the Interest to Use the Information System of Public Servant's Wealth Report (SIHARKA) in the Ministry Of PAN & RB

Nama	: Dewi Muslikhah	
NIP	: 198709302011012006	
Instansi	: KEMEPAN & RB	
Tahun Intake	: 2014	
Tingkat Beasiswa	: Master Local	
Program Studi	: Magister Manajemen dan Kebijakan	
	Publik	
Negara Studi	: Indonesia	
Universitas	: Universitas Gadjah Mada	

ABSTRACT

The purpose of this study was to examine the effect of psychological empowerment and public service motivation toward the intention to use the information system of public servant's wealth report (SiHarka) among employees of the Ministry of PAN and RB. Samples were taken by using proportional sampling method and obtained 108 respondents. Based on technology acceptance models, this study managed to find significant relationship between public service motivation on the intention to use SiHarka. Meanwhile, the psychological empowerment was not found to have influence on the intention to use this application.

Keywords: psychological empowerment, public service motivation, SiHarka, intention to use, technology acceptance model

ABSTRAK

Penelitian ini mengkolaborasikan pemberdayaan psikologis dan motivasi pelayanan publik dengan *technology acceptance model* (TAM). Diharapkan dapat menjadi masukan bagi pembuatan kebijakan di bidang teknologi pada Kementerian PAN & RB sehingga investasi yang ditanamkan pada bidang ini dapat menghasilkan manfaat optimal.

Data dikumpulkan dengan menggunakan metode survei pada 108 responden. Dalam penelitian ini variabel independen yaitu: pemberdayaan psikologis dan motivasi pemberdayaan psikologis; *variabel dependen,* yaitu: *intention to use* dan *variabel perceived usefulness* dan *perceived ease of use* berperan sebagai variabel independen juga dependen. Selanjutnya hasil yang didapatkan diuji dengan menggunakan regresi berganda untuk mengetahui pengaruh variabel independen terhadap variabel dependen. Hasil penelitian berhasil membuktikan pengaruh positif motivasi pelayanan publik terhadap *intention to use, perceived usefulness* dan *perceived ease of use*. Sedangkan pemberdayaan psikologis hanya terbukti berpengaruh terhadap *perceived ease of use,* namun tidak terbukti berpengaruh pada *perceived usefulness* dan *intention to use.* Konstruk TAM, yaitu perceived usefulness dan perceived ease of use bersama-sama mempengaruhi intention to use hingga 70%.

Kata kunci: pemberdayaan psikologis, motivasi pelayanan masyarakat, SiHarka, niat untuk menggunakan, model penerimaan teknologi

Introduction

Kementerian Pendayagunaan Aparatur Negara dan Reformasi Birokrasi (KemenPAN&RB) yang memiliki misi sebagai penggerak reformasi birokrasi merupakan salah satu kementerian yang menggunakan TIK dalam menyelenggarakan *business process*-nya. Berbagai kerja sama dijalin KemenPAN&RB dengan lembaga lain untuk memajukan pemanfaatan TIK baik untuk instansi pemerintah di seluruh Indonesia maupun untuk internal KemenPAN&RB sendiri. Kerjasama untuk di bidang *e-government* dilakukan dengan negara-negara lain seperti, Korea dan Singapura; serta instansi-instansi vertikal lain, seperti BPPT dan Kemenkominfo. KemenPAN&RB juga aktif mendorong penerapan TIK di instansi-instansi pemerintah di daerah dan belajar dari best practice yang ada. Menurut Menteri MenPAN&RB periode berikutnya, Yuddy Chrisnandi, Indonesia telah memiliki infrastruktur TIK yang baik, sehingga permasalahannya kemudian adalah membangkitkan human interest-nya (Humas PANRB, 2015).

Dalam pelaksanaan e-government, KemenPAN&RB membuat perumusan dan sinkronisasi, serta koordinasi terhadap pelaksanaan *e-government*. Berbagai kebijakan di bidang TIK telah dikeluarkan oleh KemenPAN&RB. PermenPANRB No. 06 Tahun 2011 mengatur tentang Pedoman Umum Tata Naskah Dinas yang diimplementasikan melalui aplikasi Administrasi Perkantoran Maya (SiMaya). Kebijakan lain yang dikeluarkan yaitu SE No. 06 Tahun 2013 tentang Penggunaan Alamat *eMail* Resmi pada Instansi Pemerintah yang menganjurkan penggunaan *e-mail* dinas oleh seluruh aparatur pemerintah di seluruh Indonesia.

Sedangkan untuk KemenPAN&RB sendiri, berbagai aplikasi TIK telah diciptakan dan diatur penggunaanya dengan kebijakan yang bersifat internal. Penggunaan TIK oleh kementerian ini bertujuan untuk meningkatkan pelayanan baik secara eksternal kepada masyarakat dan institusi pemerintah lain, maupun internal pegawai KemenPAN&RB sendiri untuk mempermudah pelayanan dan pelaksanaan tupoksi. Beberapa contoh sistem informasi yang ditujukan untuk internal KemenPAN&RB, seperti: SiTata (sistem informasi dokumentasi kegiatan), SiReta (sistem informasi pengiriman alamat), SiNara (sistem informasi penggunaan barang milik negara), SiRara (sistem informasi peminjaman ruang rapat), SiDara (sistem informasi daftar kehadiran), SiDona (sistem informasi perjalanan dinas), SiDora (sistem informasi realisasi perjalanan dinas), SiMail (sistem informasi Monitoring Surat) dan SiGeta (sistem informasi agenda kegiatan) Untuk masyarakat umum, aplikasi e-government yang tersedia seperti situs kementerian, aplikasi perpustakaan digital, serta aplikasi tentang penerimaan dan pengaduan CPNS. Sedangkan bagi instansi pemerintahan, baik pemerintah daerah maupun pemerintah pusat, tersedia berbagai aplikasi antara lain yang berhubungan dengan proses kelembagaan, *e-performance, whistleblower system,* LPSE, aplikasi inovasi pelayanan publik, PMPRB online dan SiHarka (sistem informasi pelaporan harta kekayaan ASN). SiHarka merupakan sistem informasi yang cukup baru di KemenPAN&RB, dimana

sistem ini baru saja diluncurkan pada Bulan Mei 2015 yang lalu. SiHarka merupakan bagian dari tiga sistem informasi anti korupsi yang secara resmi diluncurkan bersama dua aplikasi lainnya, yaitu *Whistleblower System* (WBS) dan Sistem informasi Pelaporan Gratifikasi *Online* (SiLaga).

Banyaknya aplikasi sistem informasi berbasis TIK yang telah diciptakan untuk memperlancar *business process* di KemenPAN&RB tersebut tentu saja membutuhkan biaya yang tidak sedikit. Namun, aplikasi yang telah tersedia belum tentu dimanfaatkan secara maksimal oleh para pegawai. Seiring dengan berkembangnya kebutuhan organisasi tentu saja akan mendorong pengembangan-pengembangan aplikasi lain yang akan menambah biaya yang dibutuhkan. Sayangnya, berbagai keuntungan tidak serta merta didapatkan dari penggunaan TIK dalam organisasi. Terlebih lagi bagi aplikasi yang sangat tergantung dari kesediaan dan kemauan individu untuk memanfaatkannya. Penyederhanaan proses bisnis merupakan hal yang mutlak dilakukan sehingga dapat meningkatkan kinerja. Akan tetapi, diperlukan juga perubahan mindset dan cara kerja di lingkungan organisasi pemerintah. Belajar dari aplikasi pelaporan pajak Kementerian Keuangan, e-filling, jumlah pelapor di Tahun 2012 baru sebanyak 319.000 pelapor. Padahal, aplikasi ini telah diperkenalkan sejak Tahun 2004 dengan jumlah wajib pajak mencapai 20 juta jiwa.

Penelitian untuk menjelaskan penggunaan teknologi oleh user konteks organisasi menjadi topik yang menarik minat dari berbagai bidang seperti manajemen dan psikologi (Al-Gahtani, 2008). Berbagai penelitian yang dilakukan berfokus untuk menjelaskan sikap terhadap penolakan dan adopsi kepada teknologi. Bhattacherjee & Sanford (2006) menyebutkan bahwa sikap dijelaskan dengan menggunakan tiga klasifikasi, yaitu: (1) kognisi (keyakinan); (2) afeksi (ketakutan, sakit, senang); dan (3) konasi (niat). Sikap mempengaruhi adopsi atau penolakan individu terhadap teknologi dengan melibatkan persepsi-persepsi dimana sistem memberikan keuntungan dan mudah.

Berdasarkan kajian terhadap penelitian-penelitian sebelumnya, terdapat banyak penelitian yang menggabungkan antara motivasi personal dan TAM yang bertujuan untuk mengetahui penggunaan TIK. Akan tetapi, belum ditemukan suatu penelitian yang menguji penggunaan TIK dalam sektor publik dengan menghubungkannya pada pemberdayaan psikologis dan motivasi pelayanan publik. Memandang pentingnya kedua teori tersebut dalam kaitannya dengan kinerja individu dalam sektor publik, penelitian ini akan memberikan kontribusi pada pengembangan kajian TAM dengan menguji hubungan antara pemberdayaan psikologis dan motivasi pelayanan publik terhadap keinginan untuk menggunakan aplikasi pelaporan harta kekayaan ASN (SiHarka) di KemenPAN&RB. Dari seluruh aplikasi yang ada di KemenPAN&RB, aplikasi ini dipilih karena masih terbilang baru dan dilakukan monitoring secara rutin. Adapun signifkansi dari kajian ini adalah menambah khasanah keilmuan mengenai faktor-faktor

motivasional yang mempengaruhi keinginan menggunakan teknologi dari perspektif pegawai, khususnya di sektor publik.

Berdasarkan latar belakang yang telah disampaikan di atas, rumusan permasalahan dalam penelitian ini adalah Apakah pemberdayaan psikologis berpengaruh terhadap keinginan untuk menggunakan sistem informasi pelaporan harta kekayaan ASN (SiHarka) oleh pegawai KemenPAN&RB?

Tujuan dari penelitian ini adalah untuk Menguji pengaruh pemberdayaan psikologis terhadap keinginan untuk menggunakan sistem informasi pelaporan harta kekayaan ASN (SiHarka) di kalangan pegawai KemenPAN&RB. Penelitian yang akan dilakukan merupakan penelitian kuantitatif. Metode penelitian kuantitatif merupakan metode-metode untuk menguji teori-teori tertentu dengan cara meneliti hubungan antar variabel. Pengukuran variabel-variabel biasanya dilakukan dengan instrumen-instrumen penelitian sehingga menghasilkan data berupa angka-angka yang dapat dianalisis menggunakan prosedur-prosedur statistic (Creswell, 2013).

Sistem Informasi Pelaporan Harta Kekayaan ASN (SiHarka)

Aplikasi SiHarka merupakan aplikasi yang digunakan untuk memudahkan penyampaian LHKASN kepada Kementerian PAN&RB. Sesuai SE Menteri PAN RB Nomor 1 Tahun 2015, seluruh Pegawai ASN yang tidak diwajibkan menyampaian Laporan Harta Kekayaan Penyelenggara Negara (LHKPN) wajib menyampaikan LHKASN. LHKASN adalah daftar seluruh harta kekayaan ASN beserta pasangan dan anak yang masih menjadi tanggungan dan dituangkan ke dalam Formulir LHKASN yang telah ditetapkan oleh Menteri PAN dan RB. Untuk menggunakan aplikasi SiHarka bisa melalui alamat: https://siharka.menpan.go.id. Untuk dapat mengoperasikan aplikasi tersebut, setiap Wajib LHKASN melakukan log in dengan *username* dan *password* yang didapatkan dari masing-masing instansi. Setelah berhasil masuk ke dalam aplikasi, pertama-tama akan diminta untuk melakukan *update* identitas pribadi. Selain itu juga diminta untuk melakukan perubahan *password* dan *e-mail* pribadi yang masih aktif. Adapun dalam aplikasi ini data yang wajib dilaporkan, yaitu: (1) Data pribadi dan Keluarga; (2) Harta kekayaan; (3) Penghasilan; dan (4) Pengeluaran. Pengisiannya dalam aplikasi dengan memilih menu yang telah tersedia dan untuk menambahkan data dengan memilih "input baru." Perlu diperhatikan bahwa terkadang setiap menu masih memunculkan sub menu.

Setiap selesai mengisi form, pilih "simpan" dan "lanjutkan". Ketika sudah berhasil melakukan pengisian data dan yakin akan kebenarannya, maka selanjutnya dipilih "kirim ke inspektorat" agar terkirim kepada inspektorat masing-masing instansi. Langkah terakhir adalah dengan mencetak bukti lapornya.

Pemberdayaan Psikologis

Variabel PP terdiri dari 12 item pertanyaan yang terbagi menjadi 4 kognisi. Rata-rata jawaban responden yang didapatkan untuk variabel ini sebesar 3,6. Nilai ini menggambarkan pemberdayaan psikologis yang dimiliki pegawai KemenPAN&RB. Sedangkan berdasarkan 4 kognisi PP, meaning mendapatkan nilai rata-rata tertinggi atas jawaban responden sedangkan self-determination mendapatkan nilai terendah. Hal ini menunjukkan bahwa pegawai KemenPAN&RB memandang bahwa mereka melakukan pekerjaan yang bermakna. Akan tetapi, mereka menilai bahwa mereka kurang memiliki otonomi dalam menentukan cara bekerjanya, meskipun nilainya tidak terlalu buruk karena masih mendekati nilai 3.

Berbeda dengan item lain, nilai tertinggi jawaban responden untuk PP11 hanya berkisar antara 1 hingga 4. Sementara itu, item pertanyaan dengan nilai rata-rata jawaban paling tinggi, yaitu PP 04. Pertanyaan PP 04, yaitu "saya yakin dengan kemampuan saya untuk melakukan pekerjaan saya" masuk dalam kategori competence.

Selanjutnya, jika dibandingkan nilai mean jawaban responden antar jenis kelamin, jawaban responden laki-laki memiliki nilai lebih tinggi dibandingkan perempuan. Ini berarti responden laki-laki memiliki pemberdayaan psikologis yang lebih besar daripada responden perempuan meskipun selisihnya tidak terlalu besar, yaitu 3,8 untuk laki-laki dan 3,7 untuk perempuan. Dengan menggunakan uji t test, dapat dibuktikan adanya perbedaan nyata antara kedua jenis kelamin dimana nilai probabilitas sebesar 0,007 (<0,05) dan nilai t 2,749.

Sedangkan jika didasarkan pada unit kerja, nilai PP tertinggi dimiliki oleh Deputi IV dengan nilai 4. Begitu pula dengan 4 kategori PP, Deputi IV atau Deputi bidang Pelayanan Publik memiliki nilai yang paling tinggi. Hal ini menunjukkan bahwa para pegawai di Deputi IV (Deputi bidang Pelayanan Publik) lebih memandang pekerjaan mereka bermakna, lebih yakin terhadap kompetensi yang mereka miliki, lebih merasa memiliki otonomi dan dampak atas pekerjaan mereka. Deputi IV seharusnya bersikap lebih positif terhadap kinerja dan organisasi.

Sementara itu, nilai PP paling rendah dimiliki Deputi II atau Deputi bidang Kelembagaan dan Tata Laksana dengan nilai keseluruhan 3,3. Dari keseluruhan dimensi, dimensi impact memiliki nilai mean terendah dari Deputi II dan III dengan nilai 2,8. Ini menunjukkan bahwa pegawai dua kedeputian tersebut menilai bahwa mereka memiliki sedikit dampak pada organisasi. Berikut nilai PP masing-masing unit di KemenPAN&RB.

Pengaruh Positif yang Signifikan

Penelitian ini mencoba menguji pengaruh motivasi intrinsik terhadap penggunaan teknologi pada institusi pemerintah. Dibandingkan dengan motivasi eksternal, motivasi intrinsik dinilai memiliki dampak yang lebih kuat dan dapat bertahan lebih lama.

Dalam penelitian ini, motivasi intrinsik yang diuji dengan menggunakan TAM adalah pemberdayaan psikologis dan motivasi pelayanan publik pegawai Kementerian PAN&RB terhadap aplikasi SiHarka.

Penelitian ini berhasil membuktikan adanya pengaruh positif yang signifikan dari motivasi pelayanan publik terhadap keinginan untuk menggunakan SiHarka. Hal ini menunjukkan bahwa motivasi intrinsik, khususnya motivasi pelayanan publik, dapat dimanfaatkan untuk meningkatkan sikap positif terhadap penggunaan teknologi. Motivasi pelayanan publik para pegawai pemerintah terbukti lebih tinggi jika dibandingkan nilai para pegawai swasta, sehingga seharusnya berbagai program pemerintah bisa dikembangkan dengan meningkatkan motivasi ini.

Penelitian ini juga membuktikan bahwa tidak ada pengaruh antara variabel PP terhadap variabel IU. Meskipun nilai PP sendiri cukup tinggi, namun hasil olah data tidak menemukan adanya hubungan yang kuat ataupun pengaruh yang signifikan antara pemberdayaan psikologis dengan keinginan untuk menggunakan teknologi. Hal ini terkait dengan kurangnya pemahaman terhadap kegunaan 79 pelaporan harta kekayaan serta pelaporan yang malah dinilai mengganggu kinerja utama. Temuan ini menunjukkan bahwa penggunaan teknologi tidak hanya dipengaruhi oleh teknologi itu sendiri, namun dalam konteks yang lebih luas. Dalam hal ini, keinginan para pegawai untuk melaporkan harta kekayaannya juga perlu dipertanyakan disamping kegunaan dan kemudahaan teknologi yang dirasakan.

Penelitian ini juga berhasil mendukung teori TAM dan penelitian-penelitian sebelumnya yang menyebutkan bahwa keinginan untuk menggunakan SiHarka ditentukan oleh dua konstruk, yaitu kegunaan yang dirasakan (PU) dan kemudahan penggunaan yang dirasakan (PEU). Dalam penelitian ini, persentase PU dan PEU dalam memprediksi IU cukup tinggi, hingga mencapai 70%. Penelitian ini menemukan bahwa keinginan untuk menggunakan SiHarka sebagian besar ditentukan oleh kegunaan yang dirasakan oleh pegawai KemenPAN&RB.

Persepsi Umum PNS KEMENPAN & RB terhadap Kebijakan tentang Pangkat dan Jabatan dalam Manajemen PNS Berdasarkan Undang-Undang Nomor 5 Tahun 2014 tentang Aparatur Sipil Negara

General Perception of KEMENPAN & RB Civil Servants towards Policy and Position in Civil Servant Management based on Law Number 5 Year 2014 on Civil State Apparatus

Nama   : Dinda Puspaningtyas
NIP   : 198505012011012005
Instansi   : KEMENPAN & RB
Tahun Intake   : 2014
Tingkat Beasiswa   : Master Local
Program Studi   : Magister Perencanaan dan Kebijakan Publik
Negara Studi   : Indonesia
Universitas   : Universitas Indonesia

ABSTRAK

Lahirnya Undang-Undang Nomor 5 Tahun 2014 tentang Aparatur Sipil Negara membawa angin segar bagi perjalanan reformasi birokrasi di Indonesia. Terutama untuk Pegawai Negeri Sipil (PNS) dimana tuntutannya untuk berubah menjadi lebih professional, meningkatkan kualitas kinerja, kualitas pelayanan publik, kompetensi, independensi dan netralitas. KEMENPANRB sebagai Kementerian yang diberikan mandat secara langsung melalui Undang-Undang oleh presiden mengenai pelaksanaan kebijakan ASN, harus mampu mengawal pelaksanaannya menuju apa yang telah dicita-citakan. Perubahan signifikan di dalam Undang-Undang ini adalah terkait pangkat dan jabatan dalam manajemen PNS, termasuk di dalamnya tentang pengisian jabatan pimpinan tinggi secara terbuka. Penelitian ini menganalisis persepsi umum dari PNS KEMENPANRB terhadap perubahan tersebut dipandang dari karakteristik PNS, dengan menggunakan model analisis tabulasi silang berdasarkan hasil survey yang telah dilakukan. Dari hasil penelitian, dengan hasil skor jawaban yang beragam diperoleh hasil baik untuk persepsi PNS KEMENPANRB terhadap ketentuan pangkat dan jabatan dalam manajemen PNS berdasarkan Undang-Undang Nomor 5 Tahun 2015.

Kata kunci: persepsi, pangkat, jabatan, ASN, PNS, manajemen.

ABSTRACT

The enactment of Act of Republic of Indonesia No. 5 of 2014 on Civil State Apparatus brought a fresh breeze for development of bureaucratic reform in Indonesia. Especially to enhance the professionalism of civil servants by improving the quality of performance, quality of public services, competence, independency and neutrality. State Minister for the Empowerment of State Apparatus and Bureaucratic Reform as the Ministry has been given the mandate directly through the Act by the President on the implementation of the Civil State Appratus Law, should be able to oversee their implementation towards what has been aspired. Significant changes in this Act is related rank and position in the management of civil servants, including on the open selection of high leadership positions. Thus, this research aims to analyze the perception of civil servants in the State Minister for the Empowerment of State Apparatus and Bureaucratic Reform on the policy change that utilizes the cross tabulation analysis approach as well. The result of the research shows good perception on the policy adjustment.

Keywords: perception, rank, position, ASN, Civil Servant, Management

Introduction

Sebagai aparatur yang bertugas melayani rakyat, Pegawai Negeri Sipil (PNS) memiliki peran sentral dan sangat penting dalam memberi pelayanan secara adil kepada masyarakat, dengan dilandasi kesetiaan dan ketaatan kepada Pancasila dan Undang-Undang Dasar 1945. Karena PNS tersebut berhubungan secara langsung dengan masyarakat sebagai abdi negara pelayan rakyat. Sehingga mau tidak mau masyarakat sering berjumpa dengan PNS karena merekalah yang menjalankan tugas negara untuk melindungi segenap bangsa dan mengusahakan kesejahteraan rakyat. Hal tersebut yang mendorong pemerintah untuk terus meningkatkan kualitas pelayanan dari sisi aktor pelaku layanan tersebut. Jumlah PNS di Indonesia bukan jumlah yang sedikit, dan hampir setiap tahun terus bertambah. Tingkat pendidikan dari kebanyakan PNS juga setingkat S1, jumlah ini tidak mungkin tidak menjadi pertimbangan pemerintah karena perlu juga dipikirkan untuk perkembangan karir dan keahlian profesional. Maka dari itu, aspek manajemen PNS yang jelas dan terarah menjadi prioritas utama dalam penyusunan Undang-Undang Aparatur Sipil Negara, karena pentingnya itu maka saat ini sedang dibahas Rencana Peraturan Pemerintah mengenai manajemen PNS.

Berdasarkan latar belakang masalah diatas maka rumusan masalah pada penelitian ini adalah Bagaimanakah persepsi umum PNS KEMENPANRB terhadap ketentuan tentang pangkat dan jabatan dalam Manajemen PNS pada Undang-Undang Nomor 5 Tahun 2014 Tentang ASN?

Adapun tujuan dan manfaat dari penelitian ini adalah untuk Menganalisa persepsi umum PNS Kementerian Pendayagunaan Aparatur Negara dan Reformasi Birokrasi terhadap ketentuan tentang pangkat dan jabatan dalam Manajemen PNS berdasarkan UU Nomor 5 Tahun 2014 tentang Aparatur Sipil Negara. Selain itu untuk menganalisa faktor-faktor yang mempengaruhi pelaksanaan tentang ketentuan pangkat dan jabatan dalam Manajemen PNS berdasarkan Undang-Undang Nomor 5 Tahun 2014 Tentang Aparatur Sipil Negara.

Hipotesis yang relevan untuk diuji berdasarkan tujuan dari penulisan tesis ini adalah: Persepsi umum PNS Kementerian Pendayagunaan Aparatur Negara dan Reformasi Birokrasi terhadap ketentuan tentang pangkat dan jabatan dalam Manajemen PNS berdasarkan Undang-Undang Nomor 5 Tahun 2014 Tentang Aparatur Sipil Negara saat ini adalah baik karena Undang-Undang tersebut memberikan nuansa baru yang lebih baik dalam sistem manajemen SDM aparatur di Indonesia.

Penelitian yang dilakukan adalah penelitian deskriptif dengan pendekatan survey dan dengan melakukan kegiatan penggalian informasi dan mendeskripsikan semua data yang ditemukan di wilayah penelitian. Teknik pengumpulan data dilakukan dengan wawancara *(interview)*, dokumentasi, telaah kepustakaan serta penyebaran kuesioner kepada para responden. Data primer adalah data yang diperoleh langsung

dari narasumber melalui penyebaran kuesioner ataupun dari hasil observasi langsung di lokasi, yaitu jawaban-jawaban dari responden. Data sekunder yang dimaksud disini adalah data yang diperoleh dari studi kepustakaan yang bersumber dari dokumen dan literatur yang berhubungan dengan penulisan tesis.

Persepsi Umum tentang Undang-Undang Aparatur Sipil Negara

Berdasarkan jawaban dari 80 orang responden pada pertanyaan pertama dari variabel kedua tentang perbandingan perubahan dalam Undang-Undang ASN dengan Undang-Undang sebelumnya, diperoleh skor rata-rata 3,01. Skor ini menunjukan bahwa variabel ini berada pada kategori baik.

Pertanyaan kedua dari variabel kedua adalah tentang persepsi responden terhadap manajemen PNS dibandingkan dengan peraturan sebelumnya. Berdasarkan jawaban dari 80 responden didapatkan skor rata-rata sebesar 3,05. Skor ini menunjukan bahwa variabel ini berada pada kategori baik.

Pertanyaan ketiga dari variabel kedua adalah pengetahuan tentang apa yang diatur dalam manajemen PNS. Berdasarkan jawaban yang diberikan kepada 80 orang responden, diperoleh skor rata-rata 3,11. Skor ini menunjukan bahwa variabel ini berada pada kategori baik.

Pertanyaan keempat dari variabel kedua adalah pengetahuan terhadap pemahaman tenatang manajemen pns, apakah bisa dipahami oleh responden. Berdasarkan jawaban yang diberikan kepada 80 orang responden, diperoleh skor rata-rata 2,74. Skor ini menunjukan bahwa variabel ini berada pada kategori baik.

Pertanyaan keenam dari variabel kedua adalah pengetahuan mengenai perubahan pangkat dan jabatan dalam manajemen PNS. Berdasarkan jawaban yang diberikan kepada 80 orang responden, diperoleh skor rata-rata 2,91. Skor ini menunjukan bahwa variabel ini berada pada kategori baik.

Pertanyaan ketujuh dari variabel kedua adalah tentang pengaturan pangkat dan jabatan berdasarkan kompetensi dan kualifikasi objektif. Berdasarkan jawaban yang diberikan kepada 80 orang responden, diperoleh skor rata-rata 2,84. Skor ini menunjukan bahwa variabel ini berada pada kategori baik.

Pendapat tentang Pengaturan Pangkat dan Jabatan dalam UU ASN

Pada variabel ke dua responden diberikan 11 pertanyaan dan pernyataan, yang berkaitan dengan pengaturan pangkat dan jabatan dalam Undang-Undang ASN. Fokus pertanyaan dan pernyataan lebih spesifik untuk mendapatkan jawaban yang spesifik. Berdasarkan jawaban dari 80 orang responden pada pertanyaan pertama dari variabel ketiga tentang pembagian jabatan ASN, diperoleh skor rata-rata 3,05. Skor ini menunjukan bahwa variabel ini berada pada kategori baik.

Evaluasi Efisiensi Unit Pelaksana Teknis Badan Pengawas Obat dan Makanan

Efficiency Evaluation of Technical Operational Unit the Nasional Agency of Drug and Food Control

Nama	: Eko Purwanto
NIP	: 198506282011011002
Instansi	: KEMENPAN & RB
Tahun Intake	: 2014
Tingkat Beasiswa	: Master Local
Program Studi	: Magister Perencanaan dan Kebijakan Publik
Negara Studi	: Indonesia
Universitas	: Universitas Indonesia

ABSTRAK

Penelitian ini bertujuan menganalisis tingkat efisiensi relatif dari 31 Unit Pelaksana Teknis Badan Pengawas Obat dan Makanan (UPT BPOM) tahun 2013 dan 2014 dengan menggunakan metode *Data Envelopment Analysis* (DEA). Pemilihan metode DEA dikarenakan kelebihannya mengolah lebih dari satu input dan output. Input terdiri dari 3 variabel, yaitu jumlah pegawai, jumlah peralatan laboratorium, dan jumlah anggaran. Output terdiri dari 8 variabel, yaitu jumlah sarana produksi dan distribusi obat dan makanan yang diperiksa, jumlah sampel produk obat dan makanan yang diuji, jumlah iklan yang diawasi, jumlah kasus, jumlah pengaduan, jumlah sertifikasi, jumlah Sekolah Dasar yang diintervensi, jumlah komunikasi, edukasi dan informasi. Hasil perhitungan dengan pendekatan output menunjukkan pada tahun 2013 secara teknis terdapat 24 efisien dan 7 UPT BPOM tidak efisien. Sedangkan tahun 2014, secara teknis terdapat 23 yang efisien dan 8 UPT BPOM yang tidak efisien. Bagi UPT BPOM yang belum efisien secara teknis dapat diperbaiki nilai efisiensinya dengan meningkatkan output berdasarkan hasil perhitungan DEA.

Kata Kunci: Efisiensi, Unit Pelaksana Teknis (UPT) BPOM, Data *Envelopment Analysis* (DEA), pendekatan output

ABSTRACT

This research is to analyze the relative efficiency level of 31 Technical Operational Unit the Nasional Agency of Drug and Food Control (UPT BPOM) in 2013 and 2014 using Data Envelopment Analysis (DEA). DEA chosen is because is able to handle more input and output. Inputs use 3 variable are numbers of employees, numbers of laboratory equipment, and budget. Outputs use 8 variable is numbers of site production and distribution drug and food, numbers of sample product drug dan food tested, numbers of advertisement supervised, numbers of case, numbers of complaint and quetions, numbers of sertification, numbers of primary school intervention and number of communication, education and information. The results using output oriented showed in 2013, 24 classified as technically efficient and 7 classified as technically inefficient. In 2014, 23 classified as technically efficient and 8 classified as technically inefficient. For UPT BPOM which are tehcnically inefficient, is necessary to repair the efficiency with improve output variabel based on DEA.

Keywords: Efficiency, Technical Operational Unit of BPOM, Data Envelopment Analysis (DEA), output oriented.

Belum Optimalnya Sistem Pengawasan Obat dan Makanan yang Beredar di Masyarakat

Dalam pelaksanaan tugasnya, terdapat permasalahan yang dihadapi oleh Badan POM maupun UPT BPOM yaitu belum optimalnya sistem pengawasan obat dan makanan yang beredar di masyarakat (*post-market)*, belum sepenuhnya tercapai penapisan produk dalam rangka pengawasan obat dan makanan sebelum beredar (*pre-market*).

Dengan tantangan dan permasalahan yang dihadapi, UPT BPOM dituntut untuk mampu melaksanakan tugas dan fungsinya guna mencapai kinerja secara efisien dan efektif guna memberikan kemananan kepada masyarakat terhadap produk obat dan makanan yang beredar yang pada akhirnya diharapkan dapat memberikan kontribusi yang maksimal bagi pembangunan kesehatan masyarakat. Pengukuran kinerja dari UPT BPOM menjadi sangat penting sebagai bahan evaluasi dan pengambilan kebijakan guna menghadapi tantangan yang ada dan perbaikan kinerja kedepannya.

Berdasarkan latar belakang masalah diatas tujuan penelitian ini adalah untuk menganalisis tingkat efisiensi realatif dalam penyelenggaraan UPT BPOM dan untuk menganalisis langkah-langkah perbaikan yang harus dilakukan guna meningkatkan efisiensi kinerja UPT BPOM.

Objek penelitian ini adalah UPT Badan POM yang berada diseluruh Indonesia. Saat ini terdapat 33 UPT Badan POM yang terdiri dari Balai Besar POM dan Balai POM. Metode pengumpulan data melaui studi literatur yaitu dengan membaca dan mempelajari beberapa literatur ilmiah, seperti buku, jurnal, skripsi, tesis, media online dan sumber lain yang berhubungan dengan objek penelitian. Metode studi lapangan yang dilakukan yaitu melakukan pengajuan permintaan data kepada pihak yang berkaitan dengan objek penelitian. Pihak yang terkait antara lain Biro Umum, Biro Perencanaan dan Keuangan, dan Direktorat Surveilan dan Penyuluhan Keamanan Pangan Badan POM.

Penyusunan model dari suatu DMU dapat didasarkan pada fungsi dan tujuan dari adanya DMU tersebut. Dari fungsi dan tujuan itu nantinya dapat ditentukan variabel input dan output yang digunakan dalam model. Pada prinsipnya variabel input meliputi sumber daya (*resources)* yang digunakan oleh DMU untuk menghasikan variabel output meliputi parameter-parameter kinerja yang dicapai. Output yang digunakan dalam penelitian ini merupakan kinerja dari UPT BPOM. Kinerja dari UPT BPOM merupakan turunan dari kinerja Badan POM, hal ini dapat ditunjukkan dari rencana strategis (*renstra*) masing-masing UPT BPOM yang mengacu kepada renstra Badan POM.

Dalam penelitian ini, penulis menggunakan beberapa perangkat lunak, yaitu: Microsoft Excel digunakan untuk melakukan pengelompokan data, pengujian korelasi antar variabel input, pengujian korelasi antar variabel output dan pengolahan data lainnya. MAXDEA digunakan untuk menghitung nilai efisiensi masing-masing DMU

(UPT BPOM) dengan metode DEA. *Software* ini dikembangkan oleh B*eijing Realworld Research and Consultation Company Ltd* dan didownload di http://www.maxdea.cn/.

Hasil Pengukuran Efisiensi UPT Badan POM

Pengukuran efisiensi UPT BPOM dalam penelitian ini menggunakan software maxDEA Basic. Dalam penelitian ini, perhitungan efisiensi relatif menggunakan DEA dengan pendekatan output oriented (maksimasi ouput) dan VRS (*Variable Return to Scale*). Pedekatan output oriented mengukur bilamana sejumlah output dapat ditingkatkan secara proporsional tanpa mengubah jumlah input digunakan. Asumsi ini digunakan karena mempertimbangkan bahwa urusan pegawai merupakan kewenangan dari Biro Kepegawaian Badan POM sehingga proses pengurangan/penambahan dari jumlah pegawai tidak dengan mudah dilakukan. Selain itu, berdasarkan analisis beban kerja, jumlah pegawai yang ada saat ini masih kurang untuk melaksanakan tugas dan fungsi dari UPT BPOM. Untuk jumlah peralatan laboratorium telah diatur berdasarkan Keputusan Kepala Badan POM Nomor HK.00.05.21.4978 tahun 2014 tentang Standar Minimal Laboratorium UPT. Peralatan yang telah memenuhi atau bahkan melebihi standar minimal akan dapat meningkatkan kemampuan dalam proses pengujian sampel produk obat dan makanan. Sedangkan anggaran, meskipun usulan kebutuhan anggaran dari setiap UPT BPOM namun anggaran tersebut diverifikasi oleh Biro Perencanaan dan Keuangan, Sekretariat BPOM berdasarkan alokasi anggaran yang ada. Penyesuaian yang lebih realitas untuk dilakukan penyesuaian adalah terhadap variabel output dengan memaksimalkan output dari input yang tersedia.

Dari pengolahan data 31 UPT BPOM dengan menggunakan pendekatan output oriented dan VRS, pada tahun 2013 terdapat 24 atau 77% UPT BPOM yang efisien dan 7 atau 23% yang belum efisien. Sedangkan untuk tahun 2014 terdapat 23 atau 74% UPT BPOM yang efisien dan sebanyak 8 UPT BPOM atau 26% yang belum efisien. Dalam DEA, efisiensi yang dihasilkan bersifat relative terhadap sampel yang digunakan. Oleh karena itu, pada tahun 2013 efisiensi 24 UPT BPOM bersifat relatif terhadap 31 UPT BPOM yang diobservasi. Sedangkan tahun 2014, efisiensi 23 UPT BPOM bersifat relatif terhadap 31 UPT BPOM.

Dengan menggunakan metode rasio, seluruh UPT BPOM telah efisien, bahkan melebihi nilai 1. Perhitungan efisiensi perkegiatan ini hanya didasarkan pada rasio pencapaian output kegiatan dengan input berupa persentase penyerapan anggaran. Pencapaian efisiensi melebihi satu, dapat berarti pencapian output kegiatan yang melebihi 100%, penyerapan anggaran yang tidak mencapai 100%, atau kedua-duanya sehingga rata-rata nilai efisiensi lebih dari 1. Meskipun rata-rata nilai efisiensi seluruh UPT BPOM dikategorikan efisien, namun dalam hal ini dapat menunjukkan bahwa masih terdapat keterbatasan dalam perencanaan dan penetapan target yang ingin dicapai.

Berdasarkan penelitian ini terdapat 21 UPT BPOM yang sama-sama efisien tahun 2013 dan 2014. Sedangkan UPT BPOM yang sama-sama belum efisien pada tahun 2013 dan 2014 berjumlah 5 yaitu Balai Besar POM di Palembang, Balai Besar POM di Manado, Balai Besar POM di Jayapura, Balai POM di Kendari dan Balai POM di Ambon. Terdapat 3 DMU yang efisien di tahun 2013 tetapi belum efisien di tahun 2014 yaitu Balai Besar POM di Makassar, Balai Besar POM di Jayapura, Balai POM di Batam dan Balai POM di Palu. Sedangkan UPT BPOM yang belum efisien di Tahun 2013 tetapi efisien di 2014 adalah Balai Besar POM di Medan dan Balai Besar POM di Pontianak. Capaian nilai efisiensi terendah tahun 2013 dan 2014 diperoleh oleh Balai POM di Kendari dengan nilai 0,72 dan 0,68.

Penyebab suatu UPT BPOM efisien dikarenakan seluruh komponan input yang dimiliki telah digunakan untuk menghasilkan output secara maksimal. Penggunaan variabel input dan pencapaian output telah mencapai (achived) 100%. Penggunaan variabel input yang telah mencapai 100% meliputi jumlah pegawai, jumlah peralatan lab dan jumlah anggaran. Pencapaian output telah mencapai 100% meliputi jumlah sarana, jumlah produk, jumlah iklan, jumlah kasus, jumlah pengaduan, jumlah sertifikasi, jumlah sekolah dasar dan jumlah komunikasi, edukasi dan informasi. Sedangkan bagi UPT BPOM yang belum efisien jika penggunaan input dan menghasilkan output yang belum mencapai 100%.

Potensi Perbaikan UPT BPOM yang Belum Efisien

Dalam rangka perbaikan atau peningkatan kinerja UPT BPOM yang belum efisien, maka perlu dilakukan peningkatan efisiensi.

1. Perbaikan efisiensi UPT BPOM yang belum efisien dapat mengacu pada benchmark yang disajikan pada tabel 5.7. Hal ini dapat diartikan terdapat 4 UPT BPOM yang dijadikan acuan oleh Balai Besar POM di Palembang untuk menjadi efisien. Adapun keempat DMU tersebut adalah DMU Nomor 10 (BB POM di Yogyakarta), DMU nomor 11 (BB POM di Surabaya), DMU Nomor 21 (Balai POM di Jambi), dan DMU Nomor 26 (Balai POM di Palangkaraya).

2. Selain menggunakan benchmark, metode DEA dengan menggunakan juga menghasilkan nilai target dan nilai perbaikan baik input ataupun output dari DMU yang belum efisien untuk menjadi efisien. Untuk mencapai tingkat efisien, pada tahun 2013 perlu dilakukan peningkatan capaian jumlah sarana sebesar 1.847 dari 1.212 sarana atau perlu dilakukan penambahan sebesar 635 sarana. Sedangkan pada tahun 2014 perlu dilakukan peningkatan capaian jumlah sarana sebanyak 352 dari 1.253 menjadi 1.605. Pemeriksaan sarana bertujuan untuk menjaga agar sarana produksi obat dan makanan selalu sesuai dengan dengan produksi baik obat dan makanan yang benar. Sedangkan sarana distribusi obat dan makanan bertujuan agar sarana distribusi selalu menjaga distribusi obat maupun makanan dengan baik.

Dengan meningkatnya jumlah sarana yang diperiksa, diharapkan produk obat dan makanan yang diproduksi dan didistribusikan terjamin keamanannya.

3. Analisa dan interpretasi terhadap UPT BPOM lain yang belum efisien pada dasarnya sama, sehingga tidak disajikan seluruhnya.

Seluruh UPT BPOM telah Efisien

Pada tahun 2013, dari 31 UPT BPOM sebanyak 24 (77%) telah efisien dan 7 (23%) UPT BPOM yang belum efisien. Sedangkan tahun 2014, sebanyak 23 (74%) efisien dan 8 (26%) UPT BPOM yang belum efisien. Untuk UPT BPOM yang memiliki nilai efisiensi terendah adalah Balai POM di Kendari sebesar 0,72 dan 0,68. Secara keseluruhan pada tahun 2013 dan 2014, terdapat 21 UPT BPOM yang sama-sama efisien, 5 UPT BPOM yang sama- sama belum efisien, dan 5 UPT BPOM yang pernah efisien.

Pengukuran efisiensi berdasarkan rasio persentase pencapaian output dengan persentase penyerapan anggaran, seluruh UPT BPOM telah efisien karena nilai rata-rata efisiensi melebihi 1. Pencapian tersebut dapat menunjukkan masih terdapat keterbatasan dalam perencanaan dan penetapan target yang ingin dicapai.

Setelah dilakukan analisa sensitivitas, UPT BPOM yang efisien sesuai perhitungan awal tetap masih efisien dapat dijadikan benchmark yang terbaik. Namun UPT BPOM yang nilai efisiennya berubah menjadi inefisien menunjukkan bahwa UPT BPOM tersebut bukan sebagai benchmark yang terbaik dan harus menjaga seluruh capaian kinerja agar tetap efisien.

UPT BPOM yang belum efisien apabila menggunakan input dan/atau menghasilkan output yang belum seluruhnya atau sebagian mencapai 100%. Potensi perbaikan untuk meningkatkan efisiensi UPT BPOM yang belum efisien dapat mengacu pada benchmark atau table of target values. Penelitian ini menggunakan asumsi output oriented atau maksimasi output, sehingga perbaikan UPT BPOM yang belum efisien dititikberatkan pada variabel output yang tingkat pencapaian belum optimal. Perbaikan dilakukan dengan meningkatkan jumlah target output yang dicapai.

Hasil pengukuran efisiensi dengan metode DEA hanya menghasilkan indikator efisiensi secara teknik operasional. Meskipun demikian, informasi yang dihasilkan dari penelitian ini dapat dijadikan sebagai salah satu masukan bagi pengembangan metode analisis pengukuran efisiensi dan perbaikan kinerja dari UPT BPOM.

Pendekatan yang digunakan adalah output oriented, maka meningkatkan efisiensi bagi UPT BPOM yang belum efisien dilakukan dengan melakukan penyesuaian terhadap output yang besarnya sesuai dengan target yang dihasilkan oleh DEA.

Untuk mendukung pencapaian target yang dihasilkan oleh DEA, beberapa hal yang perlu dilakukan adalah meningkatkan kesadaran dan partisipasi masyarakat (baik umum maupun pelaku usaha) melalui kegiatan Komunikasi, Informasi dan Edukasi yang bertujuan untuk peningkatan keamanan obat dan pangan. Peningkatan kerjasama lintas sektor guna meningkatkan keamanan dan mutu obat dan makanan. Peningkatan kapasitas internal UPT BPOM sesuai dengan penguatan 8 area reformasi birokrasi khususnya peningkatan kemampuan sumber daya manusia yang ada serta penguatan laboratorium yang ada.

Perlu dilakukannya penyeragaman pencapian output kegiatan, hal ini dikarenakan terdapat beberapa output yang tidak terdapat di Laporan Tahunan maupun LAKIP.

Terkait dengan capaian output yang dihasilkan dan input yang digunakan dapat menjadi rujukan dalam melihat kinerja UPT BPOM jika dibandingkan dengan UPT BPOM lain. Apabila selama ini kinerja UPT BPOM dibandingkan dengan target internal yang sudah ditetapkan, sehingga dapat membandingkan kinerja UPT BPOM satu dengan UPT BPOM yang lain.

Meningkatnya Penggunaan Sepeda Motor di Provinsi Daerah Khusus Ibu Kota Jakarta (Faktor-faktor Penyebab dan Implikasi Kebijakan)

The Increase of Motorcycle Usage in Special Area Province Jakarta (Cause Factors and Policy Implications)

Nama	: Imelda Mauldivita
NIP	: 197205031993022001
Instansi	: BPKP
Tahun Intake	: 2013
Tingkat Beasiswa	: Master Local
Program Studi	: Magister Perencanaan dan Kebijakan Publik
Negara Studi	: Indonesia
Universitas	: Universitas Indonesia

ABSTRAK

Selama periode 1990-2013, laju pertumbuhan jumlah sepeda motor di DKI Jakarta mencapai 12 persen/tahun, delapan kali lipat laju pertumbuhan penduduk. Hal ini merupakan potensi persoalan besar bagi perekonomian DKI Jakarta. Studi ini menganalisis faktor-faktor yang mempengaruhi jumlah sepeda motor, inefisiensi penggunaanya dan potensi beban subsidi BBM. Berdasarkan analisis ekonometrika maupun data primer, disimpulkan bahwa faktor utama penentu pertumbuhan sepeda motor adalah pendapatan per kapita, tarif riil angkutan umum dalam kota, harga riil sepeda motor dan harga riil BBM. Sedangkan kebijakan kenaikan BBM tahun 2005 terbukti memicu kenaikan penggunaan sepeda motor. Sekalipun sepeda motor, merupakan alat transportasi termurah dan tercepat untuk jarak pendek (≤ 15 kilometer) namun secara ekonomi penggunaanya mahal/tidak efisien. Misalnya, jumlah sepeda motor yang ada sudah empat kali lebih besar dibandingkan dengan yang dibutuhkan, yang menimbulkan masalah pemborosan energi. Bila subsidi BBM tetap Rp.1000/liter, hasil proyeksi menunjukkan bahwa akumulasi potensi subsidi BBM 2016-2020 dapat mencapai Rp.46 triliun.

Kata kunci: Jumlah Sepeda Motor, Inefisiensi, Potensi beban subsidi

ABSTRACT

During the period 1990-2013, the rate of growth in the number of motorcycles in DKI Jakarta reached 12 percent/year, the rate eightfold of population growth. This is a potential problem for the economy of DKI Jakarta. This study analyzes the factors that influence the number of motorcycles, the inefficiency of its use and the potential burden of fuel subsidies. Based on the econometric analysis and primary data, it was concluded that the determining factor for the growth of the motorcycle is income per capita, real rates of public transport in the city, the real price of a motorcycle and the real price of fuel. While the fuel price hike policy in 2005 proved to trigger an increase in the use of motorcycles. Even motorcycles, the cheapest and fastest means of transportation for short distances (≤ 15 kilometers), but its use is economically expensive / not efficient. For example, the number of motorcycles that there are already four times greater than required, which raises the problem of energy wastage. When the fuel subsidies remain Rp.1000 / liter, the projection indicates that the accumulation potential fuel subsidy from 2016 to 2020 can reach Rp. 46 trillion.

Keywords: number of motorcycle, inefficiency, potential subsidy

Introduction

Jumlah angkutan umum dan jenis angkutan umum telah mengalami peningkatan, namun demikian jumlah sepeda motor tetap mengalami peningkatan. Peningkatan penggunaan sepeda motor ternyata tetap terjadi walau adanya kenaikan harga BBM tahun 2005. Berdasarkan data BPS, terlihat bahwa setelah adanya kenaikan harga BBM yang tinggi pada tahun 2005, maka dalam kurun waktu 2005-2013 jumlah sepeda motor dengan tumbuh sebesar 8,5 persen per tahun. Kondisi tersebut mengindikasikan adanya pemindahan moda tansportasi dari pengguna sepeda motor ke angkutan umum (Litman, 2013).

Berdasarkan latar belakangtersebut, maka rumusan masalah untuk penelitian ini adalah:

1. Faktor-faktor apa yang mempengaruhi jumlah sepeda motor di Provinsi DKI Jakarta?
2. Benarkah kebijakan kenaikan harga BBM pada tahun 2005, telah mendorong peningkatan penggunaan sepeda motor di Provinsi DKI Jakarta?
3. Berapa besar inefisiensi penggunaan sepeda motor di Provinsi DKI Jakarta?
4. Berapa potensi beban subsidi BBM sepeda motor di Provinsi DKI Jakarta, di masa mendatang?

Adapun tujuan dari penelitian ini adalah untuk menganalisis faktor-faktor apa yang mempengaruhi jumlah penggunaan sepeda motor di Provinsi DKI Jakarta. Kedua untuk menganalisis dampak kebijakan kenaikan harga BBM pada tahun 2005, terhadap peningkatan penggunaan jumlah sepeda motor di Provinsi DKI Jakarta. Ketiga untuk menganalisis tingkat inefisiensi penggunaan sepeda motor di Provinsi DKI Jakarta. Dan untuk memproyeksi dan analisis potensi beban subsidi BBM sepeda motor di Provinsi DKI Jakarta, di masa mendatang. Penulis memiliki 6 hipotesis yang akan dibuktikan kebenarannya dalam penelitian ini, yaitu:

1. Pendapatan per kapita berpengaruh positif terhadap perubahan jumlah sepeda motor.
2. Harga riil sepeda motor berpengaruh negatif terhadap perubahan jumlah sepeda motor.
3. Tarif Riil Angkutan Umum Dalam Kota berpengaruh positif terhadap perubahan jumlah sepeda motor.
4. Harga Riil BBM berpengaruh negatif terhadap perubahan jumlah sepeda motor
5. Panjang Jalan berpengaruh positif terhadap perubahan jumlah sepeda motor.
6. Dummy Kebijakan Kenaikan BBM memiliki pengaruh positif terhadap perubahan jumlah sepeda motor.

Penelitian ini merupakan studi empiris dengan menggunakan analisis deskriptif dan ekonometrika. Analisis deskriptif meliputi analisis deskriptif data primer dan data sekunder. Penggunaan analisis deskripif dan ekonometrika, berdasarkan data

primer dan sekunder, bersifat saling melengkapi. Data yang digunakan terdiri dari data sekunder dan data primer. Sumber data sekunder adalah Badan Pusat Statistik (BPS) Republik Indonesia (RI) dan Pemerintah Daerah Provinsi DKI Jakarta. Sementara itu data primer dikumpulkan dengan menyebarkan kuesioner kepada responden yang menggunakan sepeda motor sebagai sarana transportasi. Kriteria responden adalah mereka yang menggunakan sepeda motor serta memiliki tempat tinggal dan bekerja di Provinsi DKI Jakarta.

Perhitungan Perbandingan Biaya

Persepsi responden yang ditunjukkan dari sisi pendapatan, jarak tempuh dan pemakaian bensin untuk sepeda motor telah menunjukkan bahwa pernyataan didominasi oleh responden yang menyatakan biaya penggunaan sepeda motor lebih murah dibandingkan dengan angkutan umum. Hal tersebut didukung dengan simulasi perhitungan antara biaya pengeluaran bensin seminggu dengan biaya penggunaan angkutan umum pulang pergi dalam seminggu dari tempat tinggal ke tempat kerja. Dari penelitian ini dapat disimpulkan dengan menggunakan harga riil premium dan tarif riil angkutan umum dalam kota, dalam seminggu (5 hari kerja) maka biaya penggunaan sepeda motor lebih murah dibandingkan angkutan umum dalam kota.

Persepsi Responden Terhadap Perbandingan Waktu Tempuh

Penelitian ini menunjukkan bahwa semua jarak tempuh menyatakan dominan adalah satu-dua kali lebih cepat dibandingkan menggunakan angkutan umum dalam kota. Dan persentase terbesar berikutnya adalah responden yang menyatakan bahwa dengan menggunakan sepeda motor dapat di atas dua sampai dengan lima kali lebih cepat dibandingkan angkutan umum dalam kota. Hal tersebut menunjukkan bahwa baik jarak dekat maupun jarak jauh relatif lebih cepat menggunakan sepeda motor dibandingkan dengan menggunakan angkutan umum dalam kota.

Persepsi Responden terhadap Perbandingan Tingkat Kenyamanan

Sebanyak 64 orang (40 persen) dari 159 responden menyatakan bahwa tingkat kenyamanan sepeda motor sama saja dengan angkutan umum. Pernyataan tersebut dapat menggambarkan walaupun sepeda motor merupakan kendaraan bermotor terbuka, namun tingkat kenyamanannya dapat sama dengan angkutan umum dalam kota. Responden yang menyatakan sepeda motor lebih nyaman bahkan jauh lebih nyaman adalah sebanyak 81 orang (51 persen).

Inefisiensi Daya Angkut Sepeda Motor

Jumlah sepeda motor yang telah melebihi kebutuhan angkatan kerja dapat menyebabkan konsumsi BBM subsidi sepeda motor yang sangat tinggi. Selain itu, diperparah dengan adanya kemacetan, yang membuat laju perjalanan semakin lama akan mempengaruhi jumlah konsumsi BBM yang semakin besar pula. Oleh karena itu, jika sebagian besar perjalanan bagi penduduk angkatan kerja diakomodir dengan tersedianya angkutan umum yang memiliki daya angkut besar, maka diduga dapat mengurangi jumlah sepeda motor yang digunakan secara rutin untuk transportasi ke tempat kerja. Dengan mengacu pada asumsi di atas, bis besar dan Transjakarta memiliki daya angkut yang paling besar, sehingga untuk mengangkut penduduk angkatan kerja hanya dibutuhkan sekitar 65.000 bis besar atau 76.000 Transjakarta. Dengan demikian jika ingin mengangkut 80 orang hanya membutuhkan satu bis besar sedangkan dengan sepeda motor untuk mengangkut 80 orang dibutuhkan 40 sepeda motor, dimana jumlah tersebut jika disejajarkan dengan ukuran bis besar, maka jauh melebihi ukuran bis besar sehingga dapat mengakibatkan kepadatan lalu lintas yang tidak sesuai dengan kapasitas jalan raya.

Proyeksi Jumlah Sepeda Motor dan Potensi Beban Subsidi BBM

Dari penelitian ini dihasilkan proyeksi bahwa jumlah sepeda motor di DKI Jakarta, pada tahun 2020 mencapai antara 20,2 juta unit sampai dengan 24,1 juta unit. Skenario ini sama-sama mengasumsikan kenaikan pendapatan per kapita 5 persen per tahun. Perbedaan utama kedua skenario tersebut, terutama dalam harga riil BBM dan tarif riil angkutan umum dalam kota. Pada skenario 6, harga riil BBM diasumsikan turun, sementara tarif riil angkutan umum dalam kota. Pada skenario 7 harga riil BBM naik, sementara tarif riil angkutan umum dalam kota turun.

Perbedaan skenario tertinggi dan terendah ternyata tidak terlalu besar, yaitu sekitar 20 persen. Hal ini menunjukkan bahwa sampai tahun 2020 sudah dapat dipastikan terjadinya peningkatan jumlah sepeda motor di DKI Jakarta, terutama bila pendapatan per kapita tumbuh sekitar 5 persen per tahun dan tarif riil angkot tidak diturunkan.

Potensi Beban Subsidi BBM Akibat Pertambahan Jumlah Sepeda Motor

Berdasarkan asumsi-asumsi tersebut selanjutnya dihitung potensi BBM subsidi per tahun sejak tahun 2016 sampai dengan 2020. Perhitungan dilakukan dengan mengalikan jumlah sepeda motor untuk masing-masing proyeksi dengan besaran subsidi per liter, jumlah pemakaian BBM per minggu dan jumlah minggu dalam satu tahun.

Proyeksi subsidi BBM untuk sepeda motor di Provinsi DKI Jakarta, menunjukkan bahwa selama periode 2016 – 2020 besarnya subsidi tidak akan pernah lebih rendah dari Rp. 6 triliun. Bahkan pada tahun 2020 diperkirakan subsidi BBM untuk sepeda motor mencapai Rp. 9 triliun sampai dengan Rp. 11 triliun. Sementara itu akumulasi subsidi BBM selama periode 2016-2020 dapat mencapai Rp. 46,2 triliun, dikarenakan peningkatan jumlah sepeda motor yang disebabkan peningkatan pendapatan per kapita sebesar 4 persen per tahun, penurunan harga riil sepeda motor sebesar 5 persen per tahun, penurunan harga BB riil sebesar 6 persen, peningkatan harga riil sepeda motor sebesar 6 persen, peningkatan panjang jalan 1 persen dan tarif rriil angkutan umum dalam kota sebesar 5 persen per tahun.

Sedangkan dengan asumsi adanya penurunan tarif riil angkutan umum dalam kota sebesar 5persen serta peningkatan harga riil BBM sebesar 6 persen. Potensi beban subsidi BBM dengan skenario 7 adalah sebesar Rp. 41,2 triliun lebih rendah sekitar Rp 5 triliun dibandingkan skenario 6. Dengan demikian potensi beban akumulatif subsidi, selama tahun 2016-2020 adalah antara Rp.41,2 triliun sampai Rp.46,2 triliun. Nilai potensil beban subsidi tersebut sangat besar dan bisa dihindari atau setidak-tidaknya dikurang dengan memperbaiki infrastruktur transportasi umum berskala besar atau massal seperti *Mass Rapid Transportation* (MRT). Penghematan subsidi BBM tersebut makin terasa, bila perspektif periode analisisnya makin panjang. Karena itu, biaya pembangunan MRT yang nilainya mencapai belasan triliun rupiah masih dinilai rasional bila dikaitkan dengan berbagai manfaat ekonomi yang diperoleh.

Terdapat Faktor Ekonomi yang Berpengaruh

Hasil studi dengan menggunakan data primer menunjukkan bahwa para pengguna sepeda motor di Provinsi DKI Jakarta, umumnya adalah mereka yang berusia muda, bekerja di sektor swasta dan berpendapatan menengah ke bawah. Mereka menggunakannya untuk transportasi dalam kota dengan jarak tempuh yang umumnya kurang dari 15 kilometer. Alasan penggunaan sepeda motor adalah, karena memang jauh lebih murah, nyaman, mudah dan cepat dibandingkan dengan bila menggunakan kendaraan umum.

Hasil estimasi dengan menggunakan *time series* 1990-2013 menyimpulkan bahwa harga riil sepeda motor, pendapatan per kapita, tarif riil angkutan umum dalam kota, harga riil BBM, panjang jalan dan kebijakan kenaikan BBM berpengaruh signifikan terhadap jumlah sepeda motor di Provinsi DKI Jakarta. Harga riil sepeda motor berpengaruh positif terhadap perubahan jumlah sepeda motor, dengan tenggang waktu satu tahun. Pendapatan per kapita berpengaruh positif terhadap perubahan jumlah sepeda motor. Tarif riil angkutan umum dalam kota berpengaruh positif terhadap perubahan jumlah sepeda motor, dengan tanggung waktu dua tahun. Harga riil BBM berpengaruh negatif terhadap perubahan jumlah sepeda motor dengan tenggang

waktu satu tahun. Panjang jalan berpengaruh positif terhadap perubahan jumlah sepeda motor dengan tenggang waktu satu tahun. Kebijakan kenaikan BBM pada tahun 2005 berpengaruh positif terhadap perubahan jumlah sepeda motor.

Hasil penelitian menunjukkan bahwa terdapat inefisiensi daya angkut sepeda motor. Inefisiensi tersebut dievaluasi dari daya angkut sepeda motor yang sudah jauh lebih besar dari jumlah angkatan kerja yang membutuhkan. Pada tahun 2013, jumlah sepeda motor yang ada di DKI Jakarta, sudah hampit 4 kali lipat dari jumlah yang dibutuhkan. Dibandingkan dengan yang dibutuhkan. Dengan menggunakan beberapa asumsi, inefisiensi penggunaan BBM untuk 79 orang yang menggunakan sepeda motor dibandingkan dengan menggunakan angkutan umum dalam kota mencapai Rp. 273 miliar per tahun.

Jumlah sepeda motor sejak tahun 2016 sampai dengan tahun 2020 diproyeksikan mengalami peningkatan jumlah sepeda motor yang pertumbuhannya sejak tahun 2016 sampai dengan tahun 2020 dapat mencapai 13 persen pertahun. Proyeksi jumlah sepeda motor terbesar dengan mengunakan skenario terjadinya peningkatan pendapatan per kapita, peningkatan harga riil sepeda motor, peningkatan panjang jalan yang diikuti dengan peningkatan tarif riil angkutan umum dalam kota serta penurunan harga riil BBM. Peningkatan jumlah sepeda motor berdasarkan proyeksi tersebut dapat meningkatkan jumlah potensi subsidi BBM.

Berdasarkan hasil studi menunjukkan bahwa terdapat faktor ekonomi yang berpengaruh terhadap pertumbuhan sepeda motor di Provinsi DKI Jakarta, yaitu pendapatan per kapita, tariff riil angkutan umum dalam kota, harga riil sepeda motor serta harga riil BBM. Bila pemerintah ingin mengendalikan peningkatan jumlah sepeda motor di Provinsi DKI Jakarta, maka sebaiknya memfokuskan diri pada pengelolaan variabel tersebut di atas. Namun, pemerintah tidak mungkin mengendalikan jumlah sepeda motor dengan menurunkan tingkat pendapatan per kapita. Oleh karena itu, variabel yang dapat diintervensi antara lain adalah tarif angkutan umum dalam kota. Selain itu, dari hasil studi juga menunjukkan bahwa penambahan panjang jalan dapat memicu pertambahan jumlah sepeda motor sedangkan disisi lain hasil studi menunjukkan bahwa sepeda motor masih menjadi alternatif utama dibandingkan angkutan umum dalam kota.

Oleh karena itu, implikasi kebijakan terkait hasil penelitian adalah sebagai berikut:

1. Untuk mengurangi penggunaan sepeda motor, tarif transportasi umum sebaiknya diturunkan. Kendala yang muncul dari kebijakan ini adalah reaksi perusahaan-perusahaan penyedia jasa transportasi umum di Jakarta, yang umumnya berskala kecil dan tidak efisien. Namun, pemerintah dapat mengurangi reaksi ini dengan menghapuskan berbagai pungutan yang tidak relevan, namun sangat memberatkan.

2. Permasalahan lalu lintas tidak hanya memprioritaskan penambahan panjang jalan. Namun, perlu diprioritaskan pula kebijakan yang dapat menarik pengguna sepeda motor untuk beralih ke angkutan umum dalam kota.

3. Langkah yang paling dibutuhkan untuk menangani persoalan peningkatan penggunaan sepeda motor di DKI Jakarta adalah reformasi sistem transportasi umum, untuk mencapai sistem yang mampu melayani dalam skala besar, efisien, murah, aman dan nyaman.

4. Selain itu pemerintah provins DKI Jakarta juga mereformasi sistem transportasi jarak pendek atau menengah. Data primer menunjukkan bahwa sebagian besar responden menggunakan kendaraan bermotor untuk menempuh jarak kurang dari 15 kilo meter. Alasan utama penggunaan sepeda motor adalah karena angkot untuk jarak menengah, kualitasnya amat buruk dan harganya relatif mahal.

The Effects of Training on Performance: Evidence from the Government Internal Auditors in Indonesia

Pengaruh Pelatihan terhadap Kinerja: Bukti dari Auditor Internal Pemerintah di Indonesia

Nama	: Kapsari
NIP	: 197204091994021001
Instansi	: BPKP
Tahun Intake	: 2013
Tingkat Beasiswa	: Master Overseas
Program Studi	: Public Management and Policy Analysis Program
Negara Studi	: Jepang
Universitas	: International University of Japan

ABSTRACT

Training is an important element of human resource management. Training aims to improve competence of employees and thus performance at both the individual and organizational levels. A series of tailored-training has been carried out by the Indonesian Government Internal Auditors, as a counter-measure to environmental change and increasing complexity of the assignment of internal auditors. By using OLS and Ordered Logit regression analysis, this study reveals that the implementation of the stages of the auditor training, pre-training, during training, and after training, has influence on the performance of the internal auditors, as proxied by indicators of Training Effectiveness and Meeting Output Deadlines. Specifically, the process of training requirements and competency gap analysis proved to have significant influence on the performance of auditors. Furthermore, procurement training facilities and infrastructure, establishment of syllabus and curriculum, and teachers who master the use of training materials have positive effects on the performance of the internal auditors. And lastly, the ability to re-explain the self-activity in-house training (MCC) has a positive effect on the performance of the internal auditors. As a knowledge-based organization, BPKP should continue existing training programs with a variety of improvements in the implementation.

Keywords: employee training, human resources management, training process, government internal auditor, performance.

ABSTRAK

Pelatihan merupakan elemen penting dalam pengelolaan sumber daya manusia. Pelatihan bertujuan untuk meningkatkan kompetensi karyawan dan dengan demikian kinerja baik pada tingkat individu maupun organisasi. Serangkaian pelatihan yang disesuaikan telah dilakukan oleh Auditor Internal Pemerintah Indonesia, sebagai tindakan balasan terhadap perubahan lingkungan dan meningkatnya kompleksitas penugasan auditor internal. Dengan menggunakan analisis regresi OLS dan O*rdered Logit,* penelitian ini menunjukkan bahwa penerapan tahap pelatihan auditor, pra-pelatihan, selama pelatihan, dan setelah pelatihan, berpengaruh terhadap kinerja auditor internal, sebagaimana ditunjukkan oleh indikator-indikator Pelatihan Efektivitas dan Rapat Batas Waktu Output. Secara khusus, proses persyaratan pelatihan dan analisis kesenjangan kompetensi terbukti berpengaruh signifikan terhadap kinerja auditor. Selanjutnya, sarana dan prasarana pelatihan pengadaan, penyusunan silabus dan kurikulum, dan guru yang menguasai penggunaan materi pelatihan memiliki efek positif terhadap kinerja auditor internal. Dan terakhir, kemampuan untuk menjelaskan kembali *self-activity in-house training* (MCC) berpengaruh positif terhadap kinerja auditor internal. Sebagai organisasi berbasis pengetahuan, BPKP harus melanjutkan program pelatihan yang ada dengan berbagai perbaikan dalam pelaksanaannya.

Kata kunci: pelatihan karyawan, manajemen sumber daya manusia, proses pelatihan, auditor internal pemerintah, kinerja.

Introduction

Training in the public sector should be designed in accordance with the characteristics of the public sector. Some studies have developed such concepts as psychological contract to harmonize the relation between the individuals and the organization (Sims, 1992) and improvement of training in the public sector through the certain approach methods namely employee's learning style (Sims & Sims, 1991). In addition, training in the public sector needs a systemic design to increase productivity, for example, the Critical Event Model (Wooldridge,1988). Policies have been adopted to improve training and thus develop human resources both in developing countries such as Bangladesh (Mahmood & Akhter, 2011), Indonesia (Bennington & Habir, 2003; Muta & Budiono, 1987), Kazakhstan (Mahmood & Baimukhamedova, 2013), Mexico (Villar, Audet, & Escardíbul, 2013), the Philippines (Udani, Sunio, Dado & Udani, 2012), and Peru (Talleri, Audet, & Escardíbul, 2012), and in developed countries such as Australia, Sweden, and the United States (OECD, 1993).

Most relevant to this thesis, some training policies have been implemented by the Indonesian government to improve human resource both for the public officials, including the internal auditors. In general, the Indonesian government has set a series of policies to improve the quality of Indonesian human resources. Law No. 20/2003 on National Education System requires the Indonesian government to provide education both formal and non-formal, and informal education. In addition, Law No. 13/2003 and Government Regulation No. 31/2006 on employment require the Indonesian government to organize a series of job training. In particular, the Government Regulation No. 101/2000 mandates the government to organize training for civil servants as part of efforts to increase the capacity and competence of government officials.

Furthermore, for the training of internal government auditors, the Finance and Development Supervisory Agency (Badan Pengawasan Keuangan dan Pembangunan, BPKP) is the coordinator of Indonesian functional auditors (Jabatan Auditor Fungsional, JFA) for the entire Government Internal Supervisory Apparatus (Aparat Pengawasan Internal Pemerintah, APIP). Based on this position, BPKP imposes a BPKP chief regulation No. PER-1274/K/JF/2010 and its amendment No. 15/2014 about APIP's education, training and certification procedures, which are consist of certification training and continuing professional development. In addition, BPKP has also set up the curriculum of functional auditor training. Government's internal auditor training has a goal to improve the performance of APIP (including BPKP itself). Against such policy background, this thesis focuses on examining the potential influence of BPKP's auditor training on auditor-trainees' performance.

The tasks of BPKP as presidential auditors are to formulate a national policy of internal control for financial accountability across the country (regions); conduct audit, the Review, evaluation, monitoring, and other surveillance activities; provide

consultancy related to risk management, internal control, and governance; and review central government financial statements and performance reports (Presidential Decree No.192/2014). Furthermore, to support the above-mentioned tasks, BPKP has organized a series of training for its auditors. Such trainings aim to prepare competent and professional auditors in planning, organizing, implementing, controlling, monitoring and evaluation, covering the whole process of audit activities, the Review, evaluation, monitoring, and other oversight activities of the implementation of tasks and functions of the organization (PER -1274/K/JF/2010). To support its duties and functions, BPKP has conducted a series of educational and training activities to the auditors. This is related to the consideration that the Indonesian government is still facing various issues, especially concerning the quality of the financial statements, corruption, and public service.

Research has been conducted on the effects of training on the performance. The results are varied. Specifically, training has impact on employee performance such as competency and performance before and after training Nigera's Oil Industry (Aibieyi, 2012); the banking sector (Jones, Kalmi, & Kauhanen, 2011); the hotel and tourism sectors (Ubeda-Garcia, Cortes, Marco-Lajara, & Zaragoza., 2014), small firm enterprises (SME) (Aragon-Sanchez, Barba-Aragon, & Sanz-Valle, 2003; Bryan, 2006; Paton, Marlow & Hannon, 2000), the effect of training needs assessment, training contents, and training evaluation on performance in sugar company (Otuko et al., 2013); storage company (Bell, Menguec, & Widing, 2010; Russel, Terborg, & Powers, 1985).

BPKP's auditors who have had trainings are expected to absorb knowledge that can be applied to their work as an auditor. The rate of absorption and implementation of training results to the real world's day-to-day work may indicate how training can affect their performance. The examination of the effect of training on the BPKP's auditor performance in terms of productivity (auditor activities or output report) and the timeliness is another question of this research.

The purposes of this study are to get evidence about the impact of BPKP's auditors training on their performance and to provide appropriate recommendations for improvement in polices. The objectives of this study are:

To provide a comprehensive view of the BPKP's auditor perceptions in terms of the influence of education and training on their performance. Their performance is based on two measures; namely, 1) increase in the level of BPKP's auditors productivity and 2) timeliness of output activity reports;

To conduct an assessment of the importance of training and what kinds of training content are needed by the BPKP's auditors; and To examine the association of the various factors such as age, educational background, gender, motivation, and working conditions on the one hand, and the auditor performance in terms of auditor outputs on the other.

To be able to answer the research questions and prove the hypotheses that have been determined, the authors conducted a survey of BPKP auditors. The survey was conducted by questionnaire disseminate to some respondent. Each Respondent asked about their perceptions of auditor training effect on the performance of auditors. Questions focused on the three phases of training auditors are pre-training, during training and after training will affect Training Effectiveness and Meet the Output Deadline.

This study uses a quantitative approach and descriptive statistics. Descriptive statistics provide a description of the data obtained for the mean, median, mode, standard deviation, maximum, and minimum. Furthermore, the data is processed into a clear format for making the information easier to understand. For this purpose, STATA 13.1 is used to quantify the measures either using Likert scale value or interval scale in order to produce a correlation matrix between the control variables, the independent variables, and the dependent variables. There are three types of analytical tools that are used in this study: test reliability, OLS, and Ordered Logit regression analysis.

Participant Motivation will Influence the Training Result

Generally, the independent variables of pre-training have influence on auditor performance. Training Requirement has influence on both Training Effectiveness and Meeting the Output Deadline. The regression result reveals that the implementation of some activities before training which are conducted by BPKP's Management Training has influence on auditor performance. The training requirements process for selecting training participants has been assigned to a special unit in BPKP. An auditor must meet the technical and administrative requirements to become as a training auditor participant. Therefore, auditor training participants are auditors whose qualifications are satisfied. This selection process is encouraging in that the legal requirement factor has an effect on training effectiveness and auditor performance.

In addition, Trainees Initiative also leads to a strong motivation for participants to follow and learn in the training process. They are motivated to be promoted to a higher position and improve competence as a reliable auditor. Furthermore, Training Requirement has no influence on Meeting the Output Deadline because Training Requirement is only associated with the implementation of a training course, not with the implementation on training result on their audit work. This is consistent with Malero (2000) in that training had no effect on promotion and Tabasih and Abu Bakr (2008) that reported that motivation of trainees will affect training outcomes.

Training Need has an impact on Training Effectiveness but has no effect on Meeting the Output Deadline. The questions of Training Need is related to the "auditor competency gap" that occurs among BPKP's auditors. Training Need is have a negative effect on Training Effectiveness because training participants felt that they should

be given more opportunities to participate in training than they have earned over the years. In addition, employees felt that the determination of training needs which are conducted by a training management or technical unit in BPKP is not in accordance with the expectations of all employees.. Although every employee feels like to follow more training to improve their competence, then it will reduce their performance since there is dissatisfaction with the work environment. They do not feel happy at work because of their ability and competence are not used optimally and there are the absence of a balanced reward for the performance they have achieved. This regression result is corresponding with previous research by Otuko et Al. (2013) that Training Need has significant influence on performance and effectiveness of the organization.

Training Materials and Delivery Methods Affect Employee Performance

There are two different regression results for two independent variables regarding during-the-training. Training Process Quality has influence on performance of auditors, while Training Satisfaction does not. Training Process Quality influences both Training Effectiveness and Meeting the Output Deadline. Factors such as conducive training environment, relevant training materials, new and informative information in class, and the quality of teachers can be encouraging trainees to follow the training with comfort and willingness, get the latest knowledge, and gain useful skills in accordance with the implementation of their works. Adequate physical infrastructure, up-to-date syllabus and curriculum, and qualified teachers bring training participants to a transfer of knowledge. This is consistent with the research by Otuko (2013) which states that training content and delivery method has an effect on employee performance.

Training Satisfaction does not have influence on both Training Effectiveness and Meeting the Output Deadline. Training Satisfaction is associated with respondents' perceptions about training in general. A total of 78% of participants said that the implementation of the training has been "very good". The absence of a relationship between Training Satisfaction and the dependent variables may be due to the fact that this variable only measures the satisfaction of the implementation of the training course and not the implementation in a real job. The evaluation of trainee satisfaction is done through filling the training evaluation sheet after the completion of training. This regression result is contrary with previous research which states that participant satisfaction will change the participant behavior in relation to the work (Fearman & Ban, 1993).

Post-Training Dissemination Efforts make a Difference In Auditor Performance

There are two different independent variables for after–training factors, i.e., Belief in Training that does not have influence on the auditor performance and After-Training Dissemination efforts has an effect on performance. There is no enough evidence that Belief in Training has an effect on either Training Effectiveness or Meeting the Output Deadline. Belief in Training is training participant's perception about training as one way to improve their training transfer knowledge. As many as 68% of respondents "agree" and 27% "strongly agree" that training will improve competency. In addition, as many as 61% of respondents "agree" and 38% "strongly agree" that training is important for the auditor. The training transfer process toward real auditor's competence does affect the auditor performance. This finding is noteworthy because the performance is not only influenced by the auditor competence but also by other factors such as the complexity of the audit work, leadership and organizational support, and networking with clients. In addition, seriously participating in training is motivated not only by desire for competence but also by other factors such as the increase in promotion, award of the organization, and compulsion or command from their leadership.

Post Training Dissemination has an effect on Training Effectiveness and Meeting the Output Deadline. The variables are associated with re-explaining training materials to all employees in his/her department. Not all government organizations in Indonesia require such practice, but for BPKP it is a convention to be followed by training participants. There are mechanisms for implementing its activities through a self-training house (Pelatihan Kantor Sendiri, PKS). A trainee who is able to implement PKS is considered understanding the training materials and being able to practice in the audit work so that this has an effect on performance. Given these practices, it is clear from the analysis that post-training dissemination efforts make a difference in auditor performance.

Testing of demographic factors on OLS regression and Ordered Logit models is intended to determine whether they are also related to trainee and organizational performance. Generally, control variables do not have effect on Training Effectiveness and Meeting the Output Deadline. Only Marital Status, Head Department and Job Position Leader are found to affect both Training Effectiveness and Meeting the Output Deadline. This result implies that the control variables are largely not related to the implementation of the training, which is rather expected given that the issue of control variables is not considered in the performance assessment criteria for BPKP auditors.

The gender factor is not a requirement for training so that men and women have the same status and the opportunity to follow the training and participate actively during the training. Therefore, the gender factor is not an important issue in the implementation

of training, distinguishing audit work, and measurement of auditor performance in BPKP. Besides, age is not a prerequisite to follow the auditor training. There is no minimum or maximum age requirement for participating training. For substantive training, the age of training participants is various such as the Junior Auditor which have average age 20-30 years, 31-45 years for Senior Auditor, and more than 45 years for Supervisor. In addition, the motivation to learn and master the training material may be determined not only by age but also by others factors such as intention and talent. Yet, there is no strong evidence to conclude that younger trainees have a higher motivation to learn than older one and vice versa.

Even if Marital Status is irrelevant in in participating in training, it has influence on both Meeting the Output Deadline and Training Effectiveness. Training participants with the status of married and non-married have the same opportunity to participate in training, learning in the classroom, and apply the training results. However, Marital Status has an effect on both Training Effectiveness and Meeting the Output Deadline. It may imply that there is a difference in perception between married and non-married participants in term of the effect of auditor training on Training Effectiveness. Alternatively, married participants may face more difficulties to get focused during and after the training, which asks for a careful assessment of the situation.

There is a Difference of Perception between the Supervisor and Team Leader

Auditor training participants come from all departments in whole Indonesia Provinces. Then, those departments are categorized by three dummy variables, namely Head Department, Big Representative Department, and Small Representative Department, with the last one as the reference group. Training participants from the Head Departments show a higher level of training effectiveness, compared to those from the Small Representative Departments. This suggests that there are differences in the perceptions of the influence of audit training on auditor performance between the Head Department and the Small Representative Department.

The comparison group for Education is Graduate (master's) degree. Education level is the requirements for the certified training, but not for substantive training. The minimum education requirements for certified training, Team Leader training and Supervisor training, is undergraduate degree and diploma for skilled or junior auditor training. The minimum educational requirements have implications for training participants. A master graduate can follow all the certified training. Notwithstanding, the empirical result does not show that trainee's education level has an effect on perceptions of training effectiveness or on organizational performance.

Tenure is a set of dummy variables with Tenure above 30 years the base category. None of the coefficients on tenure dummies are significant. Tenure is not a requirement to follow the auditor training. Therefore, during the execution of the training, all trainees have the same opportunity to learn and absorb the training material. Furthermore, Job position is a set of dummy variables with Supervisor as the base category. Just like education, job position is a requirement to follow the certified training. To become participants of auditor training for the Supervisor level, the job position requirement is Senior Auditor; and to become participants of the Senior Auditor level auditor training, the job position requirement is Junior Auditor. And, this study finds strong evidence that there are differences in perception between Supervisors and Team Leaders in terms of interpreting the effect of training on the training effectiveness. Supervisors tend to be more skeptical of the effectiveness of auditor training.

Patronage Culture: A Challenge to Indonesia Bureaucratic Reform

Budaya Patron: Tantangan bagi Indonesia Reformasi Birokratik

Nama	: Lina Maulana
NIP	: 198310102008042002
Instansi	: LAN
Tahun Intake	: 2015
Tingkat Beasiswa	: Master Overseas
Program Studi	: Master's Program of Public Policy
Negara Studi	: Jepang
Universitas	: National Graduate Intitute for Policy Studies

ABSTRACT

This study attempts to verify whether patronage culture (and interrelated factors including weak accountability, hegemonic political regime, high and legitimate power distance, low wages, and bureaucratic dysfunction) is still fairly entrenched in the midway of bureaucratic reform efforts launched by the Indonesian government. Through a descriptive-qualitative method, the analysis demonstrates that some regional leaders who are innovative and highly committed to the public service improvement (reformist leader) have proven success in managing the patronage culture. As for other factors that inhibit the bureaucratic reform includes weak accountability, hegemonic political regime, high and legitimate power distance, and bureaucratic dysfunction are still found in the current Indonesia bureaucratic reform. Nevertheless, the low wages factor that impede reform did not occur in the Indonesian bureaucracy because the civil servant income nowadays are relatively high. This policy report provides several policy recommendations that can be implemented to improve the implementation of bureaucratic reform in Indonesia, such as, special training for reformist leader, going digital policy through Electronic-Government, Open promotion system (open-recruitment), and encourage the emergence of innovation laboratory in all local government.

Keywords: Patronage Culture, Interrelated Factors, Bureaucratic Reform

ABSTRAK

Studi ini mencoba untuk memverifikasi apakah budaya patronase (dan faktor yang saling terkait termasuk pertanggungjawaban yang lemah, rezim politik hegemoni, jarak kekuatan yang tinggi dan sah, upah rendah, dan disfungsi birokrasi) masih cukup mengakar di tengah upaya reformasi birokrasi yang diluncurkan oleh pemerintah Indonesia. Melalui metode deskriptif-kualitatif, analisis tersebut menunjukkan bahwa beberapa pemimpin daerah yang inovatif dan memiliki komitmen tinggi terhadap peningkatan pelayanan publik (pemimpin reformis) telah terbukti berhasil dalam mengelola budaya patronase. Sedangkan faktor lain yang menghambat reformasi birokrasi mencakup pertanggungjawaban yang lemah, rezim politik hegemoni, jarak kekuasaan yang tinggi dan sah, dan disfungsi birokrasi masih ditemukan dalam reformasi birokrasi Indonesia saat ini. Kendati demikian, rendahnya upah yang menghambat reformasi tidak terjadi di birokrasi Indonesia karena pendapatan PNS saat ini relatif tinggi. Laporan kebijakan ini memberikan beberapa rekomendasi kebijakan yang dapat diimplementasikan untuk memperbaiki pelaksanaan reformasi birokrasi di Indonesia, seperti pelatihan khusus untuk pemimpin reformis, melakukan kebijakan digital melalui Electronic-Government, sistem promosi terbuka (open-recruitment), dan mendorong Munculnya laboratorium inovasi di seluruh pemda.

Kata kunci: Budaya Patronase, Faktor yang saling terkait, Reformasi Birokrasi

Introduction

Regional autonomy relatively has not been able to develop a high level of accountability

and transparency, as well as effectiveness and efficiency (Kristiansen and Santoso, 2006) which resulted in the unchanged situation of corruption in some regions. This is proven by the official data from the Corruption Eradication Comission (KPK) indicating cases of corruption are still dominated by the involvement of regional heads, legislators, and private sectors (KPK, 2015). Moreover, the data in 2014 also showed an increase in the number of corruption cases at local government level compared to 2013. The findings of Indonesia Corruption Watch (ICW) stated that a number of corruption cases in districts were due to the high cost of the regional head elections. As a result, the elected regional heads organized corruption to cover expenses during the election campaign. Types of corruption by the head of the region include selling the business license, embezzling local budgets, as well as providing goods and services.

Until the end of 2014 an evaluation on the bureaucratic reform implementation at local government level (provincial and disctrict/city) has not been organized. Report on Strategic Plan (Minister of State Apparatus Empowerment and Bureaucratic Reforms Regulation No. 7 Year 2015) on Kemenpan RB Strategic Plan 2015-2019 stated that Kemenpan and RB evaluate the reform only at the level of ministries/agencies (Strategic Planning Report of Kemenpan RB, 2015:17). Hence, there is a space for this study to simultaneously evaluate the implementation of bureaucratic reform at local governments level.

Studies of bureaucratic reform in Asian countries conclude that the difficulties and failures of the reform is a result of a strong patronage culture that is well-known in Asia (Scott, 1972; Blunt, Turner, and Lindroth, 2012), surrounded by interrelated factors including weak accountability, hegemonic political regime, high and legitimate power distance, low wages, and bureaucratic dysfunction (Turner, 2013). In Indonesia, this culture has been rooted for many years and has been an obstacle to overcome. At the time of change from the New Order Era under Soeharto that is laden with corruption, collusion, and nepotism (as part of patronage culture) (Bhakti, 2004) to the current Reform Era, there is a big concern whether there has been a significant change in the Indonesia local government bureaucracy.

Nonetheless, some local governments, as explained previously, have succeed in dealing with this patronage issue resulting in better public services, while others did not. Therefore, the present study attempt to understand how these distinctive facts could occur in the same policy (bureaucratic reform). Thus, the expected results of this research could drive the success of the implementation of bureaucratic reform evenly in all Indonesian level of governments.

Departing from the research conducted by Turner (2013), which used Cambodia as a sample, this study tries to verify whether patronage culture (and interrelated factors including weak accountability, hegemonic political regime, high and legitimate power distance, low wages, and bureaucratic dysfunction) are still fairly entrenched in the midway of bureaucratic reform efforts launched by the Indonesian government? And

how local governments manage the patronage culture and simultaneously attain better quality of public services? Moreover, this policy report tries to reveal whether there are other factors that lead to the success of bureaucratic reform practiced by some of the local governments in Indonesia.

This paper will attempt to answer the research questions through a descriptive-qualitative method by reviewing sources such as government statements and reports, particularly stated by Kemenpan and RB as the ministry in charge of bureaucratic reform in Indonesia, the previous research and papers, and academic literatures in order to have a big picture of bureaucratic reform concept associated with Indonesia context. Furthermore, the local government strategic plans and performance reports, public interviews, public opinions, are the next documents to look over with the purpose of discovering the local government policies and approaches to perform high quality governance that is vulnerable due to the patronage issue. To simplify, this paper will try to define "successful" local governments as those who received various awards in terms of public services and governance in comparison with the "failed" local governments with low performance.

Bureaucratic Reform

Osborne and Plastrik (2004) explained bureaucratic reform as a fundamental transformation of the system and government organizations in order to attain a significant improvement in term of effectiveness, efficiency, and ability to innovate. Transformation is achieved by changing the goals, incentive systems, accountability, power structure, and culture system, inside government bureaucracy. Those changes are expected to create a government bureaucracy which is characterized as dynamic, creative, innovative, and continuously improves quality without any pressure from certain interest groups, as well as the motivation to improve themselves (self-renewal system) so that it is ready to face the challenges.

Bureaucratic reform can contribute to the improvement of the government competencies in governing effectively and efficiently if the reform can restore the accountability and bureaucratic apparatus loyalty to the public interest and make the bureaucratic apparatus as profession that is independent from the interest of power and politics (Dwiyanto, 2011:433).

Bureaucratic reform would encourage a better implementation of good government, which are more transparent, accountable, and innovative. Improvement and transformation of local government bureaucracy should be directed at three interests. First, provide better public services. Second, accountable in the use of public financial resources. Third, improve the internal efficiency and effectiveness of government agencies; particularly make the public budget as a basis for decision-making. (Eko Prasojo and Teguh Kurniawan, 2008; Fukuyama, 2015).

Patronage and Bureaucratic Reform

Services provided by bureaucracy to the service users (people in general) is not optimal for various reasons. Some of those reasons are the lack of improvisation, initiative, and the desire to solve problems as soon as possible. One contributing factor is patriarchal and feudalism (Kurniawan, 2013). According to Dwiyanto (2011), there are three factors that affect Indonesia's bureaucracy performance based on the implementation of Weber bureaucratic concept, they are bureaucracy structure, environment, culture and values. Due to the effect of these three factors, the concept of bureaucracy initiated by Weber could not be implemented as expected in Indonesia, even led to pathology of bureaucracy, namely paternalistic, swelling budgets, excessive procedures, swelling bureaucracy, and fragmented bureaucracy (Adnan, 2013: 198)

Vertical patterns of patron-client relationship has become Southeast Asian politics characteristic. This type of bond is basically defined as a mutually beneficial relationship between two person (dyadic ties). The one with higher position in term of socioeconomic (patron) utilizes his power and wealth in order to acquire special service and assistance from the one with lower status (client) (Scott, 1972: 91-92).

Ennser and Jedenastik shared the same basic understanding of patronage. Patronage principally as an exchange relationship on many kinds of benefits among the patron and the client, such as in political transaction where the politician offers special access to any valuable information and access to bureaucracy to the client (Ennser-Jedenastik, 2014: 399). Moreover, this patronage culture will impact negatively the development objectives of developing countries when bureaucrats become disregarded in the process of public investment. (Brinkerhoff dan Goldsmith, 2004: 182; Khan, 2005).

Society characterized with paternalistic culture will creates bureaucracy with paternalistic culture as well. However, a reformist leaders still could lead this bureaucracy into a successfull reform (Dwiyanto, 2011). In paternalistic society, bureaucratic reform likely to succeed if the leaders are capable in leading the reform. Hence, the the role of the leader is not only important, but decisive. The leader is the prime mover. The leader should not hand over the bureaucratic reform to his subordinates, instead he should lead it. They have to lead the formulation of the strategic plan of bureaucratic reform design. From the various descriptions above, it can be concluded that leader is a key to success for bureaucratic reform (Nugroho, 2013: 57).

Bureaucratic Reform Inhibiting Factors in Indonesia

Nugroho (2013: 55) in "Leaders and Bureaucratic Reform" explained that a number of studies observing Indonesia's bureaucratic reform performance during 1998-2012

fundamentally provide general direction with similar conclusions. He deducted that most of the bureaucratic reform process has not been successful, some small part success, and the rest did not work at all. Dwiyanto's research in 2002 and 2010 also provide a clear basic understanding that paternalism culture still interferes with the public bureaucracy in Indonesia. The bureaucracy paternalistic behavior was developed because of the excessive implementation of hierarchy within public bureaucracy and compounded with the lack of political and public control capacity.

None of the modern state with advanced economy, high science, clean government, good implementation of human rights, are dominated with patrimonial culture. The rampant corruption in Indonesia's bureaucratic system happened because of the patrimonial bureaucratic model adopted by Indonesia. Although the reform has been underway for more than 15 years, the local government bureaucracy still has not reformed itself in providing the services needed to the society (Haniah, et al., 2000: 41).

Weak Accountability and Corruption

Overall, in 2014, the provincial government has the highest percentage of the Local Government Finance Report (LKPD) that received WTP Opinion (Unqualified Opinion), which is 76.47%, compared to cities and regencies at 61.54% and 44.59%. By level of government, there was an increase in WTP opinion from the previous year. At the provincial level, an increase in WTP opinion was from 48.48% to 76.47%, while for the regencies increased from 26.38% to 44.59%, and for the cities increased from 37.63% to 61.54%. The progress in opinion of 504 LKPD experienced a significant increase compared with the previous year (BPK, 2015: 69).

Kemenpan and RB in corporation with Indonesia Sigma Research in 2015 also conducted Public Perception Survey Toward Bureaucratic Reforms in 12 cities (Kemenpan and RB, 2015). In this study, the parameter of "public perception" focused on the eight areas of change. These parameters subsequently become a public perceptions index measurement.

The highest rank among the eight parameters of bureaucratic reform are management and public services, while the lowest rank was monitoring and accountability. The local government that received the lowest score is Jayapura City. These results generally indicate that Indonesian bureaucracy is still weak on the aspect of monitoring and accountability. Therefore, internal and external controls are need to be optimized more.

Low levels of accountability tends to support corruption and in the reality of Indonesia public services showed that the public service sector is still vulnerable to corruption in the form of bribery, extortion, graft or abuse of authority (KPK, 2014). Based on data released by KPK, of the 439 corruptors handled by KPK from 2004-2014,

most occupy political position by 149 people (KPK, 2015). They are ministers, governors, mayors, regents and legislatives. The modus are receiving the deposit of collusion procurement, bribes on permits related to the management of natural resources, such as land conversion permits and mining permits. Moreover, throughout 2014, the Center for Financial Transaction Reporting and Analysis (PPATK) has submitted 15 audit reports (LHP) to the law enforcement. Those LHP outlined the allegations of corruption done by a number of regional heads. Unnatural and suspicious transactions conducted by executive and legislative officials are also increased by 34% from 490 reports in 2013 to 657 reports in 2014 (Tribunnews, 2014).

Another study is integrity survey managed by KPK (2014) and covered 60 regencies/cities with the range of score between 0-10. This value indicates that the approaching 10 means the service integrity is getting better and vice versa when it is close to 0 means the service integrity is getting worse. The survey discovered that the lowest score of integrity index is found in Palangkaraya City and Jayapura City which is below the "enough" category or below 6.00 point. These results indicate that service integrity needs more improvement in both regions. However, in the aggregrate (Figure 3), the national integrity index shows relative progress which reflects that efforts to eradicate corruption in Indonesia has been quite successfully improved on all levels of government.

Relatively similar results are also shown in the Worldwide Governance Indicators (WGI) published by the World Bank (The World Bank, 2014). Corruption control is managed to restrain the use of public power for private benefit, both small and big scale, as well as to restrain the misuse of state by elites and private interest. These corruption controls in Indonesia have increased though the level increase is not too high, it may indicate the government's efforts to eliminate corrupt behavior in the bureaucracy.

Corruption Perception Suvey 2015 organized by Indonesia Transparency International mentioned corruption in the top among 18 inhibiting factors of doing business in Indonesia (TII, 2015). Businesses sector that have a largest portion of bribery are construction by an average 9.1%, services by 7.4%, oil and gas by 7.2%. On the other hand, the smaller portion of bribery are in agriculture by average 3.5%, fishery by 3.3%, and forestry by 3.2% (TII, 2015: 4-13).

Low Wages for Public Officials

Turner's study (2013) has proved that the widespread corruption in Cambodia's public service was a result of the remuneration for public servants, which is not based on

merit system. Thus, low wages for public officials become one of inhibiting factors in bureaucratic reform. These circumstances are quite different from Indonesia where the civil servant's salaries currently are quite high and have increased relatively each year. In 2015, the policy will also be pursued to maintain the civil servant prosperity through increasing the basic salary by an average of 6.0% (Ministry of Finance, 2015). Minister of State Apparatus Empowerment and Bureaucratic Reforms, Yuddy Chrisnandi (2016) even said that civil servants currently are fairly a lucrative career option because their earnings have increasing significantly compared to 10 years ago.

In addition, one prominent aspect of Indonesia bureaucratic reform since 2004 is the increase of civil servant income through a scheme of remuneration or performance allowances, especially in regional autonomy concept, each local government could provide additional income to its personnel in accordance with their financial conditions.

The conclusion related to the relatively high income of local government officials today can also be demonstrated by comparing the earnings of the lowest grade of civil servants (high school education background) with the regional minimum wage set for the private sector for general category, as well as to compare with decent living needs in these areas. When the standard is only based on basic salary of civil servants, the income of government officials is still below the UMR and the KHL. This condition changes when local governments are given the authority to provide additional income of their personnels corresponding to the financial capabilities. As a result, the minimum wage obtained by civil servants working in local government is very high and even above the UMR and KHL. This striking difference makes the profession of a civil servant can compete with occupations in the private sector, where previously working as a civil servants was not the target for many job seekers because of the low income. The high income needs to be combined with the better bureaucratic performance in serving the public.

However, this relatively high income turns out not able to have a significant effect on the improvement of public service performance. Therefore, there is no guarantee that the high salaries of the public servants will be correlated to the success of bureaucratic reform (Haniah, et.al., 2015:44). Numerous cases show that most of the public servants understand the bureaucratic reform is more about additional income (remuneration), whereas bureaucratic reform is contextually aimed at changing the character (attitudes and behaviors) of government officials to act as a real public servants and have the competencies needed in the era of globalization (Dwiyanto, 2015).

Conclusion

A number of recent studies have confirmed that although bureaucratic reform was launched, there is still a patronage culture attached to the local government bureaucratic

reform though the intensity is as not high as in the era of President Suharto. However, some regional leaders who are innovative and highly committed to the public service improvement have proven successful in managing the patronage culture through changing the mind set and improving the public servant work ethic. These efforts resulting in an excellent public service for the society in particular and significant performance improvements for local government bureaucracy in general.

Other factors that inhibit bureaucratic reform (Turner, 2013) includes weak accountability, hegemonic political regime, high and legitimate power distance, and bureaucratic dysfunction and still found in the current Indonesia bureaucratic reform. Nevertheless, the low wages factor that impedes reform did not occur in the Indonesian bureaucracy because the civil servant income nowadays is relatively high. Therefore, both low income or high income earned by civil servants does not guarantee that bureaucratic reform can take place smoothly because the most influencing factor is the mind set or culture set from the civil servants (aside from the leadership factor).

Implementasi Kebijakan Pembangunan Pembangkit Listrik Tenaga Air (PLTA) Asahan 3 melalui Pinjaman Luar Negeri

The Policy Implementation of Asahan 3 Hydropower Plant Development Project Financed by Foreign Loan

Nama	: Mesi Purnamasari
NIP	: 198011152009012003
Instansi	: Bappenas
Tahun Intake	: 2012
Tingkat Beasiswa	: Master Local
Program Studi	: Administrasi dan Kebijakan Publik
Negara Studi	: Indonesia
Universitas	: Universitas Indonesia

ABSTRAK

Tesis ini membahas mengenai implementasi kebijakan pembangunan PLTA Asahan 3 melalui pinjaman luar negeri yang bertujuan mengatasi krisis listrik di Sumatera Utara. Penelitian ini adalah penelitian kualitatif dengan jenis penelitian deskriptif. Hasil penelitian menunjukkan bahwa tertundanya pembangunan PLTA Asahan 3 disebabkan oleh konflik kepentingan dan konflik kewenangan antara PT PLN dengan Pemprov. Sumut. Untuk mencegah berulangnya permasalahan ini di masa depan diperlukan koordinasi dan komunikasi yang baik antara pihak-pihak yang terkait terutama pada tahap perencanaan proyek.

Kata Kunci: Implementasi Kebijakan, Pinjaman Luar Negeri

ABSTRACT

This research discusses the implementation of government policy to develop Asahan 3 hydropower plant financing by foreign loan to solve electricity crisis in North Sumatera. This is a descriptive qualitative research in which the data were collected by deep interviews and documentation. Findings: the delay of Asahan 3 hydropower plant has caused by conflict of interest as well as conflict of authority between PT PLN and the Government of North Sumatera Province. It is suggested that improving the coordination and communication among parties mainly at the project planning phase will prevent the problem to recur.

Keyword: Policy Implementation, Foreign Aid, Foreign Loan

Introduction

Listrik merupakan kebutuhan publik yang penyediannya diatur oleh pemerintah. Listrik memiliki aspek strategis dalam pembangunan nasional sehingga usaha penyediaan tenaga listrik dikuasai oleh negara, sebagaimana tercantum pada pasal 33 ayat 3 Undang-Undang Dasar 1945. Di Indonesia penyediaan listrik diatur lebih lanjut dalam UU nomor 15 tahun 1985 tentang Ketenagalistrikan yang direvisi menjadi UU nomor 30 tahun 2009.

PT PLN menjadwalkan pembangunan konstruksi PLTA Asahan 3 selama 3-4 tahun. Jika pembangunan proyek dimulai pada tahun 2008 (pada saat tanggal efektif pinjaman berlaku), dan berjalan dengan lancar, maka pada tahun 2012 PLTA Asahan 3 telah dapat memproduksi listrik yang sangat diperlukan masyarakat Sumatera Utara. Penyelesaian permasalahan izin lokasi dan IPPKH membuat proyek baru dapat dimulai pada tahun 2015 dan selesai pada tahun 2018, atau tertunda selama 6 tahun dari jadwal semula. Dengan demikian tujuan utama dari kebijakan pembangunan PLTA Asahan 3 yakni untuk mengatasi krisis listrik di Sumatera Utara dapat dikatakan belum tercapai sesuai dengan jadwal yang direncanakan.

Keputusan pemerintah membangun PLTA Asahan 3 menggunakan pinjaman luar negeri adalah kebijakan publik demikian pula keputusan Pemprov. Sumut terkait pemberian izin lokasi kepada PT PLN untuk membangun PLTA Asahan 3, serta keputusan Kementerian Kehutanan untuk mengeluarkan atau tidak mengeluarkan IPPKH. Dalam kasus pembangunan PLTA Asahan 3 yang bertujuan untuk mengatasi krisis listrik di Sumatera Utara, tindakan yang dilakukan institusi-institusi pemerintah tersebut tidak bersinergi satu sama lain. Padahal jika mengacu kepada definisi krisis sebagai suatu kondisi yang sulit atau berbahaya, yang memerlukan perhatian serius (Mirriam-Webster Dictionary, 2014), sudah selayaknya jika kebijakan yang dikeluarkan ketiga institusi tersebut saling mendukung untuk menyelesaikan permasalahan krisis listrik.

Penelitian ini mencoba menjelaskan fenomena keterlambatan pembangunan PLTA Asahan 3 yang dibiayai pinjaman luar negeri dengan menggunakan model implementasi kebijakan dari Merilee S. Grindle. Keberhasilan implementasi sebuah kebijakan menurut Grindle (1980) ditentukan oleh dua variable yakni variabel isi kebijakan (content) dan variabel konteks kebijakan. Variabel isi kebijakan terdiri atas (1) kepentingan (interest), (2) jenis manfaat, (3) jangkauan perubahan yang diharapkan, (4) posisi pengambilan keputusan, (5) pelaksana-pelaksana program dan (6) komitmen sumber daya. Sementara variabel konteks kebijakan mengacu pada kondisi-kondisi lingkungan yang mewarnai implementasi kebijakan, yang mencakup konteks politik dan aktifitas administrasi. Variabel konteks kebijakan terdiri dari (1) power, kepentingan dan strategi aktor-aktor yang terlibat, (2) karakteristik institusi dan rezim serta (3) kepatuhan dan daya tanggap. Dalam penelitian ini unsur-unsur dalam variabel isi kebijakan dan

konteks kebijakan tersebut akan dikelompokkan kembali menjadi faktor-faktor yang mendukung atau menghambat implementasi kebijakan.

Dari dua permasalahan utama penyebab terlambatnya pembangunan PLTA Asahan 3 yang disebutkan di atas, penelitian ini akan mengambil fokus pada permasalahan pertama yakni izin lokasi dari Pemprov Sumut/Gubernur Sumut yang terjadi antara tahun 2004 sampai awal tahun 2012. Pemilihan fokus penelitian pada izin lokasi adalah karena proses mendapatkan izin lokasi memerlukan waktu yang cukup lama yakni sekitar tujuh tahun, dan pihak yang menyebabkan penundaan dikeluarkannya izin adalah Pemprov Sumut sendiri, yang sebenarnya merupakan pihak paling berkepentingan terhadap terselesaikannya krisis listrik di Sumatera Utara. Sementara, waktu penelitian yakni 2004-2012, dipilih berdasarkan tahun pertama kali PT PLN mengajukan surat permohonan izin lokasi yakni tahun 2004, sampai dengan waktu dikeluarkannya izin lokasi oleh Gubernur Sumut yakni pada awal tahun 2012.

Berdasarkan yang telah dipaparkan sebelumnya, maka pertanyaan yang diajukan dalam penelitian ini adalah tentang Bagaimana implementasi kebijakan pembangunan Pembangkit Listrik Tenaga Air (PLTA) Asahan 3 melalui pinjaman luar negeri pada periode 2004-2012?

Berdasarkan rumusan permasalahan di atas, maka tujuan yang hendak dicapai dalam penelitian ini adalah untuk menganalisis implementasi dan Mengidentifikasi faktor pendukung dan penghambat kebijakan pembangunan PLTA Asahan 3 melalui pinjaman luar negeri. Penelitian ini menggunakan pendekatan kualitatif. Menurut Cresswell (2010) tujuan dari penelitian kualitatif adalah untuk memahami situasi sosial tertentu, kejadian, peran, kelompok atau interaksi melalui sebuah proses investigasi dimana seorang peneliti secara gradual memahami fenomena sosial, mengkontraskan, mereplikasi dan mengklasifikasikan dari objek penelitian.

Dalam penelitian ini, penulis tidak menguji sebuah hipotesis untuk menerima atau menolak dugaan mengenai sebuah fenomena tetapi mencoba memahami situasi implementasi kebijakan pembangunan PLTA Asahan 3 melalui pinjaman luar negeri secara mendalam dengan menggunakan data-data dan fakta, menganalisa dan kemudian menginterpretasikan temuan-temuan tersebut.

Power/Kewenangan dan Strategi Aktor-aktor yang Terlibat

Akar dari keterlambatan pembangunan proyek PLTA Asahan 3 adalah perbedaan pandangan antara PT PLN dan Pemprov Sumut mengenai alokasi sumber daya berupa pembiayaan dan pengembang pembangunan PLTA Asahan 3. Jika PT PLN memutuskan untuk menggunakan pembiayaan APBN berupa pinjaman luar negeri Jepang dan melaksankan sendiri pembangunan proyek, maka Pemprov Sumut memilih PLTA Asahan

3 dibangun swasta melalui skema IPP. Sub bab ini akan membahas upaya-upaya PT PLN dan Pemprov. Sumut memperjuangkan kepentingannya dalam mengalokasikan sumber daya pada membangun PLTA Asahan 3 dengan menggunakan konsep power, kepentingan dan strategi dari masing-masing pihak.

Kepentingan utama dari PT PLN terkait PLTA Asahan 3 adalah memenuhi kebutuhan listrik masyarakat Sumut melalui pembangunan dan pengoperasian PLTA Asahan 3 dengan biaya paling ekonomis. Hal ini sesuai dengan salah satu tujuan didirikannya PT. PLN Persero dalam PP nomor 23/1994 yaitu menyediakan tenaga listrik bagi kepentingan umum sekaligus memupuk keuntungan berdasarkan prinsip pengelolaan perusahaan. Pada penjelasan sebelumnya diketahui bahwa dari dari sisi PT PLN, pembangunan PLTA Asahan 3 oleh PT. PLN menggunakan pinjaman luar negeri adalah lebih ekonomis dibandingkan dengan skema IPP.

Kepentingan utama Pemprov Sumut dalam pembangunan PLTA Asahan 3 adalah untuk mengatasi krisis listrik di Sumut dalam waktu singkat. Berdasar kepentingan ini Pemprov Sumut lebih mendukung pihak swasta menjadi pengembang PLTA Asahan 3 karena pihak swasta menjanjikan waktu yang lebih cepat dalam menyelesaikan proyek. Alasan lainnya karena pihak swasta (PT BSU) menjanjikan adanya opsi kepemilikan saham kepada Pemprov. Sumut yang dapat menambah PAD. Selain itu Pemprov. Sumut berpendapat bahwa skema IPP tidak akan menjadi beban bagi APBN serta dana pinjaman yang semula dialokasikan pada PLTA Asahan 3 dapat digunakan untuk membiayai pembangunan PLTA di tempat lain di Sumut.

Institusi atau pihak lainnya yang memiliki kaitan dengan pembangunan PLTA Asahan 3 adalah pihak swasta yakni PT MP dan PT BSU, Kementerian ESDM, Bappenas, Kementerian BUMN, Pemerintah Jepang melalui JICA, dan Wakil Presiden RI. Sebagaimana telah dijelaskan sebelumnya, kepentingan pihak swasta dalam pembangunan PLTA Asahan 3 adalah kepentingan investasi dan bisnis. Sementara keterlibatan Kementerian ESDM, Bappenas dan Kementerian BUMN adalah terkait dengan fungsi koordinasi, monitoring program/proyek serta mediasi permasalahan antara PT PLN dan Pemprov Sumut. Keterlibatan Wakil Presiden dalam permasalahan ini adalah sebagai higher authority dengan kewenangan untuk memutuskan pihak mana yang akan melaksanakan pembangunan PLTA Asahan 3. Sedangkan keterlibatan JICA adalah sebagai institusi yang mewakili pemerintah Jepang untuk melaksanakan pengawasan dalam pelaksanan proyek/program yang dibiayai pinjaman luar negeri Jepang.

Strategi-strategi yang dilaksanakan oleh Pemprov.Sumut dalam menggunakan power untuk mencapai tujuannya adalah reasons (alasan), tawar-menawar dan higher authority (kewenangan yang lebih tinggi). Sama seperti PT PLN, Pemprov. Sumut melalui surat dan paparan dalam pertemuan-pertemuan dengan instansi terkait menyatakan alasan-alasan mengapa lebih memilih pihak swasta menjadi pengembang PLTA Asahan 3. Pemprov. Sumut juga menerapkan strategi tawar-menawar dengan PT

PLN. Percepatan rencana pembangunan proyek PLTA Asahan yang direvisi menjadi 36 bulan oleh PT PLN, juga diperolehnya pembagian keuntungan dari operasi PLTA Asahan 3 untuk menambah PAD Sumut dapat dilihat sebagai suatu keberhasilan dari tawar-menawar yang dilakukan Pemprov. Sumut. Untuk memecahkan kebuntuan mengenai pihak mana yang menjadi pengembang PLTA Asahan 3, Pemprov. Sumut beberapa kali mengirimkan surat kepada pemerintah pusat, yang meminta agar pemerintah pusat segera memutuskan siapa yang paling cocok untuk menjadi pelaksana pembangunan PLTA Asahan 3. Pada akhirnya melalui rapat yang dipimpin oleh Wakil Presiden pada tanggal 18 Januari 2010, pemerintah pusat memutuskan bahwa pembangunan PLTA Asahan 3 tetap dilaksanakan oleh PT PLN.

Karakteristik Institusi PT PLN

Berdasarkan peraturan institusi PT PLN memiliki karakteristik menyediakan kebutuhan listrik masyarakat dan memupuk keuntungan yang digunakan untuk pengembangan penyediaan tenaga listrik bagi masyarakat. Sehubungan dengan hal tersebut PT PLN memiliki tanggung jawab tidak hanya untuk membangun PLTA Asahan 3 dalam rangka memenuhi kebutuhan masyarakat, tetapi juga memastikan bahwa pembangunan dan pengoperasian PLTA Asahan 3 dapat mendatangkan keuntungan. Keuntungan atau profit menjadi penting karena jika PT PLN memperoleh keuntungan maka sebagian keuntungan dapat diinvestasikan kembali untuk membiayai pengembangan infrastruktur kelistrikan di Indonesia. Pembangunan PLTA Asahan 3 dengan menggunakan pinjaman pemerintah Jepang dan dilaksankan sendiri oleh PT PLN adalah lebih menguntungkan dibandingkan menyerahkan pembangunan pada swasta melalui skema IPP. Biaya produksi listrik sendiri (termasuk biaya investasi) adalah USD 2,31 sen/kwh atau setengah kali lebih murah dibandingkan dari membeli listrik dari swasta seharga USD 4,6 sen/kwh.

Karakteristik Institusi Pemprov Sumut

Upaya-upaya Pemprov Sumut agar pembangunan PLTA Asahan 3 dilaksanakan pihak swasta dengan tidak memberikan izin lokasi kepada PT PLN dapat diindikasikan sebagai gejala rent-seeking. Fokus dari rent-seeking ada pada interaksi antara negara dengan pihak swasta, dimana negara memonopoli hak untuk mengalokasikan kepemilikan terhadap sesuatu melalui hukum, regulasi, subsidi, pajak, tarif, kuota impor atau hak memberikan kontrak *public procurement* (Oshewolo dan Durowaiye, 2013). Tetapi *rent seeking* dalam kasus PLTA Asahan 3 ini tidak berjalan seperti yang diharapkan kelompok bisnis karena PT PLN memiliki landasan peraturan dan alasan yang lebih kuat untuk tetap meneruskan pembangunan proyek yang dilaksanakan oleh PT PLN

sendiri. Situasi yang tercipta adalah semua pihak merugi baik PT PLN, Pemprov. Sumut, pihak swasta dan terutama masyarakat karena krisis listrik tidak dapat diatasi sesuai waktu yang telah dijadwalkan.

Pada Januari 2012 Gubernur Sumut mengabulkan permohonan izin lokasi pembangunan PLTA Asahan 3 yang diajukan PT PLN untuk ke-17 kalinya. Terdapat beberapa sebab mengapa izin tersebut pada akhirnya dikeluarkan yaitu (1) keputusan rapat koordinasi yang dipimpin wakil presiden pada tanggal 18 Januari 2010 yang memutuskan PT PLN sebagai pengembang PLTA Asahan 3, (2) Perpres Nomor 4/2010 dan Permen ESDM No 2 Tahun 2010 menegaskan bahwa pemerintah menugaskan PLN untuk membangun PLTA Asahan III, (3) berakhirnya izin lokasi PT BSU dan surat resmi pengunduran diri PT BSU. Selain tiga sebab tersebut terdapat pula sebab lainnya yang membuat pemprov mengabulkan izin lokasi tersebut yakni persetujuan PT PLN terkait pembagian keuntungan dari operasi PLTA Asahan 3 untuk menambah PAD, serta kesepakatan dengan pihak swasta bahwa mereka diberikan kesempatan untuk mengembangkan proyek PLTA lainnya di Sumatera Utara. Dengan demikian, dua sebab terakhir mampu mengakomodasi kepentingan birokrat dan terutama kepentingan pihak swasta yang mewakili kelompok kepentingan.

Keberhasilan/Kegagalan Implementasi Kebijakan

Tujuan dari kebijakan pembangunan PLTA Asahan 3 adalah untuk mengatasi krisis listrik di Sumatera Utara Pada awalnya PT PLN merencanakan bahwa PLTA Asahan 3 telah mulai menghasilkan listrik pada tahun 2012. Kenyataannya pembangunan proyek mengalami penundaan akibat tidak dikeluarkannya izin lokasi yang diminta sejak tahun 2004. Izin lokasi baru diperoleh PT PLN pada awal tahun 2012, tahun dimana seharusnya PLTA sudah dapat memproduksi listrik. Meskipun izin lokasi telah keluar, sampai dengan tahun 2014 proyek belum dapat dibangun karena masih terganjal masalah pembebasan lahan berstatus hutan di Kementerian Kehutan. Jika pada tahun 2014 urusan pembebasan lahan selesai dan periode pembangunan konstruksi adalah 3 tahun, maka paling cepat proyek dapat selesai pada tahun 2017 atau 5 tahun lebih lambat dari rencana semula. Dengan demikian apa yang menjadi tujuan kebijakan belum dapat dicapai.

Secara umum terdapat tiga faktor yang menjadi penghambat implementasi kebijakan pembangunan PLTA Asahan 3. Faktor pertama adalah konflik kepentingan antara PT PLN disatu sisi dengan Pemprov. Sumut dan pihak swasta disisi lain tekait pelaksana pembangunan PLTA Asahan 3. Jika PT PLN menginginkan PLTA Asahan 3 dibangun oleh PT PLN sendiri dengan menggunakan pinjaman luar negeri, maka Pemprov. Sumut dan swasta menginginkan proyek tersebut dilaksanakan dengan skema *independent power producer*. Faktor kedua adalah konflik kewenangan antara PT PLN dengan Pemprov. Sumut. Dalam mencapai kepentingannya baik Pemprov. Sumut

dan PT PLN menggunakan kewenangan masing-masing untuk mencegah pihak lain mencapai tujuannya. Hasilnya adalah saling kunci antara PT PLN dengan Pemprov Sumut. PT PLN tidak dapat membangun proyek karena tidak memperoleh izin lokasi, sementara pihak swasta yang memperoleh izin lokasi dari Pemprov. Sumut tidak dapat membangun PLTA Asahan 3 karena tidak mendapatkan perjanjian jual beli listrik dari PT PLN. Faktor penghambat ketiga adalah karakteristik institusi, mengacu pada kelompok kepentingan tertentu yang mendapatkan keuntungan jika kebijakan ini dilaksanakan atau tidak dilaksanakan.

Tertundanya pembangunan PLTA Asahan 3 membuat PT PLN harus menggunakan pembangkit listrik dengan bahan bakar solar untuk memenuhi kebutuhan listrik masyarakat Sumut. Menurut perhitungan PT PLN jika PLTA Asahan 3 beroperasi, anggaran yang dapat dihemat dari penggunaan pembangkit listrik tenaga BBM (dengan asumsi harga BBM Rp 6500/liter) adalah Rp 2,3 trilyun/tahun. Artinya jika PLTA Asahan 3 baru akan beroperasi tahun 2017, maka kerugian yang diderita dari *opportunity cost* yang hilang mencapai Rp 11,5 trilyun. Kerugian ini belum termasuk kerugian yang diderita oleh masyarakat akibat masih terjadinya pemadaman bergilir di wilayah Sumatera Utara.

Kebijakan pembangunan PLTA Asahan 3 melalui pinjaman luar negeri diambil oleh pemerintah dengan tujuan mengatasi krisis listrik yang terjadi di Sumatera Utara. Target utama dari kebijakan ini adalah terbangunnya PLTA Asahan 3 yang dapat memproduksi listrik pada tahun 2012. Dalam pelaksanaannya target tersebut tidak tercapai karena sampai dengan tahun 2014 pembangunan konstruksi PLTA Asahan 3 masih belum dimulai.

Keberhasilan atau kegagalan implementasi sebuah kebijakan ditentukan oleh faktor pendukung dan faktor penghambat kebijakan tersebut. Faktor pendukung dari implementasi kebijakan ini adalah (1) manfaat yang diperoleh berupa energi listrik yang murah dan ramah lingkungan, (2) institusi pelaksana yang memiliki kompetensi dibidangnya, serta (3) sumber daya manusia, keuangan dan teknologi yang mencukupi. Faktor penghambat implementasi kebijakan terdiri dari (1) konflik kepentingan antara PT PLN dengan pihak swasta dan Pemprov Sumut, (2) konflik kewenangan antara PT PLN dengan Pemprov. Sumut serta (3) karakteristik institusi yang cenderung memperjuangkan kepentingan sekelompok orang dibandingkan kepentingan masyarakat banyak.

Determinan Kemiskinan di Kabupaten/ Kota Provinsi Jawa Barat Tahun 2008– 2012

Determinants for Poverty Reduction in District/City of West Java Province, 2008– 2012

Nama   : Mirwan Muchtar Dwi Putra

NIP   : 198005142001121001

Instansi   : BPK

Tahun Intake   : 2012

Tingkat Beasiswa : Master Local

Program Studi   : Magister Perencanaan dan Kebijakan Publik

Negara Studi   : Indonesia

Universitas   : Universitas Indonesia

ABSTRAK

Tesis ini bertujuan untuk mengetahui faktor penyebab kemiskinan di 26 kabupaten/ kota di Propinsi Jawa Barat selama periode 2008-2012. Data yang digunakan adalah data panel kabupaten/kota. Pengukuran kemiskinan yang digunakan dalam penelitian ini adalah *Foster-Greer-Thorbecke* (FGT) *Poverty Index* yaitu *Head Count Index* sebagai variabel terikat dan enam variabel bebas yang mewakili tiga karakteristik determinan kemiskinan. Dengan menggunakan model *fixed effect*, hasil penelitian menunjukkan bahwa variabel persentase jalan aspal terhadap panjang jalan, rasio Sekolah Dasar, rasio Puskesmas, rasio ketergantungan, serta persentase kepala rumah tangga berumur 15 tahun keatas yang memiliki ijasah/STTB setingkat SD dan SMP, terbukti mengurangi tingkat kemiskinan. Sedangkan variabel persentase penduduk miskin berumur 15 tahun keatas dengan status bekerja terbukti meningkatkan tingkat kemiskinan.

Kata kunci: Kemiskinan, Indeks Foster-Greer-Thorbecke, karakteristik determinan kemiskinan, model fixed effect

ABSTRACT

This research aims to analyze determinant factor of poverty in 26 regency/city of West Java Provinces from year 2008 until 2012. It used panel data of regency/city. In this research, poverty measurement used Foster-Greer-Thorbecke (FGT) Index of Poverty Head Count Index as the dependen variable and six independen variables representing three chracteristic determinant of poverty. By using a fixed effect model, the results showed that variables percentage of asphalt street, elementary school to population ratio, public health care to population ratio, dependency ratio, and percentage of head household aged 15 years or older who graduate form elementary and secondary school, are proven to reduce the poverty rate. While the percentage of population aged 15 years or older with status employment are proven to increase poverty rate.

Keyword: Poverty, Foster-Greer-Thorbecke Index, chracteristic determinant of Poverty, fixed effect model

Angka Kemiskinan di Jawa Barat Masih Tinggi

Daerah yang memiliki angka persentase kemiskinan paling tinggi di Provinsi Jawa Barat adalah Kota Tasikmalaya dengan persentase sebesar 18,92% pada tahun 2012. Sementara itu daerah yang memiliki angka persentase kemiskinan paling rendah di Provinsi Jawa Barat adalah Kota Depok dengan persentase sebesar 2,46% pada tahun 2012. Berdasarkan data pada tahun 2012, dari 26 kabupaten/kota yang terdapat di Provinsi Jawa Barat terdapat 13 kabupaten/kota atau 50% dari jumlah keseluruhan yang memiliki angka persentase kemiskinan di atas 10%. Angka tersebut menunjukkan bahwa tingkat kemiskinan di Provinsi Jawa Barat masih cukup tinggi.

Provinsi Jawa Barat dapat dijadikan miniatur dalam melakukan penelitian mengenai faktor-faktor apa saja yang mempengaruhi tingkat kemiskinan di Indonesia. Hal tersebut diharapkan dapat membantu pemerintah dalam menformulasikan kebijakan penanggulangan kemiskinan dengan tepat di masa depan. Berdasarkan uraian tersebut, penulis mengambil penelitian mengenai "Determinan Kemiskinan di Provinsi Jawa Barat Tahun 2008-2012".

Berdasarkan latar belakang tersebut, maka perumusan masalahnya adalah "Karakteristik determinan apa saja yang mempengaruhi kemiskinan di Provinsi Jawa Barat, serta seberapa besar signifikansi pengaruh karakteristik tersebut terhadap kemiskinan?"

Berdasarkan rumusan masalah di atas, penelitian ini bertujuan untuk menganalisis determinan kemiskinan di Provinsi Jabar. Selain itu, juga bertujuan untuk menganalisis pengaruh seluruh determinan kemiskinan terhadap masing-masing kabupaten/kota di Provinsi Jawa Barat. Determinan kemiskinan yang diteliti diantaranya, karakteristik keterpencilan/keterisolasian, karakteristik akses terhadap infrastruktur pendidikan dan kesehatan, karakteristik demografi, karakteristik ekonomi, serta karakteristik sosial.

Penelitian ini diharapkan mampu mengidentifikasi faktor-faktor determinan kemiskinan di Provinsi Jawa Barat berdasarkan indeks kemiskinan (*Head Count Index*). Selain itu, penelitian ini juga diharapkan mampu mengidentifikasi pengaruh terhadap masing-masing kabupaten/kota di Provinsi Jawa Barat. Hasil penelitian ini diharapkan dapat memberikan informasi lengkap dalam memformulasikan kebijakan penanggulangan kemiskinan yang tepat dan komprehensif. Hasil penelitian ini juga diharapkan menjadi sumbangan pemikiran bagi pengembangan ilmu pengetahuan khususnya bidang ilmu perencanaan dan kebijakan publik.

Penelitian ini dilakukan dengan menggunakan metode analisis regresi data panel. Analisis regresi data panel merupakan tehnik yang menggabungkan data cross section dan time series. Data yang digunakan dalam penelitian ini adalah data sekunder. Data tersebut diperoleh Badan Pusat Statistik (BPS) berupa data hasil Survey Sosial Ekonomi Nasional (Susenas) yang terdapat dalam publikasi BPS berjudul Data dan

Informasi Kemiskinan Kabupaten/Kota, Data Sosial Ekonomi Masyarakat Provinsi Jawa Barat serta publikasi BPS lainnya yang berjudul Jawa Barat Dalam Angka.

Perumusan Hipotesis pada Masing-Masing Karakteristik

Peningkatan ketersediaan infrastruktur transportasi yang diwakili oleh variabel persentase panjang jalan aspal terhadap seluruh panjang jalan, memiliki pengaruh signifikan dalam menurunkan persentase penduduk miskin.

Peningkatan kemudahan akses infrastruktur pendidikan yang diwakili oleh variabel angka rasio sekolah dasar, serta peningkatan kemudahan akses infrastruktur kesehatan yang diwakili oleh variabel rasio puskesmas, memiliki pengaruh signifikan dalam menurunkan persentase penduduk miskin.

Peningkatan pada karakteristik demografi yang diwakili oleh variabel rasio ketergantungan memiliki pengaruh yang signifikan dalam meningkatkan persentase penduduk miskin. Sementara itu, peningkatan karakteristik ekonomi yang diwakili oleh variabel persentase penduduk miskin berumur 15 tahun keatas dengan status bekerja, dan karakteristik sosial yang diwakili oleh variabel persentase seluruh kepala rumah tangga berumur 15 tahun ke atas yang memiliki ijasah/STTB setingkat SD dan SMP, memiliki pengaruh signifikan dalam menurunkan persentase penduduk miskin.

Peningkatan variabel persentase panjang jalan aspal dapat memberikan gambaran bahwa daerah tersebut semakin terbebas dari keterisolasian, dan keterpencilan. Hal tersebut memberikan kemudahan bagi masyarakat dalam melakukan kegiatan ekonomi dan mengakses fasilitas lainnya. Dengan adanya kemudahan dalam melakukan kegiatan ekonomi, akan menurunkan biaya serta meningkatkan produktivitas penduduk miskin. Hal tersebut dapat membantu penduduk miskin terbebas dari kemiskinan.

Akses terhadap Infrastruktur Pendidikan Dasar

Peningkatan angka rasio Sekolah Dasar, memberikan gambaran semakin banyak penduduk yang dapat menikmati pelayanan pendidikan. Hal ini diharapkan mampu meningkatkan akses penduduk miskin dalam mendapatkan pelayanan pendidikan dasar yang lebih baik. Keberadaan fasilitas pendidikan yang memadai dan jumlahnya mencukupi di suatu daerah akan membuat penduduk miskin memiliki taraf pendidikan yang lebih baik. Hal tersebut akan membuat penduduk miskin lebih mudah mencari pekerjaan dibandingkan dengan penduduk yang tidak bersekolah. Kemudahan mencari pekerjaan akan membantu meningkatkan taraf ekonomi dan membantu penduduk miskin terbebas dari kemiskinan.

Akses terhadap Infrastruktur Kesehatan

Peningkatan angka rasio puskesmas memberikan gambaran semakin banyak penduduk yang dapat menikmati pelayanan kesehatan. Peningkatan akses terhadap fasilitas kesehatan akan meningkatkan taraf kesehatan penduduk di daerah tersebut. Sehingga penduduk di daerah tersebut mempunyai daya tahan tubuh yang baik dalam bekerja. Hal tersebut dapat meningkatkan produktivitas penduduk di daerah tersebut. Sehingga dapat meningkatkan pendapatan dan membantu membebaskan penduduk miskin dari kemiskinan.

Demografi

Penurunan rasio ketergantungan memberikan gambaran bahwa semakin kecil beban tanggungan kelompok usia produktif terhadap kelompok usia non produktif. Penurunan angka rasio ketergantungan pada suatu daerah juga memberikan gambaran bahwa di daerah tersebut telah terjadi peningkatan penduduk usia produktif atau penurunan penduduk usia non produktif. Peningkatan penduduk usia produktif akan membuat tenaga kerja yang tersedia di daerah tersebut meningkat. Hal ini akan membuat produktivitas di daerah tersebut mengalami peningkatan. Peningkatan produktivitas akan meningkatkan taraf ekonomi dan membantu menurunkan angka kemiskinan di daerah tersebut.

Ekonomi

Status bekerja penduduk miskin akan berpengaruh langsung terhadap tingkat pendapatan individu tersebut. Sehingga membantu penduduk miskin terbebas dari kemiskinan. Namun hal tersebut tidak terjadi pada model determinan kemiskinan di Provinsi Jawa Barat. Dalam kasus ini peningkatan persentase penduduk miskin yang bekerja justru meningkatkan persentase penduduk miskin di Provinsi Jawa Barat. Kondisi ini secara empiris terkonfirmasi melalui perbandingan antara angka rata-rata penduduk miskin yang bestatus bekerja dengan angka rata-rata persentase penduduk miskin selama periode 2008-2012.

Sosial

Peningkatan persentase kepala rumah tangga berumur 15 tahun keatas yang memiliki ijasah/STTB setingkat SD dan SMP (X7) memberikan gambaran bahwa semakin banyak kepala rumah tangga yang mengalami peningkatan taraf pendidikan. Peningkatan taraf pendidikan akan meningkatkan pengetahuan dan keterampilan kepala rumah tangga tersebut, sehingga akan lebih mudah bagi penduduk miskin dalam mencari pekerjaan

yang menawarkan struktur penghasilan yang lebih baik. Hal ini akan meningkatkan kesejahteraan kepala rumah tangga tersebut dan menurunkan tingkat kemiskinan.

Kondisi Kemiskinan Berdasarkan Karakteristik Daerah

Dalam penelitian ini digunakan analisis data kabupaten dan kota. Sehingga, perlu untuk melihat perbedaan karakteristik kemiskinan yang terjadi baik di daerah kabupaten maupun daerah kota. Untuk melihat perbedaan tersebut digunakan variabel bayangan (0 = kota, 1 = kabupaten) ke dalam model yang diteliti. Pengolahan data menggunakan variabel bayangan tidak bisa dilakukan dengan menggunakan Fixed Effect Model, tetapi menggunakan *Random Effect Model*.

Hasil estimasi terhadap variabel bayangan kabupaten/kota menunjukkan bahwa rata-rata persentase penduduk miskin (P0) di daerah kabupaten lebih tinggi sebesar 2,86 persen daripada daerah kota. Hasil ini sesuai dengan gambaran tingkat kemiskinan di kabupaten/kota di Provinsi Jawa Barat. Berdasarkan data BPS, sebagian besar daerah kabupaten cenderung memiliki angka persentase penduduk miskin yang lebih tinggi sedangkan daerah kotamadya cenderung memiliki angka persentase penduduk miskin yang rendah. Beberapa pengecualian diantaranya terjadi pada Kota Tasikmalaya yang memiliki angka persentase penduduk miskin tertinggi dan Kabupaten Bekasi yang memiliki angka persentase penduduk miskin yang rendah.

Peningkatan Infrastruktur Transportasi

Karakteristik tingkat regional terbukti signifikan mempengaruhi persentase penduduk miskin. Peningkatan infrastruktur transportasi terbukti mampu menurunkan persentase penduduk miskin di kabupaten/kota Provinsi Jawa Barat.

Karakteristik tingkat komunitas terbukti signifikan mempengaruhi persentase kemiskinan. Peningkatan akses terhadap infrastruktur pendidikan dasar dan kesehatan terbukti berpengaruh dalam menurunkan persentase penduduk miskin di kabupaten/kota Provinsi Jawa Barat. Variabel akses terhadap infrastruktur pendidikan dasar memiliki koefisien yang paling tinggi di antara variabel lainnya.

Karakteristik rumah tangga dan individu terbukti signifikan mempengaruhi persentase penduduk msikin. Penurunan rasio ketergantungan terbukti mampu menurunkan persentase penduduk miskin di kabupaten/kota Provinsi Jawa Barat. Penurunan persentase penduduk miskin dengan status bekerja terbukti menurunkan persentase penduduk miskin di Provinsi Jawa Barat. Peningkatan tingkat pendidikan kepala rumah tangga terbukti mampu menurunkan persentase penduduk miskin di kabupaten/kota Provinsi Jawa Barat.

Pengaruh indidvidu tertinggi terhadap tingkat kemiskinan di kabupaten/kota akibat perubahan yang terjadi pada seluruh variabel bebas terdapat pada Kota

Tasikmalaya. Pengaruh indidvidu terendah terhadap tingkat kemiskinan di kabupaten/ kota akibat perubahan yang terjadi pada seluruh variabel bebas terdapat pada Kota Depok. Hasil ini sejalan dengan gambaran tingkat kemiskinan yang terjadi di kabupaten/ kota di Provinsi Jawa Barat.

Mengingat signifikansi karakteristik komunitas terhadap persentase jumlah penduduk miskin serta nilai koefisien yang lebih tinggi dari kelompok karakteristik lainnya, maka pemerintah perlu menjadikan akses terhadap infrastruktur pendidikan dasar dan akses terhadap infrastruktur kesehatan sebagai pertimbangan utama dalam menyusun kebijakan penanggulangan kemiskinan. Peningkatan akses penduduk miskin terhadap fasilitas kesehatan dan pendidikan dasar harus dijadikan prioritas utama penyusunan kebijakan. Salah satu langkah yang dapat dilakukan adalah dengan menambah jumlah fasilitas pendidikan dasar dan fasilitas kesehatan sehingga semakin banyak penduduk miskin yang dapat menikmati kesehatan fasilitas dan fasilitas pendidikan dasar.

Mengingat signifikansi karakteristik regional terhadap persentase jumlah penduduk miskin maka diperlukan upaya peningkatan kualitas dan kuantitas fasilitas transportasi sehinga semakin banyak daerah yang terbebas dari keterisolasian dan keterpencilan.

Mengingat signifikansi karakteristik rumah tangga dan individu terhadap persentase jumlah penduduk miskin maka pemerintah perlu melakukan upaya-upaya untuk mengurangi rasio ketergantungan. Salah satu langkah yang dapat dilakukan adalah dengan mengendalikan pertumbuhan penduduk melalui pengurangan angka kelahiran. Selain itu pemerintah juga perlu melakukan upaya-upaya agar penduduk miskin dapat memiliki taraf pendidikan yang memadai. Salah satu langkah yang dapat dilakukan adalah meningkatkan program-program pemberian beasiswa gratis bagi penduduk miskin.

Analisis Faktor-faktor yang Mempengaruhi Permintaan Sertifikasi Tanah di Daerah Perkotaan

Analysis of Factors Affecting the Demand of Land Certification in Urban Area

Nama   : Muhammad Mauludy
NIP   : 198002162008041002
Instansi   : BPN
Tahun Intake   : 2011
Tingkat Beasiswa : Master Local
Program Studi   : Magister Perencanaan Kebijakan
                     Publik
Negara Studi   : Indonesia
Universitas   : Universitas Indonesia

ABSTRAK

Program pensertipikatan tanah merupakan salah satu upaya dalam meningkatkan kesejahteraan masyarakat. Dampak yang dihasilkan dari pensertipikatan tanah memberikan insentif terhadap peningkatan kesejahteraan masyarakat melalui penggunaan seripikat tanah sebagai jaminan dalam mendapatkan kredit di lembaga-lembaga keuangan dan keberadaan sertipikat tanah dapat memberikan dampak positif terhadap peningkatan nilai tanah. Banyak penelitian akademik yang berkonsentrasi terhadap dampak dari pensertipikatan tanah, namun sedikit penelitian yang membahas mengenai permintaan sertifikasi tanah. Dampak positif yang dihasilkan dari pensertipikatan tanah sesungguhnya merupakan faktor pendorong bagi masyarakat untuk mensertipikatkan tanahnya.

Penelitian ini bertujuan untuk mengetahui dan menganalisa sejauhmana penggunaan sertipikat tanah sebagai jaminan kredit, nilai tanah, biaya perolehan sertipikat tanah dan tingkat pendapatan mempengaruhi permintaan sertifikasi tanah di daerah perkotaan. Penelitian terhadap permintaan sertifikasi tanah dapat memberikan pemahaman yang lebih baik dari program pensertipikatan tanah, serta dapat membantu pemerintah untuk mengambil kebijakan dalam hal pengembangan program pensertipikatan tanah itu sendiri. Hasil penelitian membuktikan bahwa penggunaan sertipikat tanah sebagai jaminan kredit, nilai tanah, dan tingkat pendapatan berpengaruh positif terhadap permintaan sertifikasi tanah, sedangkan biaya perolehan sertipikat tanah berpengaruh negatif terhadap permintaan sertifikasi tanah.

Kata kunci: akses kredit, nilai tanah, permintaan sertifikasi tanah

ABSTRACT

Land certificating program is one effort in improving the society welfare. The resulting impact on land certification gave an incentive in improving the society welfare through the use of land as collateral in obtaining credit in financial institutions and the existence of title deed can have a positive impact on increasing land values. Many academic studies were concentrated on the impact of land certification, but few studies have discussed the demand for land certification. Positive impact resulting from land certification really a motivating factors for people to certificating their land.

This study aims to identify and analyze the extent of the use of certificates of land as loan collateral, the value of land, cost of land certificate and income levels affect the demand for land certification. In addition to the demand for land certification study may provide a better understanding of the land certificate program, and can help the government to adopt policies in terms of development land certificate program itself. The results proved that the use of certificates of land as loan collateral, the value of the land, and the level of income has a positive effect on demand for land certification, while the cost of land certificate negatively affect the demand for land certification.

Keywords: credit access, demand of land certification, land value

Introduction

Permintaan sertifikasi tanah di daerah perkotaan relatif lebih besar jika dibandingkan dengan di daerah pedesaan, hal ini disebabkan karena jumlah bidang tanah di daerah perkotaan lebih banyak dibandingkan di daerah pedesaan. Jika dilihat dari segi pemanfaatan tanah, penggunaan tanah di daerah perkotaan lebih di dominasi untuk tempat tinggal, hal ini tentu menyebabkan rata-rata luas bidang tanah di daerah perkotaan lebih sedikit jika dibandingkan dengan di daerah pedesaan yang pemanfaatannya secara umum digunakan untuk pertanian. Lembaga penelitian SMERU (2002) mengungkapkan bahwa rata-rata luas bidang tanah di daerah perkotaan lebih kecil dibandingkan di daerah pedesaan, dimana rata-rata luas bidang tanah di daerah perkotaan sebesar 262,6 m2 sedangkan di daerah pedesaan sebesar 2384 m2. Banyak nya jumlah bidang tanah di daerah perkotaan disebabkan karena ketersediaan tanah di daerah perkotaan relatif terbatas, namun kebutuhan akan tanah terus meningkat sehingga mendorong terjadinya peralihan dan pemecahan bidang tanah melalui jual beli tanah.

Peningkatan jumlah permintaan tanah di daerah perkotaan tersebut menjadikan tanah sebagai salah satu aset yang memiliki nilai ekonomi yang terus meningkat dan karenanya keberadaan bukti kepemilikan tanah yang sah sudah menjadi keharusan bagi pemilik tanah di daerah perkotaan. Sertipikat tanah merupakan jaminan kepastian hukum atas tanah yang dimiliki dan juga keberadaan sertipikat tanah dapat mencegah terjadinya konflik kepemilikan tanah, mengingat persaingan dalam mendapatkan tanah didaerah perkotaan jauh lebih kompetitif dibandingkan di daerah pedesaan.

Monkkonen (2008) mengatakan bahwa literatur mengenai pensertipikatan tanah yang ada saat ini tidak mengungkap adanya perbedaan antara pensertipikatan tanah di daerah pedesaan (pertanian) dengan pensertipikatan tanah di daerah perkotaan, namun monkkonen menegaskan bahwa keberadaan sertipikat tanah di daerah perkotaan sudah merupakan keharusan, mengingat kompetisi dalam memperoleh tanah didaerah perkotaan jauh lebih besar dibandingkan di daerah pedesaan. Selain itu pembentukan modal investasi tetap (*fixed capital investment)* di daerah perkotaan jauh lebih besar di bandingkan di daerah pedesaan, dan juga transaksi jual beli tanah di daerah perkotaan menuntut adanya sertipikat tanah sebagai bukti kepemilikan yang sah, sehingga dapat mencegah terjadinya konflik pertanahan dimasa yang akan datang.

Berdasarkan sensus penduduk tahun 2010 yang dilakukan BPS, jumlah rumah tangga yang memiliki sertipikat tanah atas tempat tinggalnya di daerah perkotaan memiliki persentase yang lebih besar dibandingkan dengan di daerah pedesaan. Dari hasil sensus tersebut tercatat bahwa kepemilikan sertipikat tanah atas tempat tinggal nya di daerah perkotaan sebesar 18,6%, sedangkan di daerah pedesaan sebesar 12,96%. Hal ini memberikan gambaran bahwa permintaan sertifikasi tanah di daerah perkotaan memang lebih besar dibandingkan dengan di daerah pedesaan. Selain itu

hasil sensus tersebut juga membuktikan bahwa masyarakat di daerah perkotaan lebih mengutamakan keberadaan sertipikat tanah sebagai kepastian hukum atas tanah yang dimilikinya.

Banyak dari penelitian akademik yang berfokus pada dampak dan manfaat yang dihasilkan dari program pensertipikatan tanah, namun sedikit penelitian yang membahas tentang permintaan sertifikasi tanah (Monkkonen, 2008). Monkkonen menegaskan bahwa penelitian terhadap permintaan sertifikasi tanah dapat memberikan pemahaman yang lebih baik dari program pensertipikatan tanah itu sendiri, serta dapat membantu pemerintah untuk mengambil kebijakan dalam hal pengembangan program pensertipikatan tanah ke depannya, selain itu Ayalew (2011) mengatakan bahwa memahami motivasi masyarakat dalam mensertipikatkan tanahnya dapat membantu pemerintah untuk menentukan kebijakan, serta memberikan beberapa indikasi dalam upaya mengantisipasi manfaat jangka panjang yang dihasilkan dari pensertipikatan tanah.

Menurut Alston, Libecap and Schneider (1996), permintaan sertifikasi tanah secara umum merupakan fungsi dari pengembalian bersih (*expected private net returns)* dari keberadaan sertipikat tanah yang disebabkan oleh peningkatan nilai tanah akibat adanya sertipikat tanah dikurangi dengan biaya yg dikeluarkan dalam pembuatan sertipikat tanah. Peningkatan nilai tanah yang dimaksud bukan hanya terfokus pada peningkatan harga tanah, tetapi juga pada kesempatan yang besar untuk investasi melalui keberadaan sertipikat tanah. Berangkat dari hal tersebut, dan sedikitnya penelitian yang menganalisa permintaan sertifikasi tanah, terutama di daerah perkotaan, maka perumusan masalah terkait dengan pertanyaan penelitian dirumuskan sebagai berikut:

Faktor-faktor apa saja yang mempengaruhi permintaan sertifikasi tanah di daerah perkotaan?

Sejauh mana manfaat yang dihasilkan dari pensertipikatan tanah mempengaruhi permintaan sertifikasi tanah di daerah perkotaan?

Penelitian ini bertujuan untuk mencari jawaban atas permasalahan diatas, dengan kata lain tujuan penulisan ini adalah untuk mengidentifikasi faktor-faktor apa saja yang mempengaruhi permintaan sertifikasi tanah di daerah perkotaan. Penelitian ini menggunakan metode kuantitatif dengan pendekatan deskriptif. Penelitian ini bermaksud untuk mengidentifikasi dan menganalisa faktor-faktor yang mempengaruhi permintaan masyarakat dalam mensertipikatkan tanahnya dengan menggunakan metode regresi data panel. Penelitian ini menggunakan data sekunder. Data yang digunakan dalam penelitian ini berasal dari Badan Pertanahan Nasional, Badan Pusat Statistik, dan Bank Indonesia. Selain itu penulisan dan penelitian ini dilakukan dengan cara membaca literatur-literatur, tulisan-tulisan, artikel-artikel, dokumen-dokumen, dan peraturan-peraturan yang terkait proses pensertipikatan tanah. Metodologi Penelitian secara lebih jelas akan di jabarkan pada bab tersendiri dalam penulisan ini.

Analisis Deskriptif Penelitian

Penelitian ini bertujuan untuk mengetahui pengaruh nilai tanah, penggunaan sertipikat tanah sebagai jaminan kredit, biaya yang dikeluarkan untuk memperoleh sertipikat dan tingkat pendapatan terhadap permintaan sertifikasi tanah. Penelitian dilakukan terhadap 22 Kota Besar di Indonesia. Dalam penelitian ini digunakan variabel kontrol untuk membedakan kota-kota lain dengan kota Jabodetabek. Penggunaan variabel kontrol ini dilakukan atas dasar analisa bahwa jumlah penerbitan sertipikat di Jabodetabek memiliki rata-rata yang lebih besar dibandingkan kota-kota lain. Rata-rata jumlah sertipikat di Jabodetabek sebanyak 1669.72 sertipikat, sedangkan di kota-kota lain sebesar 1254.5 seripikat. Dengan kata lain bahwa besaran intersep untuk kota jabodetabek lebih besar dibandingkan kota-kota lain yang menjadi unit observasi penelitian ini.

Berdasarakan penelitian dan literatur yang telah dibahas pada bab sebelumnya, dikatakan bahwa manfaat dari keberadaan sertipikat tanah merupakan faktor yang mempengaruhi masyarakat untuk mensertipikatkan tanahnya. Peningkatan nilai tanah dan keinginan untuk memperoleh kredit merupakan faktor pendorong bagi masyarakat untuk mensertipikatkan tanahnya. Selain itu dalam proses pensertipikatan tanah, biaya pensertipikatan dan tingkat pendapatan masyarakat juga menjadi faktor-faktor yang mempengaruhi permintaan sertifikasi tanah khususnya di daerah perkotaan.

Penggunaan Sertipikat Tanah sebagai Jaminan Kredit

Pada tahun 2010 dan 2011 di kota-kota besar tercatat sebanyak 312.239 sertipikat tanah yang digunakan sebagai jaminan kredit di lembaga-lembaga keuangan. Penggunaan sertipikat sebagai jaminan kredit memberikan dampak terhadap peningkatan kesejahteran masyarakat. Pada tahun 2010 penggunaan sertipikat tanah sebagai jaminan kredit terbesar di Kota Semarang, yaitu sebanyak 14.025 sertipikat yang diagunkan ke lembaga keuangan. Sedangkan Pada tahun 2011 penggunann sertipikat sebagai jaminan kredit terbesar di Kota Medan, yaitu sebanyak 13.874 sertipikat yang diagunkan ke lembaga keuangan.

Nilai Tanah

Nilai tanah yang digunakan dalam penelitian ini diambil dari nilai indeks harga perumahan. Pada tahun 2010 indeks harga harga perumahan secara tahunan tercatat mengalami peningkatan sebesar 2,91%, lebih tinggi dibandingkan kenaikan harga pada periode yang sama tahun sebelumnya yaitu sebesar 2,31%. Sedangkan pada tahun 2011 indeks harga perumahan mengalami peningkatan sebesar 5,05%. Peningkatan harga tertinggi terjadi di wilayah Jabodetabek yaitu sebesar 6,70%.

Berdasarkan hasil survei yang dilakukan Bank Indonesia tentang Indeks Harga Properti Residensial, nilai indeks harga perumahan diwilayah Jabodetabek mempunyai nilai yang sama tiap tahun nya. Oleh sebab itu penggunaan variabel dummy Jabodetabek juga digunakan untuk membedakan pengaruh nilai tanah terhadap permintaan sertifikasi tanah di wilayah Jabodetabek dengan kota-kota lainnya.

Biaya Perolehan Sertipikat

Biaya yang dikeluarkan dalam memperoleh sertipikat tanah diatur berdasarkan Undang-undang Nomor 20 Tahun 1997 tentang Penerimaan Negara Bukan Pajak, Peraturan Pemerintah Nomor 13 Tahun 2010 Tentang Tarif Atas Jenis Penerimaan Negara Bukan Pajak Yang Berlaku Pada Badan Pertanahan Nasional, dan Peraturan Menteri Keuangan Nomor 132/PMK.02/2010 Tentang Indeks Dalam Rangka Penghitungan Penetapan Tarif pelayanan PNBP Pada Badan Pertanahan Nasional. Biaya yang dikenakan dalam pengurusan sertipikat tanah pada tahun 2010 dan 2011 tidak mengalami perubahan.

Penentuan Indeks Dalam Rangka Penghitungan Penetapan Tarif pelayanan PNBP Pada Badan Pertanahan Nasional di kelompokan berdasarkan Propinsi. Untuk menyederhanakan perhitungan, biaya yang digunakan dalam penelitian ini adalah biaya yang dikeluarkan per M2 + Rp. 500.000. Biaya yang dikenakan dalam pengurusan sertipikat tanah terbesar berada di DKI jakarta, yaitu sebesar Rp 248 per M2 + Rp 500.000, sedangkan yang terendah di Manado, yaitu sebesar Rp. 88 per M2 + Rp 500.000.

Tingkat Pendapatan

Tingkat pendapatan yang diukur dalam penelitian ini adalah Pendapatan Domestik Regional Bruto (PDRB) perkapita pada masing-masing kota. PDRB perkapita tahun 2011 di kota-kota besar secara umum mengalami pertumbuhan yang signifikan. Pertumbuhan PDRB perkapita terbesar tercatat di Kota Makasar, yaitu sebesar 8,56% dan pertumbuhan PDRB perkapita terendah tercatat di Kota Bogor, yaitu sebesar 4,31%. Jika dilihat berdasarkan jumlah, PDRB Perkapita terbesar tercatat di Jakarta Pusat. Pada tahun 2011 PDRB perkapita di Jakarta Pusat sebesar Rp. 120.304.304,84 per tahun, Hal ini terjadi mengingat Jakarta Pusat menjadi salah satu pusat perekonomian terbesar di Indonesia dan merupakan kota yang PDRB nya tertinggi di Indonesia. Pada tahun 2011 PDRB Jakarta Pusat tercatat sekitar Rp. 110.008 milyar. Dengan luas wilayah dan jumlah penduduk di Jakarta pusat yang lebih sedikit jika dibandingkan dengan wilayah Jakarta lainnya, menjadikan PDRB perkapita di Jakarta Pusat menjadi jauh lebih tinggi jika dibandingkan dengan wilayah lainnya.

Biaya Perolehan Sertipikat Tanah

Hasil estimasi memberikan nilai koefisien variabel biaya sertipikat sebesar 1,04497. Hal ini menunjukan bahwa pertumbuhan biaya sertipikat sebesar 1% akan mengurangi permintaan sertifikasi tanah sebesar 1,045%. Hasil estimasi ini sesuai dengan hipotesis penelitian yang menyatakan bahwa biaya sertipikat berpengaruh negatif terhadap permintaan sertifikasi tanah.

Biaya yang dikeluarkan dalam memperoleh sertipikat tanah memberikan pengaruh negatif terhadap permintaan tanah, hal ini dibuktikan dalam penelitian Alston, Libecap and Schneider (1996) dan Miceli, Sirmans and Kieyah dalam Monkkonen (2008) bahwa permintaan sertifikasi tanah dipengaruhi oleh *Expected Net Present Value*, yaitu nilai tanah dikurangi biaya yang dikeluarkan dalam proses pembuatan sertipikat tanah. Selain itu Amir (2008) juga memperkuat bahwa biaya pengurusan sertipikat tanah memiliki hubungan negatif terhadap permintaan sertifikasi tanah.

Tingkat Pendapatan

Hasil estimasi memberikan nilai koefisien variabel tingkat pendapatan sebesar 0,5910. hal ini menunjukan bahwa pertumbuhan tingkat pendapatan sebesar 1% akan meningkatkan permintaan sertifikasi tanah sebesar 0,591%. Hasil estimasi ini sesuai dengan hipotesis penelitian yang menyatakan bahwa tingkat pendapatan berpengaruh positf terhadap permintaan sertifikasi tanah.

Variabel tingkat pendapatan masyarakat selain sebagai indikator dari manfaat yang dihasilkan dari program pensertipikatan tanah, juga merupakan faktor yang mempengaruhi permintaan sertifikasi tanah. Jika dilihat dari dampak yang dihasilkan dari pensertipikatan tanah, De Soto (2000) mengatakan bahwa program pensertipikatan tanah dapat memberikan peluang bagi masyarakat untuk meningkatkan kesejahteraan mereka melalui penggunaan sertipikat tanahnya sebagai jaminan dalam mendapatkan kredit, yang selanjutnya dapat di investasikan dalam kegiatan-kegiatan yang bersifat produktif sehingga berdampak terhadap peningkatan pendapatan.

Sebagai salah satu faktor yang mempengarui permintaan sertifikasi tanah Alston, Libecap and Schneider (1996) mengatakan bahwa karakteristik masyarakat seperti tingkat pendapatan dapat meningkatkan permintaan sertifikasi tanah. Semakin tinggi tingkat pendapatan masyarakat, maka semakin tinggi pula permintaan terhadap sertipikat tanah. selain itu berdasarkan teori permintaan, secara umum mengatakan bahwa peningkatan pendapatan akan meningkatkan jumlah permintaan barang/jasa. Tingkat pendapatan perkapita yang tinggi pada suatu daerah, terutama di kota-kota besar akan memberikan pengaruh positif terhadap peningkatan permintaan sertifikasi tanah.

Dummy Jabodetabek

Hasil estimasi memberikan nilai koefisien variabel dummy Jabodetabek sebesar 0,6954. hal ini menunjukan bahwa di kota Jakarta, Bogor, Depok, Tanggerang, dan Bekasi peningkatan permintaan sertifikasi tanah lebih besar 0,695% dibandingkan dengan kota lain. Jakarta, Bogor, Depok, Tanggerang, dan Bekasi merupakan kota penyangga bagi Ibukota DKI Jakarta. Bertambahnya jumlah populasi penduduk dan urbanisasi di DKI Jakarta memberikan dampak terhadap meningkatnya kebutuhan akan tempat tinggal. Semakin sedikit luas dan mahalnya bidang tanah yang dapat dijadikan tempat tinggal di DKI Jakarta, menjadikan Kota Bogor, Depok, Tanggerang dan Bekasi sebagai pilihan untuk tempat tinggal berkualitas dengan harga yang terjangkau bagi masyarakat kelas menengah ke bawah. Peningkatan kebutuhan tempat tinggal ini juga berdampak terhadap permintaan akan kepastian hukum atas tempat tinggalnya. Hal tersebut menjadikan permintaan akan sertipikat tanah di Jabodetabek lebih besar dari kota-kota lainnya.

Penggunaan Sertipikat Tanah sebagai Jaminan Kredit

Analisis faktor-faktor yang mempengaruhi permintaan sertifikasi tanah didaerah perkotaan merupakan penelitian yang bertujuan untuk mengetahui sejauh mana manfaat yang dihasilkan dari pensertipikatan tanah mempengaruhi permintaan sertifikasi tanah. Penelitian ini difokuskan di daerah perkotaan, mengingat tingkat kebutuhan sertipikat tanah di daerah perkotaan lebih tinggi dan kompetisi dalam memperoleh tanah lebih ketat dibandingkan di daerah pedesaan. Kota-kota yang dijadikan unit observasi dalam penelitian ini dipilih dengan pertimbangan bahwa kota tersebut merupakan kota metropolitan dan kota besar berdasarkan jumlah penduduk.

Berdasarkan kajian literatur dan penelitian sebelumnya, diperoleh bahwa penggunaan sertipikat tanah sebagai jaminan kredit, nilai tanah, biaya pengurusan sertipikat tanah dan tingkat pendapatan masyarakat merupakan faktor yang mempengaruhi permintaan sertifikasi tanah. Hasil pengolahan data dengan metode *Pooled least square* menyimpulkan bahwa penggunaan sertipikat tanah sebagai jaminan kredit, nilai tanah dan tingkat pendapatan masyarakat memiliki hubungan positif yang signifikan terhadap permintaan sertifikasi tanah, sedangkan biaya pengurusan sertipikat memiliki hubungan negatif signifikan terhadap permintaan sertifikasi tanah. Selain itu variabel dummy Jabodetabek yang merupakan variabel kontrol dalam penelitian ini– memiliki hubungan positif signifikan terhadap permintaan sertifikasi tanah, dengan kata lain dapat dikatakan bahwa wilayah jabodetabek memberikan peluang lebih besar terhadap permintaan sertifikasi tanah dibandingkan dengan kota-kota lain.

Lahan Perkebunan Terlantar di Sumatera Faktor-faktor Penyebab dan Potensi Kerugian

Abandoned Land Plantationsin Sumatera Cause Factors and Potentials

Nama	: Rahmat Purbo Nurcahyo
NIP	: 197908062008041001
Instansi	: BPN
Tahun Intake	: 2011
Tingkat Beasiswa	: Master Local
Program Studi	: Magister Perencanaan Kebijakan Publik
Negara Studi	: Indonesia
Universitas	: Universitas Indonesia

ABSTRAK

Lahan merupakan salah satu faktor produksi yang sangat penting, terutama bagi pertanian. Salah satu subsektor yang tumbuh secara cepat dalam sektor pertanian adalah subsektor perkebunan, terutama di Sumatera. Peningkatan output subsektor perkebunan ini mendorong adanya ekspansi perkebunan besar dalam hal luasan lahan. Berbagai macam izin usaha perkebunan baik perkebunan yang berada di luar kawasan hutan, maupun perkebunan yang berasal dari kawasan hutan dengan mudah diberikan dalam rangka peningkatan output tersebut. Akibatnya izin usaha perkebunan baru dengan luasan lahan skala besar semakin mengurangi porsi penguasaan dan penggunaan lahan masyarakat terutama petani, termasuk petani di perkebunan rakyat. Ketimpangan struktur pemilikan, penguasaan, penggunaan dan pemanfaatan lahan tersebut sangat mencederai rasa keadilan masyarakat terutama petani.

Di lain pihak, banyak lahan perkebunan skala besar tersebut yang diterlantarkan. Lahan-lahan terlantar tersebut bukan hanya berada pada lahan kritis, tetapi banyak pula yang merupakan lahan subur dan produktif, sementara banyak petani penggarap atau petani gurem yang tidak memiliki aset dan akses atas tanah. Oleh karena itu penelitian ini ditujukan untuk mencari penyebab dari penelantaran lahan oleh pemilik lahan perkebunan skala besar di Sumatera. Hasil dari penelitian ini menunjukkan bahwa peningkatan kontribusi output subsektor perkebunan, peningkatan produktivitas subsektor perkebunan mendorong adanya perluasan lahan perkebunan yang baru dan berakibat pada penelantaran lahan perkebunan. Selain itu lahan-lahan perkebunan yang berasal dari pelepasan kawasan hutan juga menunjukkan kecenderungan untuk menjadi terlantar.

Kata kunci: output subsektor perkebunan, ekspansi perkebunan, ketimpangan penguasaan lahan, dan penelantaran lahan

ABSTRACT

Land is one of the important factors of production, especially for agriculture. One of the rapidly growing sub-sectors in the agriculture sector is the plantation subsector, especially in Sumatra. Increase in output of this plantation subsector encourage large plantation expansion, in terms of land area. Permit in a wide range of plantation estates outside the forest areas, or plantations from forest areas easily be given in order to increase the output. As a result, new plantation business license with the large-scale of land area, further reducing the portion of the public land use, especially farmers, including smallholder farmers. Inequality of ownership structure, control, use and utilization of the land is wounded sense of justice, especially farmers.

On the other hand, many of the large-scale plantations were abandoned. The abandoned land is not only located on marginal lands, but many of them are fertile and productive land while many tenant farmers or small farmers do not have assets and access to land. Therefore, this study aimed to find the cause of the land abandonment by the owner of a large-scale plantations in Sumatra. Results of this study showed that the increase in the plantation subsector output contribution, increase in productivity plantations subsector, encourage the expansion of new plantations and resulted in the abandonment of plantations. Besides, plantation land from forested areas also tended to be neglected.

Keywords: plantation subsector output, plantation expansion, inequality of land tenure, and land abandonment

Introduction

Penelantaran tanah pada lahan perkebunan banyak sekali modusnya. Setelah mendapatkan hak atas tanah, investor atau pengusaha tidak segera menggunakan dan mengusahakan lahan perkebunan tersebut. Tanah-tanah tersebut hanya dijadikan alat pengumpul modal dengan mengagunkan tanah yang telah diberi hak tersebut untuk memperoleh pinjaman. Selanjutnya yang terjadi adalah tanah-tanah tersebut dibiarkan tidak terurus. Tanah sebagai sumberdaya kehidupan yang keberadaannya semakin langka, justru kemudian menjadi sumberdaya yang mubazir. Lebih jauh lagi, tanah terlantar mengandung potensi kerugian ekonomi (*opportunity loss*), karena tidak dapat dimanfaatkan untuk kepentingan masyarakat dan pembangunan. Berdasarkan permasalahan di atas, dimana penelantaran lahan secara langsung memperkecil akses masyarakat terutama petani dalam penguasaan lahan, dan kurangnya penguasaan lahan oleh petani menjadi salah satu faktor penghambat peningkatan kesejahteraan dan pertumbuhan ekonomi, maka adanya lahan terlantar pada areal perkebunan perlu dianalisis sejauh mana berpengaruh terhadap pertumbuhan subsektor perkebunan di wilayah Sumatera.

Rumusan masalah yang diambil oleh penulis sesuai dengan latar belakang masalah yaitu:

- Bagaimana perkembangan lahan terlantar di wilayah Sumatera?
- Faktor-faktor apa saja yang mempengaruhi terjadinya lahan terlantar di wilayah Sumatera?
- Berapa potensi kerugian yang diakibatkan lahan terlantar di wilayah Sumatera?

Adapun tujuan dari penelitian ini adalah untuk menganalisis perkembangan lahan terlantar di wilayah Sumatera. Tujuan kedua adalah untuk menganalisis faktor-faktor yang mempengaruhi terjadinya lahan terlantar di wilayah Sumatera. Ketiga adalah untuk menganalisis potensi kerugian yang diakibatkan lahan terlantar di wilayah Sumatera.

Penelitian ini menggunakan analisis deskriptif dan kuantitatif, metode regresi data panel 8 (delapan) provinsi di Sumatera tahun 1990-2011, serta metode regresi data cross-section 60 (enam puluh) kabupaten di Sumatera tahun 2009. Penggunaan metode regresi data panel adalah untuk mengetahui faktor-faktor yang mempengaruhi luas lahan terlantar pada tingkat provinsi di Sumatera. Sedangkan penggunaan metode regresi data cross-section dimaksudkan untuk mengetahui faktor-faktor yang mempengaruhi luas lahan terlantar pada tingkat kabupaten. Adapun untuk menghitung potensi kerugian secara ekonomi digunakan tabulasi dan metode proyeksi.

Data yang digunakan adalah data sekunder dengan jenis data panel dan data cross-section. Waktu pengamatan dengan data panel adalah selama 22 tahun (1990-2011). Unit analisis data panel ini hanya 8 (delapan) provinsi dengan pertimbangan Provinsi Kepulauan Bangka Belitung dan Provinsi Kepulauan Riau baru terbentuk

pada tahun 2000 dan tahun 2002. Sedangkan pengamatan dengan data cross-section dilakukan dari data tahun 1999. Unit analisis data cross-section ini meliputi 60 (enampuluh) kabupaten dengan pertimbangan kabupaten-kabupaten tersebut memiliki persamaan adanya lahan perkebunan kelapa sawit dan hutan produksi. Data sekunder tersebut diperoleh dari Biro Pusat Statistik (BPS), Kementerian Pertanian, Kementerian Kehutanan, Badan Pertanahan Nasional (BPN), serta sumber-sumber lain seperti buku, jurnal dan artikel, sebagai pendukung analisis.

Hipotesis Penelitian

- Luas lahan terlantar setahun sebelumnya berpengaruh positif terhadap peningkatan luas lahan terlantar
- Rasio output subsektor perkebunan terhadap output sektor pertanian berpengaruh negatif terhadap terjadinya lahan terlantar.
- PDRB riil perkapita berpengaruh negatif terhadap terjadinya lahan terlantar.
- Produktivitas lahan perkebunan berpengaruh negatif terhadap terjadinya lahan terlantar.
- Luas hutan produksi berpengaruh positif terhadap terjadinya lahan terlantar.
- Panjang jalan berpengaruh negatif terhadap terjadinya lahan terlantar.
- Wilayah yang perkebunannya didominasi perkebunan sawit berpengaruh positif lebih besar dalam meningkatkan luas lahan terlantar dibandingkan dengan wilayah yang tidak didominasi perkebunan kelapa sawit.

Analisis Dampak yang Diakibatkan Lahan Terlantar

Potensi kerugian adanya lahan terlantar setiap tahunnya yang paling besar adalah pada Provinsi Sumatera Utara dan Provinsi Sumatera Selatan. Dari segi luasan, lahan terlantar di Provinsi Sumatera Selatan lebih luas, tetapi karena output subsektor perkebunan per hektar lebih kecil dibandingkan output subsektor perkebunan perhektar di Provinsi Sumatera Utara, dampak kerugian yang ditimbulkan menjadi lebih kecil. Sedangkan potensi kerugian yang disebabkan penelantaran lahan di wilayah Sumatera secara keseluruhan setiap tahunnya mencapai Rp. 5,66 Triliun. Jumlah kerugian yang disebabkan oleh lahan terlantar ini seharusnya dapat diminimalkan dengan adanya pengaturan penguasaan, pemilikan dan penggunaan dan pemanfaatan lahan yang secara tegas memberikan sanksi bagi pihak yang menelantarkan tanah.

Potensi kerugian di Sumatera yang diakibatkan adanya konversi kawasan hutan menjadi perkebunan adalah sebesar Rp. 7,40 Triliun (2,51% rata-rata PDRB Riil Sumatera). Provinsi dengan kerugian terbesar akibat adanya konversi hutan menjadi lahan perkebunan adalah Provinsi Riau. Rasio terbesar antara potensi kerugian dengan

PDRB Riil adalah pada Provinsi Bengkulu (102,87%), sedangkan yang terendah adalah Provinsi Sumatera Utara (0,42%). Nilai potensi kerugian tersebut tidak memperhitungkan jumlah tegakan pohon dan volume tegakan pohon per satuan hektar. Apabila digunakan jumlah dan volume tegakan pohon per hektar maka potensi kerugian menjadi lebih besar. Untuk mengetahui potensi kerugian yang diakibatkan adanya lahan terlantar di provinsi-provinsi di wilayah Sumatera, selanjutnya dihitung berdasarkan potensi perkebunan kelapa sawit yang hilang dari lahan terlantar tersebut. Karena harga keterbatasan data maka potensi yang hilang hanya dihitung dari jumlah produksi kelapa sawit pada masing-masing provinsi setiap tahun. Hasil berikut ini merupakan hasil rata-rata potensi produksi perkebunan kelapa sawit (ton).

Apabila dimanfaatkan untuk perkebunan kelapa sawit, lahan terlantar di wilayah Sumatera dapat menghasilkan produksi kelapa sawit sekitar 6.009.705,90 Ton per tahun. Jumlah produksi kelapa sawit tersebut setara dengan 27,83% total produksi kelapa sawit nasional (21.598.120,00 Ton) pada tahun 2010 (Statistik Kelapa Sawit, BPS 2011).

Analisis Potensi Kerugian Akibat Lahan Terlantar Menurut Kabupaten di Wilayah Sumatera

PDRB merupakan penjumlahan nilai output bersih perekonomian yang ditimbulkan oleh seluruh kegiatan ekonomi di suatu wilayah tertentu (provinsi dan kabupaten/kota) dalam satu kurun waktu tertentu. Oleh karena itu untuk mengetahui dampak kerugian yang ditimbulkan lahan terlantar pada provinsi-provinsi di wilayah Sumatera, digunakan rasio PDRB riil subsektor perkebunan terhadap luas perkebunan untuk mendapatkan nilai potensi lahan perhektar. Berdasarkan acuan tersebut, berikut ini adalah potensi kerugian yang ditimbulkan lahan terlantar kabupaten di wilayah Sumatera setiap tahun yang dihitung berdasarkan hasil analisis data tahun 2009.

Dampak kerugian dari lahan terlantar terbesar terdapat di Provinsi Sumatera Selatan (Rp. 2.818.190,62 juta) dan Provinsi Riau (Rp. 1.922.720,83 juta) selanjutnya adalah Provinsi Sumatera Utara, Provinsi Aceh, Provinsi Jambi, Provinsi Sumatera Barat, Provinsi Bengkulu, yang paling kecil adalah Provinsi Lampung. Kabupaten yang berpotensi mengalami kerugian terbesar dari adanya lahan terlantar adalah Kabupaten Musi Banyuasin (Rp. 534.600,32 juta), Kabupaten Indragiri Hulu (Rp. 477.905,45 juta), Kabupaten Simalungun (Rp. 471.921,96 juta) dan Kabupaten Musi Rawas (Rp. 462.231,17). Luas lahan terlantar di Kabupaten Musi Rawas (111.613 Ha) jauh lebih besar dibandingkan dengan luas lahan terlantar di Kabupaten Simalungun (18.839 Ha), tetapi karena output subsektor perkebunan per Ha Kabupaten Simalungun jauh lebih besar dibandingkan Kabupaten Musi Rawas maka kerugian yang ditimbulkannya juga lebih besar. Untuk kabupaten-kabupaten lainnya dapat dilihat pada lampiran.

Analisis Potensi Kerugian Akibat Lahan Terlantar

Apabila diasumsikan lahan terlantar yang ada di kabupaten-kabupaten di wilayah Sumatera dimanfaatkan untuk budidaya perkebunan kelapa sawit, didapatkan potensi kerugian yang hilang sebesar Rp. 6.326.357,52 juta (umur sawit 3 tahun) hingga Rp. 7.772.668,74 juta (umur produktif maksimum kelapa sawit). Berdasarkan lahan terlantar yang terdapat pada masing-masing provinsi, potensi kerugian terbesar terdapat di Provinsi Sumatera Selatan (Rp. 1.878.715,43 juta–umur sawit 3 tahun), Provinsi Riau (Rp. 1.488.290,22 juta–umur sawit 3 tahun) dan Provinsi Jambi (Rp. 880.496,97 juta – umur sawit 3 tahun).

Kabupaten yang berpotensi mengalami kerugian terbesar berdasarkan asumsi budidaya perkebunan kelapa sawit (umur minimum produktif 3 tahun) terdapat paling banyak di Provinsi Sumatera Selatan yaitu Kabupaten Musi Rawas (Rp. 372.414,11 juta), Kabupaten Musi Banyuasin (Rp. 355.984,06 juta), Kabupaten Komering Ilir (Rp. 344.345,34 juta) dan Kabupaten Banyuasin (Rp. 323.264,58 juta. Sedangkan kabupaten diluar Provinsi Sumatera Selatan yang tergolong besar kerugiaannya adalah Kabupaten Indragiri Hulu Provinsi Riau (Rp. 286.435,76 juta) dan Kabupaten Bungo (Rp. 274.105,74 juta). Dari 6 (enam) kabupaten ini, luas lahan terlantar yang ada juga termasuk paling besar di wilayah Sumatera pada tahun 2009 (diatas 80.000 Ha).

Peningkatan Kontribusi Output Subsektor Perkebunan

Luas lahan terlantar Provinsi di Sumatera pada 1990-2011 menunjukkan penurunan tetapi dengan laju penurunan rendah, sedangkan Kabupaten dengan luas lahan terlantar terbesar pada tahun 2009 ditandai dengan besarnya kontribusi output subsektor perkebunan dalam sektor pertanian Kabupaten.

Luas lahan perkebunan terlantar di Sumatera dipengaruhi oleh peningkatan kontribusi output subsektor perkebunan. Peningkatan kontribusi output subsektor perkebunan yang lebih cepat dibandingkan subsektor lain dalam sektor pertanian, mendorong terjadinya investasi dan ekspansi perkebunan baru di Sumatera serta menimbulkan permasalahan semakin meningkatnya lahan-lahan terlantar pada subsektor perkebunan tersebut. Penyebabnya adalah pola ekstensifikasi lahan perkebunan yang tidak sejalan dengan pola intensifikasi dan manajemen produksi perkebunan yang baik. Secara nyata, pada tingkat Kabupaten peningkatannya lebih besar dibandingkan pada tingkat Provinsi. Hal ini disebabkan karena pada tingkat kabupaten, ekspansi lahan perkebunan secara mikro lebih terlihat dibandingkan pada Provinsi dimana output subsektor perkebunan merupakan agregat dari seluruh kabupaten dan tidak semua kabupaten memiliki karakteristik perkebunan yang sama.

Peningkatan pengapatan perkapita masyarakat meningkatkan kemampuan masyarakat dalam peningkatan produktivitas lahan, terjadi diversifikasi usaha pada lahan perkebunan tersebut dibarengi diversifikasi tenaga kerja yang dibutuhkan dan tercipta penyerapan tenaga kerja pada subsektor perkebunan yang semakin besar. Dengan adanya diversifikasi usaha perkebunan dan perbaikan teknologi, perkebunan rakyat yang lebih bersifat padat karya ketimbang padat modal, dapat mulai meningkatkan skala usaha mereka yang pada akhirnya mengurangi resiko terjadinya lahan terlantar.

Peningkatan Produktivitas Subsektor Perkebunan

Peningkatan produktivitas subsektor perkebunan pada tingkat Kabupaten memberikan pengaruh negatif terhadap luas lahan terlantar, tetapi peningkatan produktivitas pada tingkat Provinsi justru memberikan pengaruh positif terhadap peningkatan luas lahan terlantar. Hal ini disebabkan karena dalam jangka panjang, seluruh faktor-faktor produksi telah dimaksimalkan oleh perusahaan perkebunan atau perkebunan besar swasta. Penggunaan faktor produksi yang maksimal akan meningkatkan efisiensi produksi perkebunan dan menghasilkan produksi yang meningkat pula. Akibatnya adalah untuk menghasilkan skala produksi yang sama atau bahkan lebih besar, penggunaan lahan dapat dimaksimalkan dengan luasan lahan yang diminimalkan. Akibatnya adalah terjadi peningkatan luas lahan terlantar.

Adanya konversi kawasan hutan menjadi lahan perkebunan tercermin dari pemberian izin usaha perkebunan di Hutan Produksi. Konversi kawasan hutan menjadi hutan produksi untuk budidaya non kayu termasuk perkebunan, justru memberi efek terjadinya degradasi lahan dan lahan kritis baru yang akhirnya menjadi lahan terlantar. Hal ini terkait dengan pemberian izin usaha perkebunan pada kawasan hutan atau pada kawasan hutan yang sudah dilepaskan dengan kondisi masih terdapat tegakan pohon penghasil kayu. Lahan terlantar yang juga terdapat di kawasan hutan poduksi atau eks hutan produksi mengindikasikan pihak atau perusahaan yang memperoleh SK Pelepasan Kawasan Hutan hanya ingin memperoleh keuntungan dari penebangan pohon penghasil kayu, sementara lahan tersebut dibiarkan terlantar sesudah terjadi praktek penjarahan kayu tersebut.

Kondisi panjang jalan mendukung aksesibilitas usaha perkebunan di Sumatera. Dengan adanya panjang jalan yang memadai, potensi terjadinya lahan terlantar akan semakin berkurang. Pengaruh panjang jalan Provinsi dengan rasio panjang jalan kondisi baik terhadap panjang jalan dengan kondisi rusak di Kabupaten hampir sama. Apabila panjang jalan di Provinsi dapat dirinci berdasarkan kondisi baik burukya jalan, dimungkinkan koefisien penurunan terhadap luas lahan terlantar akan semakin besar karena pada jalan provinsi lebih dapat menunjukkan adanya interkoneksi jalan dengan kabupaten lain atau provinsi lain.

Provinsi dan Kabupaten dengan luas perkebunan kelapa sawit lebih besar dibandingkan dengan perkebunan lain akan berpengaruh lebih besar dalam peningkatan luas lahan terlantar dibandingkan dengan Provinsi dan Kabupaten lain yang tidak didominasi perkebunan kelapa sawit. Hal ini menunjukkan bahwa pertumbuhan komoditas kelapa sawit mendorong wilayah lain untuk membuka lahan perkebunan kelapa sawit secara ekspansif. Adanya pengaruh lebih besar terhadap luas lahan terlantar juga mengindikasikan bahwa pengembangan perkebunan kelapa sawit tidak dilakukan dengan perencanaan yang matang, tidak memperhitungkan kesesuaian lahan, kondisi cuaca dan curah hujan, serta skala produksi usaha perkebunan kelapa sawit, terutama luas lahan yang tidak sesuai dengan kemampuan perusahaan perkebunan.

Berdasarkan literatur dan penelitian sebelumnya, lahan terlantar dapat berdampak pada lingkungan, dampak sosial dan dampak ekonomi yang serius dan saling terkait. Terhadap lingkungan, lahan terlantar menyebabkan terjadinya perubahan iklim, berkurangnya keanekaragaman hayati, ketersediaan sumber daya air, memperbesar potensi banjir dan erosi tanah. Akibat dampak lingkungan tersebut, menimbulkan dampak sosial dan ekonomi pada masyarakat petani. Perubahan lingkungan terkait dengan ketersediaan sumberdaya air, adanya potensi banjir akibat lahan terlantar pada perkebunan besar dan erosi tanah akan menurunkan produktivitas lahan pertanian masyarakat petani disekitarnya. Konflik sosial yang ditimbulkan dari adanya lahan terlantar juga dapat terjadi antara perusahaan dengan masyarakat yang mengokupasi lahan terlantar tersebut. Potensi kerugian yang ditimbulkan adanya lahan terlantar di Sumatera juga menunjukkan potensi ekonomi yang hilang (potential loss) yang sangat besar.

Berkaitan dengan kontribusi output subsektor perkebunan yang cenderung meningkatkan luas lahan terlantar, pemerintah sebagai pembuat kebijakan harus membatasi atau memperketat pemberian izin usaha perkebunan, terutama untuk lahan perkebunan yang berasal dari konversi kawasan hutan.

Produktivitas subsektor perkebunan yang berpengaruh positif terhadap peningkatan luas lahan terlantar, mengharuskan pemerintah memperhatikan aspek kesesuaian tata ruang dan wilayah, kesesuaian lahan, kemampuan usaha perkebunan dalam menyerap tenaga kerja, serta mempertimbangkan kemampuan finansial dan kemampuan produksi perusahaan dalam pemberian izin usaha perkebunan.

Khusus untuk perkebunan kelapa sawit, pemberian izinnya perlu dibatasi dan dikaji ulang karena berdasarkan hasil penelitian ini ada indikasi ekspansi perkebunan kelapa sawit menyebabkan lahan menjadi terlantar.

Koordinasi di antara instansi pemerintah juga perlu ditingkatkan karena dalam proses pemberian izin usaha perkebunan melibatkan beberapa instansi pemerintah yaitu Kementerian Kehutanan, Kementerian Pertanian, Badan Pertanahan Nasional dan Pemerintah Daerah. Walaupun Badan Pertanahan Nasional memberikan rekomendasi teknis dalam proses Hak Guna Usaha perkebunan, tetapi sifatnya masih berupa proses

yuridis dan administratif sebagai kelanjutan dari kewenangan pemberian izin usaha perkebunan dari Kementerian Kehutanan, Kementerian Pertanian dan Pemerintah Daerah. Untuk itu diperlukan koordinasi antar instansi tersebut dalam hal pengawasan dan pertimbangan mengenai kemampuan teknis dan finansial pemohon izin usaha perkebunan.

Pemerintah Provinsi dan Kabupaten juga harus menyediakan infrastruktur yang memadai dan melakukan perbaikan pada infrastruktur yang kondisinya rusak untuk meningkatkan aksesibilitas usaha perkebunan, terutama infrastruktur jalan yang memadai baik dari segi proporsi panjang jalan dengan luas wilayah, kondisi fisik jalan, maupun pola interkoneksi jalan yang saling terhubung dengan Provinsi dan Kabupaten lain. Peningkatan infrastruktur jalan tersebut diharapkan akan mengurangi biaya trasportasi dan distribusi hasil usaha perkebunan, meningkatkan margin keuntungan usaha perkebunan dan menurunkan resiko terjadinya lahan terlantar.

Laju penurunan luas lahan terlantar yang rendah serta adanya potensi kerugian secara ekonomi yang sangat besar mengharuskan pemerintah untuk segera menertibkan lahan-lahan terlantar. Pemerintah perlu menata ulang adanya ketimpangan struktur penguasaan, pemilikan, penggunaan dan pemanfaatan lahan. Hasil penertiban lahan-lahan terlantar tersebut harus diredistribusi kepada masyarakat khususnya masyarakat petani untuk meningkatkan porsi pemilikan lahan pertanian bagi peningkatan kesejahteraan mereka, peningkatan ketahanan pangan, sehingga peningkatan output sektor pertanian dan perkebunan lebih mencerminkan peningkatan ekonomi masyarakat petani dibandingkan peningkatan ekonomi pemodal besar pada sektor pertanian, khususnya pada petani perkebunan rakyat.

Hasil penelitian ini hanya memberi indikasi bahwa perluasan lahan perkebunan dan ekspansi perkebunan kelapa sawit menyebabkan meningkatanya luasan lahan terlantar di Sumatera. Perlu dilakukan penelitian dan kajian lebih mendalam mengenai dampak perluasan lahan perkebunan dan ekspansi perkebunan kelapa sawit melalui observasi di lapangan untuk memberikan gambaran kondisi dan permasalahan penggunaan lahan perkebunan di Indonesia secara tepat dan komprehensif.

Assessing Readiness of the National Institute of Public Administration in Indonesia for Cloud Services

Menilai Kesiapan Lembaga Administrasi Negara untuk Layanan Berbasis Cloud

Nama	:	Susy Ella
NIP	:	198210232008042001
Instansi	:	LAN
Tahun Intake	:	2013
Tingkat Beasiswa	:	Master Overseas
Program Studi	:	Master's Program of Policy (MP2)
Negara Studi	:	jepang
Universitas	:	Natoinal Graduate Institute fo Polisy Studies (GRIPS)

ABSTRACT

This study attempts to examine how ready the National Institute of Public Administration (NIPA) migration to cloud services. This study uses the combination of Technology Organization Environment (TOE) and Diffusion of Innovation Theory (DOI) framework to assess cloud readiness in organization. There are six indicators of cloud readiness which are technological readiness, top management support, business case and budget, governance, vendor readiness, and regulatory support. The result shows that NIPA is at the first stage of cloud adoption model. It indicates that the organization is not yet ready to migrate to private cloud. However, the study also finds that the organization is already taking some steps to move towards the next stage of cloud adoption model.
Keywords: cloud computing, cloud readiness, cloud adoption model, National Institute of Public

ABSTRAK

Studi ini mencoba untuk mengetahui kesiapan migrasi Lembaga Administrasi Negara (LAN) ke layanan cloud. Penelitian ini menggunakan kombinasi kerangka kerja *Technology Organization Environment* (TOE) dan *Difussion on Inovation* (DOI) untuk menilai kesiapan *cloud* dalam organisasi. Ada enam indikator kesiapan cloud yaitu kesiapan teknologi, dukungan manajemen puncak, bisnis dan anggaran, tata kelola, kesiapan vendor, dan dukungan peraturan. Hasilnya menunjukkan bahwa LAN pada tahap pertama model adopsi cloud. Ini menunjukkan bahwa organisasi tersebut belum siap untuk bermigrasi ke *cloud privat.* Namun, studi tersebut juga menemukan bahwa organisasi tersebut telah mengambil beberapa langkah untuk melangkah menuju tahap berikutnya dari model adopsi *cloud.*

Kata kunci: komputasi awan, kesiapan awan, model adopsi awan, Institut Nasional Publik

Introduction

Many governments, including the government of Indonesia, are looking to use modern technology to serve their citizens better and to be more transparent. The adoption of Information and Communication Technologies (ICTs) can support and simplify processes and activities in governments (Basu, 2004). However, this brings two conflicting demands. On one hand, governments are under pressure to provide high-quality public services; on the other hand, they work with tight budgets and should find ways to reduce costs. To meet these demands, governments have to take an innovative step. The innovation that currently attracts attention of many researchers and organizations is cloud computing.

Cloud is a model for delivering services, infrastructures, and applications software on demand using the network (Cisco, 2011). Tripathi & Parihar (2011) stated that cloud computing presents ICT services with shared infrastructures and systems. They further explained that implementation of e-government based on cloud computing can reduce cost and increase efficiency and effectiveness.

Some developed countries have succeeded in adopting cloud computing such as Australia, United State, Japan, and Singapore. However, cloud computing has not appear to have become a topic of serious interest for the governments of developing countries. In Indonesia, major factors that have discouraged the government to invest in cloud computing are the lack of infrastructure and low awareness levels (Chandrasekaran & Kapoor, 2011). However, this does not necessarily mean that it is impossible to develop cloud services in Indonesia. Government should immediately initiate in order to strengthen competitiveness among other countries. As quoted by Cureton in 2009 (as cited in Wyld, 2010) that "You don't have to move your entire enterprise into the cloud, just take the first step and look at some appropriate data sets. This doesn't have to be an all or none decision" (p.13).

The first step in adopting an innovation is measuring readiness of an organization. The resulting assessment gives top management helpful information to make important decisions regarding migration to a cloud environment. The ultimate goal of this whole study is to assess cloud readiness of government organization in Indonesia. In order to gain in-depth knowledge of cloud readiness, this study will engage in a case study at one organization which is the National Institute of Public Administration or NIPA.

NIPA is a non-ministerial central government body which was established in 1957 to undertake some part of the executive function of the administration. The organization is accountable for carrying out research and development in the field of public administration and for performing training and education for the Indonesian Civil Service. NIPA, as the organization that plays important role in the development of public administration and improvement capability of the state apparatus, should continually innovate. Adoption of technological innovation is one of the appropriate steps for NIPA.

Therefore, the primary purpose of this study is to examine how ready NIPA migration to cloud services. The research question is to what extent is NIPA ready to adopt cloud services.

The following is overview of this paper. Section 2 will describes the existing literature which covers general review of cloud computing, cloud adoption model, and TOE and DOI framework. Section 3 will present descriptions of methodology, indicators of cloud readiness, and analytical framework. Section 4 will show the assessment of NIPA on cloud readiness. Section 5 will conclude the thesis stating that, by applying the combination of TOE and DOI framework, NIPA is at the first stage of cloud adoption model. Besides, this section will also contain the recommendations.

This research used a qualitative research method. To assess cloud readiness, this study used the technology, organization, and environment (TOE) framework and the diffusion on innovation (DOI) framework. These two models are the only ones for adoption of technology at the organization level (Oliveira & Martins, 2011).

The primary data was collected from interviews. The interviews with specific interviewees conducted to gather information about top management support and IT governance in NIPA. There were three interviewees elected based on their position that related to IT. They are the Head of Public Relations and Information, The Head of the Protocol and Archive, and the Head of subsection Development of Information Technology Services. Meanwhile, the secondary data was taken from NIPA, related researches, journals, publications of the governments, website, and relevant publications.

Assessment of Organizational Context

Top management support is the key factors in the development of IT in an organization. The leaders of NIPA recognize the importance of the top management support and therefore have played an active role for IT matters. One of our interviewees stated: "Driven by technological innovation and the future need for IT, and in order to support the effective and efficient working environment, the leaders support the development of IT in NIPA". This statement is also reinforced by two other interviewees: "Top management is very concerned about IT and insisted that IT in NIPA should be good ... ", and" ... the top managers really support IT and sometimes they initiated IT development project ..."

The executive management also involved in the preparation of the Grand Design of ICT Development for NIPA. Even earlier, the leader instructed the staff to thoroughly conduct an audit of IT in order to understand the needs of IT development. But when it comes to the implementation phase, not all the leaders are supportive. One of the interviewees mentioned: "in practice, not all of the leaders fully understand the importance of the IT development and use it in daily office practice (in all branch offices). This is indicated in the fact that the website and intranet are currently not actively used

as expected in the workplace."

In terms of cloud computing, top managers have heard of cloud technology but has not specifically discussed this in NIPA. The idea to utilize the cloud for IT development organizations in the Grand Design was the bottom-up input from IT development teams and IT Commission. The executives appreciated and supported the idea to incorporate cloud in the Grand Design because of its benefits. Then if we look from implementation, one of the interviewees explained: "... the implementation of cloud computing in NIPA is being applied to e-office and e-mail in the organization." Furthermore, some parties also have used a public cloud service such as Dropbox for storage and document sharing of various files. It indicates that the organizations have started to seriously think about cloud technology.

Business Case and Budget

Subsequent analysis aims to determine business case and budget of NIPA. NIPA has a number of programs and steps, and investment plans related to the development of cloud computing in the future. In 2014, NIPA compiled Grand Design of ICT Development for 2014-2017. Even though this Grand Design is still a draft and has not become an official document, we can see NIPA's plan with respect to IT strategies. NIPA feels the need to immediately take advantage of ICT in running its core business.

The goals and the purpose of the Grand Design are to transform NIPA into a model organization in the state administration reform; to realize effective implementation of ICT to support the organization's activities; and to enhance the capabilities of the organization. Furthermore, the objectives of the ICT development plans in NIPA are for improving the quality of services; optimizing the use of telematics infrastructures; improving the quality of application systems; realizing standardization of metadata; optimizing transactions and electronic data interchange; and developing electronic documentation system.

The Grand Design explains ICT development will carried out within a period of three years, 2014 to 2017. In 2014, NIPA conducted a comprehensive review of grand design of ICT and analyzed hardware and software requirements. Then, 2015 and 2016 are the stabilization phase of application systems, and development phase of hardware and teleconference.

Based on the above explanation, we can see that NIPA has identified clear goals and investment plans. NIPA has developed steps of ICT development for the next three years. Although the organization has not yet prepared more specific programs for cloud computing but it has established a vision of the desired future about cloud computing. Therefore, it can be concluded that business objectives of NIPA could meet cloud's need.

Governance

`The IT governance in NIPA is mapped on to the Governance Arrangement Matrix. The mapping is given in the table below. It can be seen that NIPA has combination of IT Monarchy, Business Monarchy, Federal, and Duopoly. The organization relies on cooperation between top managers, IT specialists, and business representatives to clarify the business role of IT. In order to establish and manage IT architecture and IT infrastructure, NIPA relies on IT professionals. The archetype for business application needs is duopoly which means that there is collaboration between the executives and IT professionals. Then, the decision for IT investments is made by group of business executives.

The archetype of IT governance in NIPA supports the adoption of cloud. Business Monarchy, IT Monarchy, and Federal could to meet the need of cloud programs. Even though the organization uses duopoly for business application needs, it might changes in the future. This is because the bureaucracy in NIPA is more flexible than other government organizations. As long as it does not violate the rules, changing governance in NIPA could possibly happen in order to improve performance and to achieve goals.

Cybercrime

In case of cybercrime that can result in lost, changed or leaked of confidential data and personal data, the Law on Information and Electronic Transactions provide legal protection against theft of electronic data through illegal access. Every tort by accessing electronic system that aims to obtain electronic information in breach of the security system is a criminal offense according to Article 46 in conjunction with Article 30. Based on BSA (2013), cybercrime laws in Indonesia is good enough because the cybercrime provisions are consistent with the key provisions in the Budapest Convention on Cybercrime. Unfortunately, Indonesia does not have regulations on law enforcement access to encrypted data.

Intellectual Property Rights

Indonesia may not be able to circumvent the obligation to uphold the law of intellectual property rights. Indonesia is a member of the WTO and so the country has to implement the TRIPS Agreement. Urgency of IP protection is also associated with the entry into force of the ASEAN Free Trade Area (AFTA) in 2015. As a member of the WTO, Indonesia should adjust all of IP regulations with TRIPS standards. Based on BSA (2013), IP laws in Indonesia have adopted many of the key provisions in the TRIPS Agreement. Besides, the laws also have adopted the key provisions of the WIPO Copyright Treaty which was already signed by Indonesia in 1996 and ratified in 1997.

Indonesia has a Law Number 19 of 2002 that governs copyright. The law was revised by the House last year to comply with the current conditions and needs but the new law has not been enforced. Copyright protection in Indonesia also includes digital content that published via internet. Article 1 (5) states that the "Publication shall mean the reading, broadcasting, exhibition, sale, distribution or dissemination of a Work, by utilizing whatever means including the Internet, or by any manner so that such Work is capable of being read, heard or seen by any other person." The law also governs criminal sanctions for infringement of copyright on the internet. Article 72 stipulates that anyone who violates the copyright will be in prison or will be fined in accordance with the nature of the infraction.

Unfortunately, the Copyright Law 2002 does not govern the ISP in case of copyright infringement. There are no regulations that govern sanctions for ISP even if content is found to infringe copyright on their site or system. The law is not specific on the issue of ISP liability. Besides, there is no specific protection against misappropriation of cloud services in Indonesia. But a combination of cybercrime regulations and copyright law will protect cloud services in most conditions (BSA, 2013).

Conclusion

By using combination of TOE and DOI framework, this study attempted to examine technological factors, organizational factors, and environment factors for to evaluate cloud computing readiness in NIPA. Based on the indicators of cloud readiness, the results of assessment are as follow:

- Technological readiness: The technology and human resources in NIPA are not sufficient for developing private cloud but Internet infrastructures offered by the governments and the providers are sufficient for considering the use of public cloud.
- Top management support: Top managers in NIPA support and are involved in the development of ICT. But the leaders do not realize the benefits of cloud computing
- Business case and budget: NIPA has clear business objectives and investment plans related to ICT development. Cloud computing is also included in the roadmap.
- Governance: IT governance in NIPA is good enough. Most IT decisions in the organization are used archetypes which are suitable for cloud computing.
- Vendor readiness: Cloud vendors in Indonesia are ready to provide cloud services. The vendors continually improve their infrastructures and services to meet consumer's needs.
- Regulatory support: Indonesia continues to update policies in the ICT sector.

The country has regulations cover data privacy, security, cybercrime, and intellectual property rights. But the regulations are too broad. The country should establish more comprehensive and more specific regulations for cloud computing. At present, each work unit in NIPA is still able to manage its own IT matters such as

technology strategy, contracts with vendors, budget, and technology landscape. Decentralization of IT in NIPA resulted in heterogeneous IT landscape. The organization is also lacking in standards and IT policies.

Based on the explanation above, we can conclude that NIPA is at the first stage of cloud adoption model. NIPA is not yet ready to migrate to cloud computing, especially private cloud. However, the organization is already considering about cloud and is starting to move towards the next stage, which is initiating reach for cloud. Executive support and clearly defined business case and budget will drive NIPA to achieve the second stage. It could take less than one year for organization to reach it.

ADMINISTRASI

Program Beasiswa SPIRIT

Evaluasi Penyelenggaraan Pendidikan dan Pelatihan Kepemimpinan Pola Baru TK III Angkatan VIII Tahun 2014 pada Lembaga Administrasi Negara Berdasarkan Level Reaksi Peserta

Evaluation of New Patterns Education and Leadership Training Level III Session VIII on 2014 in Institute of Public Administration Based on Participants' Reaction

Nama   : Adhani Abdullah

NIP   : 198209282001122001

Instansi   : LAN

Tahun Intake   : 2014

Tingkat Beasiswa : Master Local

Program Studi   : Magister Administrasi dan
                   Pengembangan SDM

Negara Studi   : Indonesia

Universitas   : Universitas Indonesia

ABSTRAK

Tesis ini membahas tentang Evaluasi Penyelenggaraan Pendidikan dan Pelatihan Kepemimpinan Pola Baru Tk III Angkatan VIII Tahun 2014 pada Lembaga Administrasi Negara Berdasarkan Level Reaksi Peserta. Tujuan penelitian ini adalah untuk mengetahui efektivitas penyelenggaraan pendidikan dan pelatihan kepemimpinan pola baru dengan menggunakan teori evaluasi diklat pada level reaksi oleh kirkpatrick dengan aspek yang diteliti widyaiswara, penyelenggara, kurikulum dan fasilitas diklat. Penelitian ini menggunakan metode positivis dengan jenis penelitian deskriptif. Hasil Penelitian menunjukkan Evaluasi Penyelenggaraan Pendidikan dan Pelatihan Kepemimpinan Pola Baru Tk III Angkatan VIII Tahun 2014 berjalan dengan cukup baik. Namun demikian, apabila dicermati lebih dalam lagi ternyata masih ada beberapa kelemahan antara lain : kurangnya kompetensi widyaiswara dalam suatu materi diklat baik teoritis, praktek, dan pengalaman, koordinasi antara penyelenggara dengan peserta dalam proses pembelajaran belum sepenuhnya dilaksanakan, adanya mentor yang tidak memfasilitasi dengan baik kebutuhan peserta untuk menciptakan proyek perubahan dalam unit organisasi, serta penyediaan konsumsi yang kurang variasi.

Kata kunci: Evaluasi; Pendidikan dan Pelatihan; Reaksi

ABSTRACT

The thesis discussed about evaluation of education and leadership training new patterns Level III Session VIII on 2014 in Institute of Public Administration Based on Participants Reaction. The purpose of this research is to find effectiveness the realization of education and leadership training new patterns by using the theory evaluation training reaction level by Kirkpatrick with the dimensions trainers, organizer, curriculum, and facilities training. This Research is adopted positivist method and descriptive design. The results of the study showed the training has worked fairly well. However when examining depper there are still some several weaknesses among others lack of competence trainer in a matter training, both theory, practice and experience, coordination between organizer and participants in learning have not been fully determined, the mentor who not facilitate needs paticipants to create project change in organization, and providing consumption of foods are less in variety.

Key words: Evaluation; Education and Training; Reaction

Introduction

Penyelenggaraan pendidikan dan pelatihan kepemimpinan (diklatpim) diperuntukkan bagi pejabat struktural eselon I, II, III dan IV telah mengalami berbagai perubahan, baik perubahan nomenklatur maupun pola pembelajaran. Diawali dengan Sekolah Pimpinan Administrasi Tingkat Dasar (Sepada); Sekolah Pimpinan Administrasi Tingkat Lanjutan (Sepala); Sekolah Pimpinan Administrasi Tingkat Madya (Sepadya); dan Sekolah Staf dan Pimpinan Administrasi Nasional (Sespanas). Selanjutnya, Diklat Administrasi Umum (Adum), Sepala, Sepadya, dan Sespanas yang berlangsung sampai tahun 2001, dan kemudian secara nomenklatur berubah menjadi Diklatpim I, II, III dan IV sampai dengan saat ini.

Dalam birokrasi pemerintahan, motivasi dan fasilitasi agar pejabat struktural lebih profesional dan kompeten ketika berhadapan dengan *private sector* (sektor swasta) dan *civil society* (masyarakat sipil), serta penguatan kapasitas kepemimpinan yang memiliki efek sangat besar terhadap penyelenggaraan pemerintahan belum optimal.

Masih tingginya kebutuhan diklatpim untuk calon pejabat struktural, mendorong Lembaga Administrasi Negara (LAN) untuk melakukan inovasi dalam Penyelenggaraan Diklat Kepemimpinan, melalui perubahan penyelenggaraan diklatpim pola lama ke pola baru yang dimulai pada awal tahun anggaran 2014. Pola baru Diklatpim ini oleh LAN disebut sebagai Reformasi Sistem Diklat yang sejatinya dimulai dari diklat prajabatan. Reformasi diklat dilakukan dengan perubahannya yang sangat mendasar, meliputi tujuan, syarat dan media pembelajarannya yang sangat berbeda dengan pola sebelumnya. Fokus pada pola baru ini adalah pembentukan karakter birokrat yang profesional yang mampu menginternalisasikan nilai-nilai dasar aparatur sipil negara dan tertatanamnya etika publik yang tinggi, sehingga diklat yang dilakukan tidak berhenti pada pembentukan kompetensi saja.

Berdasarkan berbagai masalah yang sudah diketengahkan pada latar belakang masalah di atas, maka penulis merasa perlu mengangkat penelitian mengenai "Evaluasi Penyelenggaraan Pendidikan dan Pelatihan Kepemimpinan Pola Baru Tk III Angkatan VIII Tahun 2014 pada Lembaga Administrasi Negara Berdasarkan Level Reaksi Peserta". Dengan menggunakan teori Evaluasi Diklat dari Kirkpatrick level reaksi.

Berdasarkan paparan di atas maka dapat dirumuskan pertanyaan penelitian yaitu "Bagaimana Evaluasi Penyelenggaraan Pendidikan dan Pelatihan Kepemimpinan Pola Baru Tk III Angkatan VIII Tahun 2014 Pada Lembaga Administrasi Negara Berdasarkan Level Reaksi Peserta?"

Berdasarkan perumusan masalah diatas tujuan penelitian ini adalah untuk Mengevaluasi Penyelenggaraan Pendidikan dan Pelatihan Kepemimpinan Pola Baru Tk III Angkatan VIII Tahun 2014 Lembaga Administrasi Negara Berdasarkan Level Reaksi Peserta.

Hasil penelitian ini diharapkan dapat memberi manfaat dalam bidang evaluasi penyelenggaraan diklatpim pola baru. Berdasarkan tujuan penelitian, penelitian ini dapat digolongkan sebagai penelitian deskriptif. Tujuan penelitian deskriptif dimaksudkan untuk eksplorasi dan klarifikasi suatu fenomena atau kenyataan sosial dengan jalan mendeskripsikan sejumlah variabel yang berkenaan dengan masalah dan unit yang akan diteliti.

Dengan menggunakan metode deskriptif, penelitian ini berusaha memberikan informasi secara sistematis dan cermat tentang kenyataan di lapangan atau fenomena yang di teliti. Serta untuk mengeksplorasi dan mengklarifikasi sebuah fenomena atau kenyataan sosial yaitu Evaluasi Penyelenggaraan Pendidikan dan Pelatihan Kepemimpinan Pola Baru Tk III Angkatan VIII Tahun 2014 pada Lembaga Administrasi Negara.

Evaluasi Reaksi Peserta terhadap Penyelenggaraan Diklatpim Pola Baru Tk III

Berdasarkan kriteria penafsiran dari penilaian responden dapat dinyatakan bahwa Widyaiswara Diklatpim Tk III Pola Baru pada Lembaga Administrasi Negara menunjukan nilai 62,60 atau cukup baik. Namun pada tingkat nilai rata-rata tertimbang diatas diketahui nilai terendah mulai dari penguasaan terhadap materi widyaiswara , kemudian kualitas penyampaian materi, metode dan teknik dalam mengajar, performa, sikap, kepercayaan diri widyaiswara serta latar belakang pendidikan.

Dari hasil wawancara dengan informan dapat dinyatakan bahwa Sistematika penyajian sebagian widyaiswara tidak mempergunakan prosedur untuk pencapaian output Diklatpim. Materi yang dikembangkan oleh para widyaiswara sangat kurang memadai karena kurangnya kompetensi. Hal ini dapat dibedakan apabila para widyaiswara dibandingkan dengan para nara sumber non Widyaiswara.

Kurangnya pengetahuan secara kompetensi Widyaiswara mengenai output Diklatpim pola baru menjadikan kegiatan pembelajaran masih bersifat clasical salah satunya dengan memberikan tugas dan makalah secara terus menerus sehingga dalam sisi praktek atau simulasi pembelajaran menjadi kurang optimal. Hal ini tidak sesuai dengan pembelajaran yang efektif yaitu melibatkan ranah kognitif, afektif dan psikomotorik.

Penilaian Responden terhadap Penyelenggara Diklatpim Pola Baru

Berdasarkan kriteria penafsiran dari penilaian responden dapat dinyatakan bahwa penyelenggara Diklatpim Tk III Pola Baru pada Lembaga Administrasi Negara menunjukan nilai 64,50 atau cukup baik. Namun pada tingkat nilai rata-rata tertimbang diatas diketahui nilai terendah mulai dari kualitas koordinasi antara peserta dengan penyelenggara, kemampuan menghadapi komplain, kemampuan mengatasi kendala dalam pelaksanaan diklatpim, penegakan aturan selama pelaksanaan diklatpim dan kualitas pelayanan.

Dengan demikian dapat dinyatakan bahwa Penyelenggara pada Diklatpim Tk III Pola Baru belum menggambarkan kondisi optimal. Dari hasil wawancara dan penelitian ditemukan, bahwa penyelenggara telah menyelenggarakan Diklatpim Pola Baru dengan cukup baik antara lain pernyataan Kepala Bidang Data dan Analisis Kebijakan LAN selaku peserta:

> "Penyelenggara sudah cukup baik mba dalam memberikan pelayanan administrasi seperti penyediaan bahan ajar modul , pemenuhan kebutuhan alat belajar seperti pulpen dan lain-lain yang diberikan untuk menunjang penyelenggaraan Diklatpim Pola Baru."

Persiapan layanan administrasi yang dilaksanakan oleh penyelenggara dalam hal pengumuman dan waktu pembelajaran kepada peserta telah berjalan dengan cukup baik. Namun koordinasi antara penyelenggara dengan peserta dalam proses pembelajaran belum sepenuhnya dilaksanakan, dikarenakan keberadaan penyelenggara dalam proses pembelajaran terkadang tidak selalu siap di dalam kelas untuk memenuhi kebutuhan peserta. Oleh sebab itu penyelenggara perlu melakukan peningkatan pelayanan dan koordinasi dengan peserta untuk berjalannya proses pembelajaran yang lebih baik.

Penilaian Responden terhadap Kurikulum Diklatpim Pola Baru

Kurikulum adalah suatu program pendidikan yang berisikan berbagai bahan ajar dan pengalaman belajar yang diprogramkan, direncanakan dan dirancangkan secara sistemik atas dasar norma-norma yang berlaku yang dijadikan pedoman dalam proses pembelajaran bagi tenaga kependidikan dan peserta didik untuk mencapai tujuan pendidikan.

Dalam penyelenggaraan pendidikan dan pelatihan kurikulum disusun berdasarkan tujuan program diklat yang akan diselenggarakan, dikaitkan dengan kebutuhan perkembangan pelaksanaan tugas dan fungsi organisasi, kebutuhan pembangunan nasional, perkembangan teknologi dan lingkungan strategis. Selanjutnya peningkatan mutu dan kemampuan baik dalam bidang substansi maupun kepemimpinan dan koordinasi dalam melaksanakan tugas umum pemerintahan dan pembangunan.

Berdasarkan kriteria penafsiran dari penilaian responden dapat dinyatakan bahwa Kurikulum Diklatpim Tk III Pola Baru pada Lembaga Administrasi Negara menunjukan nilai 64,60 atau cukup baik. Namun pada tingkat nilai rata-rata tertimbang diatas diketahui nilai terendah mulai dari kesesuaian program mentoring dengan tujuan kurikulum, kesesuaian program *coaching* dengan tujuan kurikulum, kesesuaian kurikulum dengan peningkatan kompetensi, kesesuaian kurikulum dengan tujuan diklatpim pola baru dan kesesuaian kurikulum dengan kebutuhan peserta.

Dengan demikian dapat dinyatakan bahwa Kurikulum pada Diklatpim Tk III Pola Baru belum menggambarkan kondisi optimal. Oleh karena itu, pengembangan dan penerapan kurikulum Diklatpim Tk III Pola Baru oleh pihak yang terlibat didalamnya seperti mentor atau atasan langsung peserta masih memerlukan perbaikan untuk pencapaian output dari kurikulum yang lebih baik.

Namun secara penerapan kurikulum dalam kegiatan Penyelenggaraan Diklatpim Tk III Pola Baru yang diantaranya program mentoring atau bimbingan oleh atasan langsung peserta belum menggambarkan hasil yang optimal.

Dari hasil wawancara dapat dilihat bahwa kurikulum yang baik perlu didukung dengan penerapan kurikulum yang baik pula agar kegiatan pembelajaran dapat berjalan dengan maksimal.

Penilaian Responden terhadap Fasilitas Diklatpim Pola Baru

Fasilitas penyelenggaraan pendidikan dan pelatihan kepemimpinan merupakan sarana dan prasarana yang merupakan alat bantu dan fasilitas penunjang yang digunakan dalam pelaksanaan diklat.

Sarana adalah peralatan dan perlengkapan yang secara langsung digunakan dan menunjang proses pendidikan, khususnya proses belajar mengajar seperti gedung, ruang kelas, meja, kursi, serta alat-alat dan media pengajaran. Sarana Diklat perlu dikelola dengan baik agar dapat menunjang proses pembelajaran. Salah satu fungsi sarana ini adalah sebagai sumber belajar.

Sedangkan prasarana pelatihan adalah merupakan seluruh komponen yang secara tidak langsung dapat menunjang jalannya proses pelatihan dan proses belajar mengajar seperti bangunan kantor, asrama, jalan, halaman, tata tertib dan lingkungan dimana lembaga pelatihan tersebut didirikan.

Agar proses aktualisasi pengetahuan dapat berlangsung dengan mudah pada saat pembelajaran, maka layout atau tata letak ruangan kelas berbentuk islands atau kelompok-kelompok yang terdiri atas 4-5 orang, dengan flipchart stand pada masing-masing kelompok. Sedangkan dalam pola lama, lay out ruangan berbentuk theather. Pola islands jelas lebih efektif untuk berdiskusi kelompok, sementara ruangan theather hanya dipergunakan untuk materi ceramah.

Dari 5 indikator tentang Fasilitas Diklatpim Pola Baru yang diajukan kepada 40 responden diperoleh nilai rata-rata tertimbang dari tingkat terendah untuk masing-masing indikator sebagai berikut :

- Penyediaan Konsumsi dengan nilai 0,62 ;
- Ketersediaan audio dan visual penunjang kegiatan belajar mengajar dengan nilai 0,63 ;
- Kualitas penerangan dengan nilai 0,64 ;
- Kualitas audio dan visual penunjang kegiatan belajar mengajar dengan nilai 0,65 ;
- Kualitas ruangan dengan nilai 0,66 ;

Berdasarkan kriteria penafsiran dari penilaian responden dapat dinyatakan bahwa Fasilitas Diklatpim Tk III Pola Baru pada Lembaga Administrasi Negara menunjukan nilai 63,70 atau cukup baik. Namun pada tingkat nilai rata-rata tertimbang diatas diketahui nilai terendah mulai dari penyediaan konsumsi, ketersediaan audio dan visual penunjang kegiatan belajar mengajar, kualitas penerangan, kualitas audio dan visual penunjang kegiatan belajar mengajar dan kualitas ruangan.

Dengan demikian dapat dinyatakan bahwa Fasilitas pada Diklatpim Tk III Pola Baru belum menggambarkan kondisi optimal. Oleh karena itu, Fasilitas Diklatpim Tk III Pola Baru berupa sarana dan prasarana masih memerlukan penambahan dan perbaikan kualitas untuk memenuhi kebutuhan peserta selama proses pembelajaran agar peserta merasa nyaman dan meningkatkan semangat belajar.

Dari hasil wawancara dan penelitian ditemukan antara lain, fasilitas Diklatpim Tk III Pola Baru berupa sarana dan prasarana perlu dilengkapi. Penyediaan in focus yang kurang optimal menjadikan proses pembelajaran tertunda. Selain itu penyediaan konsumsi yang kurang variasi menjadikan kehilangan selera sehingga tidak menunjang proses pembelajaran.

How Significant Obligatory Zakat Profession will Contribute to Poverty Eradication in Indonesia
(Study Case of West Java Province Government in Indonesia)

Seberapa Jauh Zakat Profesi yang Diwajibkan dapat Mengentaskan Kemiskinan
(Studi Kasus Pemerintah Provinsi Jawa Barat

Nama	: Agung Nurrahman
NIP	: 199003302010101002
Instansi	: KEMENDAGRI
Tahun Intake	: 2014
Tingkat Beasiswa	: Master Overseas
Program Studi	: Master of Public Administration
Negara Studi	: Australia
Universitas	: University of Canberra

ABSTRACT

The entity of government exist to provide its certain goals for people. One of other basic but very important goal is to provide prosperity for their citizen. On the other hand, poverty is the indicator for such successive government to govern their people. However, mostly around the world the poverty still exist, especially in developing countries. Although it has been a common issue which raised from century to century, poverty seems to be a main problem. History shall tell how to cope with poverty. One of the success government has proven that zakat together with waqf already defeat poverty. Therefore, this research would like to understand how much influence of zakat to boost poverty eradication. The focus of the research is on zakat profession which not been observe deeply and implemented. In addition, the locus of the research took in West Java Province as the highest population in Indonesia as 1 out of 3 top Muslim countries in population. The research found that around zero point five percent poor people could be reduce. The mechanism is just simply divided the income evenly to the poor people. Further research could enhance more the production of zakat by develop the income into more benefit for the people. In addition, other research could provide with more comprehensive zakat coverage plus conjunction with waqf system to optimize the poverty elimination program.

ABSTRAK

Entitas pemerintah ada untuk memberikan tujuan tertentu bagi masyarakat. Salah satu tujuan dasar tapi sangat penting lainnya adalah memberikan kesejahteraan bagi warganya. Di sisi lain, kemiskinan adalah indikator bagi pemerintahan berturut-turut untuk memerintah rakyat mereka. Namun, kebanyakan di seluruh dunia masih ada kemiskinan, terutama di negara berkembang. Meskipun telah menjadi isu umum yang diangkat dari abad ke abad, kemiskinan tampaknya menjadi masalah utama. Sejarah harus menceritakan bagaimana mengatasi kemiskinan. Salah satu keberhasilan pemerintah telah membuktikan bahwa zakat bersama wakaf sudah mengalahkan kemiskinan. Oleh karena itu, penelitian ini ingin mengetahui seberapa besar pengaruh zakat untuk meningkatkan pemberantasan kemiskinan. Fokus penelitiannya adalah pada profesi zakat yang belum diobservasi secara mendalam dan dilaksanakan. Selain itu, lokus penelitian mengambil di Provinsi Jawa Barat sebagai populasi tertinggi di Indonesia sebagai 1 dari 3 negara Muslim teratas dalam populasi. Penelitian tersebut menemukan bahwa sekitar nol poin lima persen orang miskin bisa dikurangi. Mekanismenya hanya membagi pemasukan secara merata kepada masyarakat miskin. Penelitian lebih lanjut dapat meningkatkan lebih banyak produksi zakat dengan mengembangkan pendapatan menjadi lebih bermanfaat bagi masyarakat. Selain itu, penelitian lain dapat memberikan cakupan zakat yang lebih komprehensif ditambah hubungannya dengan sistem wakaf untuk mengoptimalkan program penghapusan kemiskinan.

Introduction

Kesuksesan pemerintahan dalam memerintah rakyatnya dapat diukur dari sejauh mana sebuah pemerintahan mampu merealisasikan tujuan dari adanya entitas sebuah pemerintahan. Entitas negara itu ada, tidak lain untuk memenuhi kebutuhan rakyat yang dipimpinnya sebagai bagian dari negara. Diantaranya dari sekian banyak tujuannya adalah sebagai penjamin terciptanya keadilan dan kesejahteraan bagi masyarakat. Maka kemampuan untuk memenuhi hal tersebut telah dapat menjawab pertanyaan baik secara umum maupun khusus apakah pemerintah, siapapun, kapanpun, dan dimanapun telah sukses sebagai sebuah entitas pemerintah.

Kesejahteraan rakyat sebagaiamana ditekankan sebelumnya sebagai salah satu alasan penting keberadaan negara, juga merupakan indicator kesuksesan pemerintahan suatu negara. Adapun untuk mengukur lebih konkrit capaian kesejahteraan yang cenderung lebih abstrak, maka dapat digunakan beberapa rangkaian capaian derivasinya, salah satunya tingkat kemiskinan. Walaupun sebagian kalangan menilai bahwa kemiskinan juga termasuk sesuatu yang abstrak, ditambah segmentasinya yang cukup luas, pada dasarnya kemiskinan muncul sebagai suatu bentuk yang cukup solid dan konkrit untuk diukur.

Konsep kemiskinan yang penulis gunakan adalah bentuk kemiskinan dimana terjadinya ketidakmerataan distribusi penghasilan. Pemilihan konteks tersebut dinilai berdasarkan kemunculan awal konsep kemiskinan, ditambah juga sebagai langkah konkrit untuk mengkalkulasi nilai kemiskinan, factor yang ketiga adalah suatu pertimbangan terkait kepada mendasarnya aspek perekonomian bagi kehidupan manusia seperti yang dapat terlihat dari konsep *Maslow*. Banyak kejadian social dan politik pun yang didasari pada aspek ekonomi sebagai pemicu awal fenomena tersebut. Sehingga tidak berlebihan kiranya jika penulis menilai dari sekian banyak definisi kemiskinan, kemiskinan yang lebih menekankan pada aspek ekonomi khususnya aspek meratanya distribusi pengahsilan, memiliki tendensi yang besar baik bagi definisi kemiskinan lain yang lebih luas, maupun dampaknya yang dapat dirasakan baik langsung maupun tidak langsung ditengah masyarakat.

Kemiskinan tentunya bukanlah hal baru, khususny dalam konteks tersebut, hampir perbagai jenis pemerintahan dalam setiap zaman menghadapi hal tersebut. Sehingga bukankah seharusnya pemerintahan kini menengok ke belakang terkait sukses atau tidaknya penanganan permasalahan tersebut? Disamping terus berinovasi tanpa mempertimbangkan apa yang telah dilakukan di masa lalu. Bukankah itu yang diajarkan mantan Presiden Soekarno. Begitu pula senada dengan Grindle yang menekankan bahwa setiap program seharusnya memiliki suatu refleksi terhadap sejarah dan nilai-nilai yang terkandung didalamnya. Sehingga perlu diambil sebuah sample yang cukup sukses, atau setidaknya mendekati, dalam mengentaskan kemiskinan di Indonesia sebagai negara yang cukup tinggi populasinya di dunia.

Salah satu pendekatan pengentasan kemiskinan adalah melalui program zakat. Program ini secara historis telah dilaksanakan beberapa abad lalu dan terbukti efektif mengentaskan kemiskinan saat dikombinasikan dengan program waqaf, dan shadaqah di zaman kekhalifahan umar bin abdul aziz. Adapun penulis melihat kontribusi zakat yang besar tersebut patut untuk diimplementasikan secara lebih optimal untuk meningkatkan kesejahteraan masyarakat Indonesia yang mayoritas penduduknya adalah muslim, sehingga hal ini dapat meningkatkan potensi penerimaan zakat. Terlebih lagi Indonesia merupakan bagian dari 5 besar negara muslim di dunia saat ini yang juga terjerat kemiskinan. Adapun penulis juga melihat konsep zakat yang masih dapat dioptimalkan lebih jauh di sektor pemerintahan adalah zakat penghasilan atau zakat profesi. Hal tersebut dikarenakan aspek manajerial zakat penghasilan akan terbantu dengan adanya pengelolaan keuangan di sector pemerintahan. Hal ini ditambah lagi dengan sifat zakat yang merupakan ibadah wajib bagi muslim, sehingga akan mempermudah pelaksanaan program ini. Tidak terlepas juga penelitian terkait implementasi ini belum pernah penulis lihat sebelumnya, sehingga kontribusinya diharapkan bisa memberikan nilai tambah.

Area yang tampaknya cukup perlu diperhatikan di Indonesia adalah wilayah Jawa Barat. Hal ini dikarenakan beberapa faktor yang melatarbelakanginya: pertama, Jawa Barat walaupun merupakan area dengan persentase penduduk tertinggi sejak tahun 7 tahun lalu yang diperkirakan tetap berada pada peringkat pertama hingga tahun ini Faktor kedua jumlah penduduk terbanyak di Indonesia ada di wilayah Jawa Barat. Begitu pula dengan jumlah rumah tangga terbanyak berada di Jawa Barat, dimana hal tersebut juga cukup linier dengan jumlah penduduk yang banyak.

Metode Penelitian

Metode Penelitian yang digunakan adalah dengan menggunakan pendekatan kualitatif. Hal tersebut mengingat kalkulasi zakat profesi yang langsung dipotong dari penghasilan pegawai pemerintah Provinsi Jawa Barat untuk langsung didistribusikan pada masyarakat miskin. Pendekatan yang dilakukan peneliti adalah dengan menggunakan penghitungan headcount ratio atau penghitungan per kepala. Adapun kalkulasi masyarakat miskin terbatas di provinsi Jawa Barat dan didasarkan pada ketersediaan data yang dapat diakses terkait tingkat dan jumlah kemiskinan.

Hasil & Pembahasan Penelitian

Hasil dari observasi di Pemerintahan Provinsi Jawa Barat didapatkan keterangan dan data pns yang *eligible* (layak) mengeluarkan zakat profesi. Adapun syarat utamanya adalah merupakan seorang muslim. Sedangkan berdasarkan pangkat dan golongannya tingkat penarikan zakat disesuaikan konstantanya terhadap kemampuan dan

kenyamanan. Hasil dari kalkulasi tersebut didapatkan bahwa bila zakat profesi mampu diwajibkan kepada seluruh pns di instansi Pemerintah Provinsi Jawa Barat dan instansi pemerintahan daerah dibawahnya, maka kurang lebih sebesar 0.5% penduduk miskin di Jawa Barat bisa dikurangi dengan secara sederhana memberikan distribusi tersebut.

Kesimpulan & Saran

Penelitian ini menunjukkan bahwa jika zakat profesi diwajibkan pada para pns di instansi pemerintahan di Jawa Barat, maka kurang lebih 0.5% dari kemiskinan di Jawa Barat sebagai provinsi terbanyak penduduknya dan terpadat ke-2 di Indonesia bisa dikurangi. Namun tentunya hal tersebut dapat direalisasi jika program ini dapat diwajibkan di setiap instansi pemerintahan. Adapun saran dari peneliti adalah dilakukannya integrasi program zakat lainnya seperti, zakat mal dan zakat fitrah. Hal ini akan lebih optimal jika integrasi terhadap waqaf seperti keberhasilan pemerintahan Umar bin Abdul Aziz. sejauh mana tingkat optimasi tersebut tentunya dibutuhkan penelitian khusus.

The Impact of Foreign Direct Investment (FDI) in Eastern Indonesia Development

Dampak Penanaman Modal Asing (PMA) dalam Pembangunan Indonesia Timur

Nama	: Ajie Cakra Maulana
NIP	: 199105082061001
Instansi	: KEMENDAGRI
Tahun Intake	: 2017
Tingkat Beasiswa	: Master Overseas
Program Studi	: Master of Public Administration - International Development
Universitas	: University of York
Negara Studi	: Britania Raya

ABSTRACT

The objective of this policy report is to provide insights for policymakers and government on foreign direct investment impact on Eastern Indonesia development by observing its impact on past years. While foreign direct investment can bring benefits in terms development to the host country, it could turn the richness of the host country to a curse, which inhibit their development. Empirical evidences from many countries serve as guidelines in observing the impact of foreign direct investment to host's country development, which later will be evaluated to observe to compare it with economic and human development condition in Eastern Indonesia.

The result of this study suggests that, not all of the provinces in Eastern Indonesia have benefits the full potential of foreign direct investment. As Papua has shown that, while it may increase economic growth, it has aggravate violent conflict as well. Furthermore, inadequate level of human capital, difference in infrastructure condition, and politics has contribute to widening the development gap between Eastern Indonesia and other region in Indonesia. Moreover, policy recommendation is included assist policy makers and government to make the most of foreign direct investment to support development in Eastern Indonesia.

ABSTRAK

Tujuan dari laporan ini adalah untuk memberikan wawasan bagi pembuat kebijakan dan pemerintah mengenai dampak investasi langsung langsung terhadap pembangunan Indonesia Timur dengan mengamati dampaknya pada tahun-tahun sebelumnya. Sementara investasi asing langsung dapat membawa manfaat dalam hal pembangunan ke negara tuan rumah, namun dapat mengubah kekayaan negara tuan rumah menjadi malapetaka, yang menghambat perkembangan mereka. Bukti empiris dari berbagai negara menjadi pedoman dalam mengamati dampak investasi langsung asing terhadap pembangunan negara tuan rumah, yang nantinya akan dievaluasi untuk membandingkannya dengan kondisi pembangunan ekonomi dan manusia di Kawasan Timur Indonesia. Hasil penelitian ini menunjukkan bahwa, tidak semua provinsi di Kawasan Timur Indonesia memiliki potensi untuk memperoleh potensi investasi langsung langsung. Karena Papua telah menunjukkan bahwa, walaupun dapat meningkatkan pertumbuhan ekonomi, Papua juga telah memperparah konflik kekerasan. Selanjutnya, tingkat sumber daya manusia yang tidak memadai, perbedaan dalam kondisi infrastruktur, dan politik telah berkontribusi dalam memperluas kesenjangan pembangunan antara Kawasan Timur Indonesia dan wilayah lainnya di Indonesia. Selain itu, rekomendasi kebijakan disertakan membantu pembuat kebijakan dan pemerintah untuk memanfaatkan investasi langsung langsung untuk mendukung pembangunan di Kawasan Timur Indonesia.

Introduction

Foreign direct investment (FDI) is known to be one of the means of supporting a country's development. Many developing countries have been trying to attract FDI to accelerate their economic growth. Similarly, in 2016, Indonesia's development course has moved to focus foreign investments. In order to attract foreign investments the president of Indonesia has instructed the Ministry of Home Affairs to void more than three thousand local government regulations, in order to create 'ease of doing business' in Indonesia (Kompas, 20th of May 2016). One of the main reasons for this regulatory changes may be the beginning of the Association of South East Asian Nation (ASEAN) Economic Community implementation earlier on this year, which has prompted the Indonesian Government to maximize this opportunity to stimulate economic growth throughout Indonesia. Another reason relates to the President's vision to increase national income for accelerating development in Indonesia. However, such a drastic measure needs a comprehensive study of the country's previous experience of FDI in relation to development, to ensure that FDI will bring benefits to more equal development in Indonesia.

FDI, however, can bring developmental benefits to the host country. Many countries such as Malaysia, Romania, Taiwan, Botswana and even larger scale entities such as Eurozone, serve as empirical evidence that FDI could be beneficial for host countries. However, cases from Nigeria and provinces in Indonesia, such as Aceh and Papua, have shown that FDI could turn their natural resources blessing into a 'curse'.

Despite the outcome of this policy over the next few years, the capacity to maximize the output from the investment itself differs for each province considering their development conditions, which also relates to previous FDI inflows such as economic and human capital, and infrastructure. Provinces in Java Island have the fastest economic growth in Indonesia. This is shown in their gross regional domestic product (GRDP) growth rates, which have been significantly higher than those of Eastern Indonesia. Furthermore, all of the provinces in Eastern Indonesia have lower human capital development than the average provinces in Indonesia; it scores 70.5 compared with the average of 73.81. On top of that, the difference in infrastructure development in Eastern Indonesia compared with other regions in Indonesia is significant due to centralized planning in the Soeharto era.

Nevertheless, Eastern Indonesia still remains very attractive for investment in the natural resources and extractive sector due to its large mineral reserves and prominent agricultural sector. This view is also supported by research carried out by Wahyuni and Lapya (2015) with 144 respondents who have worked in oil and gas based foreign companies. Their findings show a significant preference for Eastern Indonesia due to its large untapped oil and gas reserves, as well as its renewable natural resources riches. This research has correlates with the current condition of FDI inflows in Indonesia,

as the preferred sector of investments itself differs for each region in Indonesia. While provinces located in Java Island are focusing on manufacturing industry and services, investment in provinces in Eastern Indonesia is much more concentrated on the natural resources (renewable and non-renewable) and extractive industry. These differences arguably are one of the sources of the development gap between these two regions.

Based on the objective of the study discussed above, the questions developed for this study is "What is the impact of foreign direct investment in Eastern Indonesia in terms of development, including its dynamic from the previous years? How does it affect development in Eastern Indonesia?"

To answer these questions, this policy project will be structured in the following manner. The first section provides a literature review of foreign investment in developing countries. The subsequent section provides empirical evidence of the impact of foreign direct investment on development, as well problems in Eastern Indonesia. Furthermore, the third section deals with the presentation of investment data in Eastern Indonesia in the period 1999 to 2015, followed by data analysis in the following section. After this, it will give recommendations both for policy and theories regarding foreign investments. Finally, the policy project will offer concluding thought.

The method used here is descriptive analysis of secondary data provided by the authorized government websites in Indonesia to observe foreign investments and variables of development such as GRDP growth rate, poverty rates, human development index, and enrolment rates. Furthermore, comparison with another region in Indonesia is made in order to signify the developmental gaps in Eastern Indonesia and its relationship with FDI.

Findings Presentation-Evidence from Eastern Indonesia

This section will begin with a brief overview of developmental conditions in Indonesia, with a focus on Eastern Indonesia. In relation to representing the developmental conditions of Indonesia, regional GDP growth rates and poverty rates serve as indicators for assessing economic development, while the human development index and educational enrolment rate serve as indicators which reflect aspects of human development. Following this, the dynamics of FDI in Eastern Indonesia will be explored.

Economic growth is measured using the gross domestic product (GDP) growth rates of each region, which at provincial level is referred to as gross regional domestic product (GRDP). Poverty rates have been added as a determinant to measure the distribution of income which comes from GDP growth, as many authors have argued that economic growth tends to increase, rather than decrease, poverty. Firstly, every province in Eastern Indonesia has a slower GRDP growth rate compared with average GRDP growth in Indonesia. Papua stands above the rest of the provinces in Eastern

Indonesia, with average growth of 1.4% during this period, followed by West Papua with 0.4% average growth rates. In contrast, Maluku and North Maluku have the slowest GRDP growth in this region during this period.

There are some similarities between each province in the Eastern Indonesia in terms of GRDP, particularly, the significant contributions by natural resources and extractive sector. For instance, in the period 2010 to 2015, the natural resources sector has significantly contributed to GRDP in proportions of 30.3%, 35.1%, 37.4% and 47% for Maluku, West Papua, North Maluku and Papua respectively. The composition of natural resource contributions to GRDP is quite different as well. GRDP in Papua and West Papua were dominated by the mining sector (non-renewable resources), but the proportion of income contributions to GRDP from agriculture, forestry and fisheries (renewable natural resources) was higher in Maluku and North Maluku. In contrast, manufacturing sector proportions in GRDP show different pictures: while Maluku, North Maluku, and Papua have only around 5% and below, the manufacturing sector in West Papua contributes around 31% to GRDP in that period.

However, if we observe on a larger scale, there is a significant gap in the GRDP growth rate between provinces in Java Island and Eastern Indonesia. Similarly, the average GRDP growth rate in Indonesia remains stable at 3.03% throughout the 2004- 2012 period, as GRDP growth seems to be slower at 0.5% rate per year, which falls below the average GRDP growth rate and even further from GRDP growth rate in provinces in Java Island in the same period, which averages 9.74% per year.

Secondly, even though poverty rates have been declining during this period, poverty rates remain higher in most provinces in Eastern Indonesia than the average poverty rate in Indonesia as a whole. North Maluku has successfully kept the poverty rate below average during this period, and this province has reduced the poverty rate from around 12% in 2007 to roughly 8% in 2012. On the other hand, while Maluku, West Papua and Papua have succeeded in decreasing their poverty rates, which averaged about 10% during this period, the poverty rates in these three provinces, especially Papua and West Papua remain significantly higher than the average poverty rate in Indonesia.

If we compare poverty rates in Eastern Indonesia with other regions in Indonesia, poverty rates are significantly higher on average in Eastern Indonesia than in provinces in Java Island. Even though the trends show decreasing poverty rates in each of the respective regions throughout the period 2007 to 2012, poverty rates in the provinces in Java Island are slightly lower than the average poverty rate in Indonesia. While Eastern Indonesia has shown a significant decrease, which amounted to roughly 8% in this period, the gap between poverty rates in this region and the average poverty rate in Indonesia is large, roughly a 10% difference at the end of 2012.

These figures may correlate with the type and the size of the sector in Indonesia in terms of employment. For example, the agricultural sector in Indonesia absorbs the majority of the workforce. In 1986, agriculture accounted for 54% of the total workforce in Indonesia and at the end of 2015 it had employed 32% of the total workforce. Despite the decrease in the proportion, in 2015 the amount of employment in this sector had increased to 37 million, from approximately 35 million in 1986 (Bps.go.id, 2015). Moreover, the agricultural sector also holds dominant roles in Maluku and Papua, as it absorbs 60% (Bappenas go.id, 2012) and 68% (Keeromkab.bps.go.id, 5 May 2012) of total workforces. Even though it is less than in Maluku and Papua, the agricultural sector has a similar impact in workforce absorption in North Maluku and West Papua, accounting for 50.3% (Malut.bps.go.id, 5 November 2015) and 42.1% (Irjabar.bps.go.id, 5 November 2015) of total workforces respectively.

Human Capital Development Condition

Two variables which chosen to assess human capital development in Eastern Indonesia are the Human Development Index (HDI) and the educational enrolment rate. The Human Development Index consists of three variables, longevity and wellbeing, education, and decent standard of living. As shown in the chart above, HDI in Eastern Indonesia has shown a steady increase from 1996 to 2013. However, while Maluku, North Maluku and West Papua score slightly lower than the Indonesian average throughout the period, and successfully score above 70 at the end of 2013, human development in Papua has not been able to catch up with the Indonesian average, as it only reaches around 66% by the end of the period, and is also the province with the lowest score in Indonesia. This figure has successfully demonstrated a lower rate human development in Eastern Indonesia, especially Papua.

As briefly mentioned earlier, provinces in Eastern Indonesia, especially Papua and West Papua, have a human development gap compared with other provinces in Indonesia. As shown in the chart above, in terms of primary education, while Maluku and North Maluku show the capability to cope with the average primary school enrolment ratio in Indonesia, which was around 96% in 2003 and rose steadily to approximately above 99% by the end of 2015, the primary school enrolment ratio in Papua has been declining from around 85% in 2003 to 81% by the end of 2015. On the other hand, the newer established province namely West Papua has shown an increasing trend from around 90% in 2006 to above 96% by the end of 2015. Furthermore, the higher education enrolment ratio in Eastern Indonesia on the other hand, shows interesting scores. Maluku has shown a stark increase from about 12% enrolment in 2003 to beyond 36% enrolment at the end of 2015, being the province with the second highest higher education enrolment ratio in Indonesia. While North Maluku and West Papua also show large increases from around 8% enrolment in 2003 to about 32% and 30%

in 2015 respectively, Papua has shown a slower increase from around 8% enrolment in 2003 to 22.5% in 2015, which is slightly below the average higher education enrolment rate in Indonesia.

Policy Recommendations

In order to maximize the potential of FDI in Eastern Indonesia to benefit its indigenous population, it is recommended that the government takes some steps to improve the policies concerning FDI. Firstly, the diversification of investments by attracting non-natural resources FDI through incentives for non-natural resources investment, such as tax reduction, is necessary in order to reduce dependency on natural resources and the probability of future conflicts caused by it. Furthermore, in relation to this, improvement of government regulation 47 of 2012 is urgently needed, as the cases in Maluku and North Maluku have shown. The lack of clarity in this regulation has even raised the probability of conflict occurrence in North Maluku due to a lack of accountability. Emphasis on more solid forms of development, such as infrastructure or integrated human capital development program with foreign companies, is a necessary addition to this regulation in order to secure the most benefits from FDI.

Secondly, better management of revenues from FDI is necessary. More revenues from FDI should be allocated to Eastern Indonesia, alongside solid infrastructure programmes. Having more allocation will not only provide them with opportunities to diversify their economies, but will also enable them to allocate more public expenditure to accelerate infrastructure development and human capital development in Eastern Indonesia, which will attract more FDI inflows in the future. In addition, better management of migration rates in Eastern Indonesia is required, since it could be argued that labour migration under the Soeharto regime has triggered several large, violent conflicts such as those in Central Kalimantan, between the Dayak tribe and migrants from Madura, and grievances in Papua which made people feel marginalized in their own land due to competition in employment with non-Papuan individuals (Jeratpapua.org, 13 February 2015), as in the case of employment in PT Freeport Indonesia mentioned previously.

Conclusion

This study providing a better understanding of the impact of foreign direct investment on Eastern Indonesia in previous years and has provided insights to enable the Eastern Indonesia to secure most of the benefits which come with FDI. Not all of the provinces in Eastern Indonesia have been able to get the maximum benefits in relation to development from FDI. While Papua may have enjoyed the fastest economic growth in this region, due to high amounts of capital inflow from FDI, this growth seems to have had little impact on poverty reduction in this province because it still has the

largest poverty rate in Indonesia. Furthermore, it also has suffered from conflict issues regarding separatism, which may have been caused by the uneven distribution of profits from natural resource extraction by the foreign company. In addition, capital inflow from FDI has not been able to stimulate economic diversification because Papua still depends heavily on the mining sector. In contrast, infrastructure development in Papua has been supported by FDI, which will directly benefit local residents who live near the mining area. Consequently, Papua has been experiencing both benefits and disadvantages from FDI in the natural resource and extractive sector.

Evidence from Eastern Indonesia has suggested that FDI has contribute in widening development gap in Eastern Indonesia. Furthermore, there are several factors that caused it mainly, level of human capital, difference in infrastructure conditions and politics. Furthermore, comparisons of FDI inflows between provinces in Java Island and Eastern Indonesia have proven that, as long as good institutions such as transparency, accountability and good management of resources both in central government and local government are absent, FDI in the natural resources and extractive sector is more prone to becoming an inhibitor for development in Eastern Indonesia, especially because it tends to exacerbate conflicts in the invested region.

In terms of policy recommendations, tax reduction on non-natural FDI is needed to attract non-natural resources investment, which will enable Eastern Indonesia to diversify its economies and stimulate other sectors such as manufacturing, leading to more sustainable growth and increasing the region's competitiveness. Furthermore, improvement of government regulation 47 of 2012 is necessary to maximize CSR programmes to support infrastructure development. Moreover, better management of revenues from FDI is imperative to support infrastructural and human capital development. Lastly, a more controlled migration rate to Eastern Indonesia would reduce the probability of violence that inhibits the region's development.

In conclusion, FDI gives both benefits and 'disadvantages' to the course of development in Eastern Indonesia. Furthermore, development gaps between Eastern Indonesia and other provinces may not solely be caused by FDI, because bad politics, and insufficient infrastructure and human development also contribute to their widening. Further study with more balanced data is recommended to add more precision to the results.

Does Fiscal Decentralization at the Provincial and City Level Contributes to Further Poverty Reduction?
A Case Study of Indonesia

Apakah Desentralisasi Fiskal di tingkat Provinsi dan Kota Berkontribusi pada Pengurangan Kemiskinan?
Studi Kasus di Indonesia

Nama   : Alfia Oktivalerina

NIP   : 198810262010122004

Instansi   : Bappenas

Tahun Intake   : 2014

Tingkat Beasiswa   : Master Overseas

Program Studi   : Development Administration and
                       Planning

Negara Studi   : Britania Raya/UK

Universitas   : University College of London

Introduction

After almost two decades of implementation, there is an urgency of comprehensive evaluation in terms of progress, output, outcome and impact of Indonesia's decentralization, including fiscal decentralization. The objectives of decentralization started in 2001 are to enhance regional development, encourage economic growth, and reduce poverty (Salim, 2009 cited in Ahmed, 2013). Data shows that Indonesia experienced a dramatic reduction in poverty incidence and poverty rate, from 39.30 million or 17.75% in 2006 to 28.28 million or 11.25% in 2014 (BPS, 2015). Therefore, it is imperative to do the comprehensive evaluation regarding the impact of fiscal decentralization on poverty reduction to find room for improvement and maximize the outcome.

After thorough literature review of related concepts, this dissertation empirically examines the impact of fiscal decentralization on poverty reduction at the provincial level using panel data regression of 33 provinces in Indonesia over 2008–2013. Furthermore, we also elaborate the link between them at the city level, using data of 93 cities in the same time period. We utilize several indicators of poverty and fiscal decentralization to enlarge the scope of analysis.

Background and Objectives

There has been much research about the link between fiscal decentralization and poverty reduction without any single conclusion whether it is a positive or negative connection. Some of the studies (see Ahmed, 2013; Yao, 2007; Faridi, et.al., 2012; Faridi and Nazar, 2013) proved the existence of the positive impact of fiscal decentralization in reducing poverty. On the other side, many scholars (Sepulveda & Martinez-Vazquez, 2010; Banwo, 2012; Jutting et.al., 2004; and Moche, et.al., 2014) concluded that this particular policy inversely correlated with poverty reduction outcome and suggest for the higher role of central government in redistributive programs.

Although there are a great number of works discussed decentralization in Indonesia, most of them analyse the potential relationship between this policy with regional economic development or inequality. Thus, the ultimate aim of this dissertation is to fulfil the academic gap regarding the impact of fiscal decentralization on Indonesia's poverty reduction, especially on urban poverty context. Scrutinizing the urban poverty in Indonesia's decentralization is highly imperative. Even though there were only 20% of Indonesia lived in urban area during 1975, the number is projected to increase to more than 60% by 2025 with higher urban slum dwellers (World Bank, 2003). At some point, urban poverty could generate more extreme situation compare to rural poverty. In order to delve the empirical relationship between fiscal decentralization and poverty reduction in Indonesia, we formulated the research question into:

Does fiscal decentralization at the provincial and city level contributes to further poverty reduction? A case study of Indonesia. We utilize the Fixed Effects Model (FEM), Random Effects Model (REM) and FE-IV (Instrumental Variables) using the STATA software. The study use samples of 33 provinces and 93 cities in Indonesia over the time period of 2008 – 2013. Availability of data was the main consideration in choosing the time span and variables. Several measures of poverty are used, including headcount ratio (HCR), in the total and urban area, and poverty gap. We employ the ratio of subnational revenue (expenditure) to total national revenue (expenditure) as the measurement of fiscal decentralization.

Outline of the Dissertation

This dissertation is organized as follows. The first section describes the introduction, background and objectives of the study. In section two, we review the literature related to the general concept of fiscal decentralization and poverty, with further elaboration of existing empirical analysis towards the impact of fiscal decentralization on various development outcomes. The third part explains the current situation of Indonesia's fiscal decentralization, poverty, and urban poverty. The framework of analysis, research strategy and methodology are developed in the next section with the detail description of the equation for regression and data. Section five provides the elaboration of empirical test results at provincial and city level. Summary and conclusion will be presented in the last section.

Conclusion and Recommendation

By using data of 33 provinces and 93 cities sample in Indonesia from 2008 to 2013, this empirical study on fiscal decentralization and poverty reduction revealed at least 3 (three) main findings. First, there is a negative and statistically significant relationship between fiscal decentralization and poverty reduction in Indonesia at the provincial level during that time period. Second, fiscal decentralization has an influential impact towards the outcome of pro poor sectors (education and health) in this world's fourth most populous country during the period analyzed. The third and more striking finding is that fiscal decentralization at city level leads to a worse poverty reduction outcome which suggests that the gains achieved at the provincial level are not distributed evenly within provinces. It is probably due to several factors, particularly labour market structure (high underemployment rate), demographic and human – capital condition (lower dependency ratio), regional disparity and severe inequality in the urban area. It may also be the result of a rural bias built in the design of the decentralization program. But the data collected for this thesis does not allow us to dig deep into these explanations.

At the city level, the empirical analysis provides evidence of considerable influence from income and population structure, which later we found associated with underemployment and demographic issue (the declining dependency ratio). Consequently, it is imperatively needed for the local and national government to address this problem by conducting systematic, consistent, and comprehensive policy interventions. Concerning the high underemployment circumstance, it should encompass all factors correlated with both demand and supply of labour.

First, on the supply side, is to enhance the workforce competitiveness. The local and national target should be set to high enrolment at secondary school and university, to anticipate demand for skilled workers. The government should also increase the number of vocational schools, training or internship, and scholarship programme. It is including the increase of awareness and the providence of incentives for the poor people to send their children to school since many of them consider children's education not as an investment but a loss of potential income. The next issue is population control. Government cooperation across city and district are needed to lessen the driven factors of urbanization. The municipal.

governments have to set the disincentives of urbanization, more precisely by ensuring that adequate job opportunity and basic services are well distributed throughout their authority. It is because informality in Indonesia is associated with seasonal urbanization (due to the dry season at the village) and lack of access to basic services (Winarsih and Lisna, 2015). It also calls for the active role of local leaders at the city's smallest level (namely kelurahan, kecamatan, Rukun Warga / RW and Rukun Tetangga/ RT). The small scope of authority gives them advantages of proximity to monitor the dynamics of their people since it is part of the culture and social values of the Indonesian people to bring their relatives from hometown with the expectation of a better life. Nevertheless, birth control policy (namely Gerakan Keluarga Berencana) have to be widely implemented just like in the New Order Era.

Second, on the demand side, local governments have to be fully participated in creating conducive and pro-poor business climate. The latest view of informality assume it no longer as the marginal activity that has to be formalized, but as a significant contributor to the economy (David, et.al., 2013). Most of the poverty reduction programmes are top-down policies with the central government as the main player, including the distribution of productive credit for Small Medium Enterprise (namely Kredit Usaha Rakyat / KUR). Despite their minimum role in designing the programme, local governments have the prominent role mainly in targeting (by control the accuracy of potential receiver database), monitoring and evaluating the implementation. They also have to utilize the local events (such as gathering for cultural and religion purposes) and local community leaders to disperse the information about the credit. In addition to this, local government also have to increase the domestic and foreign direct investment that engaged with as many local people as possible.

Accordingly, the role of national and subnational government could be categorized in planning, budgeting, implementing and evaluation phases. During the planning phase, governments should design a pro-poor planning and budgeting system that ensure poor people's participation with better targeting and more effective coordination mechanism across the governmental level. They have to incorporate the informal economy policy into their formal planning documents and establish the target explicitly. They also have to create an early warning system related to demographic and labour market structure and place it as their main concerns. Moreover, they have to maximize the role of Coordination Team in Poverty Alleviation (namely Tim Koordinasi Penanggulangan Kemiskinan/TKPK) at every province and district/city (Nazara, 2014b). This coordination team create space for constructive discussion between public & private sectors and other stakeholders, especially representatives of the poor.

In budgeting process, they have to enhance the quality of spending through more investment with higher multiplier effect to the poor people. It includes expanding the provision of high-quality basic services since Moser (1998) argued that labour (human capital influenced by education and health status) is the primary asset of urban poor in reducing their vulnerability. It also could be done by developing more physical public infrastructure and utilize local services (der Wal & Hilhorst, 2007). However, the public authority should maintain a competitive atmosphere of the infrastructure development process to encourage an efficient spending and save at most 8.2% of the cost (Estache & Limi, 2008; 2010). Regarding urban poor in our city samples, pro-active city managers have to create an effective investment to solve underemployment problem and enjoy the demography dividends (Pool, 2004). Yet, the national government role related to budgeting process is to conduct a disincentive mechanism for local government, for instance by using population / m2 in calculating the block grant allocation.

The other recommendation is the improvement of governance aspects. Better implementation of fiscal decentralization should be accomplished with improved administration and political decentralization. There dysfunction of control from competition across regions and local democracy presumably because the direct election of local leaders could encourage elites capture problem from negative cooperation between local business and political actors (Pepinsky and Wihardja, 2011). In short, governments at all levels have to ensure more inclusive and effective fiscal decentralization; aim to create a "...fiscal decentralization for the poor..." (Braun and Grote, 2000, p.5). As Gardner & Lewis (1996, p. 25) put it rightly, "...Poverty is first and foremost a social relationship, the result of inequality, marginalisation and disempowerment...."

An Investigation Into the Differences in Compensation of Indonesian and South Korean Civil Service Workers

Penelitian Perbedaan Kompensasi Pegawai Negeri Sipil di Indonesia dan Korea Selatan

Nama	: Azizah Puspasari
NIP	: 198209142009022008
Instansi	: LAN
Tahun Intake	: 2015
Tingkat Beasiswa	: Master Overseas
Program Studi	: Master of Public Administration
Negara Studi	: Amerika Serikat
Universitas	: Western Michigan University

ABSTRACT

In order to fulfill their needs, workers must to be able buy goods that are needed in their lives. This is critical to every employee wherever they work, and this includes civil servants. The salary received by public servants should meet their needs for food, housing, and clothing, which are required to meet the cost of living in an area. Indonesia and South Korea are two countries of Asia that have set payroll systems for civil servants. The question is whether, or not, these countries have managed to provide a salary adjustment for civil servants that helps workers meet changes in the cost of living. Through qualitative research including case studies of historical documents, professional journals, empirical research, news articles, and electronic sites, the researcher examined the cost of living schedules for Indonesia and South Korea. In addition, an examination of the factors that affect the pay of civil service workers was done to determine if these factors are true for both Indonesia and South Korea, and if they affect the cost of living in these countries. Therefore, this content analysis studied how the decisions of the government in setting salaries has affected public workers.

Keywords: civil servant, cost of living, payroll system

ABSTRAK

Untuk memenuhi kebutuhannya, para pekerja harus dapat membeli barang yang dibutuhkan dalam kehidupan mereka. Hal ini penting bagi setiap karyawan di manapun mereka bekerja, dan ini termasuk pegawai negeri. Gaji yang diterima oleh pegawai negeri harus memenuhi kebutuhan mereka akan makanan, tempat tinggal, dan pakaian, yang harus memenuhi biaya hidup di suatu daerah. Indonesia dan Korea Selatan adalah dua negara Asia yang telah menetapkan sistem penggajian pegawai negeri sipil. Pertanyaannya adalah apakah negara-negara ini telah berhasil memberikan penyesuaian gaji untuk pegawai negeri yang membantu pekerja memenuhi perubahan biaya hidup. Melalui penelitian kualitatif termasuk studi kasus dokumen sejarah, jurnal profesional, penelitian empiris, artikel berita, dan situs elektronik, peneliti memeriksa biaya jadwal hidup untuk Indonesia dan Korea Selatan. Selain itu, pemeriksaan terhadap faktor-faktor yang mempengaruhi gaji pegawai negeri sipil dilakukan untuk mengetahui apakah faktor-faktor ini benar bagi Indonesia dan Korea Selatan, dan jika hal tersebut mempengaruhi biaya hidup di negara-negara ini. Oleh karena itu, analisis isi ini mempelajari bagaimana keputusan pemerintah dalam menetapkan gaji telah mempengaruhi pekerja publik.

Kata kunci: pegawai negeri, biaya hidup, sistem penggajian

Introduction

Indonesia has had many changes regarding pay for civil servant salaries. During Dutch Colonialization, there was a stratification to determine salary and this was based on ethnicity (formerly Indonesian, descendants of Dutch, and Chinese). These categories have been replaced by Bezoldigingsregeking Burgerlijke Landsdienaren (BBL) that was put into effect on February 1st, 1925, and used as a horizontal salary system. In this way, the government sought to improve civil servant salaries and aligned the salary to the length of employment and not the type of work that the public worker performed. In 1942, Indonesia was colonized by Japan, and the Japanese salary system was more specifically categorized into levels with the low levels representing more menial labor positions and the high levels representing administrative and leadership positions. After independence in 1945, the Indonesian government paid more attention to public servants, and in order to increase the prosperity of civil servants, by 1948, workers were given some allowances for their families.

South Korea also has a long history for civil servant salary adjustments. People in Korea believed that to become a civil servant was a prestigious job that served their country and people. Therefore, they were more enthusiastic about becoming a civil servant. In 1949, the State Public Officials Act was enacted that specified categories and classification of grades of the public workers. In the same year, the Presidential Decree on Public Officials Remuneration was enacted that laid out how civil servants would be hired, evaluated, given compensation, fired if necessary, and receive retirement pay. It is very much like a document on civil employment in the United States. These Acts were supplemented in 1962 with the Presidential Decree on Public Officials Allowance that focused more on the allowances given to civil servants. These changes to the clarifying of civil service positions and salary continued to change through the 1980s, 1990s and 2000s that focused more on salary levels and adjustments (Kim, 2003). Many of the changes occurred because of the reduction in U.S. aid that occurred between 1961 and 1963 when a military government was in control of South Korea's economic reforms that included budget and tax reform.

During the investigation of salaries related to the monetary compensation of civil service workers in Indonesia and South Korea, a number of questions arose regarding how these countries created their civil service guidelines and laws, and how the changes affected the civil service employees' standard of living. The questions centered around the ways salaries were determined in both countries, if the salaries of workers in the public sector were similar to those of private sector workers, what factors affect the level of salaries, and if the salaries enabled workers to live at a moderate to high standard of living.

South Korea and Indonesia Pay

Personal experience and reading has lead this researcher to examine the wage levels of civil service workers. Both are countries in Asia, and both have set up a civil service system of workers that was adopted from the system used in the United States. But, the results have been different for each country. According to Kim (2003), a level 9 civil utility worker in Korea makes $836 while a level 10 worker in Indonesia makes $826 per month. At the same time, a level 5 worker in Indonesia makes $425 while a level 5 civil service worker in Korea makes $1,408. In some cases, the difference in compensation at a level is very similar, but in other cases, they are very different. On the surface, it seems that South Koreans method of adopting the U.S. civil service system may be a reason why South Korean civil service workers receiving a higher salary than Indonesians of the same grade and years of service.

The payroll system in some countries relies on the level of responsibility that a person has in the government. A payment system like this looks pretty fair for the civil servants who have a senior level. These senior workers may be at different levels according to their level of responsibility and the amount of education and experience the person has gained. But, many countries have added to the salary system the number of years that the employee has been employed in a civil service position. This system of seniority and duration is right in the South Korean system where worker salaries increase with the type of job and the number of years of service (Berman, 2010).

Salaries for Indonesian civil servants are determined by the level of responsibility, the type of job, and the cost of living. The pay system for Indonesian government employees is classified as a combination scale system, because it combines the single scale system and the double scale system. Under a single scale system, employees of the equal level accept the same salary regardless of the kind of work and the level of responsibility. Under a double scale system, salaries are determined based on the employees' level of liability and the kind of job. Job performance is not taken into account. Under the mixture scale system, some civil servants might have significantly higher salaries than their colleagues at the same level (Tjiptoherijanto, 2005). Purpose of the Study

This researcher believes that a salary should allow a person to have a comfortable standard of living and that the level of the salary should increase at a rate to match or go beyond cost of living increases. This belief is supported by Lin and Bernstein (2008). Using sources of data from the two countries, the findings of this research will analyze the salary systems of Indonesia and South Korea civil service workers, the different paths the countries have chosen to pay civil service workers, and the factors that affect the salary systems to insure that civil servants have a salary that will allow them to maintain a comfortable standard of living. This study's objective is to examine more closely the civil service salary systems in South Korea and Indonesia.

It will also analyze the factors that make the systems successful, or unsuccessful, in providing a fair salary, and if there are factors that can be strengthened and applied in Indonesia to fulfill a more adequate standard of living for civil servants as the country continues to proceed in their reform.

The hypothesis of this study is that there are a number of factors that can be identified that could explain the differences in civil service workers' pay in two countries–Indonesia and South Korea. The primary questions that will drive this study will be:

1. What are the differences and similarities in salary systems of Indonesia and South Korea?
2. How do the private and civil service sectors compensate employees?
3. What are factors that affect the pay of civil servants?

Significance of the Study

By answering the research questions, this study can be beneficial to anyone who is interested in examining the factors that can make a civil service salary system successful in paying workers a fair salary that provides a higher standard of living, and will continually meet the cost of living increases, and can give policy makers information related to any adjustments they can make to improve the salary system for all civil service workers.

This study uses data collected from available research. According to Singleton (2010), when using this method, a researcher will sometimes use the data that has been provided by another investigator to complete research done for a different purpose. The sources of available data in this research method uses a holistic analysis of reviewing and assessing multiple documents (e.g. public/government documents, archives of Statistical/Census Bureau, journals, mass media, electronic website, policies and report).

Research using available data has advantages because "there is simply no reasonable connection between a researcher's use of the material and the producer's knowledge of such use" (Singleton, 2010, p. 406) Data sources include statistical resources from the Public Census Bureau (Korean Statistical Bureau and National Bureau Agency in Indonesia), Statistical Economic Organization (www.tradingeconomics.com), some journals related to Indonesian and South Korean compensation and government documents. In this way, the researcher reviewed individual manuals and independent sources to gather information and analyze larger units of data.

Differences and Similarities of Salary Systems in Indonesia and South Korea

After exploring some document data regarding the salary systems in Indonesia and South Korea, the important points that an institution should understand when creating a compensation system are the: (1) Base Pay-setting the amount of salary for every job and every person; (2) Components in the compensation system; (3) Basis for increasing employees' salaries; (4) incentives given for good performance accomplishments; and (5) References for the setting of salary levels by the organization (Simanungkalit, 2012).

Base Salary

Both Indonesia and South Korea have salary systems that are composed of base pay for each level of civil service. The main base pay rate is a salary that excludes additional payments such as overtime or bonuses. In Appendix C, the civil service salary systems are compared. This demonstrates that Indonesia and South Korea have systems that are not significantly different in giving compensation to civil servants. Although the amount of payment to civil servants is governed by the Ministry of Finance of each country, the role of the Central Personnel Agency is quite important for supervision, coordination, evaluation of all matters, and services for education and training.

Allowances and Benefits

The scope of compensation, or total payment, earned by civil servants in South Korea and Indonesia is almost the same, since the formula of compensation for both countries includes base salary, allowances and benefits. It is the allowances that extends the amount of money an employee receives. However, there are some distinguishing features that include some allowances paid to civil servants but not to private sector employees. In the area of allowances, the South Korean government pays more than the Indonesian government to their civil servants. The basic compensation in force in both countries is referred to as the base salary, and both add allowances and benefits. Meanwhile, there is a substantive difference in the provision of allowances to civil servants. It appears that South Korea is providing a wider range of allowances to their employees compared to the Indonesian government. These findings are important for answering research question 1 regarding the similarities and differences of the compensation system of the two countries.

Public vs Private Sector Compensation in Indonesia

Comparison of government and private sector pay by level of education. Included is the ratio of monthly income of employees with the background of some tertiary education (Diploma 1, 2 or 3). Both in the private and government sectors, there is an almost similar ratio of pay, 1.2:1. Employees with the lowest levels of education in the private sector have a significantly lower pay than the employees at the same level in the government sector. But, at almost every education level, private sector workers earn more than the government workers. This is actually significant as it indicates that at the level of supervisors, managerial and leadership, the salary of civil servants is much lower than the private sector workers, and this can encourage high quality managers to leave government employment and work for private companies.

Public vs Private Sector Compensation in South Korea

As can be seen in Table 5, historically, wages of private sector workers in South Korea have increased almost every year. This means that the public servant pays is not keeping pace with the private sector, and that the pay gap between public and private workers is increasing. There was a period of time in 2008 and 2009 when private sector wages increased at a lower rate than public workers. This was the period of the global economic crisis when many private businesses were having financial difficulties. The global crisis did not seem to impact the public sector workers as much. Overall, the fact that private sector employees earn more than public sector workers may make it difficult for the public workers to earn enough money to keep up with the cost of living in their country. This information is important in answering research question 2 related to how public and private sector employees are compensated, plus raises questions regarding how the two sectors are affected by global economic issues.

Cost of Living

In the Literature Review, factors that affect pay such as performance, merit-based pay, and living wage were identified. Included in calculating the living wage were the cost of living and standard of living which uses the gross domestic product (GDP). Therefore, the cost of living is calculated by examining several factors which include the amount of money you need in order to pay for basic things such as food, clothes, shelter, heating, and transportation.

In Appendix G, the table shows the differences of cost living in Indonesia and South Korea. It can be concluded that overall, some prices in South Korea are higher than Indonesia. The Consumer Price Index indicates that rent in cities in South Korea is 105.88% higher than in Indonesia. Rent prices outside the city are 112.94% higher in

South Korea than in Indonesia. Interestingly, the local purchasing power in South Korea is 243.95% higher than in Indonesia. This suggests that the cost of living in South Korea is higher than in Indonesia. Because the cost of living is higher, we would expect salaries also to be higher. This is true since South Koreans pay a significantly greater amount for basic products and services than Indonesians.

Gross Domestic Product (GDP)

Conditions in South Korea look to be making more progress than Indonesia in raising their GDP. But 2008 and 2009 during the global economic crisis, South Korea's GDP dropped significantly. The global economic crisis affected South Korea quite dramatically as they decreased by $300 billion in 2009 from the initial acquisition $1100 billion in 2007. However, Indonesia has managed to boost the total value of GDP throughout the years, and there was no significant decrease from 2008 to 2009 when the global crisis occurred. Interestingly, Indonesia's GDP even increased quite dramatically in the year 2010 when it reached about $700 billion. These findings assist in answering research question 3 regarding the factors that affect the pay of civil servants in Indonesia and South Korea.

Summary of Findings

A comparison of salaries and cost of living can assist in answering the research questions. In South Korea, economic growth has been increasing about 2.8% each year, but the the cost of living has been increasing about 3.5% each year. This means that economic growth has not been keeping up with the cost of living so the dollar does not buy as much. Salaries of private sector workers in South Korea are 8.4% higher than civil servants, and the ratio to private to public sector workers is 8:4. This indicates that there are more opportunities for workers in the private sector, and because salary for civil servants are lower, many of the more talented workers have opportunities to move into private sector positions.

At the same time, in Indonesia, the economic growth has been increasing about 4.8% each year, and the cost of living has been increasing about 5.0% each year. This means that economic grow is close to keeping up with the cost of living. At the same time, salaries of private sector workers are 60% higher than public sector employees for worker has well educated (Undergraduate, graduate and doctoral studies), and ratio of private to government sector employees is 0.7:1. Because of the wages, benefits, pensions and stability of the civil service positions in Indonesia, many people seek civil service jobs.

Even though there is a difference in pay of 350% between South Korea and Indonesian civil service workers, there are other factors that make civil service jobs in Indonesia more desirable. One of the significant reasons was that even though people earned more money, the cost of living was significantly higher in South Korea, ranging from 150% Restaurants (food) to 332% for rice. The workers in Indonesia are able to purchase most items at a more reasonable price so they require less money to obtain goods and services to live comfortably.

Implication and Recommendations

This research provided some information regarding the salary system used in Indonesia and South Korea, the ratio of public servant wages compared to private sector employees, and differences in cost of living and GDP that can influence whether wages of employees can purchase the basic products and services required to live a comfortable life. The findings can provide people who are creating policy better understand how policy must match the country's conditions. Therefore, this study is expected to be a recommendation for Indonesia, especially, considering that the government is currently seeking to obtain benchmark comparisons to successful country in Southeast Asia, one of which is the reform of the salary system for civil servants.

Designing Crop Insurance to Help Farmers Transfer Risk of Crop Loss in Rural Indonesia

Merancang Asuransi pertanian untuk Membantu Petani Menghindari Resiko Kerugian Panen di Pedesaan Indonesia

Nama   : Brigitta Ratih Esthi Aryanti
NIP   : 198507232009012010
Instansi   : 2012
Tahun Intake   : BKPM
Tingkat Beasiswa : Master Overseas
Program Studi   : Master in Public Administration
Negara Studi   : Amerika Serikat
Universitas   : Harvard University (Harvard Kenedy School)

ABSTRACT

Approximately 50.2 percent of the Indonesian population resides in rural areas, where agriculture is the main source of income for 63.8 percent of them. These households are exposed to agricultural risks that cause adverse impacts on their income and wellbeing, which makes them stuck under poverty; a condition often referred as "poverty trap". However, despite the importance of agriculture, as well as its associated risks, Indonesia lacks a national agricultural insurance scheme. This paper examines the risks, causes, consequences, and existing coping strategies of farm households in rural Indonesia to support the Ministry of Agriculture to determine the need for crop insurance as well as outline the appropriate design.

Using household level data from the Indonesian Family Life Survey, the paper finds that the risk most often reported by farm households is crop loss. The main cause of crop loss is drought and pestilence, although the causes of crop loss differ by island. In terms of economic loss, drought and pestilence cause the most damage. However, it is important to note that economic losses differ across households with different crops. The most common coping mechanism for crop loss at the household level is taking an extra job. Other important responses are reducing household expenses, taking loans and selling assets.

Households that are most vulnerable to crop loss have the following characteristics: (i) have rice or corn as their main crops, (ii) are located outside of Kalimantan, (iii) have experienced a crop loss in the past, and (iv) have not experienced a natural disaster in the last five years. These characteristics differ if we breakdown households by the main crop cultivated.

Since different crops are associated with different losses and different household characteristics, it is reasonable to recommend different insurance schemes for different crops. Our assessment finds that area-yield index insurance is suitable and feasible for rice farmers in Indonesia while weather-index insurance is suitable and feasible for corn farmers. Still, much preparation is needed to ensure their readiness for implementation.

ABSTRAK

Sekitar 50,2 persen penduduk Indonesia tinggal di daerah pedesaan, dimana pertanian merupakan sumber pendapatan utama 63,8 persen di antaranya. Rumah tangga ini terkena risiko pertanian yang menyebabkan dampak buruk pada pendapatan dan kesejahteraan mereka, yang membuat mereka terjebak di bawah kemiskinan; sebuah kondisi yang sering disebut "perangkap kemiskinan". Namun, terlepas dari pentingnya pertanian, dan juga risiko yang terkait, Indonesia tidak memiliki skema asuransi pertanian nasional. Makalah ini membahas risiko, sebab, konsekuensi, dan strategi penanggulangan yang ada dari rumah tangga petani di pedesaan untuk mendukung Kementerian Pertanian untuk menentukan kebutuhan akan asuransi tanaman dan juga menguraikan rancangan yang sesuai.

Dengan data tingkat rumah tangga dari Survei Kehidupan Keluarga Indonesia, makalah ini menemukan bahwa risiko yang paling sering dilaporkan oleh rumah tangga petani adalah hilangnya panen. Penyebab utama hilangnya tanaman adalah kekeringan dan wabah penyakit, walaupun penyebab hilangnya panen berbeda-beda menurut pulau. Dalam hal kerugian ekonomi, kekeringan dan wabah menyebabkan kerusakan paling besar. Namun, penting untuk dicatat bahwa kerugian ekonomi berbeda di antara rumah tangga dengan tanaman yang berbeda. Mekanisme coping yang paling umum untuk kehilangan tanaman di tingkat rumah tangga adalah melakukan pekerjaan ekstra. Tanggapan penting lainnya adalah mengurangi biaya rumah tangga, mengambil pinjaman dan menjual aset.

Rumah tangga yang paling rentan terhadap kehilangan hasil panen memiliki karakteristik sebagai berikut: (i) memiliki padi atau jagung sebagai tanaman utama mereka, (ii) berada di luar Kalimantan, (iii) telah mengalami kerugian panen di masa lalu, dan (iv) Belum pernah mengalami bencana alam dalam lima tahun terakhir. Karakteristik ini berbeda jika kita menghancurkan rumah tangga dengan tanaman utama yang dibudidayakan.

Karena tanaman yang berbeda dikaitkan dengan kerugian yang berbeda dan karakteristik rumah tangga yang berbeda, masuk akal untuk merekomendasikan skema asuransi yang berbeda untuk tanaman yang berbeda. Penilaian kami menemukan bahwa pengelolaan indeks hasil panen sangat sesuai dan layak dilakukan bagi petani padi di Indonesia sementara asuransi indeks cuaca cocok dan layak untuk petani jagung. Masih banyak persiapan yang dibutuhkan untuk memastikan kesiapan mereka dalam implementasi.

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Introduction

The political will to establish such a scheme re-emerged in 2008 with the Indonesian Center for Agriculture, Social, Economic and Policy Studies (ICASEPS), a unit under the Ministry of Agriculture, conducting an initial study on Agricultural Insurance with assistance from the Food and Agriculture Organization (FAO). As a follow up to this study, ICASEPS conducted a pilot project in 3 districts in 2012: Tuban and Gresik, both located in the East Java Province, and Ogan Komering Ulu Timur in the South Sumatera Province. These initial pilots were deemed quite successful and a second-phase-pilot is being planned to better understand the implementation challenges as well as the demand side take up in other parts of the country.

The objective of this study is to assist ICASEPS in the process of designing a national agricultural insurance scheme, in particular to determine the most suitable crop insurance scheme for the Indonesian context. This study is timely given the recent passage of Law 19/2013 on Farmer Protection and Empowerment in August 2013 that mandates the government, both central and local, to protect farmers from the losses of crop loss by providing agricultural insurance.

The agricultural risk management literature suggests that the first step in developing an appropriate risk management framework is to gain a clear understanding of a specific risk and how it affects agricultural livelihoods in a particular region. Since the same risk can have different effects in different contexts, a risk assessment gathers information about the specific risk and its effects and uses this information to estimate the social costs and benefits of implementing different policy alternatives for addressing a specific risk in that context. The insights of a particular risk assessment is the starting point in considering means to facilitate the development of efficient and effective risk management.

Based on this framework, this paper addresses four key questions:

1. What are the main sources of crop loss and what are the income impacts for farmers?
2. How do farmers manage the risk of crop loss?
3. Who among the farmers are the most vulnerable to crop loss?
4. What is the most technically sound, administratively and politically feasible crop insurance scheme that the Indonesian government should implement to help farmer households transfer the risk of crop loss?

This study finds that area-yield index insurance is suitable and feasible for rice farmers in Indonesia while weather-index insurance is suitable and feasible for corn farmers. We further recommend four action plans to be completed as a follow up to the study findings: (1) Feasibility study for area-yield index insurance, (2) Establishment of a Crop Insurance Technical Support Unit to provide specialized services to agricultural

insurance companies and other risk-pooling vehicles, (3) Farmers & farmer groups education on crop insurance, and (4) Improvements in database systems for weather and crop yield.

Risk Assessment for Smallholder Farmers in Indonesia

One particular step before designing a solution to manage risk is to understand the origin and nature of the risk being considered. As explained in Hardaker (1997), there is a need for information on risk, its cause, its characteristics (distribution, frequency and correlation with other risks), and its consequences on farm income and on the capacity of various strategies to reduce income risk.

This part of the paper will try to understand the origin and nature of the risks experienced by smallholder farmers, as well as existing coping mechanism at the household level. For this purpose, we will use data from the Indonesian Family Life Survey (IFLS) because it contains the self-reported incidence of shocks, including crop loss, and responses to these shocks. The Indonesian Family Life Survey (IFLS) is an on-going longitudinal survey in Indonesia that has been conducted in 4 waves: IFLS1 in 1993, IFLS2 in 1997, IFLS3 in 2000 and IFLS4 in 2007. The sample is representative of about 83 percent of the Indonesian population and contains over 30,000 individuals living in 13 of the 27 provinces in the country. This study focuses mainly on Book II of the survey, which focuses on the Household Economy, particularly the household economic shock section in IFLS1, IFLS2, and IFLS3 and the farm business section in IFLS (further explanation of each survey is provided in Annex 1).

Risks Faced by Rural Households, Causes, and Consequences

The first three rounds of IFLS showed that on average 54.1% of the rural households in the sample experienced at least one economic shock in the past 5 years. The risk most often reported in all three rounds is crop loss, followed by sickness, death, and price falls (Figure 2). On average, 18.4% of rural households reported having experienced a crop loss in the last 5 years, while 12.4% reported sickness of a household member, 10% reported death of a household member, and 8.5% reported a fall in household income due to falling crop prices. In the IFLS4 survey, 14.7% of the total rural household sample experienced a crop loss.

Crop loss itself is caused by different factors. The main causes of crop loss based on data from IFLS4. The main cause of crop loss in Indonesia is drought/lack of water and pestilence/rodents. On average, 50.3% of the rural households experiencing crop loss reported drought to be the cause while 32.8% said pestilence/rodents is the cause. The causes of crop loss differ by island. While most of the reported drought, flood, and pest losses came from respondents in Java, drought was also common among

respondents in Bali, flood among respondents in Sulawesi, and both pest and disease among respondents in Sumatera. Crop loss may have an impact on other dimensions of households' welfare, for example the study by Cameron & Worswick (2001) found that in the face of a crop loss; Indonesian families with girls are more likely to reduce educational expenditure than families with boys. However, this kind of long-term impact information was not captured by the survey as the survey only captures the short-term material consequences of the crop loss.

The average ratio of cost to income, obtained by dividing the cost occurred to the household experiencing crop loss with the annual revenue the household received from the farm business (including production for own consumption or giving to others). In general, the cost of crop loss on average is highest if caused by drought and pestilence. The cost of crop loss due to drought is on average 37.9% of a household's annual revenue from farm business. It should be noted, however, that there is variety across households as measured by the standard deviation. One possible source of variation is the different farm sizes, however, as Table 5 shows the variation across different farm sizes is not quite evident.

Another hypothesis could be that the cost variation comes from the different crops Crop loss due to droughts causes the highest cost across the main crops: rice, corn, and soybean, although the average impact may be higher for corn farmers. Drought causes corn farmers lose up to 70.7% of farm revenue on average while rice and soybean farmers lose 43.2% and 56.5% of farm revenue respectively. In addition, crop loss caused by pestilence is costly for rice farmers.

Household Existing Risk Coping Mechanisms

In the absence of formal insurance, households have developed a variety of mechanisms to smooth consumption in the midst of uncertainty, either ex ante mechanisms, ex post mechanisms, or a combination of both. Ex ante mechanisms consist of savings, crop diversification, and plot diversification. Ex-post measures include borrowing, selling assets, or using informal insurance.

The percentage of rural households that use different measures in response to crop losses for the period 1993 and 2000. 45.5% of rural households report taking an extra job to overcome a crop loss in 1993. The number decreased to 29.0% in 2000 probably because more coping strategies were added in the survey, particularly strategies that relate to starting/expanding a business. Other important responses are reducing household expenses, taking loans and selling assets.

Many of the coping strategies have limitations. Taking extra jobs and cutting down expenses are a logical consequence of income loss. However, if the extra jobs involve taking adolescent children out of school as labor to augment family income, then there will be long-term welfare effects. Similarly, reduced expenditures on some non-

essential items such as clothing and social functions will not have much welfare effect. However, reduced expenditures on essential items such as food, medical treatment, or child education, will have adverse short- and long-term consequences. Informal insurance is of limited value when the shock affects most people in the area, since all households will be in need of assistance at the same time. Taking loans also has its limitations. Loans from family may be less available in the face of common shocks while loans from moneylenders come at very high cost. This condition emphasizes the need of crop insurance among the impacted households.

Characteristics of Households Most Vulnerable to Crop Loss

This section investigates the association between household characteristics and location and the probability of reporting a crop loss. This paper adapts, with some modifications, the logistic regression model used by Tesliuc & Lindert (2004) to investigate the association between households' characteristics and location and the probability of reporting a shock in Guatemala. The dependent variable is the probability of a household reporting crop loss, where the value is 1 if the respondent experienced a crop loss in the last 12 months before the 2007 survey and 0 if it did not. The predictors of the model are the economic status of the household (captured by annual revenue from farm business, household size, literacy of the household head, TV ownership, access to electricity, and type of crop), exogenous characteristics of the household head (his or her age and gender), the location of the dwelling (area of residence–urban or rural–and region–Sumatera, Java, Kalimantan), and whether the household experienced crop loss in the previous survey (IFLS3-2003) or a natural disaster in the last 5 years.

The results of the logistic regression are provided in Annex 2 Part A (1). The results show that variables related to economic status of the household (household size, literacy of household head, TV ownership, and access to electricity) have a weak association with the probability of reporting a crop loss, except for type of crops. Households with rice or corn as their main crops are more likely than those with other main crops to experience a crop loss while households that cultivate soybeans are less likely to experience a crop loss. The region variables show that households located in Kalimantan are less likely to report a crop loss. Finally, households that reported a crop loss in the past are more likely than those who did not to experience a crop loss in 2007 while households that experienced a natural disaster in the last 5 years are less likely than those who did not to experience a crop loss, holding other variables constant. One possible explanation might be that there is a low presence of household farmers in disaster prone areas.

These characteristics differ if we breakdown by the main crop cultivated (Annex 2 Part B). For rice farmers, past experience of crop loss are associated with a higher probability of crop loss while being located in Kalimantan and having experienced a

natural disaster in the last 5 years are associated with a lower probability of crop loss. For corn farmers, past experience of crop loss is also associated with a higher probability of crop loss while experience of natural disasters is associated with a lower probability of crop loss. Finally, for soybean farmers, past experience of natural disaster and being located in Java and Bali are associated with a lower probability of crop loss.

Linear probability model is used to understand the magnitude of the association between the different variables and the probability of reporting a crop loss (Annex 2 Part A (2)). The regression result shows that households who experienced a crop loss in the previous survey are associated with a 6.5% higher probability of reporting a crop loss compared to households who did not, holding other variables constant. Meanwhile, households who experienced a natural disaster in the last five years are associated with a 6.9% lower probability of reporting a crop loss compared to households who did not, holding other variables constant.

In terms of the type of crop cultivated, rice farming is associated with a 7.2% higher probability of reporting a crop loss compared to non-rice farming while corn farming is associated with a 4.9% higher probability of reporting a crop loss compared to non-corn farming, holding other variables constant. On the contrary, soybean farming is associated with a 9.6% lower probability of reporting a crop loss compared to non-soybean farming. Finally, region-wise, households in Kalimantan are associated with a 13.1% lower probability of reporting a crop loss compared to households living outside Kalimantan.

Promote farmers & farmer groups' education on crop insurance

International experience has shown that low uptake of crop insurance is caused by lack of farmer knowledge and lack of insurance culture. The result of the AUTP pilot also found a similar problem in the Indonesian setting. This motivates the need for the government to promote education and training for farmers on the role of crop insurance. Ideally, this education program should be ongoing. The Ministry of Agriculture should be the promoter to ensure that agricultural NGOs, farmer associations, local governments as well as universities are on board to support the program. Agricultural NGOs and universities play an important role in providing training materials and technical expertise, local governments are expected to provide financial support, and farmer associations are responsible to be the information hub for farmer groups. In the medium run, when private providers are ready to offer the insurance products, they should contribute to the education and training process as part of their marketing process. These education programs can also be a media of communication or feedback loop between the government and the local farmer groups to ensure that the insurance products meet the risk management needs of the farmers. Insurance providers can also better understand the local contexts by participating in these education programs and

explore alternative delivery channels that could be more effective, for example cooperate with rural financial institutions, existing farmer savings groups, or input suppliers to market the insurance products.

Conclusions

The risk most often reported by rural households in Indonesia is crop loss, followed by sickness, death, and price falls. On average, 50.3% of the rural households experiencing crop loss reported drought to be the cause while 32.8% said pestilence/rodents is the cause. The causes of crop loss differ by island. While most of the reported drought, flood, and pest, came from respondents in Java; drought was also common among respondents in Bali, flood among respondents in Sulawesi, and both pest and disease among respondents in Sumatera.

The most costly crop losses for farmers are due to drought and pestilence. The level of financial loss is different for households with different crops. The most common coping strategy for rural households in Indonesia to overcome a crop loss is taking an extra job. Other important responses are reducing household expenses, taking loans and selling assets. Households that are most vulnerable to crop loss have the following characteristics:

(i) have rice or corn as their main crops, (ii) are located outside of Kalimantan, (iii) have experienced a crop loss in the past, and (iv) have not experienced a natural disaster in the last five years. These characteristics differ if we breakdown households by the main crop cultivated.

Based on our assessments on suitability and feasibility, we recommend that area-yield index insurance be developed for rice farmers while weather-index insurance developed for corn farmers. However, many preparations needs to be done to ensure its readiness to be implemented, for example for area-yield index insurance, an objective and accurate system of measuring average crop yields must be prepared and, for both products, farmer education is extremely important given the issue of basis risk.

Given its high diversity in crop and agricultural conditions, a blueprint approach to developing a national agricultural insurance program is not quite suitable for Indonesia. Insurance policies should be designed to reflect the perils and types of farmers to be protected. Therefore, Indonesia should consider promoting a decentralized agricultural insurance program in each province so that agricultural insurance could be tailored to local risk exposures.

If the government decides to go with the existing insurance design, it should carefully study the financial implications of premium subsidy support to avoid the huge economic costs of the highly subsidized mature agricultural insurance programs in more developed countries such as the United States, Canada, and Spain.

Regardless of the insurance model that will be implemented, the government together with the private sector must increase efforts in educating farmers about the features and benefits of crop insurance not only to increase uptake but to build trust. In addition, it is important to consider integrating crop insurance for smallholder farmers with other products and services, i.e. microfinance and/or input supplies.

Finally, agricultural insurance should not be seen as the single solution to solve problems of farm households' risk management by itself. Other non-financial solutions are as important to help the poor manage agricultural risks, i.e. improve irrigation systems, increase economic opportunity in the rural area, and advocate good agricultural practices.

Examining Determinants of Transit-Oriented Development's (TOD) Effectiveness

Memeriksa Faktor Penentu Efektivitas Transit – Oriented Development (TOD)

Nama   : Chiko Ganardi

NIP   : 198606172010121001

Instansi   : 2013

Tahun Intake   : KEMENDAGRI

Tingkat Beasiswa : Master Overseas

Program Studi   : Master in Public Administration

Negara Studi   : Amerika Serikat

Universitas   : Pennsylvania State University

Introduction

As TOD becomes more attractive to many local and state governments across the nation, it is important for the policymakers to thoroughly understand factors that determine its efficacy. Fortunately, a number of researchers have long been studying conditions that contribute to TOD's effectiveness. There are many empirical studies that discuss factors that determine the efficacy of TOD. For instance, much literature examine determinant factors of transit ridership within TOD areas, including spatial factors, socio-economic variables, and transit service price and quantity, and public attitudes toward compact development. Research findings have shown that residents living in TOD neighborhood useds transit more frequently than people having similar socio-economic characteristics but living elshewhere (Loo, Chen, & Chan, 2010; Chakraborty & Mishra, 2013; Thompson, Brown, & Bhattacharya, 2012; Houston, Boarnet, Ferguson, & Spears, 2014;) . However, different studies suggest different factors that predominantly influence the level of ridership. Likewise, one reviewed research (Lewis & Baldassare, 2010) found that public support for alternatives of compact development is significant. However, it would be untimely to argue that America is on the peak of an upsurge interest in compact development.

Furthermore, there is a constant debate over how to measure whether or not an area can be characterized as possessing sufficient qualities to confer upon it TOD status. The dispute is centered on an arguments that the concept of TOD is often obscured by that of transit-adjacent development (TAD), characterized by low-density, auto-oriented communities around rail stations which do not facilitate walking or transit ridership other than via car access (Renne, 2008). There is also a question whether the level of people's automobile ownership and use are mainly affected by proximity of rail transit station, which leads to more frequent use of transit, or by some other factors, such as housing type and tenure and availability of off- and on-street parking (Chatman, 2013).

In accordance with the aformenetioned TOD issues, this paper will encompass various aspects related to the efficacy of TOD. I will examine: (1) some trends that encourage the utilization of TOD and challenges that hinder its implementation; (2) the differences between TOD and TAD; (3) the determinant factors of transit ridership, including an example of anomaly in transit ridership; (4) decrease of automobile ownership and usage; and (5) public attitudes toward the TOD. At the end of this paper, I will discuss the findings of the literature and its implications for urban planning policy in the United States, particularly in the local and state levels.

Trends of TOD; Lessons from Southern California

The failure of the Blue Line is also attributed to its lacking preconditions for TODs, which include, for example: (1) an absence of a critical mass of density near station areas; (2) a lack of good interface with other transportation modes that created poor accessibility of many stations; (3) pedestrian unfriendly stations lacking good pedestrian connections to surrounding neighborhoods; (4) a lack of an urban design framework or vision for station area development; and (5) regulatory barriers such as obsolete zoning and a lengthy permitting process (Loukaitou-Sideris, 2010). Conversely, all these attributes are attached to the Gold Line. For instance, the distribution of existing land uses along the Gold Line varies greatly across stations, which are predominantly used as residential and commercial floor. Next, the anticipation of and eventual construction of the Gold Line generated considerable development activity of TOD projects, which were reflected by development of a number of new residential construction and conversion of land use to commercial and health center along the lines (Loukaitou-Sideris, 2010).

Some issues and trends are identified as factors that determine the different outcomes of the two lines. First, during the 13 years that separated the opening of the two lines, drastic demographic, economic, and environmental changes occurred in the Southern California region, which necessitated alternative urban forms. Second, as the housing prices were high, the supply of housing could no longer meet consumer demand. Third, as the region was "crowned" as having the worst traffic congestion in the country, urban housing in close proximity to jobs and retail opportunities has become a favorable option for urbanites craving for short commutes and avoiding traffic congestion. Fourth, having more transportation options, including transit, bicycling, and walking, was more desirable due to the increased gasoline price (Loukaitou-Sideris, 2010).

In addition, an enabling policy environment also played an important role in the success of the Gold Line. Municipalities' unpreparedness with planning for development along the Blue Line neglected opportunities for development in the adjacent sites. However, after that, the municipalities realized their mistakes and were more committed to develop TOD by specifically planning for them and offering development and financial incentives. Actually, some localities have not only adopted TOD but also set forth the concept of transit-ready development (TRD), initiating pre-planning process and incentives for TODs prior to the construction of the transit line (Loukaitou-Sideris, 2010). Likewise, a changing mindset of developers contributed to the success of the Gold Line as well. Developers have long been unwilling to build TODs since they thought them as only attractive to a narrow market segment: singles, young professionals, and 'empty nesters'. Today, however, they now realize a good potential for TODs, acknowledging the demand for more affordable homes, schools and offices in the metropolitan core instead of the exurban periphery. The developers are also able to target larger market

segments, including different age groups of families, seniors, two-income households and single-income earner, because of the rising demand for an alternative way of living forced by the aforementioned trends (Loukaitou-Sideris, 2010).

Despite the trends encouraging the TODs, based on interviews with developers and architects working on TOD projects, Loukaitou-Sideris (2010) also concludes four major challenges that may prevent the implementation of the TOD. The first are procedural challenges, which preclude the process of development causing, tension, and money. Such challenges include the complexity of coordination among the multiple parties involved in TOD development, such as planning departments, transportation agencies, development companies, and community redevelopment agencies and neighborhood groups, and the difficulties of establishing a collaborative development of TOD projects. The second are economic challenges, including the rising cost of land in anticipation of a new transit line and the typically higher cost of construction of mixed-use projects. The third are cultural/perceptual challenges, pertaining to the negative attitudes embraced by various communities towards higher densities. The last challenges are physical/environmental challenges, which are related to the noise from the trains and the technical difficulties of building very close to a transit line (p. 64). In the next part, I will discuss the differences between TOD and its evil brother, TAD, to have a better understanding of the former concept and several attributes that will enhance TOD's effectiveness.

TOD vs TAD

Thompson et al.(2012) mention a dispute between scholars over how to measure whether or not an area is characterized as having adequate attributes to confer upon it TOD status. They argue that while much literature suggests measures that can be used in assesing attributes of TOD, none clearly specify thresholds of the attribute that separate TOD from non-TOD. Such a confusion is somewhat to be addressed in Renne's (2008) case study of three major rail stations in the East San Francisco Bay Area Rapid Transit (BART) to illustrate examples along the TOD and transit-adjacent development spectrum (TAD): Downtown Berkeley, Hayward, and Freemont.

Both concepts generally refer to "the area within a 10-minute walk, or half-mile radius, around a major transit station. While a TOD describes a station-area precinct that is compact, mixed-use, and offers facilities transit connectivity through urban design, a TAD fails to capitalize on this proximity, and is characterized by less functional connectivity to transit in terms of land use composition or site design (Renne, 2008). According to a national study in the U.S., about 100 of the nation's fixed rail stations are TODs (Renne, 2008). However, many of these may be TAD-like because of nearly 97% of rail stations in the country would be under-developed (Renne, 2008). Furthermore, this research is derived from both the US Census and the California Department of

Transportation's Transit-Oriented Development Database. Nevertheless, the author admits that while this sample is insufficient to be considered statistically valid, it explains how variations of urban design in three station vicinities are associated with travel behavior and auto-ownership outcomes (Renne, 2008).

The case study of the Bay Area delineates the development and current state of BART and concludes that severe traffic congestion in the area, along with the speed, reliability, and affordability of commuting on BART to jobs in downtown San Francisco and Oakland is a major factor driving TOD in the Bay Area (Renne, 2008). Furthermore, the author suggests that "analyzing the built environment is important for better understanding the land use and design characteristics that lead to higher levels of transit use, walking, and bicycling, and less dependence on cars in station precincts" (Renne, 2008).

Along the spectrum, downtown Berkeley, located one block away from University of California, is the closest to a true TOD, which lies in a busy, compact, mixed-use downtown area with a concentration of jobs, housing, and services. Neither a highway nearby nor park-and-ride facility is provided in the station precinct. The ideal characteristics of TOD in this area can be seen through high-high quality design, pedestrian, and bicycle accessibility, high-density, and small street network in the Berkeley station precinct (Renne, 2008). Next, Hayward station area consists of large parking lots with only few businsess and has more than half of BART riders drive along to the station. Compared to Berkeley, Hayward is further from downtown San Francisco and has a much smaller percentage of passengers who walk to Hayward. Because the design of its built environment is more favorable for car than people, Hayward is closer to a TAD along the spectrum in comparison to Berkeley (Renne, 2008). Quite similar to Hayward, Freemont station area consists of large parking garage with suburban office buildings that are not well intergrated with the train station. Being at the end of the line, Freemont has been a park-and-ride station for residents living in the hinterland and the highest percentage of carpoolers. However, both Hayward and Freemont are now undergoing the redevelopment of the station area, including a new mixed-use village center with compact housing.

In sum, results of this study affirm the importance of the three "D's" in TODs—density, design, and diversity (land use mix). Echoing several previous studies, Renne (2008) suggests that increased densities reduces automobile ownership and use, and, thus, increases reliance on alternative modes. He finds that "as the network load density increases there is a lower probability that people make non-work trips by car, have fewer non-work vehicle miles travelled, and a lower share of auto-commuting" (Renne, 2008). The author also draws from the prior research of stations in the Bay Area that residents were three to five times more likely to commute via transit compared with non-station regions. In accordance with some studies here (Loo et al. (2012); Houston et al. (2014); Chatman (2013); and Lewis and Baldassare (2010)), this study notes that self-selection

accounts for about 40% of the rail-commute decisions (Renne, 2008). It suggests that, in order to accommodate a high demand for TOD (10-25% of all households across the U.S.), zoning changes are needed to allow process of self-selection to occur naturally in the marketplace (Renne, 2008). Specifically, based on Newman and Kenworthy's (2006) work, "a minimum of 35 people and jobs per hectare are needed to create an urban environment that will reduce automobile dependence and within a 10-min walk radius of a station the precinct would need to support a minimum of 10,000 people and jobs" (Renne, 2008).

In the following sections, I will discuss a number of factors that contribute to the efficacy of TOD, particularly increase of transit ridership, decrease of automobile ownership and use, and public attitudes toward compact development.

Determinant Factors of Transit Ridership

The key findings in this study was that the station characteristics dimension is the most important dimensions in the combined model. Loo et al (2010, p. 210) found that the years of operation of a railway station is positively associated with railway patronage. This finding confirmed Loukaitou-Sideris's (2010, p. 52) study that the Blue Line's average weekday boarding (72,000) was much higher than that of the Gold Line (22,390) in 2005. The result was reasonable since railway systems usually started in the oldest areas (often downtown areas) and gradually extended outwards. Another variable that is significant to ridership is the availability of interchange stations (Loo et al., 2010). In both cities, this factor was the most statistically significant. It may be due to the fact that interchange stations provide higher accessibility to other stations and, thus, are able to attract more passengers. This evidence exhibits the importance of network connectivity in attracting ridership. The place-specific variables also show positive relationship with railway patronage. Stations that are located in central business district (CBD) and closer to midtown could have more average weekday ridership (p. 210). The findings suggest that the farther away a railway station is from the midtown, the less attractive is the railway compared to automobiles.

Moreover, for the socio-economic and demographic characteristics, population size and car ownership are both significant and conducive to transit patronage (Loo et al., 2010). Statistically, the authors proved that for each additional 1000 people living within the 500 m station buffer area, the average weekday railway patronage increased by 90 (Loo et al., 2010). For car ownership, the positive association suggests that railway stations with higher average household car ownership neighborhoods tended to have higher patronage level, compared to those stations with lower average household car ownership neighborhoods. The results indicate that higher car ownership may be associated with more pick-ups, drop-offs, and park- and-ride activities to the transit stations for the longer transit trips (Loo et al., 2010). Inter-modal competition factor

also affects transit patronage in a positive manner. The density of bus stops within the station vicinity is statistically significant in the combined model (Loo et al., 2010).

Quite similar to Loo et al's (2010) work, Chakraborty and Mishra's (2013) research identified the relationships between transit ridership and land use and socio-economic variables. In particular, the authors attempted to establish a broader picture of the connections between these variables by developing a transit ridership model, which was applied to the entire state of Maryland, and demonstrated its utility in state-level decision making, specifically a more integrated land use and transit planning (Chakraborty & Mishra, 2013).

Such objectives stemmed from the authors' disatisfaction over the existing research. They argued that a majority of research ridership estimation models were designed to further local objectives or resolve narrowly defined local issues (Chakraborty & Mishra, 2013). Hovewer, most empirical analysis often included factors that were beyond a local agency's control, such as land use patterns. Land use patterns and transit provisions often have spatial, financial and other spillovers and it is the responsibility of larger scale agencies to balance negative regional externalities. Drawing from some previous research, Chakraborty and Mishra (2013) noted that from a transit agency viewpoint, ridership determinationt factors are grouped into two categories: external and internal. External factors, which are all factors over which agency managers have no control, including population, economic conditions, auto ownership levels, and urban density. Contrarily, internal factors refer to factors that can be controlled by agency managers, including the amount of service the agency provides, the reliability of service, service amenities, and fare (Chakraborty & Mishra, 2013). Thus, the internal/external separation of factors in the literature is not directly translatable to state agencies. However, a state agency with influence over land use and transit should evaluate the overall outcome on its broader jurisdiction based on a more comprehensive framework.

Futhermore, the authors suggest that to address transit ridership questions from the perspective of higher-level agencies, planners should, first, consider transit interdependencies with a broader range of transportation services and regional urban form characteristics and, second, recreate internal/external factors for the specific decision-making entity (Chakraborty & Mishra, 2013). In developing a statewide ridership model, the authors subdivided the state of Maryland into 1151 Statewide Modeling Zones (SMZs) and developed a set of variables for the base year 2000, including developed land under different uses, population and employment densities, developed land densities by industry category, auto-ownership, household income density, and workers per household, current transportation capacities, and accessibility to different transport modes. In addition, they also model the relationships on subsets of SMZs representing urban, suburban, and rural typologies to account for variations between ridership and land use patterns across the state (Chakraborty & Mishra, 2013).

Using the statewide SMZ dataset, the daily transit ridership was estimated by using two approaches: ordinary least squares (OLS) and spatial error model (SEM) (Chakraborty & Mishra, 2013).

The results from both approaches meet the authors' expectations and are significant throughout specification. Based on SMZs for the whole state, it was found that transit ridership increases with household and employment density, was higher in areas with lower income and lower car ownership. This is consistent with the fact that majority of employment is located in the urbanized areas and is concentrated around transportation networks (Chakraborty & Mishra, 2013). The research also confirmed that increases in transit ridership was correlated to decreases in auto-ownership and decreasing with amount of freeways miles in an SMZ and drive alone density, or number of drivers per unit of land area in the SMZ. Similarly, the other variables showed expected signs as ridership increased with increases in total square footage of housing and decreased with recreation square footage (p. 464). Several key variations are also identified in the research findings. While household and employment densities were both positively associated with ridership, household density was not a significant factor of ridership in suburban areas and employment density was not a significant determinant in rural areas. Nevertheless, regardless of these variations, this study confirmed that, first, overall, land use and other neighborhood characteristics are useful predictors of transit ridership at a statewide level. Second, the difference in correlations by subarea typologies present a useful framework for fine-tuning policies and investment decisions (Chakraborty & Mishra, 2013).

In explaining the significance of location preferences and socio-psychological factors, Houston et al. (2014) referred to some analysis of surveys of residents of TOD residential developments in California. These studies indicated that residential self-selection plays an important role in the ridership of near-rail station residents compared to those beyond walking distance. Moreover, household residential selection preferences for living near work, school, and shopping, and for access to transit or highways, have been associated with vehicle ownership and use (Houston et al., 2014). In term of the relationship between built environment and household VMT, some empirical evidence suggest that household VMT is a function of both built environment and socio-economic characteristics and that destination accessibility has the strongest relationship with vehicle distance travelled than other built environment variables relating to design (street connectivity), diversity (land use mix), and density (Houston et al., 2014). A major dissent is shown in some research pertaining to the effect of proximity to rail transit on vehicle ownership and household VMT; some studies found that proximity to rail transit was associated with decreases in VMT while the others suggested that proximity to rail transit was associated with higher VMT and car ownership (Houston et al., 2014). In addition, the likelihood of transit use has been strongly associated with transit access, including bus stop density, distance to rail station, or regional transit supply, and transit

access to employment. Design, density, and diversity features are also postitively related to transit patronage because they provide shorter distances to access transit and opportunities to access amenities at the origin and/or destination of transit trips.

Furthermore, in achieving the aformentined objective, this research compared travel behaviors of the residents in a countywide sample and a sample of residents across rail corridor segments. The countywide travel data was derived from the California Department of Transportation's 2010-2012 California Household Travel Survey for the 8219 households in Los Angeles County (Houston et al., 2014). An additional travel survey sample of 383 households in Los Angeles was held as part of the Neighborhood Travel and Activity Study (NTAS) (Houston et al., 2013). The NTAS study area included areas within 0.5 miles of the Red/Purple Line (Subway) or the Gold Line (light rail). Both corridors have a higher population density and a higher percentage of non-white population than the whole county, but they vary by development patterns and demographics. In each sample, Houston conducted multivariate analysis to better understand the relative influence of built environment, land use, and transit access characteristics on three categories of travel.

After controlling for household socio-demographic determinants and income, findings for the countywide sample follow the previous studies asserting that areas with higher population density, greater employment/destination access, and higher transit service are associated with lower vehicle ownership and use (Housten et al., 2014). More specifically, households within 0.5-2.0 miles of a rail transit station tended to have more transit trips and walking, and these association were strongest for those within 0.5 miles of a rail transit station (Houston et al., 2014). In this sense, such patterns confirm that the county's efforts to target household and job growth in compact, high quality transit areas in its region may support policy objectives to minimize household vehicle travel and encourage more transit usage and walking (p. 16). While proximity to rail transit station was significant in diminishing household VMT for the countywide sample, a considerable variation in the travel pattern throughout rail corridors was identified; on average, households along the Red/Purple Line had approximately 11 fewer daily miles driven and more transit usage that those along the Gold Line (Houston et al., 2014).

Two possible explanations were raised by Houston et al. (2014) in response to the difference of travel patterns between the Gold Line and the Red/Purple Line. One reason is that the Red/Purple Line segments, which are the oldest rail segments in Los Angeles Metro's transit network, have substantial completed TOD investments. Contrarily, although some large developments have been built along the Gold Line and several are under construction or predevelopment, more time is required for these developments to come to fruition and potentially affect travel behavior (Loukaitou-Sideris, 2010). Thus, the results suggest that rail transit corridors should be developed equally. More specifically, the community planners and transit developers must understand that the

efficacy of the TOD to increase transit ridership and reduce vehicle travel could vary relying on station area neighborhood constraints and development context (Houston et al, 2014; Loukaitou-Sideris, 2010). Next, the composition, attitudes, and preferences of the residents were seen as another possible explanation for the variation in travel patterns along the transit corridors. Confirming the previous studies, the authors found that socio-psychological and residential preference factors enhanced the explanatory power of the travel outcome models for the NTAS near-rail sample (Houston et al., 2014). This indicates the importance for transit providers and community planners to tie policies to account for perceptions, attitudes, and residential preferences instead of only focusing on improving transit access and development patterns along the transit corridors. Moreover, Houston et al. (2014) call for further research to better understand the influence of station-area socio-demographic and economic context on whether nearby residents alter their travel behavior and the extent to which new households move near stations because of their preferences of living in denser, walkable, and mixed-use communities with greater transit access. Such a concern echoes what Loo et al. (2010), Chatman (2013), and Renne (2008) mention as a problem of self-selection.

Conclusion

The rising popularity of TOD in the community planners, cannot be separated from several contemporary urban trends, including rising housing price, severe traffic congestion, demographic and economic transformation, and people's preferences to use alternative transportation modes for both health and economic reasons. The demand for a more compact development neighborhood is also moving the governments' concern from a supply-side approach of building highways to increase the speed and mobility of the citizen's vehicular-based mobility system to a sustainable transport paradigm of improving accessibility and managing existing infrastructure, instead of building new roads. In doing so, they must understand the main ideas of TOD and factors that determine its effectiveness and be armed with a set of appropriate strategies to overcome some procedural, economic, cultural/perceptual, and environmental challenges.

One major premise of TOD is reducing automobile dependence primarily through provision of easy access to transit system. Thus, it is worth saying that higher transit patronage level and reduced use of private vehicle indicate the effectiveness of TOD. Overall, although using different context of case study, all research suggest that spatial factors, including land use; built environment, residential and employment density, population, and proximity to transit, and socio-economic determinants; auto-ownership and use and employment level. However, their significance varied between one study to another. In particular, some important findings in transit ridership imply that, first, community planners must pay more attention on improving transit services, including travel time, interchange station, and coverage area within a region. Second,

they also need to create a more collaborative transit planning between the state and local governments. Third, in order to create a sustainable transit travel, the government should undertake equitable development along the railway track. Some studies show that a majority of minorities and workers account for the largest share of transit passengers. Their dependence on the transit for travel will be well served if all the above aspects can be met by the community planners and transit providers. Fourth, one study suggests that residents of TODs' travel behaviors are slightly affected by rail distance, instead of by built environment, such as availability of off- and on-street parking, and population density. This finding implies that planners should consider to compact development beyond rail station areas, which could be cheaper and more influential than a TOD.

In addition, the efficacy of TOD also relies on the public attitudes toward it. Although support for many aspects of compact development is significant, the general public tend to see the concepts of smart growth of compact development partially. Political ideology is identified as the strongest factor that shapes public preferences regarding development patterns. The overt opposition to compact development from the conservatives makes the work of the proponets of TOD more challenging and calls for conscious political strategizing.

In term of research methodology, all but two research employ multivariate statistical analysis because of its advantage in handling multiple factors simultaneously and its ability to explain rather than describe travel behavior (Loo et al., p. 203). Moreover, the capacity of this approach in measuring multiple factors allows more objective results in an empirical study.

Last but not least, this literature review may not enough to provide a comprehensive picture of the determinants of TOD's efficacy. This paper analyzes only few empirical studies and is limited to several aspects in TOD, particularly factors related to transit ridership, automobile ownership and use, built environment, and public attitudes and preferences. It omits some possible aspects that may reflect the effectiveness of TOD, such as values of property within a TOD area, levels of bicycle ridership and walking, and levels of air pollution and greenhouse gas emissions. Nevertheless, this study presents some implications, examples, and solutions, that are worth considering for public policymakers who are considering or planning for TOD.

Manajemen Penyelenggaraan Program Pelatihan Masyarakat
(Studi di Balai Besar Pemberdayaan Masyarakat dan Desa Kementerian Dalam Negeri di Malang)

Management of Community Training Program Accomplishment
(Study at Center for Community Empowerment and Village Ministry of Home Affairs in Malang)

Nama   : Christova Hesti Wardhani
NIP   : 198101072009122002
Tahun Intake   : KEMENDAGRI
Instansi   : 2013
Tingkat Beasiswa   : Master Local
Program Studi   : Magister Administrasi Publik
Negara Studi   : Indonesia
Universitas   : Universitas Brawijaya

Introduction

Kendala komunikasi sering terjadi pada saat Balai Besar Pemberdayaan Masyarakat dan Desa Malang menghubungi kabupaten peserta pelatihan. Kawasan 14 provinsi di Indonesi Timur kerap mengalami gangguan sinyal komunikasi internet maupun faksimile, hal tersebut menyebabkan informasi undangan surat pemanggilan peserta tidak dapat tersampaikan tepat waktu sehingga respon dari kabupatenpun menjadi terlambat. Keragaman asal daerah peserta pelatihan menyebakan banyak kendala dalam penyelenggaraan pelatihan, baik dari menu makanan yang kurang bisa diterima oleh peserta, maupun metode penyampaian oleh fasilitator. Fasilitator seringkali dinilai terlalu cepat dalam memberikan materi, disisi lain beragamnya latar belakang pendidikan peserta dan pengalamannya menyulitkan fasilitator untuk dapat menyampaikan materi sesuai dengan kapasitas peserta.

Pasca pelaksanaan pelatihan maka akan dilaksanakan program monitoring dan evaluasi, kendala yang terjadi pada proses ini adalah posisi kabupaten yang sulit untuk dijangkau sehingga memerlukan usaha yang lebih keras untuk dapat mencapainya, kondisi Indonesia Timur sebagai wilayah kepulauan seringkali menjadi kendala, terkait dengan cuaca dan terbatasnya transportasi umum. Beragam kendala yang terjadi pada penyelenggaraan program pelatihan masyakat haruslah dikelola dan diatasi dengan baik agar tujuan penyelenggaraan program yaitu untuk meningkatkan kapasitas peserta pelatihan dapat terwujud.Hal ini diharapkan dapat berdampak pada meningkatnya pelayanan publik, lebih lanjut dapat menjadi sentra belajar bagi desa disekitarnya.Untuk itulah diperlukan manajemen yang handal untuk mewujudkan tujuan dari program pelatihan masyarakat serta metode untuk dapat meminimasi kendala yang ada.Dimulai dari perencanaan pelatihan, pelaksanaan pelatihan hingga monitoring dan evaluasi pasca pelatihan.

Penelitian ini akan memberikan sebuah gambaran tentang manajemen penyelenggaraan program pelatihan masyarakat di Balai Besar PMD Kementerian Dalam Negeri di Malang dengan mempertimbangkan kebutuhan pelatihan dan disesuaikan dengan kapasitas sarana prasarana, pelatih dan anggaran yang ada, juga sekaligus menemukan faktor-faktor yang mendukung dan menghambat penyelenggaraan program pelatihan masyarakat.Dengan ditemukannya faktor-faktor pendukung dan penghambat penyelenggaraan sebuah program dapat dilakukan tindakan antisipatif yang dapat mencegah kegagalan sebuah program sehingga program dapat berjalan maksimal.

Rumusan masalah penelitian dirumuskan sebagai berikut:

- Bagaimanakah manajemen penyelenggaraan program pelatihan masyarakat di Balai Besar PMD Kementerian Dalam Negeri di Malang?

- Faktor apa sajakah yang mendukung dan menghambat pelaksanaan manajemen penyelenggaraan program pelatihan masyarakat di Balai Besar PMD Kementerian Dalam Negeri di Malang ?

Tujuan pelatihan adalah untuk mendeskripsikan, menganalisis dan mengintepretasi secara terperinci tentang hal-hal yang terkait dengan:

- Manajemen penyelenggaraan program pelatihan masyarakat di Balai Besar PMD Kementerian Dalam Negeri di Malang
- Faktor pendukung dan penghambat pelaksanaan manajemen penyelenggaraan program pelatihan masyarakat di Balai Besar PMD Kementerian Dalam Negeri di Malang

Penelitian ini merupakan penelitian deskriptif dengan menggunakan pendekatan kualitatif. Penelitian ini juga bermaksud mendeskripsikan sebuah proses sosial, terutama terkait dengan permasalahan dalam pelayanan publik. Dengan pendekatan ini peneliti dapat memperoleh gambaran yang lengkap dari permasalahan yang dirumuskan dengan memfokuskan pada proses dan pencarian yang dikaji lebih bersifat komprehensif, mendalam, alamiah dan apa adanya.

Manajemen Penyelenggaraan Program Pelatihan Masyarakat

Balai Besar PMD Kementerian Dalam Negeri di Malang melaksanakan program pelatihan dengan melaksanakan tahapan perencanaan pelatihan, pelaksanaan pelatihan, penilaian pelatihan, review pelatihan, serta perbaikan pelatihan, tahapan tersebut setidaknya telah memenuhi tahapan manajemen seperti yang disampaikan oleh Greener (2010, h.25),

Bentuk pelayanan publik yg diberikan kepada masyarakat menurut lembaga administrasi negara yang dimuat dalam Sistem Administrasi Negara Kesatuan Republik Indonesia (SANKRI) Buku III (2004, h 185) dapat dibedakan ke dalam berbagai jenis layanan, yaitu : Pelayanan kemasyarakatan, yaitu pelayanan masyarakat yang dilihat sifat kepentingannya lebih ditekankan pada kegiatan-kegiatan sosial kemasyarakatan seperti pelayanan kesehatan, pendidikan, ketenagakerjaan, penjara, rumah sakit, rumah yatim piatu dan lainnya. Program pelatihan masyarakat yang dilaksanakan oleh Balai Besar PMD Kementerian Dalam Negeri di Malang adalah salah satu bentuk pelayan publik di bidang kemasyarakatan khususnya bidang pendidikan dalam hal ini pendidikan non formal.

Pola pelayanan fungsional telah dilaksanakan oleh Balai Besar Besar PMD Kementerian Dalam Negeridi Malang. Kegiatan pelatihan dilaksanakan sesuai dengan bidang masing-masing yaitu pelaksanaan pelatihan di bidang pemberdayaan aparatur desa kelurahan serta bidang pemberdayaan lembaga masyarakat desa/kelurahan, serta dilakukannya pelaksanaan urusan tata usaha, kepegawaian, keuangan, administrasi umum, perpustakaan, perlengkapan dan rumah tangga. Dalam hal pelaksanaan

tugas sehari-hari telah melaksanakan pelatihan bagi masyarakat yang meliputi kader pembangunan, perangkat pemerintahan, anggota badan perwakilan, pengurus lembaga masyarakat dan para warga masyarakat desa dan kelurahan. Dapat dilihat bahwa seluruh bidang melaksanakan tugasnya masing-masing serta tidak ada satu bagianpun yg tidak menjalankan tugasnya.

Perencanaan Pelatihan

Perencanaan pelatihan di Balai Besar PMD Kementerian Dalam Negeri di Malang meliputi proses identifikasi kebutuhan pelatihan, penyusunan rencana kerja dan temu karya.

Dalam temu karya, dilakukan proses koordinasi antara penyelenggara dengan kabupaten calon peserta pelatihan. Kesepakatan tersebut terangkum dalam sebuah komitmen agar semua pihak dapat menjalankan tugasnya untuk tercapainya tujuan. Koordinasi merupakan fase dimana seluruh pihak yang terkait dalam program pelatihan menyepakati hak dan kewajibannya serta berkomitmen untuk melaksanakannya. Pengorganisasian dalam hal ini adalah melakukan pembagian tugas antara penyelenggara di Malang dan kabupaten calon peserta. Balai Besar PMD Kementerian Dalam Negeri di Malang berperan dalam pelaksanaan program pelatihan, sedangkan kabupaten berperan dalam hal pemilihan peserta serta tindak lanjut pasca pelatihan.

Secara umum dapat kita lihat bahwa perencanaan pelatihan yang dilakukan lebih bersifat pada teknis pelatihan, atau hal-hal yang berkaitan dengan pekerjaan kepanitiaan dalam menjalankan sebuah program. Perencanaan mendalam dan terperinci mengenai esensi sebuah pelatihan belum dilakukan secara khusus, antara lain mengenai metode penyampaian, substansi materi, pengembangan dan pembedahan materi secara mendalam.

Pelaksanaan Pelatihan

Balai Besar PMD Kementerian Dalam Negeri di Malang melaksanakan evaluasi selama berlangsungnya pelatihan yang disebut penilaian pelatihan.

Wawancarapun dilakukan peserta pelatihan dan kepada atasan langsungnya misalkan dari pihak kabupaten mengenai unjuk kerja peserta pelatihan. Evaluasi terhadap hasil, perilaku, dan reaksi dilaksanakan oleh inumerator, namun evaluasi pembelajaran melalui pemberian tes ulang kepada peserta tidak dilakukan oleh inumerator. Informasi dan sharing dari peserta pelatihan lebih diharapkan untuk menjadi masukan dan menggambarkan bagaimana materi pelatihan dapat diterapkan di daerah.

Perbaikan Pelatihan

Perbaikan pelatihan di Balai Besar PMD Kementerian Dalam Negeri di Malangdalam hal membangun kemampuan pelatih dan kecakapan pelatih secara keseluruhan dilaksanakan bersamaan dengan pengembangan bahan pelatihan. Pengembangan bahan pelatihan dilaksanakan melalui program perbaikan modul. Pada saat perbaikan modul dilakukan bedah modul secara menyeluruh, dan seringkali mendatangkan narasumber dari instansi terkait atau perguruan tinggi untuk dapat memberi masukan dan pencerahan kepada pelatihan perihal materi yang dibahas.Pelatihan bagi pelatih seringkali dilaksanakan oleh Dirjen PMD.

Faktor Pendukung dan Penghambat

Balai Besar PMD Kementerian Dalam Negeri di Malang melaksanakan tugasnya di bidang pelatihan sejak tahun 1968 dengan sebagai Balai Pengkaderan Pembangunan Desa, kemudiaan beralih menjadi Balai Pemberdayaan Masyarakat dan Desa pada tahun 2000 dan menjadi Balai Besar PMD Kementerian Dalam Negeri di Malang ada tahun 2006. Sejak awal berdirinya lembaga ini dibentuk untuk menjalankan tugas pemerintah di bidang pelatihan di bawah koordinasi Kementerian Dalam Negeri.

Semakin sadarnya sebuah organisasi akan pentingnya pelatihan untuk meningkatkan kapasitas sumber daya manusia dirasakan pula oleh daerah baik kabupaten maupun kota. Respon daerah terhadap tawaran pelatihan dari Balai Besar Pemberdayaan Masyarakat dan Desa Malang sangat antusias. Dari sejumlah daerah yang dihubungi untuk mendapatkan pelatihan, sedikit sekali yang membatalkan dan melakukan penolakan. Dukungan daerah bukan hanya pada kesediaan daerah untuk mengikuti pelatihan namun juga untuk mendukung dalam hal biaya transportasi lokal dari daerah menuju ibukota provinsi bagi ara peserta pelatihan. Respon daerah terwujud dalam keikutsertaan sejumlah peserta pelatihan untuk mengikuti pelatihan yang sudah direncanakan.

Faktor Penghambat Faktor Internal

Dalam sebuah lembaga pelatihan sudah seharusnya memiliki tim pelatih tersendiri yang khusus memikirkan pelaksanaan pelatihan di dalam maupun luar kelas sehingga materi dapat tersampaikan dengan baik dan tidak terjadi pekerjaan yang bertumpuk. Pemenuhan tenaga pelatih dalam jabatan fungsional khusus tak terelakkan lagi agar konsentrasi pelatih tidak terpecah sehingga tujuan dapat tercapai maksimal. Setidaknya diperlukan 3 hingga 4 orang yang menduduki jabatan fungsional teknis pelatih masyarakat untuk tiap seksi pelatihan, untuk menunjang pelaksanaan program pelatihan. Kondisi dimana pelatih masyarakat terkadang juga merangkap menjadi

panitia telah berjalan sejak berdirinya Balai Besar PMD Kementerian Dalam Negeri di Malang pada tahun 2000 bahkan sejak tahun 1968 ketika berstatus Balai Pengkaderan Pembangunan Desa hingga saat ini.

Eksternal

Anggaran adalah faktor eksternal lembaga yang terkadang menjadi penghambat dalam pelaksanaan program pelatihan. Hasibuan (2005) menjelaskan bahwa program adalah suatu jenis rencana yang konkret karena didalamnya sudah tercantum sasaran, kebijaksanaan, prosedur, anggaran dan waktu pelaksanaan.Menurut Osborne dan Gaebler (1992) yang dikutip oleh Thoha (2011), Balai Besar PMD Kementerian Dalam Negeri di Malang adalah sebuah organisasi pemerintah yang berorientasi hasil, pemerintah yang berorientasi hasil (result oriented) mengubah fokus (misalnya kepatuhan kepada peraturan dan membelanjakan anggaran sesuai dengan ketentuan) menjadi akuntabilitas pada keluaran (output) atau hasil dimana pimpinan organisasi pemerintah mengukur kinerja, menetapkan target, memberi imbalan kepada instansi-instansi pemerintah yang mencapai atau melebihi target, dengan menggunakan anggaran untuk mengungkapkan tingkat kinerja.

Manajemen Penyelenggaraan Progam Pelatihan Masyarakat

Bermacam macam jenis pelatihan dilaksanakan di Balai Besar PMD Kementerian Dalam Negeri di Malang dengan bermacam-macam sasaran pelatihan. Beragamnya sasaran pelatihan mulai dari kepala desa, perangkat desa, anggota Badan Permusyawaratan Desa, angggota Lembaga Kemasyarakatan hingga anggota masyarakat menggambarkan bahwa seluruh sisi dalam sebuah desa harus ditingkatkan kapasitasnya. Kepemimpinan tunggal kepala desa dalam memajukan masyarakat dan desanya bukanlah rekomendasi untuk kemajuan sebuah desa, melainkan tiga pilar yaitu perangkat desa, Lembaga Kemasyarakatan dan masyarakatnya. Balai Besar PMD Kementerian Dalam Negeri di Malang menyusun hal tersebut dalam bentuk program untuk setiap seksi yang membidanginya secara berimbang serta melakukan sosialisasi kepada daerah dalam wilayah kerjanya untuk menyadari kebutuhan akan keterpaduan sebuah program pelatihan.

Recomended Model

Berdasarkan pembahasan terhadap hasil penelitian, dapat kita lihat bahwa titik lemah dari manajemen penyelenggaraan program pelatihan masyarakat tidak terletak pada sistem yang sudah ada, dikarenakan tahapan-tahapan telah memenuhi unsur manajemen. Titik lemah dikarenakan tidak adanya pemisahan tugas antara panitia

dan pelatih masyarakat. Fungsi ganda tersebut mengakibatkan tidak maksimalnya fungsi dalam pelaksanaan tiap tahapan. Dikarenakan tidak adanya jabatan fungsional khusus pelatih masyarakat, maka panitia yaitu pejabat maupun staff melakukan kerja ganda. Kerja ganda tersebut tidak dapat dilaksanakan secara maksimal dan terdapat kecenderungan untuk melakukan fungsi panitia lebih utama dibandingkan fungsi menjadi pelatih masyarakat. Hal tersebut terbilang wajar karena memang fungsi utama pejabat dan staff adalah sebagai panitia.

Fungsi pelatih masyarakat banyak terlupakan utamanya dalam hal diskusi pelatih sebelum dan selama pelatihan berlangsung, perencanaan dan pengembangan metode pelatihan serta evaluasi pelatih. Diskusi pelatih tidak dilakukan secara terjadwal dan terstruktur, sehingga dilakukan sambil lalu dan terburu-buru. Perencaan dan pengembangan metode pelatihan tidak dilakukan secara khusus, bahkan cenderung tidak ada inovasi dalam hal metode pembelajaran. Evaluasi pelatih tidak dilakukan sama sekali dan cenderung terlepas serta terlupakan dikarenakan tidak ada bagian khusus, serta tidak adanya sistem dan pelimpahan tugas untuk melaksanakan evaluasi pelatih. Untuk itulah disarankan untuk melakukan pemisahan tugas antara panitia dan pelatih masyarakat seperti yang tercantum pada Gambar 5. Siklus Manajemen Pelatihan Masyarakat di Balai Besar PMD Kementerian Dalam Negeri di Malang bagi panitia serta Gambar 6. Siklus Manajemen Pelatihan Masyarakat di Balai Besar Pemberdayaan Masyarakat dan Desa Malang bagi pelatih masyarakat.

Kesimpulan

Pelatihan masyarakat telah dilaksanakan sesuai dengan peraturan perundangan yang berlaku. Unsur-unsur manajemen telah dilakukan dalam penyelenggaraan program pelatihan masyarakat, dimana terdapat unsur planning dalam tahapan perencanaan melalui identifikasi kebutuhan pelatihan, unsur *organizing* dalam tahapan perencanaan melalui temu karya, unsur actuating dalam tahapan pelaksanaan pelatihan serta unsur *controlling* dalam tahapan penilaian, *review*, dan perbaikan pelatihan.

Tahapan perencanaan pelatihan melalui kegiatan identifikasi kebutuhan pelatihan, penyusunan rencana kerja dan temu karya. Tahapan pelaksanaan pelatihan telah dilaksanakan mulai persiapan hingga terlaksananya program pelatihan. Tahapan penilaian pelatihan dilaksanakan dengan menggunakan alat bantu lembaran *pre test* dan *post test,* lembar evaluasi harian, evaluasi reaksi, serta refleksi harian. Tahapan *review* pelatihan dilaksanakan dengan melakukan monitoring dan evaluasi pasca pelatihan sedangkan tahapan perbaikan pelatihan dilakukan secara menyeluruh dari aspek materi pelatihan, sarana pendukung, perbaikan modul yang, serta pengembangan karyawan.

Faktor pendukung dan penghambat

Faktor pendukung internal meliputi tersedianya sarana dan prasarana berupa asrama berkapasitas 210 orang dengan fasilitas yang mencukupi dengan sarana pendukungnya, ruang makan, sarana hiburan musik dan televisi, sarana ibadah mushola, sarana olahraga bulutangkis, tenis meja dan *fitness* serta alat transportasi berupa 2 unit bis. Tersedianya panitia pelaksana serta kedudukan lembaga sebagai UPT pada tingkat Eselon II.

Faktor pendukung eksternal yaitu tingginya kebutuhan daerah terhadap pelatihan masyarakat. Faktor penghambat internal meliputi belum tersedianya sarana ruang belajar yang memenuhi kriteria ruang belajar partisipatif serta belum tersedianya jabatan fungsional pelatih masyarakat. Faktor penghambat eksternal yaitu faktor anggaran. Kebijakan pemerintah belum menempatkan pelatihan masyarakat sebagai prioritas sehingga seakan tidak mempunyai posisi tawar untuk meningkatkan anggarannya maupun untuk mempertahank ananggaran.

Unsur New Public Service dalam program pelatihan masyarakat terlihat dalam pelaksanaan program pelatihan masyarakat tidak berfokus pada usaha mendapatkan uang dari masyarakat namun lebih berprinsip pada pelayanan kepada masyarakat untuk meningkatkan kapasitas sehingga mereka dapat berpartisipasi dan terlibat langsung dalam kepemimpinan bersama sesuai dengan tugasnya masing-masing.

Resistance to Change in the New Social Security System in Indonesia

Penentangan pada Perubahan Sistem Keamanan Sosial Baru di Indonesia

Nama	: Gita Aurora
NIP	: 198704012011012005
Tahun Intake	: KEMENPAN & RB
Instansi	: 2014
Tingkat Beasiswa	: Master Overseas
Program Studi	: Masters in Public Administration
Negara Studi	: Britania Raya
Universitas	: University of Bradford

ABSTRACT

This paper aims to examine the possible cause of resistance to change in the new system of National Social Security of Indonesia (referred as Sistem Jaminan Sosial Nasional or SJSN). Changes in the SJSN are not running smoothly. There are several stakeholders who rejected the new scheme in the SJSN, such as labourers, doctors, private hospitals, and the old institutions that managing social security in the pre-SJSN period. The study will look at the transformation of Indonesia's social security that happened in two phases, in the pre-SJSN and in the SJSN period. This will explore the factors that lead to the change in the SJSN.

Another important aspect of this dissertation is examining the manifestation of resistance to change in the SJSN. Resistance to change in the SJSN manifests itself through threats and protest from physicians and workers, reluctance from private hospitals to join the new programme of SJSN, and argument from the directors of the old institutions in the pre-SJSN period. This dissertation will further examine the possible causes of resistance to change in the SJSN. By identifying and analysing the argument and opinions of the four group of resistors, this study has found three possible reasons why they reject the new scheme of SJSN. First, the economic reasons which come from workers, physicians and private hospitals. They are all concerned about the monthly fee of SJSN. The second reason is the lack of readiness for change. The resistors assumed that SJSN policies are still unclear and partial. Finally, security concerns that come from the old institutions that manage social security. They argued that the implementation of the new system in the SJSN would destabilise the functions of all old organisations in the pre-SJSN period that have gone well.

Keyword: resistance, change, social security, Indonesia.

ABSTRAK

Makalah ini bertujuan untuk menguji kemungkinan penyebab resistensi terhadap perubahan sistem baru Jaminan Sosial Nasional Indonesia (disebut Sistem Jaminan Sosial Nasional atau SJSN). Perubahan SJSN tidak berjalan mulus. Ada beberapa pemangku kepentingan yang menolak skema baru di SJSN, seperti buruh, dokter, rumah sakit swasta, dan lembaga lama yang mengelola jaminan sosial pada periode pra-SJSN. Studi ini akan melihat transformasi keamanan sosial Indonesia yang terjadi dalam dua tahap, di pra-SJSN dan pada periode SJSN. Ini akan mengeksplorasi faktor-faktor yang menyebabkan perubahan SJSN. Aspek penting lainnya dari disertasi ini adalah memeriksa manifestasi resistensi terhadap perubahan SJSN. Perlawanan terhadap perubahan SJSN memanifestasikan dirinya melalui ancaman dan protes dari dokter dan pekerja, keengganan dari rumah sakit swasta untuk mengikuti program baru SJSN, dan argumen dari direksi institusi lama pada periode pra-SJSN. Disertasi ini selanjutnya akan meneliti kemungkinan penyebab resistensi terhadap perubahan SJSN. Dengan mengidentifikasi dan menganalisis argumen dan pendapat dari empat kelompok resistor, penelitian ini menemukan tiga kemungkinan alasan mengapa mereka menolak skema baru SJSN. Pertama, alasan ekonomi yang datang dari pekerja, dokter dan rumah sakit swasta. Mereka semua prihatin dengan biaya bulanan SJSN. Alasan kedua adalah kurangnya kesiapan untuk perubahan. Resistor tersebut mengasumsikan bahwa kebijakan SJSN masih belum jelas dan parsial. Akhirnya, masalah keamanan itu berasal dari institusi lama yang mengelola jaminan sosial. Mereka berpendapat bahwa penerapan sistem baru di SJSN akan mengganggu kestabilan fungsi semua organisasi tua pada periode pra-SJSN yang berjalan baik.

Kata kunci: penentangan, perubahan, jaminan sosial, indonesia.

Introduction

This work is set to examine the resistance to change in the new social security system in Indonesia (referred as Sistem Jaminan Sosial Nasional or SJSN). The Indonesian government has changed the scheme of the social security. The initial change was marked by the enactment of the SJSN Law No. 40/2004. This law resulted in some changes in the implementation of the social security in Indonesia. Previously, social security programmes in Indonesia organised by four social security administrators, which are all state-owned limited liability companies or persero (PT); PT Askes, PT Jamsostek, PT Taspen, and PT Asabri (Asian Development Bank (ADB), 2007: 5). All companies operate separately, have different functions and rules. Once the rules of the SJSN Law and the Social Security Administrative Bodies (referred as Badan Penyelenggara Jaminan Sosial or BPJS) Law No. 24/2011 set, the four institutions turned into new agencies, namely BPJS Health and BPJS Employment (the Ministry Coordinator for People's Welfare of Indonesia, 2012: 2).

Change in SJSN is not just about change in name (Wiener, 2012: 2). Transformation of the four companies into BPJS is very fundamental. These changes include philosophy, legal entity, organisation, governance, and organisational culture (Putri, 2014: 4). In addressing these innovation, many parties have shown an attitude of rejection, such as from the old institutions, doctors, workers, and private hospitals (Irawan, 2011; Media Indonesia ePaper, 2012; Ant, 2014; Jakarta Post, 2014). Jamsostek rejects a merger with three other state-owned companies of social security (Irawan, 2011). The same action followed by Taspen that still want to remain independent as an institution that manages pension funds (Ant, 2014). Another rejection comes from the Indonesian Doctors Association (referred as Ikatan Dokter Indonesia or IDI). They protested with the new schemes of SJSN and threatened to strike work and will close outpatient services (Media Indonesia ePaper, 2012). Then, as reported by Jakarta Post (2014), private hospitals are unwilling to join the National Health Insurance programme (referred as Jaminan Kesehatan Nasional or JKN) and refuse to handle patients who use JKN card. The research questions of this study is How does resistance to change in the SJSN manifest itself? And which are the possible causes of resistance to change in the SJSN?

This study will use the academic literature, relevant theories from academic books and journals publications, and information from newspaper publications. Information needed to explore the factors that influence the change in the SJSN will be obtained and identified through the planning document on the establishment of SJSN. Like some reports and official publications published by the Ministry of Health Republic of Indonesia, the Social Security Administrative Bodies of Indonesia (BPJS), World Bank, International Labour Organization (ILO), and Asian Development Bank (ADB). To examine the manifestation and the possible causes of rejection that occurred in the SJSN, data

will be collected from journal publications and reliable newspaper publications which had recorded the actions of rejection to SJSN in Indonesia. The data used to address the research questions will be carefully selected because of their relevance to the research.

Discussion

It can be clearly seen that resistance to change in the new scheme of SJSN manifested itself in different ways. The refusal of three labour confederations (KSPSI, KSBSI, and KSPI) on the invitation of the Parliament to discuss the BPJS bill indicated that the workers were reluctant to get involved in the drafting process of the new policy of social security system. On the one hand, Parliament has provided an opportunity for workers' associations to discuss the social security policy. On the other side, the associations actually refused to attend the meeting. Moreover, the private hospitals were a reluctance to join the JKN programme. These reactions confirm the research of Boohene and Williams (2012: 139) that unwillingness to participate in the changes is the form of resistance to change. The workers expressed the reluctance to change by rejecting the invitation to discuss the SJSN policy with the House of Representatives, and the private hospitals refused to participate in the JKN programme as a form to resist the new scheme in the SJSN.

The other forms of resistance shown by other workers' associations such as threatened to come out of Jamsostek membership and held a demonstration. Also, the doctors strongly protested and threatened to close outpatient services. Then, the institutions which manage the social security in the pre-SJSN period argued that institutional transformation in the SJSN is not needed. These attitudes confirm the argument by Petrini and Hultman, that threatens and arguing are a part of the symptoms of active resistance.

After identifying the stakeholders' reactions to changes in the new social security system in Indonesia, the dissertation confirmed the argument expressed by Folger and Skarlicki (1999: 36) and Huczynski and Buchanan (2013: 629) that resistance to change is a behaviour of employees who are trying to avoid the process of change and an attitude of unwillingness to discuss a change. This is evidenced by the attitude shown by the workers who refused to discuss the BPJS bill with Parliament, the private hospitals were reluctant to take part in the BPJS Health programme, and the Director of Jamsostek and Taspen considered that institutional transformation in the SJSN is not required.

The Possible Causes of Resistance to Change in SJSN

Once known the manifestations and the sources of the resistance, the next is an examination of the possible causes why the resistors are reluctant and refuse the changes mandated by the SJSN Law and the BPJS Law. This section presents the assessment per group of resistors because each group has a different reason to resist the change in the SJSN.

Workers/Labourers

a) The dues or membership contribution in the new scheme of SJSN

The Chairman of SBSI 1992 argued that the workers rejected the new mechanism of SJSN because the SJSN Law and the BPJS Law require them to pay dues (Kasbi, 2012; Leribun, 2012; Sijabat and Rohmah, 2012). The same reason expressed by The Chairman of the Confederation of All Indonesian Workers Union (referred as Konfederasi Serikat Pekerja Seluruh Indonesia or KSPI). The workers objected to Article 17 of the SJSN Law, which states that every participant in the SJSN is obligated to pay dues that amount shall be determined based on a percentage of participant wages (Leribun, 2012). The monthly contribution in the SJSN period (as shown in Table 4.3) is different from the old mechanism managed by Jamsostek. Formerly, contributions for health insurance of workers covered by their company. However, with the new system, they must pay some dues (Paramita, 2013). For instance, in the new scheme of SJSN as stated in the Table 4.3, workers in the private sector have to pay a monthly fee of 4 percent of their salary for health insurance. Not only that, the labourers also need to pay three component of other social security by 3.7 percent, 5.0 percent, and 0.3 percent of their salary for the old savings insurance, pension, and life insurance, respectively. Therefore, the new rule on the payment of a monthly fee makes the workers rejected the new system of SJSN and threatened to withdraw their funds that had been stored in Jamsostek.

b) The readiness for changes

The BPJS Law considered by workers do not yet have clear technical rules. Wasisto as the Chairman of The National Labor Unions (referred as Serikat Pekerja Nasional or SPN) of Surakarta recognised that labourers do not know about their rights and obligations as a participant in the new system of Indonesia's social security (Paramita, 2013). Hence, the employees plan to revoke they membership by taking the entire retirement savings of Rp91.11 billion, which is still managed by Jamsostek (Paramita, 2013). Besides that, the obscurity of this policy caused the three labour union confederations refused to discuss the bill of BPJS Law with Parliament (Andrian, 2010). Furthermore, workers claimed that homeless people, street children, orphans, and elderly have not received legal certainty in the new

scheme of SJSN. The workers added that the SJSN policies not cover all Indonesian people. The evidence is the difference of data about the number of poor people who stated by the Central Bureau of Statistics (referred as Badan Pusat Statistik or BPS) and the data stated in the Presidential Decree 111/2013 (Edisi News, 2014). The Presidential Decree only covers 86.4 million of poor people as PBI, whereas according to the BPS there were 96.7 million of poor people in Indonesia. This data is a significant difference, which is about 10.3 million poor people who are not covered by the Presidential Decree 111/2013 as one policy of SJSN. Therefore, the unclear of the BPJS Law and significant difference in the data on the number of poor people covered by SJSN caused the workers sued the cancellation of the SJSN Law and the BPJS Law to the Constitutional Court.

Private Hospitals

The Head of Jakarta Health Department stated that out of 71 of the 152 private hospitals in Jakarta refused to cooperate with BPJS Health (Afrianti dan Nurbaya, 2014). The reason is the private hospitals objected to the premium rate of BPJS Health offered by the government. The hospitals assumed that monthly fee around Rp19.225 per person is too low. The hospital management worried about the low premium of BPJS Health, which would degrade the quality of treatment to the patients. In addition, the Director of Business and Development at one private hospital in Jakarta stated that the claim paid by BPJS Health is lower than the costs incurred by the hospital (Kistyarini, 2014). For example, the total cost of care in the Intensive Care Unit (ICU) reached Rp20 million per person, while the claims incurred by BPJS is less than that. Furthermore, The Indonesian Hospital Association revealed the fact that the cost of hospital care obtained from BPJS premium did not differ between the treated for four days with the ten days (intriknews, 2014). For instance, patients with certain diseases, according to the rules of BPJS Health have to be hospitalised for four days, then BPJS will accommodate the cost of care for four days. However, the patients' condition requires that they are treated for longer, then the hospital should bear the remaining costs of the patients. The conditions mentioned above made some private hospitals in Jakarta refuse to cooperate with BPJS Health programme because they are worried about financial losses.

Doctors

A protest delivered by Sidipratomo, as the Chairman of IDI 2009-2012, related to the plan of deciding a monthly premium for PBI of Rp22,200 per person (Jamsosindonesia, 2012). According to him, the doctors objected to the amount of the premium being incompatible with economic value and professionalism, so it detrimental to the physicians who participated in BPJS Health. IDI asked that the BPJS monthly fee is

about Rp60,000 per person. Other than that, criticism of the premium amount of BPJS Health is also coming from Ruby as the Head of Finance and Health Economics of IDI. According to him, the government has used the incorrect calculations in determining the amount of BPJS dues. The PBI amount is 40 percent of Indonesian people with the lowest income. In 2014, the number of PBI was more than 96 million people. If referring to the monthly premium of Rp22,200 per person, IDI has calculated that the allocation for physician services and drugs per patient capitation only Rp7,000 out of Rp22,200. Also, if calculated by the cost of the drugs, the medical services only appreciated around Rp2,000 - Rp3,000 per patient (Jamsosindonesia, 2012). On the basis of these calculations, physicians considered that a number of BPJS Health's premiums incompatible with the professionalism and economic value. So that they strongly protested and asked the government to raise the amount of the BPJS Health premium.

The Old Institutions

As an institution that previously handled the social security in Indonesia, Jamsostek through the chairman, Sinaga, argued that government should not create unnecessary risks by combining four agencies into BPJS Health and BPJS Employment (Rakyat Merdeka, 2011). According to him, this merger is not being able to absorb the functions that have been running well. He also added that the four providers in the pre-SJSN have different rules, and this merger plan will be expensive. Not only Jamsostek, the Director of Taspen also reluctant to divert pension plan and old age benefits of civil servants into BPJS Employment (Nababan, 2014). To justify the argument of Taspen which stated that there is no need for the merger of the four institutions, Taspen conducted a study and recommended that there should be a separate management of programmes to private employees and civil servants. Therefore, the programme undertaken by Taspen did not have to be transferred into BPJS Employment.

Conclusion

This section focuses on stating the conclusion of the study that has been done about the resistance to change in the new system of Indonesia's social security. The purposes of this dissertation will be examined critically whether they have been achieved. Then, the research questions will also be examined in terms of whether they have been addressed or not. In the chapter four of this dissertation has been discussed how the transformation of the social security system in Indonesia occurred in two phases, in the pre-SJSN and in the SJSN period. Then, it also has been discussed the factors that cause changes in the SJSN. The Ministry of Health of Indonesia stated that the reason for changes in this new system was to fulfil the mandate of the 1945 Constitution and Pancasila (The Ministry of Health of Indonesia, 2013). Besides that, the studies

conducted by ADB (2007), ILO (2008), and World Bank (2012) shown that the financial problems and the limited beneficiaries of four institutions in the pre-SJSN period were the reasons to reform these institutions. These findings show that one of the research objectives have been achieved, which is about the factors that cause changes in the social security system in Indonesia.

This dissertation also set to achieve the objectives to examine how resistance to change manifested itself in the new scheme of SJSN and examine the possible causes of resistance to change in the SJSN. In the chapter five of this research has been examined the research findings that show how resistance to change manifested itself in the SJSN. Resistance to change in the new scheme of SJSN come from doctors, workers, private hospitals, and the old institutions in the pre-SJSN (Jamsosindonesia, 2012; Paramita, 2013; Afrianti and Nurbaya, 2014). According to the research findings, each group of resistors demonstrated the resistance to change in the different ways. The forms of rejection to SJSN are demonstrations and threats from the workers, protest and threat to close the outpatient services from physicians, refusal and reluctance from private hospitals to cooperate in the programme of BPJS Health, and the argument from the directors of Jamsostek and Taspen which stated that institutional transformation is not required in the SJSN.

The last research question on the possible cause of resistance to change in the SJSN has been examined in the chapter five by identifying and analysing the arguments of each group of resistors. Based on the examination, the study found that there are three possible reasons why the workers, doctors, private hospitals and the old institutions in the pre-SJSN reject the new scheme of SJSN. The reasons are an economic factor, lack of readiness for change, and security reason. The findings suggest that the two research questions have been answered and the research objectives have been achieved.

Dinamika Penguasaan Kepemilikan Tanah dalam Perkembangan Pariwisata di Kabupaten Gunungkidul

Dynamics of Land Tenure and Land Ownership in Tourism Development at Gunungkidul Regency

Nama	: Irvan Kurniawan
NIP	: 198405202003121010
Tahun Intake	: BPN
Instansi	: 2015
Tingkat Beasiswa	: Master Local
Program Studi	: Magister Administrasi Publik
Negara Studi	: Indonesia
Universitas	: Universitas Gadjah Mada

ABSTRAK

Penelitian ini menganalisis dinamika penguasaan kepemilikan tanah terkait perkembangan pariwisata kawasan pesisir Kabupaten Gunungkidul. Pertumbuhan wisatawan Gunungkidul dalam lima tahun terakhir cukup signifikan. Tahun 2016 pendapatan asli daerah dari sektor pariwisata melebihi target. Perkembangan pariwisata Kabupaten Gunungkidul diikuti oleh aktivitas disektor pertanahan. Transaksi jual beli marak terjadi dikawasan pesisir khususnya pada tanah-tanah yang berada disepanjang jalan menuju objek wisata pantai. Tanah sebagai sumber kesejahteraan rakyat telah menjadi barang komoditas yang dapat diperjualbelikan. Padahal dalam Undang-undang Pokok Agraria (UUPA) 1960, aktivitas menjadikan tanah sebagai barang komoditas tidak dibenarkan. Jual beli tanah bukan sesuatu hal yang dilarang, namun perlu diatur pembatasan kepemilikan tanah agar tidak menciptakan ketimpangan penguasaan tanah dan menjamin keadilan bagi bekas pemilik tanah.

Penelitian ini menggunakan pendekatan kualitatif deskriptif, pemilihan informan dilakukan secara purposive sampling dan snowball sampling. Data yang digunakan dalam penelitian ini meliputi data primer yang bersumber dari wawancara terhadap nara sumber yang dianggap memiliki pemahaman yang baik di bidang pariwisata dan pertanahan meliputi pejabat, pegawai, dan masyarakat yang berada pada kawasan wisata pantai. Data sekunder menggunakan data dan arsip yang terdapat pada Kantor Dinas Kebudayaan dan Kepariwisataan serta Kantor Pertanahan Kabupaten Gunungkidul serta website. Lokasi penelitian dibatasi pada lima desa yang memiliki objek wisata pantai yang dinilai memiliki pertumbuhan kunjungan wisata cukup signifikan, yaitu Desa Kemadang, Desa Banjarejo, Desa Ngestirejo Kecamatan Tanjungsari, dan Desa Sidoharjo, Desa Tepus Kecamatan Tepus.

Hasil penelitian menunjukkan bahwa perkembangan pariwisata di Kabupaten Gunungkidul menciptakan penguasaan dan kepemilikan tanah menjadi dinamis. Kehadiran investor meningkatkan permintaan kebutuhan tanah. Sementara ketersediaan tanah selalu tetap. Hal tersebut menjadi salah satu penyebab melambungnya harga tanah. Selain itu, kehadiran investor menciptakan benturan kepentingan dengan masyarakat pada salah satu objek wisata sehingga menimbulkan konflik penguasaan tanah. Tingginya harga tanah menjadi salah satu pendorong masyarakat menjual tanah. Belum ada kebijakan yang mengatur praktek jual beli tanah di kawasan wisata. Beberapa kebijakan pemerintah seperti pensertifikatan tanah, penegakan penataan ruang, dan izin lokasi diharapkan mampu meminimalisisir praktek jual beli tanah masyarakat.

Kata kunci : perkembangan pariwisata, dinamika penguasaan kepemilikan tanah

ABSTRACT

The tourist arrivals in Gunungkidul District has been grown in the last five years. In 2016, the income from tourism sector is more than the target of budget. This condition as the benefit of land transactions, especially along the street to the beach. Unfortunately, in Undang-Undang Pokok Agraria (UUPA) term of Principal of Agrarian Law in 1960, the land could not as the commodity.

This research use the descriptive qualitative approach, which the interviewees are chosen by purposive and snowball sampling. There are two data are needed, the primary and secondary data. In primary, data is come from the experts either in tourism and culture department or land office, and the people who live near the coastal area. Meanwhile, secondary data is data textual or files from tourism and culture department and land office of Gunungkidul, and the data from the website. The research is located in two districts : Tanjung sari and Tepus district. In Tanjung sari consists of 3 villages : Kemadang, Banjarejo, and Ngestirejo, whereas Sidoharjo and Tepus village in Tepus district.

As conclusion, the tourism development in Gunungkidul District has big influence in dynamics of land tenure and land ownership. The existence of investors make the demand on land increase. Meanwhile, the land availability is constant. This condition create the land conflicts. As the effect, the land prices grow dramatically and it leads the communities sell their lands. Unfortunately, there is no policy which regulated on land transaction in tourism area. Only several policies related to land certification, spatial planning, and izin lokasi can minimize this conditions.

Key words: tourism development, dynamics of land tenure and ownership

Introduction

Pertumbuhan kunjungan wisata ke Yogyakarta telah merembet ke daerah pinggiran, salah satunya adalah Kabupaten Gunungkidul. Tahun 2014 jumlah kunjungan wisatawan mencapai 3.685.137 orang (tertinggi di Yogyakarta) dengan dominasi kunjungan adalah wisata pantai. Tahun 2016, sektor wisata Kabupaten Gunungkidul berkontribusi terhadap pendapatan asli daerah sebesar Rp 24.247.748.425 dari target awal Rp 23.156.381.500 . Wajar bila saat ini pemerintah Kabupaten Kabupaten Gunungkidul sedang menggarap pembangunan pariwisata lebih serius karena sektor wisata menjadi "imam" dalam pembangunan daerah, khususnya dalam memperoleh pemasukan ke kas daerah.

Namun demikian, perkembangan pariwisata di Kabupaten Gunungkidul ternyata dibarengi dengan kemunculan aksi penjualan tanah oleh masyarakat, khususnya pada lokasi yang berada pada sepanjang jalan kawasan pesisir. Peningkatan permintaan tanah oleh para pemilik modal menyebabkan harga tanah menjadi naik. Selain itu, peningkatan kebutuhan tanah menimbulkan konflik penguasaan tanah antara masyarakat yang telah menggarap tanah dengan investor.

Kepemilikan dan penguasaan tanah menjadi dinamis karena aktivitas aktor yang terlibat dalam perkembangan pariwisata. Melihat kondisi tersebut, seharusnya pemerintah mengambil sikap agar masyarakat tidak rugi mengingat perkembangan pariwisata cukup pesat. Berdasarkan pada permasalahan diatas, penulis tertarik untuk meneliti dinamika penguasaan kepemilikan tanah dalam perkembangan pariwisata di Kabupaten Gunungkidul.

Metode Penelitian

Penelitian ini mencoba menganalisis dinamika penguasaan kepemilikan tanah dalam perkembangan pariwisata di Kabupaten Gunungkidul menggunakan pendekatan kualitatif deskriptif. Dalam penelitian ini menggunakan data primer dan data sekunder. Data primer diperoleh melalui wawancara dan observasi. Data sekunder diperoleh melalui dokumentasi terhadap laporan kegiatan instansi pemerintah, buku teks, hasil penelitian lain yang terkait dengan tema penelitian ini serta melalui website.

Analisis Data

Analisis data dilakukan 3 tahap yaitu reduksi data, penyajian data, dan penarikan kesimpulan/verifikasi. Reduksi data dilakukan dengan merapikan data melalui memilah data yang diperlukan dan belum diperlukan. Menyajikan data dilakukan dengan menampilkan kembali data yang telah direduksi sehingga dapat dilihat pola-pola yang terbentuk. Peneliti membuat jaringan data dengan beberapa narasi untuk menjelaskan keterkaitan antar data. Penarikan kesimpulan dilakukan dengan melihat kecenderungan

yang sering muncul melalui pola-pola yang ada diantara jaringan data yang telah direduksi, misalnya model makelar tanah dalam menjual tanah masyarakat. Keraguan dalam mengambil kesimpulan dilakukan verifikasi ulang dengan membandingkan data dan informasi dari nara sumber lain, hasil penelitian lain yang pernah dilakukan serta teori dalam buku teks.

Pelaksanaan dan Keterbatasan Penelitian

Penelitian ini dilakukan selama 3 bulan (November-Desember 2016). Dua bulan pertama dimanfaatkan untuk mengumpulkan data sedangkan sisanya dimanfaatkan untuk analisis data dan penyusunan laporan.

Keterbatasan penelitian ini adalah keterbatasan informasi pertanahan mengenai penjualan tanah yang belum didaftarkan pada Kantor Pertanahan Kabupaten Gunungkidul. Keterbatasan selanjutnya adalah keterbatasan informasi yang disampaikan penjual tanah tentang perbandingan harga tanah antara sebelum dan sesudah berkembangnya pariwisata. Mayoritas informan tidak dapat menjelaskan harga tanah sebelum berkembangnya pariwisata karena pada waktu itu mereka belum berkeinginan untuk menjual atau memperjualbelikan tanah pada kawasan wisata atau kawasan pesisir Gunungkidul.

Perkembangan Pariwisata di Kabupaten Gunungkidul

Perkembangan pariwisata di Kabupaten Gunungkidul cukup tinggi. Kunjungan wisatawan terus meningkat dari tahun ke tahun. Tahun 2015 jumlah wisatawan sebesar 2.642.759 sedangkan tahun 2016 mencapai 2.992.897 wisatawan (Dinas Kebudayaan dan Kepariwisataan Kabupaten Gunungkidul, 2016). Wajar bila pemerintah saat ini sedang membangun infrastruktur untuk mendukung perkembangan pariwisata.

Kebijakan pembangunan pariwisata Kabupaten Gunungkidul (RIPPARDA) dilaksanakan kedalam 3 tahap pelaksanaan. Tahap I dilaksanakan tahun 2014-2016. tahap 2 tahun 2016-2020, sedangkan tahap 3 dilakukan tahun 2012-2025. Sampai dengan tahun 2016, implementasi kebijakan pembangunan pariwisata sudah cukup baik. Komitmen pemerintah dan dukungan lintas sektor dalam pembangunan pariwisata juga bagus.

Kendala utama dalam pembangunan pariwisata adalah keterbatasan anggaran, keterbatasan sumberdaya manusia yang ahli dibidang pariwisata, serta komitmen aparat. Anggaran yang dialokasikan untuk membangun infrastruktur pariwisata sebesar 9.918.042.500 rupiah atau 89.13 % dari total anggaran Dinas Kebudayaan dan Kepariwisataan Kabupaten Gunungkidul. Pegawai yang memiliki latar belakang pendidikan pariwisata hanya 4 orang.

Keterbatasan angaran membuat pembangunan infrastruktur pariwisata tidak dilakukan secara menyeluruh. Pembangunan objek wisata pantai difokuskan di Pantai Krakal sebagai pilot project pengembangan wisata pantai. Sementara itu infrastruktur jalan masih kurang memadahi untuk dilalui kendaraan besar, khususnya pada jaringan jalan yang menghubungkan objek wisata pantai yang ada di lokasi penelitian. Keterbatasan anggaran menjadikan upaya untuk mewujudkan pariwisata yang berkelanjutan menjadi terkendala. Masih banyak bangunan yang berdiri di pinggir pantai yang menyebabkan pencemaran kawasan pantai. Keterbatasan anggaran menjadi kendala dalam pembebasan tanah untuk memindahkan bangunan yang berada di pinggir pantai.

Sementara itu, keterbatasan sumber daya manusia menjadi kendala dalam melakukan analisis pasar. Padahal analisis pasar sangat diperlukan dalam menarik wisatawan dan memenangkan persaingan antar destinasi wisata di era pariwisata yang mulai mengglobal.

Dalam penelitian ini, pengertian dinamika dimaknai pada terjadinya perubahan penguasaan maupun kepemilikan tanah didalam kawasan wisata pantai maupun disepanjang jalan utama menuju kawasan wisata pantai Kabupaten Gunungkidul. Selain itu, termasuk dalam pengertian dinamika dalam penelitian ini adalah terjadinya perubahan harga tanah dan konflik penguasaan tanah karena terjadinya peralihan penguasaan kepemilikan tanah.

Peralihan Penguasaan Kepemilikan Tanah

Peningkatan aktifitas pariwisata membutuhkan sarana penunjang seperti penginapan, tempat makan, dan lainnya. Untuk membangun sarana tersebut membutuhkan ketersediaan tanah. Keterbatasan kemampuan pemerintah untuk menyediakan beberapa sarana penunjang tersebut direspon para investor untuk mencoba memenuhi kebutuhan tersebut. Para investor tersebut mencari lokasi strategis yang berdekatan dengan kawasan wisata untuk pembangunan sarana yang dibutuhkan oleh aktivitas pariwisata dengan cara membeli maupun bentuk-bentuk lainnya seperti menyewa tanah masyarakat.

Kehadiran investor yang membutuhkan tanah menciptakan dinamika dalam penguasaan tanah. Banyak tanah masyarakat terjual untuk memenuhi kebutuhan investor. Berdasarkan keterangan dari sejumlah informan dilokasi penelitian menjelaskan bahwa sebagian besar tanah masyarakat disepanjang pesisir sudah banyak dibeli investor dari luar Gunungkidul meski jumlah pastinya tidak disebutkan.

Dalam penelitian ini ditemukan bahwa kendala yang dihadapi masyarakat dalam mengelola tanah adalah keterbatasan permodalan dan penguasaan teknologi. Kendala biaya dan teknologi yang tidak dapat diselesaikan secara mandiri oleh masyarakat dalam menggarap tanah serta peningkatan harga tanah menjadi salah

satu faktor pendorong penjualan tanah milik masyarakat. Hal tersebut sesuai dengan pendapat Yunus (2008 : 247) bahwa peningkatan harga tanah menjadi pendorong petani untuk menjual tanahnya.

Kenaikan harga tanah dianggap oleh masyarakat menjadi kesempatan yang tepat untuk menjual tanah karena akan memperoleh untung banyak. Hal tersebut akan terus berlanjut bila tidak ada campur tangan pemerintah untuk mengendalikannya (Yunus, 2008:247). Keberlanjutan penjualan tanah di kawasan pesisir Kabupaten Gunungkidul khususnya dilokasi penelitian terbukti berlanjut. Selama rentang waktu penelitian ditemukan beberapa bidang tanah yang pada awalnya tidak dijual, namun ketika penelitian lapang mendekati masa akhir, diatas bidang tanah tersebut telah dipasang papan iklan bahwa tanah tersebut akan dijual.

Berdasar pada keterangan beberapa informan bahwa mayoritas tanah yang sudah laku terjual pada kawasan pesisir adalah tanah yang berbukit dan didominasi oleh formasi batuan. Transaksi jual beli tanah perbukitan bertentangan dengan cita-cita pemerintah dalam mewujudkan Gunung Sewu sebagai bagian dari destinasi wisata nasional prioritas. Tanpa disadari, masyarakat telah memperjualbelikan perbukitan yang merupakan bagian dari jaringan Gunung Sewu yang seharusnya dilindungi, oleh sebab itu hal ini harus segera diantisipasi oleh pemerintah Kabupaten Gunungkidul.

Berdasarkan penelusuran data lebih lanjut, secara umum transaksi jual beli tanah di desa yang menjadi lokasi penelitian mengalami peningkatan dari tahun 2011 sampai 2016.

Data diatas tidak termasuk jual beli tanah yang belum didaftarkan pada Kantor Pertanahan Kabupaten Gunungkidul. Tidak semua transaksi jual beli tanah langsung ditindaklanjuti dengan proses pendaftaran tanah melalui kantor pertanahan. PPAT sebagai pejabat yang berwenang membuat akta tanah hanya berkuajiban untuk menyampaikan laporan dan akta yang telah ditandatanganinya selambat-lambatnya 7 hari kerja berikut dokmen yang bersangkutan ke kantor pertanahan untuk didaftar (Pasal 40 angka 1 Peraturan Pemerintah Nomor 24 Tahun 1997 tentang Pendaftaran Tanah). Peneliti memiliki keyakinan bahwa masih banyak bidang tanah yang berada dilokasi penelitian telah diperjual belikan namun belum ditindaklanjuti dengan pendaftaan hak di Kantor Pertanahan Kabupaten Gunungkidul sehingga tidak tercatat dalam penelitian ini.

Dalam perkembangan pariwisata, seharusnya masyarakat bisa diberdayakan melalui konsep kerjasama dengan pemilik modal sehingga saling menguntungkan. Narya (2010:57) mengutip penjelasan Baiquni dalam sebuah seminar di Bali, menjelaskan bagaimana aset (tanah) harus tetap dimiliki oleh masyarakat. Investor boleh datang dan berinvestasi diatasnya dengan sistem bagi hasil yang saling menguntungkan.

Penjualan tanah kepada investor baik lokal maupun asing dapat meminggirkan masyarakat dalam memanfaatkan tanah. Marginalisasi masyarakat terhadap sumber daya agraria saat ini sudah terjadi pada sebagian kawasan pesisir yang berada di

lokasi penelitian. Tanah masyarakat yang telah dibeli oleh warga negara asing tidak dapat diakses secara bebas oleh masyarakat, misalnya untuk mencari pakan ternak. Marginalisasi masyarakat atas akses terhadap sumber agraria menunjukkan bahwa perlunya mengatur transaksi jual beli tanah pada kawasan yang berhubungan dengan hajat hidup orang banyak. Sebagaimana dijelaskan oleh Wiradi (2009:39) bahwa memperjualbelikan tanah adalah bukan sesuatu yang dilarang, namun sebaiknya diatur proses jual beli tanah yang dapat menjamin keadilan pasca jual beli tanah. Belajar dari pengalaman pengembangan pariwisata di kawasan Pantai Senggigi Lombok sebagaimana dijelaskan oleh Karim (2008), kapitalisasi pariwisata telah memarjinalkan masyarakat lokal dari akivitas melaut.

Fenomena pembelian tanah milik masyarakat oleh Warga Negara Asing marak terjadi di kawasan-kawasan pariwisata Indonesia, salah satunya di Kabupaten Gunungkidul. Meskipun belum terjadi dalam jumlah besar, keberadaan pemilik tanah oleh orang asing di kawasan pesisir Kabupaten Gunungkidul sebaiknya menjadi perhatian bagi otoritas yang berwenang memberikan perizinan pengelolaan kawasan pesisir maupun memberikan hak atas tanah di Kabupaten Gunungkidul. Tujuannya untuk mencegah terjadinya penyelundupan hak atas tanah yang dapat merugikan masyarakat dan negara.

Akuisisi tanah masyarakat pada kawasan pesisir Kabupaten Gunungkidul setidaknya melibatkan 3 aktor, yaitu makelar tanah, oknum pemerintah/mantan aparat desa yang bertindak sebagai makelar, serta masyarakat pemilik tanah. Bila dipetakan dari sisi untung rugi, maka posisi para aktor adalah sebagai berikut :

- Makelar tanah
  Makelar tanah memperoleh keuntungan dari "komisi" hasil penjualan tanah dan selisih harga jual antara harga yang diminta bekas pemilik tanah dan harga yang terjual.
- Pembeli tanah
  Pembeli tanah diuntungkan karena harga tanah selalu naik setiap tahun karena kebutuhan tanah selalu bertambah.
- Masyarakat bekas pemilik tanah
  Keuntungan masyarakat bekas pemilik tanah bila hasil penjualan tanah dimanfaatkan untuk usaha lain yang bersifat produktif.
- Masyarakat bekas pemilik tanah
  Masyarakat akan terpinggirkan dari perkembangan pariwisata karena tidak memiliki tanah sebagai tempat usaha. Harga tanah terus naik, sehingga bila mereka ingin membuka usaha pada kawasan pesisir, tentu membutuhkan modal yang lebih besar untuk membeli tanah.

- Pembeli tanah

  Kerugian yang dialami oleh pembeli tanah ketika jual beli dilakukan melalui makelar tanah. Harga yang harus dibayarkan menjadi lebih mahal dari harga yang sebenarnya.

  Kesimpulannya adalah jual beli tanah melalui makelar tanah hanya menguntungkan makelar tanah dan pembeli tanah. Sementara itu, masyarakat adalah pihak yang merugi karena cara memperlakukan "uang" hasil penjualan tanah mayoritas digunakan untuk kegiatan yang tidak produktif.

  Diluar ketiga aktor tersebut terdapat aktor lain yang disebut dengan pemerintah. Dalam posisi ini pemerintah tidak dapat dimasukkan dalam posisi untung maupun rugi meskipun bertindak sebagai aktor dalam pembebasan tanah milik masyarakat atau aktor yang membeli tanah milik masyarakat. Alasannya karena tujuan dari pembebasan tanah melalui ganti rugi adalah untuk menyediakan fasilitas umum. Namun demikian, transaksi jual beli tanah yang terjadi tersebut memberikan pemasukan kepada pemerintah dari sektor pajak dan nonpajak sebagai konsekuensi dari peralihan kepemilikan tanah. Pemasukan dari sektor pajak diantaranya adalah pajak penghasilan (PPH) dan pajak bea perolehan hak atas tanah dan bangunan (BPHTB). Selain itu pemasukan yang diterima pemerintah berasal dari penerimaan negara bukan pajak (PNBP) atas permohonan pelayan pertanahan yang dilakukan oleh para pemilik tanah yang baru, misalkan balik nama kepemilikan tanah atau permohonan hak atas tanah yang baru.

  Belum ada aturan tentang larangan jual beli tanah membuat pemerintah daerah tidak dapat melakukan pencegahan atau pembatasan transaksi jual beli tanah. Sejauh ini, pemerintah daerah hanya dapat memberi arahan kepada masyarakat agar tidak menjual tanah, kalaupun terpaksa menjual disarankan jangan semuanya.

Kesimpulan dan Rekomendasi

Berdasarkan pada analisis data secara keseluruhan, penulis berkesimpulan bahwa dalam perkembangan pariwisata di Kabupaten Gunungkidul dibarengi dengan aktivitas jual beli tanah masyarakat. Terjadinya peralihan penguasaan kepemilikan tanah sebagai sebuah dinamika tidak terjadi begitu saja, namun melibatkan aktor yang saling berinteraksi dengan proses perkembangan pariwisata itu sendiri. Peningkatan permintaan tanah oleh investor dan harga tanah yang tinggi menjadi faktor pendorong penjualan tanah oleh masyarakat. Keterbatasan persediaan tanah dan peningkatan permintaan tanah menjadikan harga tanah semakin mahal. Aktor yang berpengaruh terhadap peningkatan harga tanah adalah investor, makelar tanah, dan pemerintah. Perbedaan kepentingan dalam memanfaatkan tanah dalam perkembangan pariwisata memicu konflik pemanfaatan tanah. Belum terdapat aturan yang mengatur jual beli tanah.

Rekomendasi bagi pemerintah dalam menyikapi maraknya penjualan tanah dikawasan pesisir Kabupaten Gunungkidul adalah melalui kerjasama lintas sektor dalam rangka pemberdayaan masyarakat melalui sertifikasi tanah untuk mengakses permodalan. Perlu memberikan penyadaran kepada masyarakat tentang pentingnya memiliki tanah pada kawasan yang sedang berkembang. Perlu dilakukan integrasi kelembagaan dalam menentukan harga tanah tunggal. Tujuannya untuk memberikan kepastian harga tanah sekaligus mengendalikan harga tanah dipasar agar memberikan keadilan bagi masyarakat golongan ekonomi lemah dalam memiliki tanah sebagai sumber kesejahteraan.

Kompleksitas Dinamika System Learning Linkage untuk Audit Kinerja di BPK

Complexity of System Learning Linkage Dynamics for Audit Performance at the Audit Board of the Republic of Indonesia

Nama	: Muhammad Hairil Anwar
NIP	: 197608122000031001
Tahun Intake	: BPK
Instansi	: 2017
Tingkat Beasiswa	: PhD Local
Program Studi	: Ilmu Administrasi
Negara Studi	: Indonesia
Universitas	: Universitas Indonesia

Introduction

Peran Badan Pemeriksa Keuangan Republik Indonesia (BPK RI) dalam reformasi dan peningkatan tata kelola pemerintahan yang baik dengan mendorong peningkatan akuntabilitas keuangan negara telah ditingkatkan kearah peningkatan kinerja pemerintahan melalui audit kinerja. Upaya pengembangan audit kinerja perlu diikuti dengan perubahan pola fikir (*mindset*/model mental) yang memerlukan pembelajaran di dalam audit mulai dari tingkat individu/pemeriksa sampai dengan organisasi/BPK. Put dan Turksema (2011; p.51) mengatakan bahwa dalam audit kinerja terdapat dua kerangka utama yaitu akuntabilitas dan pembelajaran. Hubungan audit kinerja dengan pembelajaran, juga tercantum dalam The International Standards of Supreme Audit Institutions (ISSAI) 3000.

Penerapan audit kinerja semakin mendorong pentingnya pembelajaran organisasional, termasuk penyelarasan pembelajaran melalui pelaksanaan pekerjaan sehingga nilai tambah audit dapat diperoleh oleh auditee dan ditingkatkan dari waktu ke waktu. Aktivitas pengembangan kapasitasnya telah dilakukan BPK RI melalui pembelajaran pada berbagai tingkat organisasi, satuan kerja dan individu pegawai. Dan dalam beberapa hal terdapat tantangan dalam penyelarasan pembelajaran yang indikasinya antara lain:

- Persoalan dalam operasionalisasi audit kinerja antara lain: perbedaan mindset manajemen terhadap audit kinerja, sumberdaya untuk melaksanakan kekuasaan, mindset auditor masih mencerminkan proses pada audit keuangan. (Irawan dan Janet, 2014) situasi ini menunjukkan persoalan dalam tindakan pemeriksa dan organisasi.

- Pemeriksa sudah terbiasa dengan pola pemeriksaan kepatuhan yang mengharuskan sumber kriteria adalah berupa peraturan perundang-undangan (Ramdan; 2008). Situasi ini menunjukkan persoalan pembelajaran di tingkat individu khususnya terkait dengan pembentukan model mental,

- Komitmen belum optimal dengan rendahnya "keingintahuan" dan "inisiatif" dalam mencoba menerapkan konsep audit kinerja dengan baik dan konsisten (Ramdan, 2008). Hal ini menunjukkan adanya masalah dalam hubungan antara pembelajaran individu dengan tindakan individu.

- Masih adanya keluhan dari auditee atas audit kinerja yang dilakukan pemeriksan BPK, khususnya pengetahuan pemeriksa terhadap proses bisnis entitas ("Ditama Revbang BPK", 2014). Situasi ini menunjukkan adanya masalah dalam kaitannya dengan lingkungan pemeriksaan.

Pengembangan kapasitas audit kinerja di tingkat pemeriksa telah dilakukan dalam 60 kali pelatihan selama 5 tahun, sementara pelatihan untuk pimpinan dalam bentuk workshop baru dilaksanakan 6 kali dalam 5 tahun (Laporan Tahunan Pelaksanaan Diklat Pusdiklat BPK RI 2010, 2011, 2012, 2013 dan 2014). Workshop

eksekutif pelaksanaannya bersifat fluktuatif dibandingkan dengan pelatihan audit kinerja untuk pemeriksa. Situasi ini menunjukkan permasalahan faktual dalam penyelarasan pembelajaran khususnya pada individu yang mewakili organisasi.

Persoalan di atas mengungkapkan beberapa fakta empiris berkaitan dengan konsepsi Learning Linkage yang dikemukakan Kim (1993) berkenaan dengan keterhubungan antara model mental individu dan model mental bersama, respon lingkungan dan tindakan individu serta organisasi. Informasi tersebut juga menunjukkan adanya persoalan pembelajaran organisasional yang mengindikasikan adanya hambatan dalam proses pembelajaran khususnya penyelarasan pembelajaran antar level pembelajaran dalam organisasi, tindakan individu/organisasi dan respon lingkungan. Sehingga dapat dimaknai bahwa masih terdapat peluang untuk perbaikan pembelajaran organisasional yang dapat ditempuh melalui penguatan pada variabel pengungkit *(leverage),* pengurangan hambatan pembelajaran, dan koreksi atas sistem penyelarasan pembelajaran untuk audit kinerja.

Dalam konsep *Learning Linkage* (Penyelarasan Pembelajaran) Kim (1993), belum menentukan elemen dan variabel mana dari sistem pembelajaran yang dominan. Kim (1993) juga belum menunjukkan secara empiris dari mana pembelajaran dapat dimulai. Persoalan faktual dan konsepual tersebut ditindaklanjuti dengan penelitian yang akan menjawab pertanyaan:

- Bagaimana pengungkit pada dinamika sistem penyelarasan pembelajaran dalam audit kinerja di BPK RI?
- Bagaimana koreksi terhadap dinamika sistem penyelarasan pembelajaran untuk pengembangan audit kinerja di BPK RI?

Berdasarkan rumusan masalah dan pertanyaan penelitian yang disampaikan sebelumnya, maka penelitian ini bertujuan untuk:

- Menganalisis pengungkit dari interaksi kausal elemen-elemen pembelajaran dan variabel pembentuknya pada sistem penyelarasan pembelajaran dalam audit kinerja di BPK RI.
- Memberikan koreksi sistemik pada penyelarasan pembelajaran untuk pengembangan audit kinerja di BPK RI.
- Signifikansi penelitian ini meliputi signifikansi teori dan signifikansi praktis. Signifikansi teori adalah sumbangan atas teori yang sudah ada dan signifikansi praktis adalah sumbangan penelitian untuk peningkatan praktik penyelarasan pembelajaran untuk audit kinerja di BPK RI.

Penelitian ini menggunakan pendekatan metodologi campuran secara sikuensial dengan metodologi serba sistem. Penggunakan metodologi kualitatif dilakukan pada tahap awal yaitu untuk mendapatkan permasalahan-permasalahan yang kemudian dijadikan bahan kuesioner dan dikonstruksikan ke dalam *Causal Loop* Diagram sebagai postulat penelitian. Untuk selanjutnya penelitian mengikuti sistematika yang ada dalam metodologi dinamika sistem. Gambar berikut mengilustrasikan kerangka kerja penelitian.

Pengembangan Audit Kinerja di BPK RI

Pasal 23E ayat (1) UUD 1945 menyatakan bahwa untuk memeriksa pengelolaan dan tanggung jawab tentang keuangan negara maka dibentuklah lembaga tinggi negara yang bebas dan mandiri yaitu Badan Pemeriksa Keuangan. Pasal 6 UU Nomor 15 Tahun 2004 tentang Pemeriksaan Pengelolaan dan Tanggung Jawab Keuangan Negara menyatakan BPK RI bertugas memeriksa pengelolaan dan tanggung jawab keuangan negara yang dilakukan oleh pemerintah pusat, pemerintah daerah, lembaga negara lainnya, Bank Indonesia (BI), Badan Usaha Milik Negara (BUMN), Badan Layanan Umum (BLU), Badan Usaha Milik Daerah (BUMD), dan lembaga atau badan lain yang mengelola keuangan negara. Pelaksanaan pemeriksaan BPK RI mencakup pemeriksaan keuangan, pemeriksaan kinerja, dan pemeriksaan tujuan tertentu.

Dalam periode 2011 dan 2015 arah pengembangan BPK RI dititikberatkan pada peningkatan peran BPK RI dalam mewujudkan transparansi dan akuntabilitas yang mendukung tercapainya tujuan bernegara. Dalam periode tersebut, BPK RI tetap melakukan pemeriksaan bertujuan menemukan dan mencegah penyalahgunaan dan penyelewengan keuangan negara dengan memberikan perhatian secara proporsional pada peningkatan transparansi, akuntabilitas, efisiensi, dan efektifitas pengelolaan keuangan negara.

Pemeriksaan Kinerja BPK RI

Seperti halnya proses pemeriksaan yang berlaku secara umum di BPK RI, pemeriksaan kinerja juga terdiri dari tiga tahapan kegiatan yaitu perencanaan, pelaksanaan dan pelaporan. BPK RI sesuai dengan amanat UU Nomor 15 Tahun 2004 tentang Pemeriksaan Pengelolaan dan Tanggung Jawab Keuangan Negara juga melaksanakan pemeriksaan kinerja terhadap pengelolaan keuangan negara. Pemeriksaan kinerja di BPK RI masih dalam tahap pengembangan yang berkelanjutan dalam kapasitas SDM dan kelembagaan. Pembelajaran organisasi terkait dengan pemeriksaan kinerja sudah dan terus berjalan, mengingat pemeriksaan kinerja adalah mandat dari undang-undang dan upaya menuju peran BPK RI yang lebih tinggi. Lebih lanjut UU Nomor 15 Tahun 2004 tentang Pemeriksaan Pengelolaan dan Tanggung Jawab Keuangan Negara pasal 4 ayat (3) menyatakan bahwa pemeriksaan kinerja adalah pemeriksaan atas pengelolaan keuangan negara yang terdiri atas pemeriksaan aspek ekonomi dan efisiensi serta pemeriksaan aspek efektivitas. Dalam penjelasannya dikatakan bahwa pemeriksaan kinerja, adalah pemeriksaan atas aspek ekonomi dan efisiensi, serta pemeriksaan atas aspek efektivitas yang lazim dilakukan bagi kepentingan manajemen oleh aparat pengawasan internal pemerintah.

Bila dilihat dari aktivitasnya pemeriksaan kinerja oleh BPK RI sangat berbeda dalam berbagai hal dibandingkan pemeriksaan ketaatan termasuk pemeriksaan keuangan (ketaatan pada prinsip akuntansi yang berterima umum atau standar yang digunakan oleh *auditee*).

Di dalam aktivitasnya pun pemeriksaan kinerja memiliki keunikan bahkan dibandingkan dengan pemeriksaan kinerja yang sejenis di waktu dan tempat yang berbeda. Dan hal ini juga akan menjadi aktivitas pemeriksaan yang menjadi fokus penelitian.

Dalam proses pelaksanaannya keunikan tersebut dapat dilihat pada Pernyataan Standar Nomor 4 tentang pelaksanaan pemeriksaan kinerja dalam Standar Pemeriksaan Keuangan Negara (SPKN) pemeriksaan kinerja dalam perencanaannya harus mempertimbangkan signifikansi masalah dan kebutuhan potensial pengguna laporan hasil pemeriksaan, memperoleh suatu pemahaman mengenai program yang diperiksa, mempertimbangkan pengendalian intern, merancang pemeriksaan untuk mendeteksi terjadinya penyimpangan dari ketentuan peraturan perundang-undangan, kecurangan (*fraud),* dan ketidakpatutan (*abuse),* mengidentifikasikan kriteria yang diperlukan untuk mengevaluasi hal-hal yang harus diperiksa, mengidentifikasikan temuan pemeriksaan dan rekomendasi signifikan dari pemeriksaan terdahulu yang mempengaruhi tujuan pemeriksaan.

Pemeriksa harus menentukan apakah manajemen sudah memperbaiki kondisi yang menyebabkan temuan tersebut dan sudah melaksanakan rekomendasinya. Mempertimbangkan apakah pekerjaan pemeriksa lain dan ahli lainnya dapat digunakan untuk mencapai beberapa tujuan pemeriksaan yang telah ditetapkan. Pertimbangan yang memungkinkan terjadinya pembelajaran yang kemudian perlu ditransfer dan dihubungkan antar tingkat dalam organisasi adalah pemahaman entitas dan penentuan kriteria.

Pemeriksa BPK RI

Pelaksanaan pemeriksaan BPK RI yang merupakan proses identifikasi masalah, analisis, dan evaluasi yang dilakukan secara independen, objektif, dan profesional berdasarkan standar pemeriksaan, untuk menilai kebenaran, kecermatan, kredibilitas, dan keandalan informasi mengenai pengelolaan dan tanggung jawab keuangan negara dilaksanakan oleh pejabat fungsional pemeriksa. Menurut Peraturan Badan Pemeriksa Keuangan Republik Indonesia Nomor 04 Tahun 2010 tentang Jabatan Fungsional Pemeriksa pada Badan Pemeriksa Keuangan, pemeriksa adalah jabatan yang mempunyai ruang lingkup, tugas, tanggung jawab, dan wewenang untuk memeriksa pengelolaan dan tanggung jawab keuangan negara yang diduduki oleh Pegawai Negeri Sipil (PNS) di lingkungan Badan Pemeriksa Keuangan. Pemeriksa adalah PNS yang diberi tugas, tanggung jawab, wewenang, dan hak secara penuh oleh pejabat yang berwenang untuk melakukan

kegiatan pemeriksaan, pengelolaan dan tanggung jawab keuangan negara untuk dan atas nama Badan Pemeriksa Keuangan sesuai dengan peraturan perundang-undangan.

Mengacu pada Peraturan Badan Pemeriksa Keuangan Republik Indonesia Nomor 4 Tahun 2010 tentang Jabatan Fungsional Pemeriksa pada Badan Pemeriksa Keuangan, pemeriksa memiliki hirarki peran. Peran Pemeriksa adalah peran yang dimiliki oleh Pemeriksa setelah memenuhi persyaratan tertentu. Peran pemeriksa terdiri dari Pengendali Mutu, Pengendali Teknis, Ketua Tim dan Angota Tim.

Berkaitan dengan pengembangan kompetensi pemeriksa, berdasarkan Peraturan Bersama Sekretaris Jenderal BPK dan Kepala BKN Nomor 1/PB/X-XIII.2/12/2010-Nomor 24 Tahun 2010 tentang Petunjuk Pelaksanaan Jabatan Fungsional Pemeriksa dan Angka Kreditnya, Pasal 31 ayat (2) untuk meningkatkan kemampuan Pejabat Fungsional Pemeriksa sesuai kompetensi jabatan, BPK RI antara lain melaksanakan; penyusunan dan penetapan standar kompetensi Jabatan Fungsional Pemeriksa, penetapan kebijakan/pembinaan pendidikan dan pelatihan (diklat) fungsional meliputi penyusunan pedoman diklat, pengembangan kurikulum diklat, bimbingan dan koordinasi penyelenggaraan diklat serta evaluasi diklat dan penyelenggaraan sertifikasi peran dalam Jabatan Fungsional Pemeriksa.

Mengacu pada kurikulum diklat fungsional pemeriksa, diketahui bahwa terdapat diklat yang mengakomodasi keterampilan sosial, tidak hanya pengetahuan dan ketrampilan teknis. Mata Diklat yang berkaitan dengan ketrampilan sosial atau biasa disebut soft skill antara lain etika pemeriksa, komunikasi pemeriksaan, Team Building dan Team Leadership. Sementara itu peserta diklat yang lulus di masing-masing diklat penjenjangan mendapatkan kesempatan untuk disertifikasi setelah memenuhi standar kompetensi yang diukur melalui assesstment centre.

Pengembangan Pemeriksaan Kinerja

Usaha peningkatan kapasitas pemeriksaan kinerja BPK RI telah dimulai sejak ketetapan rencana implementasi strategis rencana strategis BPK RI 2006-2010 yang mengharuskan BPK RI untuk terus meningkatkan proporsi pemeriksaan kinerja untuk tahun-tahun mendatang. Usaha BPK RI tersebut menghadapi beberapa kendala seperti keterbatasan sumber daya manusia, keuangan maupun dukungan kelembagaan. Kondisi tersebut mendorong BPK RI di tahun 2009 sampai dengan 2010 untuk melakukan pengembangan program pemeriksaan kinerja dengan mempertimbangkan renstra pembangunan pemerintah atau Rencana Pembangunan Jangka Menengah Nasional (RPJMN) dan melakukan penyempurnaan Juklak Pemeriksaan Kinerja dan penyusunan juknis pendukung serta pengembangan sumber daya pemeriksa kinerja BPK RI.

Upaya tersebut kemudian berlanjut di periode renstra 2011–2015. Sejalan dengan komitmen pemerintah dalam mewujudkan tata kelola yang baik, tertuang dalam Rencana Strategis (renstra) BPK 2011–2015, dan dalam dokumen Rencana Implementasi

atas Rencana Strategis (RIR) BPK 2011–2015 dijabarkan mengenai sasaran strategis kedua (SS2) untuk meningkatkan fungsi manajemen pemeriksaan. Dalam mencapai sasaran tersebut ditetapkan Inisiatif Strategis (IS) 2.6 yaitu Peningkatan Kapasitas Pemeriksaan Kinerja.

Untuk mengembangkan kapasitas pemeriksaan kinerja, BPK RI telah membangun model untuk strategi pengembangan kapasitas pemeriksaan kinerja untuk tahun 2010 s.d 2012. Pengembangan kapasitas tersebut melalui beberapa tahap yaitu: Approach di tahun 2010; Deployment di Tahun 2011; dan Learning and Harvesting di Tahun 2012 ("Litbang Kinerja", 2011). Strategi pengembangan kapasitas pemeriksaan kinerja juga memberi perhatian khusus pada tiga aspek yaitu: (1) kepemimpinan dan tata kelola, (2) SDM dan Anggaran, serta (3) Standar dan Metodologi. Setiap tahap pengembangan kapasitas kinerja selalu mencakup pengembangan ketiga aspek tersebut.

Pengungkit Penyelarasan Pembelajaran dalam Audit Kinerja

Uji Sensitivitas dilakukan selain untuk menjawab pertanyaan penelitian pertama terkait pengungkitpada penyelarasan pembelajaran dalam audit kinerja juga sekaligus menjadi dasar untuk menjawab pertanyaan penelitian kedua tentang koreksi sistem, dalam uji sensitivitas diketahui sub elemen mana yang dominan atau sensitif. Uji sensitivitas dilakukan dengan asumsi setiap variabel ditingkatkan 10%. Pada saat salah satu variabel ditingkatkan, variabel lain dianggap tidak meningkat, hal ini dilakukan untuk menguji variabel mana yang paling sensitif terhadap model mental individu, model mental bersama, tindakan pemeriksa, tindakan BPK dan respon entitas secara sistem. Faktor leverage yang kuat dan yang lemah. Selain itu juga pada aktivitas yang memiliki beberapa sub sistem juga diketahui urutan kekuatan masing-masing sub sistem. Berikut temuan dari uji sensitivitas atas faktor leverage yang membentuk penyelarasan pembelajaran.

Empat faktor leverage yang paling kuat

Model mental individu yang kuat berdasarkan uji sensitivitas adalah model mental routines atau kerangka tindak operasional. Terkait dengan ketrampilan operasional yang diterapkan dalam audit berikut beberapa kutipan wawancara yang menunjukkan pentingnya profesionalisme untuk dapat mempengaruhi organisasi. Observasi pada Pembelajaran Individual

Pedoman pada Model Mental Bersama

Dalam model mental bersama, pedoman audit merupakan variabel yang lebih dominan. Nonaka dan Takeuchi (1995, p.56) menerangkan bahwa kunci organisasi memperoleh pengetahuan diantaranya melalui mobilisasi dan konversi pengetahuan. Pedoman audit yang diantaranya berangkat dari masukan auditor dapat dikatakan sebagai alat mobilisasi pengetahuan.

Pelaksanaan Audit dalam Tindakan Individu

Dibandingkan dengan perencanaan audit, pelaksanaan audit lebih dominan. Pelaksanaan audit merupakan bahan belajar bagi pemeriksa. Kertas Kerja Pemeriksaan (KKP) menjadi alat untuk mobilisasi dan konversi *tacit knowledge* ke tacit berikutnya, yang disebut Nonaka dan Takeuchi (1995) sebagai modus sosialisasi dalam dimensi epistimologi penciptaan pengetahuan.

Atas keempat faktor leverage tersebut di atas intervensi sistem yang optimum adalah dengan meningkatkan kemampuan masing-masing faktor *leverage*.

Sub Sistem dalam pembelajaran individu dilihat dari sensitivitasnya atau dapat dibaca dilihat dari besarnya pengaruh, secara berurutan adalah Tindakan Individu, Bimbingan dan Diklat. Pengumpulan data merupakan proses utama di dalam pelaksanaan audit dan hal ini di dalam siklus penyelarasan pembelajaran memberikan kontribusi paling signifikan di dalam sistem pembelajaran individual. Juga dikatakan bahwa praktik audit merupakan aktivitas kunci untuk pengembangan kapasitas pemeriksa.

Diklat yang merupakan leverage yang lemah, dapat diintervensi dengan praktek pengembangan SDM yang tidak hanya fokus pada diklat di ruang-ruang pelatihan tetapi juga di luar ruang pelatihan baik melalui pelaksanaan pekerjaan maupun bimbingan atasan. Kombinasi diklat dengan pelaksanaan pekerjaan dan bimbingan merupakan jawaban atas situasi yang tergambar pada dinamika penyelarasan pembelajaran untuk pengembangan audit kinerja di BPK. Sebagaimana disampaikan ISSAI 3000 bahwa perkembangan dan praktik-praktik dibangun melalui pembelajaran organisasional.

Koreksi Sistem pada Penyelarasan Pembelajaran untuk Audit Kinerja

Mengacu pada variabel pengungkit dalam Model Penyelarasan Pembelajaran, koreksi sistem yang dapat dilakukan adalah penguatan variabel pengungkit. Selain penguatan variabel pengungkit, koreksi dapat juga dilakukan dengan pengurangan hambatan

penyelarasan pembelajaran dan pengunaan elemen pembelajaran untuk variabel lainnya yang sebelumnya secara konsep belum ada atau secara empiris belum dilakukan.

Memperkuat Pembelajaran Individu

Dari uji sensitivitas sebelumnya diketahui bahwa penguatan pada variabel individual routines akan memberikan dampak terbesar dibandingkan dengan penguatan pada variabel lainnya. Tiga besar variabel yang memberikan dampak terkuat tersebut adalah individual routines pada model mental individu, kemampuan observasi pada pembelajaran inivdu dan pedoman pada model mental bersama. Argyris (1978) yang mengatakan bahwa organisasi belajar melalui pengalaman dan tindakan individu dalam hal ini individu mengalami dan mengamati serta tindakan individu merupakan refleksi dari *know how* atau model mental *routines* dari individu. Ray Stata (1998) dan Marquardt (2002) juga menyampaikan bahwa anggota organisasi atau dapat diintepretasikan sebagai individu merupakan pembentuk pandangan, pengetahuan dan model mental bersama.

Mengurangi Hambatan Pembelajaran

Selain intervensi dengan menguatkan variabel dalam elemen penyelarasan pembelajaran juga intervensi dapat dilakukan dengan mengurangi hambatan. Dalam prakteknya pengurangan hambatan dapat dilakukan dengan upaya-upaya yang relevan dengan hambatan tersebut. Secara keseluruhan peneliti mengasumsikan hambatan berkurang 10% dari nilai 3 menjadi 2,7 sebagai konsekuensi upaya pengurangan hambatan pembelajaran.

BPK RI yang telah puluhan tahun berkiprah dalam audit keuangan dan atau berkaitan dengan keuangan selama ini sangat fokus pada aspek ketaatan pada peraturan. Sehingga muncul hambatan pembelajaran pada tingkat organisasi yang oleh Argyris (2004) disebut sebagai *organizational defense*. Sumber dari *organizational defense* adalah *mind-set defensive reasoning* yang bertujuan melindungi dan mempertahankan unit supra-individual seperti grup, antar grup dan organisasi yang termanivestasikan dalam berbagai aktivitas mulai dari perencanaan, perancangan, formulasi kebijakan dan praktek dalam berbagai komunikasi dalam mengelola organisasi (Argyris, 2004).

Respon Entitas untuk Penyusunan Rencana Stratejik dan Tahunan

Penggunaan respon entitas sebagai salah satu pertimbangan dalam penyusunan Renstra dan Rencana Tahunan merupakan usulan mendekatkan aktivitas audit kinerja dengan kebutuhan dan manfaat yang diharapkan oleh entitas. Atas usulan tersebut jika

diterjemahkan ke dalam sistem maka dapat dilakukan intervensi struktural sehingga aliran sebab akibat akan terjadi antara respon entitas dan perencanaan strategis.

Intervensi struktural dengan mempertimbangkan respon entitas dalam penyusunan renstra akan memberikan pengaruh ke semua elemen. Dan pengaruh terbesar ada pada perubahan model mental organisasi dan tindakan organisasi. Dengan adanya keterhubungan antara respon entitas dengan penyusunan renstra diharapkan juga terjadi penyelarasan antar organisasi dalam hal ini BPK dan entitas yang diperiksa.

Intervensi struktural dengan mempertimbangkan respon entitas dalam penyusunan rencana tahunan pemeriksaan akan memberikan pengaruh pada perubahan tindakan organisasi dan tindakan pemeriksa serta respon entitas. Dengan adanya keterhubungan antara respon entitas dengan penyusunan rencana tahunan diharapkan juga terjadi penyelarasan antar organisasi dalam hal ini BPK dan entitas yang diperiksa.

Keterhubungan antara respon entitas dengan penyusunan renstra dan rencana tahunan juga membuka peluang terciptanya pengetahuan di BPK melalui mobilisasi dan konversi pengetahuan. Untuk hasil yang baik Nonaka dan Takeuchi (1995) kemudian menyajikan lima kondisi yang memungkinkan untuk berbagi pengetahuan organisasi, yaitu: intensi organisasi berupa arah yang jelas untuk masa depan yang dinyatakan dalam visi, tujuan jangka panjang, dan ekspektasi kinerja; stimulus eksternal; kebebasan untuk bertindak, membuat keputusan dan berpengaruh pada organisasi; adanya informasi dari perspektif yang berbeda serta keragaman internal organisasi. Apa yang disampaikan oleh Nonaka dan Takeuchi (1995) ini sejalan dengan upaya untuk menjadikan respon entitas sebagai dasar untuk penyusunan renstra, dimana renstra itu sendiri merupakan intensi organisasi, respon entitas yang dijadikan pertimbangan renstra merupakan stimulus eksternal untuk meningkatkan kemungkinan berbagi pengetahuan organisasi dan memungkinkan adanya informasi dari dari persfektif yang berbeda dalam hal ini dari perspektif eksternal.

Kesimpulan

Variabel yang memiliki dampak besar terhadap pengembangan audit kinerja adalah pemahaman dan kemampuan auditor terhadap operasional audit kinerja. Bentuk peningkatan kemampuan apapun yang diupayakan akan berdampak optimum manakala individu meningkatkan kemampuan observasinya. Optimasi peningkatan kemampuan elemen pembelajaran juga akan tercapai melalui pengurangan hambatan, baik hambatan pada proses penyelarasan pada konektivitas antar elemen maupun hambatan pada elemen pembelajaran itu sendiri.

Koreksi terhadap sistem selain penguatan kemampuan operasional juga berupa pengurangan hambatan, dan penggunaan respon entitas untuk perencanaan audit kinerja di BPK RI. Perencanaan audit yang memadai memberikan dampak besar

terhadap keseluruhan elemen pembelajaran untuk pengembangan audit kinerja. Mempertimbangkan respon entitas untuk pengembangan rencana stratejik dan perencanaan tahunan tidak hanya mempengaruhi kualitas model mental bersama tetapi juga akan meningkatkan model mental individu, kualitas audit di lapangan oleh pemeriksa BPK dan hasil audit kinerja secara keseluruhan oleh BPK RI.

The BPK's Human Resource Issues in a Talent Management Context

Isu Sumber Daya Manusia BPK dalam Konteks Pengelolaan Bakat

Nama	: Muhammad Hammam	
NIP	: 198504052007011003	
Tahun Intake	: BPK	
Instansi	: 2015	
Tingkat Beasiswa	: Master Overseas	
Program Studi	: Master in Public Administration (MPA)	
Negara Studi	: Britania Raya	
Universitas	: University of Birmingham	

ABSTRACT

BPK as a supreme audit institution in Indonesia planned to implement talent management in the form of a talent pool. In the public sector, the implementation of talent management needs to consider the existing human resource (HR) policy and practices. This dissertation attempts to answer whether there are conflicting priorities between HR practices in BPK, and if so, are these conflicts inevitable. Furthermore, the author exploring the reason why talent management might deal with this conflict. Interview, which mostly use WhatsApp application, used as the main method for collecting data. Besides the limitation that the replies might not be spontaneous, these interviews process have resulted in comparable quality with the face-to-face interview. The main findings of this research show inter-linked issues in BPK's human resource policy, and some of these matters are inevitable. The status of BPK's employees, which is civil servants, has become the main barrier to implementing some of the policies. Rotation becomes the main reason for auditor in BPK considering their option to resign, and the author discusses the possibility of implementing talent management to support rotation policy for retaining employees. The use of audit days per year and financial audit workload per day are introduced as a proxy to measure talented auditor with a suggestion to use the inclusive approach of talent management.

ABSTRAK

BPK sebagai lembaga audit tertinggi di Indonesia berencana menerapkan talent management dalam bentuk talent pool. Di sektor publik, penerapan manajemen talenta perlu mempertimbangkan kebijakan dan praktik sumber daya manusia (SDM) yang ada. Disertasi ini mencoba untuk menjawab apakah ada prioritas yang bertentangan antara praktik SDM di BPK, dan jika memang demikian, apakah konflik ini tidak dapat dihindari. Selanjutnya, penulis mengeksplorasi alasan mengapa manajemen talent bisa mengatasi konflik ini. Wawancara, yang sebagian besar menggunakan aplikasi *WhatsApp*, digunakan sebagai metode utama untuk mengumpulkan data. Selain keterbatasan bahwa jawaban mungkin tidak spontan, proses wawancara ini menghasilkan kualitas yang sebanding dengan wawancara tatap muka. Temuan utama dari penelitian ini menunjukkan adanya isu yang saling terkait dalam kebijakan sumber daya manusia BPK, dan beberapa hal ini tidak dapat dihindari. Status pegawai BPK, yang merupakan PNS, telah menjadi hambatan utama dalam menerapkan beberapa kebijakan. Rotasi menjadi alasan utama auditor di BPK mengingat pilihan mereka untuk mengundurkan diri, dan penulis membahas kemungkinan penerapan manajemen talenta untuk mendukung kebijakan rotasi untuk mempertahankan karyawan. Penggunaan hari audit per tahun dan beban kerja audit keuangan per hari diperkenalkan sebagai *proxy* untuk mengukur auditor berbakat dengan saran untuk menggunakan pendekatan inklusif dari manajemen talenta.

Latar Belakang

Salah satu rencana strategis Badan Pemeriksa Keuangan (BPK) periode 2016 sampai dengan 2020 adalah meningkatkan kompetensi pegawai dengan mengembangkan talent pool (BPK, 2015). Strategi tersebut mengindikasikan bahwa BPK akan menerapkan talent management atau manajemen talenta dalam pengelolaan pegawainya, sebuah metode yang menjadi tenar sejak publikasi 'the war for talent' pada akhir 90-an (Michaels et al., 2001). Meskipun demikian, implementasi manajemen talenta tersebut bervariasi.

Garrow dan Hirsh (2008) berpendapat bahwa implementasi manajemen talenta di sektor publik harus memperhatikan 'focus' dan 'fit'. Fokus berarti pandangan jelas bagaimana manajemen talenta akan membantu mencapai tujuan organisasi, sedangkan fit atau ketepatan berarti bagaimana penempatan manajemen talenta dapat seiring dengan kebijakan sumber daya manusia (SDM) yang telah ada (Garrow and Hirsh, 2008).

Dengan rencana strategis tersebut, dan pentingnya menempatkan manajemen talenta sesuai dengan kebijakan SDM yang telah ada, disertasi ini memiliki tiga pertanyaan yang akan dijawab, yaitu apakah terdapat praktik kebijakan SDM di BPK yang saling bertentangan, apakah konflik tersebut tidak terhindarkan, dan bagaimana manajemen talenta dapat menjadi jawaban atas konflik-konflik tersebut.

Metode Penelitian

Disertasi ini menggunakan strategi penelitian kualitatif. Strategi ini dipilih karena penelitian ini lebih berfokus pada kata-kata daripada angka-angka (Bryman, 2012). Pengumpulan data menggunakan wawancara yang merupakan metode yang jamak digunakan pada penelitian kualitatif (Bryman, 2012). Walaupun demikian, alat yang digunakan dalam wawancara tersebut bermacam-macam, yaitu wawancara tatap muka dengan total tiga orang, wawancara melalui e-mail sebanyak empat wawancara, dan wawancara dengan menggunakan aplikasi WhatsApp sebanyak 24 wawancara.

Wawancara semi-terstruktur digunakan dalam pengumpulan data, dimana sebagian besar merupakan wawancara asynchronous, yakni seluruh pertanyaan wawancara diberikan terlebih dahulu dan responden memberikan jawaban dalam waktu yang disepakati. Dalam wawancara daring (dalam jaringan) metode yang biasa digunakan adalah synchronous dan asynchronous (Ratislavová and Ratislav, 2014), dan diantara dua metode tersebut terdapat metode semi-synchronous yang biasanya diasosiasikan dengan wawancara menggunakan aplikasi percakapan instan. Dalam disertasi ini, lima dari 25 wawancara WhatsApp ditindaklanjuti dengan pertanyaan lanjutan untuk pendalaman yang dilakukan dengan cara semi-synchronous.

Pengambilan sampel dilakukan dengan convenience sampling, dimana pemilihan sampel merupakan responden yang kontak WhatsApp-nya dimiliki oleh

penulis. Selain itu, penulis juga mengirimkan pertanyaan wawancara ke seluruh *email* kepala subbag SDM di BPK, namun hanya empat kasubbag yang memberikan respon. Total terdapat 31 responden yang terdiri dari enam anggota tim yunior (ATY), 15 anggota tim senior (ATS), tiga ketua tim yunior (KTY), satu ketua tim senior (KTS), lima kasubbag SDM, dan satu mantan auditor.

Hasil dan Pembahasan Penelitian

Hasil penelitian disajikan dalam lima ketegori utama sebagaimana topik wawancara, yaitu promosi, MAKIN, pemeriksa sebagai PNS, kekurangan tenaga pemeriksa, dan rotasi.

Promosi

Salah satu pertanyaan wawancara terkait promosi adalah pengetahuan pemeriksa tentang prosedur untuk memperoleh promosi, khususnya yang menjadikan kenaikan peran dan *job grade*. Hampir seluruh pemeriksa memahami perlunya lulus diklat peran dan assesment. 23 dari 25 pemeriksa yang menjadi responden menyebutkan tentang assesment dan 21 responden menyebutkan tentang pelatihan. Dalam diskusi lebih lanjut, sejumlah responden juga menekankan pentingnya proses assesment.

Meskipun promosi peran berarti kenaikan signifikan dalam penghasilan, tidak semua responden secara aktif mengejar kenaikan peran. Sembilan dari 25 responden menyebutkan bahwa mereka pasif dalam mengejar kenaikan peran. Menariknya, salah satu kasubbag SDM di kantor perwakilan setuju bahwa banyak faktor mempengaruhi promosi peran. Setelah menyebutkan beberapa persyaratan untuk promosi, dia berkata:

> "Berdasarkan informasi tersebut, promosi lebih dipengaruhi oleh faktor eksternal pemeriksa dan kantor perwakilan." – AS

Meskipun demikian, sebagian besar responden (22 dari 25 responden) setuju bahwa kesempatan untuk memperoleh kenaikan peran sudah cukup. Bagaimanapun juga, beberapa komplain terkait promosi peran tetap ada, diantaranya terkait daftar diklat peran yang lebih memperhatikan TMT daripada peran aktual di lapangan. Selain itu, tranparansi terkait kenaikan peran juga dirasa kurang oleh responden yang merasa telah memenuhi semua persyaratan namun tidak juga mendapatkan promosi.

Meskipun terdapat beberapa komplain, responden terpecah saat ditanya opininya terkait apakah promosi peran perlu dibedakan antara yang memiliki talenta dan yang kurang bertalenta. Sebanyak 14 responden setuju, namun 11 responden tidak setuju. Responden yang setuju beralasan bahwa efek negatif akan timbul apabila pemeriksa yang kurang bertalenta memperoleh lebih banyak kesempatan dibandingkan yang bertalenta. Sedangkan, yang tidak setuju beralasan bahwa proses promosi peran saat ini telah secara otomatis menjadi penyaring atas pemeriksa yang berhak mendapatkan promosi.

Manajemen Kinerja Individu (MAKIN)

MAKIN sebagai alat pengukur kinerja individu dirasa belum mencerminkan kinerja dari sebagian besar responden. Sebanyak 18 dari 25 responden percaya bahwa pengukuran kinerja yang dihasilkan MAKIN masih belum akurat dikarenakan beberapa hal, diantaranya penilaian yang tidak objektif, pengisian hanya untuk formalitas, dan fleksibilitas untuk merubah target yang telah ditetapkan.

Akan tetapi, pandangan dari kepala-kepala subbag SDM bervariasi, tiga dari mereka setuju MAKIN belum mencerminkan kinerja pemeriksa, namun dua dari mereka merasa bahwa MAKIN telah mencerminkan kinerja tersebut. Selain itu, mereka juga memiliki opini yang berbeda terkait efek MAKIN ke kinerja. Dua kasubbag SDM menyatakan bahwa MAKIN tidak meningkatkan kinerja, sedangkan tiga lainnya menyatakan MAKIN meningkatkan kinerja.

Pemeriksa sebagai Bagian dari PNS

Sebagai bagian dari PNS, 18 responden pemeriksa dapat membedakan antara kebijakan umum bagi PNS dan kebijakan SDM internal BPK. Keuntungan sebagai bagian dari PNS diutarakan oleh salah satu kasubbag SDM.

"Bagi pegawai atau pemeriksa, menjadi PNS akan memberikan keamanan, yaitu status pegawai tetap dan tidak ada PHK,... dan juga pensiun." - JG

Ketika ditanyakan apakah kantor telah memberikan cukup kesempatan untuk mendaki jenjang karir sebagai PNS, hanya lima dari 25 responden yang merasa kantor belum cukup memberikan kesempatan. Namun demikian, opini para responden bervariasi ketika ditanyakan apakah pegawai BPK akan lebih baik jika bukan bagian dari PNS. 14 orang responden setuju, sembilan tidak setuju, dan dua menyatakan netral.

Kekurangan tenaga pemeriksa

Kondisi kurangnya tenaga pemeriksa disepakati oleh hampir seluruh responden, yaitu 23 dari 25 responden. Kondisi ini paling terasa saat pemeriksaan laporan keuangan yang harus diselesaikan dalam jangka waktu 60 hari setelah laporan keuangan diserahkan oleh pemerintah. Batasan waktu tersebut beserta besarnya jumlah pemerintah daerah menyebabkan pemeriksaan membutuhkan banyak tenaga pemeriksa.

Para kasubbag SDM yang menjadi responden setuju bahwa BPK kekurangan tenaga pemeriksa, meskipun salah satunya berargumen bahwa belum ada ukuran yang pasti sebenarnya berapa tenaga pemeriksa yang dibutuhkan.

Kekurangan ini menjadikan beban kerja pemeriksa meningkat karena solusi yang terkadang diberikan adalah dengan mengurangi jumlah pemeriksa dalam satu tim dan memaksa tim untuk bekerja lembur. Beberapa kasubbag SDM menjelaskan bahwa

solusi yang biasanya digunakan untuk mengelola kekurangan tenaga ini adalah dengan menggunakan tenaga dari bagian penunjang dan pendukung.

Salah satu solusi yang coba diterapkan adalah penggunaan tenaga KAP untuk membantu melaksanakan pemeriksaan laporan keuangan. Terkait kebijakan ini, sebagian besar responden menyatakan kekhawatirannya. Alasan yang diungkapkan antara lain, perbedaan sudut pandang dan tidak efektif. Beberapa kasus yang terjadi juga diungkapkan oleh responden seperti kinerja yang tidak memadai dan merangkap kerjaan saat mendapat penugasan dari BPK. Imbas dari kebijakan ini juga membuat responden membandingkan bayaran yang diterima oleh KAP dengan remunerasi pegawai BPK.

Walaupun demikian, sebagian responden mengungkapkan optimisme mereka bahwa penggunaan tenaga KAP dapat menjadi solusi dari kekurangan tenaga pemeriksa.

Rotasi

Hampir seluruh responden mengetahui kebijakan rotasi di BPK, yaitu dirotasikan antara domisili, kantor pusat, dan organisasi (DKO). Sebanyak 19 dari 25 pemeriksa yang menjadi responden menyatakan pengertiannya atas kebijakan ini. Pendapat dari para responden terpecah ketika ditanya tentang dampak rotasi terhadap kinerja kantor. 11 responden menjawab bahwa rotasi dapat memberikan efek positif maupun negatif, tujuh responden menjawab rotasi meningkatkan kinerja, dan tujuh responden tidak sependapat dengan hal itu.

Para kasubbag SDM mengungkapkan beberapa isu terkait rotasi, diantaranya tren rotasi yang membuat salah satu kantor perwakilan berkurang jumlah pegawainya dari tahun ke tahun karena jumlah pegawai yang keluar lebih banyak daripada pegawai yang masuk. Selain itu, permasalahan penurunan motivasi terhadap pegawai yang berdomisili di bagian barat yang dipindahkan ke wilayah timur.

Meskipun demikian, hampir seluruh responden setuju bahwa rotasi diperlukan. Hanya satu responden yang tidak setuju bahwa rotasi diperlukan. Beberapa alasan disampaikan terkait mengapa rotasi diperlukan, diantaranya untuk menjaga independensi, menjamin keadilan bagi para pegawai, dan menambah kapasitas pegawai dengan tambahan pengalaman.

Pembahasan

Dalam manajemen SDM di BPK yang kompleks, dua kebijakan yang paling penting bagi pemeriksa adalah penempatan dan peran. Peran penting kerena peran yang lebih tinggi berarti penghasilan yang lebih banyak, sedangkan penempatan beserta rotasinya penting karena hal tersebut berarti kota yang berbeda, kondisi hidup dan kerja

yang berbeda, dan seringkali berpengaruh terhadap keputusan untuk mengajak atau meninggalkan keluarga.

Dari perspektif yang lain, BPK perlu untuk menjaga rotasi seadil mungkin. Bahkan dengan rotasi yang adil, kekhawatiran atas meninggalkan domisili adalah ketakutan yang nyata. Wawancara dengan salah satu mantan pemeriksa mengungkapkan bahwa alasan utamanya meninggalkan BPK adalah takut terkena mutasi. Meskipun pada saat mengajukan pengunduran dirinya, dia sedang ditempatkan di kantor pusat.

Meskipun demikian, hampir semua setuju dan mengerti bahwa BPK butuh melakukan rotasi, sehingga BPK harus melakukannya seadil mungkin. DKO mungkin menjadi jawabannya, namun terdapat kekhawatiran akan perlakuan berbeda yang diberikan terhadap sebagian pegawai.

Rencana pembentukan talent pool seharusnya tidak melemahkan kebijakan rotasi. Sebagaimana hasil penelitian, rotasi merupakan hal yang krusial dalam mempertahankan pegawai. Meskipun talent management menyarankan untuk mempertahankan hanya pegawai yang memiliki talenta, hal ini tidak dapat dilakukan di BPK pada saat sekarang ini. Kondisi kekurangan pemeriksa membuat BPK tidak dapat kehilangan pegawainya. Jadi, model manajemen talenta yang inklusif lebih tepat untuk diterapkan di BPK.

Penghasilan merupakan alasan kedua mantan pemeriksa yang menjadi responden mengundurkan diri. Dia merasa penghasilan yang diterimanya lebih kecil dibandingkan Bank Indonesia atau kantor pajak dan dengan lokasi penempatannya tidak mencukupi untuk pulang sekedar sebulan sekali atau dua kali. Dengan penggunaan tenaga KAP untuk melakukan pemeriksaan keuangan, perbandingan penghasilan tersebut tidak lagi dengan kantor eksternal. Perasaan bahwa pemeriksa berhak mendapatkan penghasilan yang lebih tinggi semakin terasa.

Terlebih lagi sebagai bagian dari PNS, BPK tidak dapat menentukan sendiri skema penggajiannya. BPK membutuhkan persetujuan pemerintah untuk menerapkan model penggajian yang berbeda. Oleh karena itu, kompensasi dan hukuman yang seharusnya menjadi bagian dari manajemen talenta akan sukar diimplementasikan di BPK. Talent pool yang akan dibuat akan menjadi tidak bermanfaat apabila tidak terdapat manfaat bagi pegawai yang masuk di dalamnya. Terlebih lagi, tunjangan kinerja saat ini tidak terhubung langsung ke kinerja.

Jika BPK ingin menghubungkan tunjangan kinerja dengan kinerja pegawai, sistem MAKIN harus diimplementasikan dengan lebih baik. Saat ini, MAKIN terpuruk karena rendahnya kepercayaan bahwa MAKIN diukur secara objektif.

Kesimpulan dan Saran

Kebijakan manajemen SDM di BPK menghadapi isu yang saling berhubungan. Peran pemeriksa menentukan remunerasi, tetapi tidak peran sebenarnya dalam penugasan pemeriksaan yang biasanya lebih tinggi karena kondisi kekurangan pegawai. Kekurangan pegawai membuat BPK menugaskan KAP untuk melakukan pemeriksaan keuangan, tetapi menjadikan terjadi kecemburuan karena bayaran yang lebih tinggi namun kinerjanya tidak lebih baik. Terdapat sistem penilaian kinerja individu tetapi tidak berhubungan dengan tunjangan meskipun tunjangan tersebut bernama tunjangan kinerja. Pemeriksa dirotasikan menggunakan mekanisme DKO, tetapi mereka menjadi khawatir dipindahkan ke wilayah terpencil. Dan pegawai BPK yang merupakan bagian dari PNS membuat rekruitmen dan menggunakan penghasilan sebagai insentif untuk kinerja menjadi sulit dilaksanakan. Hal-hal tersebut merupakan isu-isu SDM yang saat ini mempengaruhi kinerja BPK.

Konflik prioritas antar kebijakan SDM tersebut terkadang tidak dapat dihindari, seperti BPK tidak dapat memilih antara merotasikan pegawainya dan meningkatkan kinerja karena kedua kebijakan tersebut harus dilakukan BPK meskipun terkadang saling bertentangan. Adalah hal yang tidak mungkin saat ini untuk menjadikan pegawai BPK di luar PNS, sehingga menciptakan remunerasi yang terhubung ke kinerja akan membutuhkan persetujuan dari pemerintah. Terlebih lagi, hal tersebut menjadikan BPK tidak fleksibel dalam menyikapi kekurangan pegawainya.

Rencana untuk mengimplementasikan manajemen talenta dapat menjadi tambahan permasalahan atau kesempatan bagi BPK untuk mengurangi permasalahan SDM. Salah satu cara yang penulis sarankan adalah menggunakan talent pool yang akan dibentuk untuk mendukung kebijakan rotasi. *Talent pool* dapat digunakan sebagai alat untuk menjaga keseimbangan beban kerja di kantor perwakilan. Jadi, jika seseorang dipindahkan ke kantor yang lain, pengganti dengan tingkat yang sama yang seharusnya menggantikannya.

Kesimpulan lebih luas dari penelitian ini adalah manajemen talenta dapat diimplementasikan dalam sektor publik (Garrow and Hirsh, 2008; Glenn, 2012; Harris and Foster, 2010; Kim, 2008; Poocharoen and Lee, 2013; Powell et al., 2012). Implementasi tersebut harus mempertimbangkan tujuan dari penerapan manajemen talenta, apakah untuk merekrut lebih banyak pegawai bertalenta atau mempertahankan talenta yang sudah ada (Kim, 2008). Pertimbangan atas kebijakan SDM yang ada harus dilakukan karena sektor publik biasanya memiliki lebih banyak hambatan daripada di sektor privat, seperti batasan kaku dalam penerimaan pegawai meskipun dalam kondisi kekurangan pegawai. Oleh karena itu, implementasi manajemen talenta seharusnya dilakukan secara berhati-hati.

The Implementation of One Stop Services (OSS) for Enhancing Investment Climate: Indonesia Case Study

Implementasi One Stop Services (OSS) untuk Meningkatkan Iklim Investasi: Studi Kasus Indonesia

Nama   : Meastika Dianeta

NIP   : 198605242009012003

Tahun Intake   : BKPM

Instansi   : 2013

Tingkat Beasiswa   : Master Overseas

Program Studi   : Master of Public Administration

Negara Studi   : Britania Raya

Universitas   : University of Birmingham

ABSTRACT

One Stop Services (OSS) as a form of service integration promotes service delivery. OSS for investment in the Indonesia Investment Coordinating Board (BKPM) provides certainty and clear control mechanisms. It has been proven that OSS for investment in BKPM is able to promote effectiveness of service delivery and create less opportunity for corruption.

The concept of service integration and authority delegation makes the service faster and closer to the customer. Moreover, the Front Office/Back Office (FO/BO) mechanism and sufficient internal and external control are perceived to create fewer opportunities of bribery. In addition, the application of information and communication technologies (ICT) to support the implementation of OSS offers faster, easier and more transparent services. The implementation of OSS also portrays structural changes of the organisation. The implementation of OSS, therefore, has the capability to enhance a good investment climate. In addition, it promotes the principle of good governance. However, the case of OSS in the Indonesia Investment Coordinating Board reflects some limitations in its implementation.

ABSTRAK

One Stop Services (OSS) sebagai bentuk integrasi layanan mendorong pemberian layanan. OSS untuk investasi di Badan Koordinasi Penanaman Modal (BKPM) memberikan mekanisme kontrol yang pasti dan jelas. Telah terbukti bahwa OSS untuk investasi di BKPM mampu mempromosikan efektivitas pemberian layanan dan menciptakan sedikit kesempatan untuk korupsi. Konsep integrasi layanan dan pendelegasian wewenang membuat layanan lebih cepat dan mendekati pelanggan. Selain itu, mekanisme *Front Office / Back Office* (FO / BO) dan kontrol internal dan eksternal yang memadai dirasakan menciptakan lebih sedikit peluang penyuapan. Selain itu, penerapan teknologi informasi dan komunikasi (TIK) untuk mendukung pelaksanaan OSS menawarkan layanan yang lebih cepat, mudah dan transparan. Implementasi OSS juga menggambarkan perubahan struktural organisasi. Implementasi OSS, oleh karena itu, memiliki kemampuan untuk meningkatkan iklim investasi yang baik. Selain itu, ia mempromosikan prinsip tata pemerintahan yang baik. Namun, kasus OSS di Badan Koordinasi Penanaman Modal Indonesia mencerminkan beberapa keterbatasan dalam pelaksanaannya.

Introduction

Developing countries have come to rely greatly on private capital as a source of funding in recent decades. Therefore, foreign direct investment (FDI) has become important in developing countries in terms of enhancing economic growth and the pace of development (Lipsey and Sjoholm, 2011). In addition, FDI gives opportunities for transferring technology, creating jobs, enhancing competitiveness and ultimately reducing poverty (Reiter and Steensma, 2010).

Since FDI is very important for developing countries, Lipsey and Sjoholm (2011) have identified several determinant factors of FDI. These are the business environment, labour, institutional factors, infrastructure, macroeconomic stability, political stability, financial sector, technology and education. Conversely, there are also some factors which can be obstacles to FDI in Indonesia, such as economic instability, poor infrastructure, regulatory uncertainty and lack of law enforcement (Moccero, 2008). In addition, according to a survey conducted by Transparency International in 2007, Indonesia has relatively poor governance, particularly for control of corruption. Furthermore, according to a survey conducted by Woo (n.d.) of eight non-Organisation for Economic Co-operation and Development (OECD) countries (including Indonesia, Malaysia, Bangladesh, Pakistan, India, Thailand, Sri Lanka and Philippines) showed that these countries have high levels of corruption. Therefore, corruption is a major

Governance in Indonesia

Indonesia had a centralistic government system for almost 32 years during the Soeharto regime. Under President Soeharto, the governmental system was not only centralistic, but also monolithic. Most public decision-making processes were in the hands of Soeharto and privileges elites. Thus, general citizens could not participate. The system turned into an authoritarian government with excessive power, and was thus closed to public participation. As a result, citizens lost their trust in the government, and this led to the dramatic change and reformation in almost all sectors in 1998. Under the centralistic system, the bureaucracy tended to be unresponsive to the need of citizens. Furthermore, a government system without public participation damages transparency, since the absence of public participation means the absence of public control over public policy processes and decision making (Pramusinto, 2006).

The governance indicators presented by the World Bank are based on the quality of governance provided by a range of respondents, including experts, enterprises and citizen in various countries. Based on these indicators, the research will present the role of OSS for investment, as part of administrative reform, to improve service delivery and create fewer opportunities for corruption. It can therefore enhance the investment climate.

Indonesia's governance indicators scores overall are worse compared to those of Singapore and Malaysia. For the indicator of voice and accountability, Indonesia is best among the six largest ASEAN economies. However, for government effectiveness, Indonesia's score is second worst, after Vietnam. The weakest scores are for political stability, regulatory quality, the rule of law and control of corruption. In addition, for control of corruption, Indonesia's scores are better than those of the Philippines and Vietnam. Indonesia's governance indicators appear to have worsened in the period of 1996 to 2008, with the exception of indicator voice and accountability. These indicators reflect the governance system in Indonesia. According to ADB (2005), good governance can be seen as associated with macro economy stability and economic development. Good governance entails transparency, accountability and public participation. Therefore, such elements are important for improving economic and political stability, enhancing the investment climate and attaining sustainable economic growth.

Results and Discussion

The BKPM is an agency responsible for issuing investment licenses. Before the implementation of OSS, investors obtain the principle licenses from BKPM, but often have to go to particular ministries, depending on their business sector, to get a business licenses. Basically, the investment activities in Indonesia are divided into two main phases, namely the construction phase and the production phase. The principle license is an initial license given before the investor starts to set up a business in Indonesia. This is needed to start the construction phase. In contrast, the business license is a license which indicates that a company is ready to carry out production or operation phase. Furthermore, investors previously had access to the back office. They could check the progress of their application. This created opportunities for bribery and gratification. Thus, the past system was perceived as ineffective and involving risk of corruption.

The implementation of OSS since 2009 has provided new nuances for service delivery in BKPM. Despite the delegation of authority, the OSS also provides a clear standard operating procedure (SOP) for its implementation. It is, therefore reduces uncertainty in the business sector. In addition, the use of ICT to support the implementation of OSS improves the effectiveness of service delivery. Furthermore, the tracking system allows investors to monitor the progress of their application. Thus, in line with the principles of OSS, it provides legal certainty, openness and accountability. From responses on OSS for investment in the interviews, it is likely that the implementation of OSS can improve the effectiveness of service delivery and create fewer opportunities for bribery.

Reflections of the OSS for Investment in the BKPM's Case

The implementation of OSS for investment in the BKPM has improved the effectiveness of service delivery and created fewer opportunities of bribery. It has, therefore been able to enhance a good investment climate. The implementation of OSS in central government, specifically in the BKPM, reflects the practice of OSS in Indonesia. The first reflection is that the OSS for investment in the BKPM has been used as a model for OSS for investment in the whole country. It should be considered whether the implementation of OSS for investment in the central government reflects the practice of OSS in local government. Most local government in Indonesia has OSS. The Indonesian case shows that an OSS for investment in local government can separately established for investment licensing only or it can be joined up with the OSS for general administration or licensing.

Second, the case of OSS for investment in the BKPM also reflects the usefulness of OSS for investment. Generally, OSS will improve the effectiveness of service delivery, transparency, accountability, public participation and customer satisfaction. The survey showed that OSS for investment in the central government has been able to increase the effectiveness of service delivery and create fewer opportunities for bribery.

Therefore, the OSS for investment has the capacity to enhance a good investment climate. However, the usefulness of the implementation of OSS in the central government cannot entirely reflect the usefulness of OSS for the whole country. Decentralisation has had a dramatic impact on the administrative processes related to licensing in local government. There are some licenses which are administrated in local government, such as construction permits and nuisance/location permits. Since the decentralisation in 2001, local government has had more freedom to determine the procedure of licensing, including charges. This level of government often uses this opportunity to create a new source of local revenues. Therefore, a number of new licenses and charges have been created. Consequently, licensing in local government is often more burdensome in the business environment. However, there are a number of examples of OSS in local government representing good practice in the administration of investment licensing, such as OSS in Sragen, Central Java; Pare-Pare, South Sulawesi; and Rokan Hulu, Riau. The BKPM organises investment awards annually in order to motivate OSS for investment in local government to improve their service.

Lastly, OSS for investment also reflects some limitations in its implementation. The problem mostly has to do with the delegation of authority. However, another issue is related to human resources. The limited number of OSS officers and high workload sometimes create delays in services. Another problem is different perceptions amongst the OSS officer when it comes to interpreting business sector applications. Although the practice of OSS in central government can represent the practice of OSS for investment

throughout the country, it cannot represent the usefulness of OSS for local government.

Conclusions

The implementation of OSS for investment in the BKPM has been able to enhance a good investment climate. Before the implementation of OSS, it seems that there was no clear procedure for investment licensing; therefore, investors often lacked information, including the time needed to process their applications. Some applicants jumped the queue by offering money to OSS officers. This could occur because some applicants had access to the back office. In addition, there was a lack of control mechanisms concerning corruption, and particularly bribery. Moreover, investors needed to go to several technical ministries to obtain business approval. Conversely, OSS offers certainty, since it has a clear SOP and control mechanism. It has been proven that OSS for investment has improved the effectiveness of service delivery and created fewer opportunities for bribery. The OSS for investment offers faster and more effective service than the previous system.

Service integration provides coordination and collaboration between one or more related services into one single programme. It is therefore be able to reduce time, operational cost and duplication of activities, since it makes public services accessible within one setting. The delegation of authority in OSS is another important element. Through this scheme, ministers will delegate their authority to the chairman of the BKPM. The chairman then delegates the authority to the deputy chairman for Investment Services as the head of OSS. The delegation of authority moves the decision-making process closer to those who will be affected by the decision. It can also be said that the service will be closer to the customer. The application of ICT also supports the implementation of OSS through offering faster and better services. The online service licensing and tracking system makes the licensing service easier and faster. Investors do not need to go to the OSS office to check the progress of their application. This will save time and operational costs. It can be argued that OSS for investment improves the effectiveness of service delivery. Despite this increased effectiveness, the use of a web portal also minimises the opportunities for bribery, since this system reduces 'face-to-face' interaction. In addition, the FO/BO mechanism also results in less interaction between the applicants and back officers. Again, this is considered to reduce the opportunities for bribery. Furthermore, control mechanisms, especially external control from the public, are also necessary to reduce the opportunities for bribery. Participatory behaviour will enhance transparency and accountability; this is in line with the principles of good governance. In addition, the implementation of OSS portrays structural changes of the organisation. In this case, such change was necessary to deal with corruption. Culture guides behaviour, and it is difficult to change a pre-existing culture. Therefore, it was considered that changing corrupt behaviour through a

cognitive approach would not work; thus, structural changes were considered the best way to deal with the problem.

The implementation of the OSS has had several limitations. The delegation of authority has become the main issue in OSS. Some technical ministries tend to be resistant to conferring authority on a central body. Thus, some licensing remains under their authority alone. This undermines the concept of OSS altogether. In addition, delays of service and the limited number of OSS officers are other problems that have merged in the implementation of OSS. The strong commitment and leadership of the top leaders are necessary to achieve effective OSS.

Along with its benefits and limitations, it has been argued that the implementation of OSS for investment has been able to enhance a good investment climate. Improved service delivery and fewer opportunities for bribery will influence the investors' perspective when it comes to making decisions about their capital. In addition, OSS as part of administrative reform is perceived to be strongly related to the principle of good governance. OSS cannot only provide better public services, but can also help to achieve good governance.

The implementation of OSS for investment in central government in the BKPM reflects the practice of OSS for investment in the whole country. The OSS in BKPM perceived as a role model for OSS throughout Indonesia. In addition, OSS for investment also reflects the usefulness of OSS, as it has improved the effectiveness of service delivery, increased transparency and accountability and enhanced public participation. However, the usefulness of OSS for investment in BKPM cannot completely represent the usefulness of OSS for investment at the local level. Since the decentralisation in 2001, local government has had more freedom to determine its own administrative process of licensing. In some ways, decentralisation makes the administrative practices in local government even worse. This case study was not applied to all local governments throughout the country, as there are many local governments which have successfully implemented OSS. Finally, it can be said that the case study of OSS for investment in BKPM has reflected the practice and usefulness of OSS; however, the implementation of OSS in BKPM cannot reflect the implementation of OSS for investment across the whole country. Hence, it is necessary to assess the implementation of OSS for investment at the local government level for further study in order to create further perspectives on this topic.

Revenue Diversification in Indonesia Cities

Diversifikasi Pendapatan di Kota-kota di Indonesia

Nama	: Maltreba Rufosasdo Kispatelo
NIP	: 198604132009061002
Tahun Intake	: BPK
Instansi	: 2014
Tingkat Beasiswa	: Master Overseas
Program Studi	: MPA – Master of Public Administration
Negara Studi	: Amerika Serikat
Universitas	: School of Public Affairs and Administration (SPAA) Rutgers University - Newark

Introduction

In 1998, the Indonesian reformation movement successfully overthrew the centralized Suharto regime and demanded fundamental changes to the government structure. A centralized government system progressively transformed to a decentralized system, known as local autonomy. In order to support this transformation, new central government codified law no. 22/1999 about Local Government to recode relationship between central government and local governments, which letter being revised by law no. 32/2004. Public finance as a critical issue in this transformation also got laws no. 25/1999 about Financial Balance between Central and Local Government, which later being revised by law no.33/2004(Seifert & Li, 2015).

This transformation delivered greater authority to local governments to set and apply policies that fit with their local demands, including budget policy. Consequently, local governments have more discretion to collect revenues and allocate them to finance government's programs. Local governments generate revenue from own-sources, intergovernmental transfers (revenue sharing and grants) and other revenue sources. Statistics for fiscal year 2014, which was released by Directorate General of Local Finance, showed that, at national level, local governments still rely on central and provincial government transfer as main revenue sources. On average, 60.45% of local revenue comes from intergovernmental transfer, 22.67% from own-sources, and 16.88% from other revenues (Direktorat Jenderal Bina Keuangan Daerah, 2014).

The enactment of law no.28/2009 about Local Taxes and Retributions set a new phase in local finance management. This law constitutionally transferred property tax and change of ownership tax authority from central to local government(Republik Indonesia, 2009). These additional taxes enlarge local power in managing revenue sources along with other local taxes and charges/fees. However, the additional authority also increases fiscal risk at local levels. Now, local governments have to be more responsible with their revenues especially during unstable economic cycles and recessions.

As local governments received new authority in property tax and change of ownership tax, they have a more reliable and sustainable source of revenue. This transfer could leads local government to rely on property related taxes than it was before. High reliance on a particular source could trigger shortfall as its determining factors deteriorate. Even property tax which considered as stable tax for local government was also affected in several historic economic recessions as it happened in the United States(Chernick, Langley, & Reschovsky, 2011). After 1998 economic crisis and autonomy implementation, Indonesia has not been significantly affected global crisis such as latest 2008 global financial crisis, government should consider diversified and balanced revenue structure to mitigate revenue shortfalls due to declining economic cycle and risk of global crisis.

Researches regarding revenue diversification have been undertaken in the United States at state and municipal level where local relied on property tax as major revenue source before they diversified it with sales tax, income tax, and nontax revenue(Yan, 2011) In contrary, Indonesian local governments collected goods and services (sales tax) as own-sources revenue before central government delegated property tax and change of ownership tax to local level. At the same time, local governments are challenged to maximize local capacity instead of intergovernmental transfer.

Using city governments as the population of research, this paper will answer the question whether city governments have diversified their revenue after the delegation of property tax. This research also looks for empirical evidence whether city governments with diversified and balanced own-source revenue have higher revenue per capita than less diversified and balanced ones.

To examine research questions, this study uses empirical study. To explore the revenue diversification in local government, this study use revenue diversification index, a quantitative approach for measuring diversity. Then, to examine the effect of revenue diversification on local revenue and local revenue growth, two models are used. The first model examines effect of diversification on level of revenue per capital and the second model examine effect of diversification on revenue growth.

Research Design and Data

Both model use cross-section and time varied data from twenty-five city samples during 2010-2014 (5 years). This study does not include Jakarta, the Indonesia capital city, because its financial reports incorporates all five administrative cities and a district. These twenty-five cities are located in five major islands (Jawa, Sumatera, Kalimantan, Bali, and Sulawesi). These samples are selected based on city's population size which is more than 500,000 inhabitants. Cities located in Papua, Maluku and Nusa Tenggara islands are excluded because of their small population. 125 expected samples were not attainable because some cities did not disclose mandatory information needed for this study, therefore this study only used 120 samples.

Data are obtained from audited annual financial reports released by Indonesia Audit Board, City and Regency statistic tables released by Indonesia Statistics and INDO DAPOER World Bank dataset. All samples apply similar accounting basis, except city of Semarang which uses accrual basis. However, Semarang is still included in this study by collecting equivalent information. Since all local governments do not apply separated funds structure, all revenues in financial statement are included in this analysis.

Indonesia Government Landscape and Revenue Structure

Law no. 5/1974 about Principles of Local Government regulates three main layers of government, which consist of central government, local government level I (province), and local government level II (city/district). In spite of existence of local governments, central government under President Suharto has more power to determine local government's policies. Until financial crises hit Asian Region and worsened Indonesia's economy, people were moving to overthrow ruling president, demanding democracy and decentralized governance. Bahl and Wallace (2005) suggested that the Indonesia's decentralization followed the economic chaos that came with the Asian Crisis, and was a reaction to what was perceived to be over centralization(as cited from Seifert & LI, 2015).

After resignation of Suharto in 1998, Indonesia still applied three main layers of government (central, province and city/district). However, the authority and responsibilities of each layer become more clear and decentralized by the enactment of law no.22/1999 and law no.32/2004 which replaced previous provision as stated law no. 5/1974. Manifestation of law no.22/1999 and law no.32/2004 were detailed in government regulation no.25/2000 and no.38/2007. In general, central government holds responsibility for nation-wide concern such as defense, religion, trade while provinces and cities/district are responsible for developing local infrastructure and delivering public services(Seifert & Li, 2015)

Indonesian City Revenue Structure

Indonesia governments apply government accounting standard released by the Indonesia Government Accounting Standard Board (KSAP). The standard provides reporting guidelines and template for central and local government which share same template with a few different line items among governments. KSAP defined local revenue into three major categories, own-source revenue, intergovernmental transfers, and other source revenues.

Own-sources consists of four subcategories, which are local taxes, retributions, regional-owned enterprise dividends and other own source revenues. Indonesia governments use the term "retribusi" or retributions are equivalent with charges, fees, and licenses.

According to analysis on annual financial reports, most of local government in Indonesia received revenue dividend from regionally owned-enterprise. This dividend is return on government in solely established companies or mutually created companies with other local governments such as water treatment company and banks. These companied are established to deliver public services, therefore profit is not main company's orientation. However, many regional owned-enterprises are the ability to

generate dividend as return on investment. Other own-source revenue sub category accommodates all revenue which are not associated with first three sub category. Some examples of other own-source revenues are deposit interest and sales of assets.

The second category is intergovernmental revenue (IGR) from central and provincial government. Central government transfers include revenue sharing and grants. Revenue sharing (DBH) has two major groups, taxes and natural resources. Taxes-revenue sharing includes income tax, property tax, change of ownership tax, and tobacco excise tax. Items of natural resources revenue sharing are varied according to each local jurisdiction resources. Central government also delivers noncategorical grant (DAU) and categorical grant (DAK). Apart from central government revenue transfers, city government also receives revenue sharing funds and grants from provincial government.

The last revenue category is other revenues which include all revenue which are not locally generated or intergovernmental transfers. Nongovernmental grants and emergency funds are some of components of other revenues. Other revenue is incidental revenue which does not relate to government activities.

Measuring City Revenue Diversification

In spite of the simple definition of revenue diversification and balanced revenue, measuring diversification and defining its balance is not easy. Early measures of diversification were conceptual and prescriptive in nature. During 1960-1975, Cline and Shannon (1983) stated that policy prescriptions suggested a 20 to 25 percent tax share for individual income tax, the general sales tax, and the local property tax. In the early 1980s, Kleine (1986) stated this measure was modified to take into account user fees and severance taxes but still kept the 20 to 35 percent of state and local tax share for the personal income tax and 20 to 30 percent each for the general sales and local property taxes (as cited in Suyderhoud, 1994,p.171). Shannon (1987) and Ladd and Weist (1987) use the term "Big Three" to define tax resources diversification which only consider property tax, sales tax, and personal income tax. Each of these tax is considered balanced if it accounts for 30-48% of revenue (Shannon, 1987; Carroll, 2005). However, Shannon still failed to consider some other important revenue sources other than the "big three" taxes (Suyderhoud, 1994).

Suyderhoud (1994) proposed a diversification index as a more quantitative approach to measure the degree of diversification. Calculation of a diversification index utilizes Hirschman-Herfindahl Index (HHI) as workaround tools. Since HHI is a commonly accepted as measurement of market concentration, diversification index is contra method of HHI. The HHI is calculated by squaring the market share of each firm competing in the market and then summing the resulting numbers. A Hirschman-Herfindahl index of 1 indicates monopoly in market, while 0 indicates perfect competition market(Rhoades, 1993).

Since diversification is the opposite of concentration, the HHI value is subtracted from 1, and, in the final step, the value is divided by the maximum diversification value. In simple formula, revenue diversification index (RDI) is calculated by this formula. Since RDI is the opposite of HHI, index of 1 represents perfect diversification and balance, and index of 1 indicate imbalance and reliance on one major revenue source.

Author's Modified formula

Previous study by Suyderhoud (1994) used four major revenue sources (property tax, income tax, sales tax, and all other revenue) for categorizing major taxes and also accommodate revenue from charges and fees. Whereas, this study uses five revenue categories as detailed in Table 4. This classification is made to cope with previous studies and adapt with city revenue structure. Income tax is not included in the diversification measurement because income tax is still under central government authority based on law no.36/2008. In addition to property tax and sales tax, three additional revenue category is added, which are charges/fees, enterprise dividend and other own-source revenue.

Result and Analysis

During fiscal year 2010-2014, cities in this study still indicated high reliance on intergovernmental revenue as major revenue sources. As shown in table 5, more then 60% of city's total revenue came from intergovernmental transfer. However, intergovernmental share in total revenue is continuously declined. On contrary, there were significant change own sources revenue in fiscal year 2011. It shares has doubled compare to fiscal year 2010. This phenomenon happened due to property tax and change of ownership delegation process that took two-years process since the enactment of law no.28/2009.

Prior to FY 2011, local own source revenue was dominated by sales taxes by 58% and followed by charges and other local revenue with 25%. Starting in FY 2012, property taxes shares in own sources revenue exceeded sales taxes share. This statistic support assumption that property taxes are still preferred local government as first revenue sources.

By utilizing RDI formula, this paper calculated diversification index of 25 city samples for five consecutive year and presented in table 6. In general, most samples showed a significant index increase in FY 2011 which also indicated by revenue structure in prior table. After year 2011, city's diversification index is more stable around 0.84 to 0.85.

Examining relationship own source revenue share and diversification index, it shows similar increasing trend line. However, some city did not have similar trend such as City of Depok whose RDI trend did not move on the same direction with own-source

share and revenue per capita. City of Depok's diversification index ware fluctuated between 0.76 and 0.84 whereas its own-source revenue and level of revenue per capita was steadily increased.

Regression Result and Analysis

Before doing regression analysis, city total revenue per capita (lntrevpc) as dependent variable has been checked for its sample distribution. Kernel density test for this variable showed that it has a normal distributed sample. Therefore, regression analysis could be applied. Total revenue, intergovernmental revenue, other revenue, and regional GDP were used in their natural log value in order minimize sample variance. Since Indonesia currency use large number, applying its nominal value is less preferred.

This study applied panel data regression under fixed effect specification. First panel data regression was run without robust option, and second regression with robust option. Both regression deliver almost identic result with high rho value (0.9653).

Regression result reported three significant variables, which are revenue diversification index (RDI), intergovernmental revenue per capita (lnigrpc) and regional gross domestic product (lnrgdppc). Diversification index (RDI) has a positive and significant effect at 5% level, indicating that an increase of one percent of diversification index will cause revenue per capita to increase by about 0.25% holding other factors constant. This result is consistent with the finding by Chernik (2011) that reported significant impact of diversification on level of revenue, even though their study using different diversification calculation.

Similarly, intergovernmental revenue variable also has predicted sign and it is statistically significant at 5% level, suggesting that 1 % increase of intergovernmental revenue per capita will lead to 0.65% increase in revenue per capita holding other factors constant. Regional gross domestic product also has significant effect at 1% level and met expected sign. Holding other factors constant, one percent increase city gross domestic product will lead to 0.55% percent increase in revenue per capita.

On the other hand, other revenue per capita (lnorevpc) did not meet expected sign and have no significant effect on revenue level. Similarly, poverty, consumer price index (CPI) and employment per labor force did not have significant impact for revenue level.

Conclusion and Recommendations

Result of this study support the previous research that stated government should have diversified and balance revenue sources. This study especially showed empirical evidence that government with more diversified and balance revenue sources will generate higher revenue per capita. In addition to diversification of revenue, this

research found that city government in Indonesia still have great reliance on their central government. As indicated in regression result intergovernmental revenue take major effect on revenue per capita, 1 % of intergovernmental revenue defines 0.6% of city local revenue.

Another important aspect from this study is the importance regional gross domestic product that indicates economic source of the city. This factor has significant power to increase revenue per capita. City government should have good policy to increase regional domestic product by encouraging regional expenditure especially private expenditure inside city jurisdiction. Providing city with good infrastructure is one of strategy that could attract more spending inside city jurisdiction.

It is also important to consider Indonesia local government fiscal policy and city capability in reaching balance and diverse revenue structure. Government's local tax regulation encourage local government to find its potential taxable sources but they are also being limited to determine tax rate. Regarding this limitation, local government could utilize charges and fee as revenue alternative to diversify local revenue. As indicated by percentage share of charges and fee, this source has less proportion compare to sales and property taxes. Charges and fees could be good alternative solution because they do not put same burden for every population. They who choose to take charges and fees consciously know they have to pay for it. However, city government should also consider additional cost/spending to provide public services.

Revenue originated regional enterprise was also show small contribution for local revenue. This source continues shrink compare to other sources. It might be happened due to limited profit and enterprise consideration to hold their profit for development. However, it does not close the possibility to have more privatize public services and generate more revenue.

This study could have more robust result if it can gather more additional fiscal year. However, due to fiscal policy which were implemented in short time range, this study only covers five-year data. It also important to consider city government characteristic other than economic and public finance indicator. There are many potential variables that could explain level of revenue per capita, such as corruption perception index, accountability index, elected official, and other social culture variables. These variable are important to explain city government management capacity to generate revenue. Accountable elected official supported by excellent bureaucrats could have positive impact for revenue collection. However, due to limited data and survey result, these variables are not included in the model.

There are mush room for later study regarding revenue diversification for increasing local government revenue. Examining local characteristic could be used to determine local specialties and uniqueness that could be used to foster more diverse revenue sources.

Workload Analysis and the Number of Employees Needed:
A Case Study on the Human Resource Deputy Unit the Ministry of Administrative and Bureaucratic Reform, Republic of Indonesia

Analisis Beban Kerja dan Jumlah Karyawan yang Dibutuhkan:
Studi Kasus Deputi Bidang Sumber Daya Manusia Aparatur Kementerian Pendayagunaan Aparatur Negara dan Reformasi Birokrasi Republik Indonesia

Nama	: Ma'ruf Apriyanto
NIP	: 198304182011011001
Tahun Intake	: KEMENPAN & RB
Instansi	: 2014
Tingkat Beasiswa	: Master Overseas
Program Studi	: Master of Public Administration
Negara Studi	: Australia
Universitas	: Flinders University

ABSTRACT

Workload analysis is a process of determining the number of man hours that are used or required to complete a specific workload within a certain time. The number of working hours per employee will show the number of employees needed. Thus, the measurement of workload is a technique to get some information about the extent of the efficiency and effectiveness of an organization or job holders which is done systematically through job analysis, workload analysis or other management techniques.

The workload in the Human Resource Deputy Unit in general can be said to be overload. The fundamental problem of the heavy workload is caused by the volume of work in the implementation of duties of positions which have not been determined precisely, and the norm of the time required in the performance of duties which is inadequately calculated.

Keywords: workload analysis, employees needed

ABSTRAK

Analisis beban kerja adalah proses penentuan jumlah jam kerja yang digunakan atau dibutuhkan untuk menyelesaikan beban kerja tertentu dalam kurun waktu tertentu. Jumlah jam kerja per karyawan akan menunjukkan jumlah karyawan yang dibutuhkan. Dengan demikian, pengukuran beban kerja adalah teknik untuk mendapatkan beberapa informasi mengenai tingkat efisiensi dan efektivitas suatu organisasi atau pemegang pekerjaan yang dilakukan secara sistematis melalui analisis pekerjaan, analisis beban kerja atau teknik manajemen lainnya.

Beban kerja di Unit Wakil Sumber Daya Manusia pada umumnya bisa dikatakan kelebihan beban. Masalah mendasar dari beban kerja yang berat ini disebabkan oleh volume pekerjaan dalam pelaksanaan tugas jabatan yang belum ditentukan secara tepat, dan norma waktu yang dibutuhkan dalam pelaksanaan tugas yang tidak cukup diperhitungkan.

Kata kunci: analisis beban kerja, kebutuhan karyawan

Introduction

Since the reform era, the Indonesian Government has been trying to make improvements in various fields. One of which is the field of bureaucracy. Bureaucratic reforms have been carried out in order to accelerate the achievement of good governance in all central and local government agencies, as mandated by Presidential Regulation No. 81 year 2010 on the Grand Design of Bureaucratic Reforms 2010-2025. This regulation demands commitments from central and local government agencies to realize the vision of bureaucratic reforms, namely realizing a world class government which delivers professionalism, high integrity and excellent service to the public.

One important element in realizing the vision of the bureaucratic reforms is the quality of government personnel on duty who are responsible for providing various services to the community. Recognizing that the quality of government officials is crucial in the implementation of the bureaucratic reforms, the government issued Law No. 5 year 2014 on the Reform of Civil State to replace Law No. 8 year 1974 on the Basic Principles of Civil Service as amended by Law No. 43 year 1999, which is considered incompatible with the national and global challenges.

There are at least two important consequences following Law No. 5 year 2014 related to the condition of the State Civil Apparatus today. First, employees need to be structured to obtain the most appropriate quantity (number) and quality, and to reduce the gap between their actual levels of qualification and competence and those required for their positions. Second, staff development programs should be implemented in a planned and systematic way to improve the competency of public servants.

Employee structuring is a systematic and ongoing process to obtain the most fitting quantity, quality, composition and distribution of employees in accordance with organizational needs. However, its implementation has not been optimal. To tackle this issue, the Decree of the Minister of Administrative and Bureaucratic Reforms No. KEP/75/M.PAN/7/2004 on Guidelines for the Calculation of Required Employees based on Workload for the Composition of Civil Service Formation was enacted to provide guidance for central government and regional government agencies to implement the arrangement of Civil Servants (PNS) systematically and in a sustainable way.

The Ministry of Administrative and Bureaucratic Reforms, abbreviated KEMENPAN-RB, is an Indonesian government ministry in charge of the affairs of state apparatus and bureaucratic reforms. KEMENPAN-RB is assigned to assist the President in formulating, coordinating and supervising the implementation of policies, managing properties or wealth of the State, and submitting evaluation reports as well as giving suggestions and considerations associated with Administrative and Bureaucratic Reforms to the President.

KEMENPAN-RB's efforts to improve the professionalism of public servants to meet the demands of the society can be done through an effective and efficient organization management. Effective and efficient organization management can be implemented in all fields including employee development. Employees are an asset that must be managed properly. Effective and efficient organization management means that the outputs generated by each employee fulfil the target of the organization. For instance, how many employees are actually needed by the organization to achieve their targets can be determined based on the amount of works expected from each employee. This can be done through a measurement of workload, so that employees can work optimally with their capabilities.

The workload of an employee is determined by using the standard form of corporate performance according to the work type (Mangkuprawira, 2003). The workload imposed on employees can take place in three conditions: standard appropriate workload, overcapacity (i.e. the workload is too heavy), or under capacity (i.e. the workload is too light). Too heavy or too light workload will result in inefficiency. Additionally, under capacity leads to an excess of labours, in that the organization hires more employees than it requires. Conversely, a shortage of labours can cause physical and psychological fatigue for employees, causing them to become less productive.

In order to support KEMENPAN-RB's tasks, the efficiency and effectiveness of the organization must be upheld and maintained, because inefficiency will lead to a decrease in productivity of the organization and threaten the achievement of its objectives. This underlies the significance of analysing the workload and the number of employees needed for KEMENPAN-RB.

Addressing the issues described above, this study aims to identify the main tasks of personnel in the Human Resource Deputy Unit of the Ministry of Administrative and Bureaucratic Reforms; identify how the personnel implement the main tasks of the Human Resource Deputy Unit in the Ministry of Administrative and Bureaucratic Reforms; analyse the workload and the number of personnel needed for the Human Resource Deputy Unit in the Ministry of Administrative and Bureaucratic Reforms.

Job Description in the Deputy of Human Resource Unit

Job description of a position is basically a guideline for every position holder in performing activities. Job description is the basis for calculating workload of positions as well as organizational units that can give an overview of the task completion of position holders. Therefore, the formulation of tasks is strategic and urgent because it is significantly correlated with the achievement of desired goals and objectives. This makes the formulation of jobs becomes crucial. Thus, it should be carefully considered for the organization, especially when it lays out the duties and functions of positions within the organization.

The formulation of duties in the ministry is based on the authority and government affairs that are regulated by Law No. 39 year 2008 on State Ministry. Furthermore, as the implementation of the Law, the President set the tasks and functions of the Ministry of Administrative and Bureaucratic Reform through Presidential Decree No. 47 year 2015 on the Ministry of Administrative and Bureaucratic Reform. Furthermore, the implementation of the organization and business processes of the Ministry of Administrative and Bureaucratic Reform is regulated through the enactment of the Minister Administrative and Bureaucratic Reform Regulation No. 3 year 2016 concerning the Organization and Business Processes of the Ministry of Administrative and Bureaucratic Reform.

Based on information about Deputy of Human Resource Unit jobs collected through literature study of the job analysis documents, the principal tasks of work and the elements of tasks at the Deputy of Human Resource Unit are summarised in Table 3. The elements of the main tasks are the smallest part of the core tasks.

These main tasks include the following areas; coordination of policies and programs for the development of human resource apparatus; preparation for the integrity development of apparatus; human resource apparatus planning; policy formulation on placement and distribution; human resource apparatus information systems; policy formulation for apparatus recruitment; evaluation of recruitment policies; competence development of apparatus; standardization of apparatus job titles; policy formulation for salaries and allowances, and policy formulation for retirement of apparatus.

The review of the job analysis documents generates the following findings: The activity elements of the job description in the job analysis of all Assistant Deputy Units are almost the same, namely: developing annual work plan, drafting policy formulation, implementing policies, conducting monitoring, drafting analysis, carrying out evaluation activities and reports, drafting strategic plan and accountability of each position. Although there are the same job description types, the calculation of the workload should be adjusted to the real workload. Therefore, the amount of the workload and the number of employees needed will be different for each assistant deputy unit.

Not all the job analysis complements the measurement of task completion time. The measurement of the task completion time is an important indicator to measure the expected performance, efficiency and effectiveness of the positions/job titles. It also used to measure the employees needed. This case occurs in all Assistant Deputy Units. However, the case is understandable since the enactment of the Minister of Administrative and Bureaucratic Reform Regulation No. 3 year 2016 on the Organization and Business Processes of the Ministry of Administrative and Bureaucratic Reform on 31 March 2016 requires this institution to review their job analysis and workload analysis in order to create a proportionate, efficient and effective organization as well as to improve the organizational performance.

There is no guidance or a technical guide (manual) for carrying out a job. Preferably, each position should have guidelines or manual besides the job analysis and workload analysis so that, when there are transfers or changes of employees, the new employees will immediately be able to learn how the jobs should be done through these guidelines. This will reduce the reliance on the previous jobholders.

Every position has the task of preparing program and annual action plans (strategic planning). Thus, it can be understood as programs and activities that will be used as a benchmark of the performance of the units. Furthermore, this can be a measurement of performance of an organization designed in the annual performance plan, which includes the target performance of inputs, outputs, and outcomes.

Workload of Positions/Job Titles in the Human Resource Deputy Unit

Formulation of clear and measurable tasks will affect assessment of the workload of each jobholder. Workload is the amount of work that must be undertaken by a position and organizational unit, which obtained by multiplying the volume of work and the norms of time.

Volume of work refers to the amount of the product of a task which is also influenced by the characteristics of a job, such as whether the task is carried out daily, weekly, monthly or yearly, while the norm of time represents the time required in the completion of the task to produce the final products or outputs. The products of the work can include documents and activities.

Interpretation of the workload can be expressed after comparing the number of positions workload with employees / jobholders, if:

- The workload is greater than the number of job holders, then the workload is overload.
- he workload is smaller than the number of job holders, then the workload is under load;
- the workload is equal to the number of job holders, then the workload is on load.

Referring to the job description document described in the previous discussion, there are tendencies that:

The workload of positions in the Assistant Deputy I Unit lacks of workload (under load) with a workload of approximately 763 hours/year in each Section of Apparatus Policy Coordination and Programs, Section of Apparatus Integrity Development, Section of Apparatuses Monitoring, Evaluation and Reports.

The workload of positions in Deputy Assistant II Unit lacks of workload (under load) with the highest number of work load approximately 768 hours/year in the Section of Apparatus Information Systems. Meanwhile, the Section of Planning Apparatus

and Section of Policy Formulation for Human Resources Apparatus Placement and Distribution have a workload of approximately 763 hours / year;

The workload of positions in Deputy Assistant III Unit lacks of workload (under load) with the amount of workload on the Section of Apparatus Recruitment Policy Formulation amounted to 761 hours/year and Section of Apparatus Recruitment Policy Evaluation amounted to 761 hours/year;

The workload of positions in the Deputy Assistant IV Unit lacks of workload (under load) with the amount of workload approximately 763 hours/year that respectively in Section for Competency Development of Apparatus and Section for Job Titles Standardization of Apparatus.

The workload of positions in the unit Deputy Assistant V lacks of workload (under load) with the highest number of workload is about 763 hours/year in the Section of Salaries and Allowances Policy Formulation of Apparatus; while the lowest number of workload is in Section of the Pension Policy Formulation of Apparatus with a number of 713 hours/year.

As mentioned earlier, the numbers of workload are obtained by multiplying the total volume of work with the norm time (in minutes). The workload is divided by 60 for the calculation in hours. Therefore, the workload numbers (high/low) are symmetrical with working volume (the amount of the work) and the norm of time (reasonable time required to produce the amount of volume of work). Important things that need attention in the calculation of the amount of workload are the factors that influence the determination of the norms of time.

In order to determine the ideal time norms, the organisation should pay attention to the level of difficulty of the task, the amount of work volume, the number and qualifications of employees, technology support used, and the availability of standard operating procedures (SOP).

In the documents received by the researcher, it can be seen that not all jobholders in the Human Resource Deputy Unit have SOP, so that there is no standard for the time required to complete an activity. Therefore, it can be understood that the time norms to complete the task are not based on the standard. In that respect, the availability of SOP in Human Resource Deputy Unit is required to improve the efficiency and effectiveness of the tasks implementation.

Besides the availability of SOP, the qualifications and number of employees also affect the norms of the time required to complete the tasks of positions. Based on the data that have been collected by the researcher, the level of education of employees in the Human Resource Unit Deputy still needs to be improved. The improvement of the employees' education is important as the Human Resource Deputy Unit is a working unit that plays the role of think tanks. Employees within the Human Resource Deputy Unit should have at least a graduate education with adequate capabilities in terms of planning, processing data and analysing data. If the conditions of the existing

employees do not change towards improving the adequate competence, this does not only affect the completion time of tasks, but will also have an impact on the inadequate performance generated.

Other aspects contributing to the accuracy of the completion of tasks are the availability of technology support and the competence of human resources to optimize it. In addition, training is necessary for employees to increase their capacity in accordance with the description of the task at hand.

Conclusion

This study focuses on the workload analysis of the Deputy of Human Resource Unit, the Ministry of Administrative and Bureaucratic Reform. The conclusions drawn from the workload analysis deal with the following aspects:

- The implementation of the job description for positions in the work unit;
- The implementation of the units' workload.
- The level of suitability needs of employees in the completion of the work.
- Managerial implications.

The elaboration of job descriptions / activities in work units indicates that the job description / activities for positions are already well defined, comprehensive and aligned with the duties and functions of the unit/ organization. It can be seen from the function of the organizational unit that has been translated into task work unit. This situation significantly affects the amount of the workload of positions/units. Therefore, elaboration of job descriptions/activities for positions must be well defined and correct, comprehensive and in line with the duties and functions of the work unit / organization in order to give a true picture on the workload of the employees.

The tendency of the workload in each unit is relatively similar. Workload in the Human Resource Deputy Unit in general can be said to be overload. Based on the analysis, it can be seen that the fundamental problem of the heavy workload is caused by the volume of work in the implementation of duties of positions which have not been determined precisely, and the norm of the time required in the performance of duties which is inadequately calculated.

The aspect of the employees needed, which relies on the workload analysis conducted by Human Resources and General Affairs Bureau, has an impact on the lack of staff in the Deputy of Human Resource Unit. The following options can be offered to overcome the lack of employees:

- Increasing the number of employees through recruitment, promotion and transfer so that the right people will hold each position;
- Optimization of job descriptions to be more comprehensive and integrated, so that the employees available can be more optimized;

- The merger of positions that have a low workload in one unit so that employees can be allocated to carry out tasks that have not been implemented optimally.

Based on the assessment findings, the essential and fundamental aspects which need to be considered carefully are:

- translation of descriptions of duties/activities of a position;
- factors that affect the determination of the time norms, among others, the availability of Standard Operating Procedures (SOP) and the technology used in the business process;
- The competence of employees who occupy certain positions or performing particular jobs; and
- It is suggested that future research examines the creation of standards regarding the workload in the Deputy of Human Resource Unit.

On the basis of the four items above, the workload should be the actual picture and a measurement of the performance of positions/employees to enable the creation of an efficient, proportional and rational institution.

Perceptions of Civic Infrastructure: Working Cities Challenge in Massachusetts

Persepsi Infrastruktur Sipil: Tantangan Kota di Massachusetts

Nama   : Octa Soehartono
NIP   : 198310042009121001
Tahun Intake   : LAN
Instansi   : 2014
Tingkat Beasiswa   : Master Overseas
Program Studi   : Master of Public Administration
Negara Studi   : Amerika Serikat
Universitas   : North Eastern University

Introduction

Proyek ini dilakukan sehubungan dengan program Boston Federal Bank of Reserve (Boston Fed) yang diberi nama *Working Cities Challenge* (WCC), sebuah program kompetisi hibah yang mendorong para pemimpin dari publik, swasta, dan nirlaba untuk memajukan proposal yang mengatasi tantangan kompleks yang dihadapi kota kecil pasca-industri dan bertujuan untuk mencapai dampak skala besar di masyarakat Massachusetts. Sejalan dengan tujuan Boston Fed untuk "mempromosikan pertumbuhan ekonomi di masyarakat berpenghasilan rendah di sekitar New England," WCC mendorong kota kecil pasca-industri untuk mengusulkan inisiatif baru dalam menangani aspek pembangunan ekonomi bagi komunitas sekitatnya. Dari berbagai kota yang mengikuti program ini, Boston Fed akan memilih sejumlah kota pemenang untuk menerima dana hibah untuk merancang dan mengimplementasikan inisiatif yang diusulkan. Putaran 1 dari WCC diluncurkan pada Mei tahun 2013 dan terdapat enam kota yang menerima $ 1.800.000 dari total penghargaan hibah. Boston Fed telah meluncurkan Putaran 2 pada bulan September 2015, di mana 14 kota melamar dan sepuluh dipilih untuk menerima hibah tersebut.

Mengambil pelajaran dari putaran pertama, Boston Fed ingin mendapatkan pemahaman yang lebih baik dari persepsi pembangunan infrastruktur sipil di WCC untuk mendapatkan pemahaman lebih lanjut tentang bagaimana mengukurnya, serta cara efektif mengukur dampak WCC. Hasil penelitian ini tidak akan menanggung dampak pada kompetisi WCC, tetapi program ini akan mendukung upaya untuk mendapatkan pemahaman yang lebih komprehensif dari pembangunan infrastruktur public di Massachusetts, dan apa yang diperlukan untuk membuat kerangka teoritis pada konsep ini. Hal ini akan memungkinkan Boston Fed untuk melakukan pendekatan yang lebih mendalam dan menyelaraskan target-target perencanaan mereka dalam WCC, dan menyediakan mereka dengan pertanyaan-pertanyaan survei yang diujicoba untuk mendapatkan hasil yang lebih efektif dan efisien dalam pengumpulan data.

Maka dalam proses ini, tim Capstone Northeastern ditunjuk untuk melakukan survei. Boston Fed menetapkan target untuk tim Capstone Northeastern dari total 250 responden potensial yang memiliki pemahaman yang cukup berkaitan dengan keadaan infrastruktur sipil di WCC. Untuk proyek ini, Boston Fed memutuskan bahwa ini akan menjadi kesempatan untuk fokus pada persepsi pemimpin di seluruh negara bagian dan daerah dengan pengalaman profesional dalam satu atau lebih dari kota-kota yang memenuhi syarat untuk mendapat perspektif luas dari berbagai infrastruktur sipil di seluruh kota di Massachusetts.

Visi, Tujuan dan Sasaran

Karena WCC berupaya untuk meningkatkan peluang ekonomi di kota-kota yang ditargetkan oleh memperkuat infrastruktur sipil, sangat penting untuk Boston Fed untuk mengembangkan definisi konkret dari konsep ini sehingga dapat menetapkan langkah-langkah dasar dari beberapa dimensi. langkah-langkah dasar yang ditetapkan akan memungkinkan Boston Fed untuk menilai dan memperbaiki modelnya untuk memastikan bahwa WCC secara akurat dapat menentukan intervensi harus didanai dan menilai unsur-unsur infrastruktur sipil.

Melakukan penelitian ini juga akan mengisi kebutuhan yang berkembang di lapangan untuk konsep infrastruktur sipil yang jelas, terukur, dan terkait dengan prospek jangka panjang dari sebuah kota. Oleh karena itu, proyek ini sebagai sebagai langkah awal Boston Fed untuk melanjutkan dan mengembangkan ukuran infrastruktur sipil dalam bentuk evidence-based.

Visi

Proyek ini diharapkan bisa mengukur persepsi para pemimpin di sekitar Massachussetts mengenai lima elemen kunci infrastruktur sipil di Kota WCC antara lain kepemimpinan, entitas organisasi, kolaborasi di seluruh / dalam jaringan, sumber daya, dan terlibat pemimpin.

Tujuan

Sebagai konsekuensi untuk proyek ini, tim Capstone Northeastern yang bertujuan untuk memenuhi:
- Menyunting dan menggunakan instrumen survei kepada para aktor public dan tokoh penting di sekitar kota-kota di Massachusetts;
- Menyusun dan menganalisis data dari instrumen survei;
- Mempersiapkan laporan tentang keadaan infrastruktur sipil di kota WCC.

Sasaran

Untuk memberikan definisi terukur infrastruktur sipil, tujuan dari proyek ini dijelaskan sebagai berikut:
- Untuk mengembangkan spektrum yang sesuai dan berlaku keberhasilan infrastruktur sipil di 21 Kota WCC.
- Mengukur berbagai aspek infrastruktur sipil, yang meliputi kepemimpinan masyarakat dan akuntabilitas, tindakan kolaboratif dan kemitraan lokal, keterlibatan warga dan inklusi, akses ke informasi dan sumber daya.

Metoda Penelitian

Dari pemahaman teoritis, proyek ini mencoba menerjemahkan berbagai pandangan mengenai infrastruktur sipil dan diterjemahkan ke dalam survei yang dapat diberikan kepada para pemimpin kota di sekitar Massachusetts. Untungnya, Boston Fed memberikan *survey-in-progress*, yang terdiri dari sejumlah pertanyaan dan usulan menjawab skema pertanyaan (misalnya skala Likert ditambah dengan pertanyaan terbuka, dll). Metodologi kami untuk merevisi survei awal dan finalisasi cukup sederhana. Instrumen survei awal adalah bisa dipahami dan dapat disajikan sebagai cetak biru dan garis besar untuk produk akhir yang nantinya bisa digunakan secara kontinu oleh Boston Fed.

Instrumen survei awal telah membentuk lima kategori pertanyaan sejalan dengan lima elemen kunci infrastruktur sipil. Setelah berdiskusi dengan klien, tim Capstone memutuskan untuk menjaga format ini untuk kemudahan penggunaan oleh responden dan sementara tim bekerja menuju produk akhir. Setelah berkonsultasi dengan ahli di Northeastern University, Federal Reserve, dan organisasi lainnya, kami memutuskan bahwa beberapa pertanyaan tersebut tidak akan digunakan dalam instrumen akhir, karena menghambat kemampuan untuk mengacak pertanyaan untuk responden berikutnya. Oleh karena itu, sebagai panduan internal konstruksi instrumen, mereka menawarkan tata letak yang logis yang melekat, tapi tak tertulis untuk beberapa pertanyaan survei. Instrumen akhir ini terdapat 38 pertanyaan yang dibagi secara kasar merata sepanjang lima kategori tersebut; sebuah pertanyaan pengantar beberapa disertakan, tetapi hanya menangkap demografi saja.

Dengan awal, instrumen yang belum selesai di tangan, tim selanjutnya diatur untuk mengadakan sejumlah wawancara dengan individu kunci untuk mengumpulkan umpan balik pada konstruksi survei, pertanyaan kalimat, dan kegunaan secara keseluruhan. Pertemuan ini sangat berharga untuk proyek ini, karena mereka membantu menyadari bidang kata-kata yang tidak jelas, pertanyaan miskin, agar tidak sempurna atau survei "aliran," dan perangkap lain yang proyek kami semua yang lebih baik karena telah dihindari. Selain itu, konsultasi ini membantu untuk meningkatkan pilihan jawaban, dan menyoroti contoh bagaimana respon jawaban akan diberikan. Proses uji coba dan meminta masukan memungkinkan tim untuk membuat pertanyaan samar-samar lebih konkret, untuk memberikan penjelasan di mana diperlukan, untuk menghilangkan pertanyaan berlebihan atau tidak membantu, dan menambahkan elemen yang belum terselesaikan oleh pertanyaan sebelumnya.

Dapat dikatakan melalui tahap konsultasi ini, tim tidak hanya menjelaskan arti infrastruktur sipil seperti yang disajikan kepada responden, tetapi juga dikenakan jenis jawaban seragam dan serupa, memperkenalkan pertanyaan terbuka pada akhir survei yang dirancang untuk memungkinkan lebih bebas-bentuk berwawasan oleh responden, dan mengubah kata-kata untuk menjelaskan apa yang mungkin dimaksud

dengan "konflik" dalam dan di antara berbagai sektor pekerjaan. Meskipun proses konsultasi dan revisi ini memakan besar sejumlah waktu, hal ini sangat bermanfaat, karena membantu menciptakan instrumen survei lebih siap untuk mengukur hal-hal yang cukup sulit diukur dalam pemahaman infrastrukut sipil.

Secara bersamaan, Tim Capstone bekerja untuk mengidentifikasi responden survei dari daftar 250 pemimpin tingkat Kota/Kabupaten yang mempunyai pengalaman di program WCC. Boston Fed menyediakan tim dengan daftar awal untuk mencapai sasaran responden. Tim menggunakan kontak pribadi dan profesional, serta kontak di kampus dari teman dan rekan-rekan di Northeastern University, dan pencarian online untuk mengkompilasi sebuah daftar individu dengan keahlian yang relevan. Individu dengan pengalaman di dua atau lebih Kota WCC. Pengalaman kerja yang kontras digunakan untuk memastikan bahwa responden survei tidak hanya warga dari kota yang bekerja, melainkan terlibat dalam dan menyadari bagaimana pemerintah dan kebijakan di kota-kota difungsikan. Menemukan individu dengan pengalaman tersebut dalam lebih dari satu Kota WCC cukup penting karena tim berharap bahwa responden tidak hanya memberikan pengalaman secara langsung, tetapi juga untuk menginformasikan tanggapan mereka terhadap program ini. Dengan demikian, wawasan dari seorang individu yang mungkin mengisi survei mengenai Kota Worcester, tapi juga kepada siapa dapat membandingkan pengalamannya di Worcester dengan Kota Fall River. Hal ini akan menjadi nilai analitis cukup besar daripada respon dari individu yang mungkin hanya bekerja hanya satu kota untuk seluruh karirnya.

Setelah daftar diterima dari 250 pemimpin tingkat Kota/Kabupaten di Massachusetts, instrumen survei diupload dan disebarkan melalui *Qualtrics Survei Software* (*"Qualtrics"*), akses yang disediakan oleh Boston Fed. Pertanyaan survei bisa dijawab dalam fungsi penuh pada ponsel. Menyadari realitas tingkat respons rendah, tim berharap bahwa fungsi ponsel bisa menarik responden untuk menyelesaikan kuesioner.

Sampai dengan batas waktu yang telah ditentukan, tim hanya menerima 33 tanggapan survei yang dikerjakan hingga selesai dari 250 responden yang ditargetkan. Hal ini menempatkan proyek kami pada tingkat respon 14%. Lebih rendah dari sasaran ambisius tim yang menargetkan tingkat respons 30%. Hal ini adalah perbaikan besar atas tingkat respon awal untuk beberapa minggu pertama penyebaran survei. Tingkat terbesar dari tanggapan parsial atau lengkap terjadi dalam dua jam pertama setelah penyebaran survei.

Hasil dan Pembahasan Penelitian

Pertanyaan pertama pada survei meminta responden menjawab di kota mana mereka telah bekerjasama dalam lima tahun terakhir. Hampir semua responden merespon bekerja di lebih dari satu kota, dan beberapa menyebutkan mereka memiliki beberapa

tahun pengalaman bekerja pada daerah dimana mereka tinggal. Kota-kota seperti Lawrence, Lowell, dan New Bedford adalah kota dimana mereka diidentifikasi sebagai responden yang telah bekerja paling lama. Dari hasil survei, Worcester adalah kota yang paling banyak memberikan informasi diikuti oleh Kota Lynn dan Kota Springfield.

Selanjutnya sebagian besar responden disebutkan pernah bekerjasama di bidang pembangunan ekonomi (68%) dibandingkan dengan Membangun Komunitas dan Pengorganisasian (41%) dan Perumahan Terjangkau (35%)

Sekitar 56% dari responden menyebutkan bahwa mereka telah bekerjasama dengan pemerintah kota dalam peran pengawasan umum. Sementara 35% mengatakan mereka telah berafiliasi dengan pemerintah kota yang bekerja di peran lain, 6% mengatakan bahwa mereka penduduk dan lain 3% mengatakan bahwa mereka terlibat dalam operasi sehari-hari dari program WCC.

Sebagian besar responden menunjukkan pernah bekerjasama dengan lembaga nirlaba dan pemerintah kota, yang secara kebetulan memiliki hubungan yang kuat tentang keadaan infrastruktur sipil di pusat-pusat perkotaan.

Kesimpulan dan Rekomendasi

Laporan ini merupakan persepsi infrastruktur sipil sebagai sarana untuk mengarahkan dan fokus pada penelitian Boston Fed mengenai program WCC. Keterbatasan data yang disajikan seperti tanggapan rendah terhadap survei, alamat email yang salah, dan respon tidak valid berdasarkan jawaban. Sebagai tanggapan tambahan yang diterima, data dan pelaporan lebih lanjut dapat dikumpulkan, yang pada akhirnya mempengaruhi rekomendasi akhir. Dengan penyebaran tahap kedua dari survei kepada para pemimpin regional, pemimpin kota, dan penduduk lokal, Boston Fed bisa mendapatkan penggambaran yang akurat dan lebih mendalam mengenai infrastruktur sipil, serta mendapatkan informasi yang lebih baik bagaimana seharusnya program WCC ini harus ditargetkan. Untuk mendapatkan data kualitatif yang lebih mendalam dari WCC, Boston Fed juga bisa menerapkan berbagai metode, seperti wawancara, metode Delphi, dsb.

Rekomendasi

Tim Capstone merekomendasikan bahwa Program WCC Boston Fed sebaiknya memanfaatkan salah satu rekomendasi berikut, atau kombinasi di antaranya, untuk terus mengembangkan pemahaman secara rinci mengenai infrastruktur sipil dari program WCC untuk masyarakat Massachusetts. Mayoritas rekomendasi ini akan membantu meningkatkan efektivitas keseluruhan proses pengambilan data, serta memberikan hasil yang lebih baik dari profil komunitas. Rekomendasi ini tentunya dapat digunakan untuk penelitian lebih lanjut yang ditargetkan pada aktor-aktor publik dan organisasi-organisasi terkait.

Tahap Lanjutan mengenai Penelitian Pengembangan Kota WCC

Saat ini data yang telah dikumpulkan poin pada penciptaan komun kecil dari masyarakat, dikelompokkan pada elemen-elemen penting dari spektrum infrastruktur sipil, sebagai proses untuk penelitian lanjutan. Hal ini disebabkan oleh terbatasnya jumlah respon survei yang dihasilkan.

Hasil survei menunjukkan kota yang berkinerja lebih tinggi adalah masyarakat dari Holyoke, Lawrence, Lowell, New Bedford, dan Worcester. Komunitas ini memberikan lebih banyak masukan daripada masyarakat lain di kota WCC. Sebaliknya masyarakat dari Kota Somerville, Revere, dan Taunton, merespon tidak lebih baik dan mendapat skor penilaian lebih rendah dari masyarakat kota WCC lainnya.

Sebuah daftar baru penerima survei juga penting untuk dipertimbangkan. Kriteria utama untuk anggota kelompok penerima berikutnya harus mereka yang memiliki elemen penting dalam pebgembangan infrastruktur sipil. Mereka memiliki perspektif / pengalaman setidaknya dalam salah satu komunitas kelompok bersama dengan kota WCC. Hal ini akan membantu untuk mengatasi masalah validitas respon dan akurasi hasil survei.

Jika program WCC ingin memfokuskan upaya dalam fase berikutnya dari kegiatan penelitian pada komunitas tertentu, untuk perbandingan dari persepsi tingkat yang sangat efektif dan kurang efektif mengenai infrastruktur sipil, tim akan merekomendasikan penelitian lebih lanjut pada kota Worcester dan Taunton dan Revere.

Seperti yang disebutkan sebelumnya kota Worcester lebih respon terhadap survei awal dari masyarakat kota WCC lain dan dinilai lebih tinggi pada persepsi responden terhadap infrastruktur sipil di kota WCC. Kemudian Taunton dan Revere keduanya memiliki kombinasi tingkat respons rendah pada umumnya dan skor persepsi infrastruktur sipil rendah pada elemen tertentu, dari data yang tersedia.

Untuk opsi ini kami akan merekomendasikan bahwa kelompok responden survei baru patut untuk dikembangkan. Mengingat terbatasnya jumlah masyarakat yang diteliti dalam opsi ini tim mengantisipasi bahwa hal itu akan lebih sulit untuk menemukan orang yang memenuhi kriteria terhadap infrastruktur sipil dan pengalaman multi-komunitas. Tim berharap ini menjadi sebuah desain penelitian lanjutan yang lebih mengedepankan untuk kota Revere dan Taunton mengingat ukuran yang lebih kecil dari masyarakat relatif terhadap Worcester.

Pertimbangan harus diberikan untuk menyesuaikan desain penelitian dan strategi mengenai pemahaman apa itu infrastruktur sipil, berdasarkan masukan yang diterima selama fase awal survei dan penyebarannya. Tim menerima tanggapan yang menunjukkan bahwa subjek survei tidak mempunyai kemampuan secara memadai untuk memberikan jawaban atas pertanyaan yang diajukan tentang apa arti infrastruktur sipil dan bagaimana hal itu diterapkan untuk masing-masing komunitas.

Banyak berkomentar bahwa sifat kualitatif dari pertanyaan, dikombinasikan dengan cara yang disajikan untuk respon pada skala yang telah ditentukan, tidak mampu mereka untuk menggambarkan persepsi mereka. Banyak responden menyarankan bahwa pertanyaan lebih terbuka, respon narasi dalam format. Menurut mereka ini akan memberikan ruang yang diperlukan untuk respon yang sepenuhnya mencerminkan pikiran mereka dan kedalaman yang sedang dicari oleh Boston Fed dan komunitas WCC.

Program Kerja WCC harus menggunakan data survei awal untuk mengidentifikasi kelompok yang lebih kecil dari masyarakat untuk penelitian lanjutan. Komunitas ini harus mencerminkan spektrum infrastruktur sipil, dari yang kecil sampai yang paling efektif, untuk menyediakan berbagai data yang dapat digunakan untuk membandingkan kota-kota lain di masa depan.

Program WCC harus mengembangkan sebuah survei baru yang dapat digunakan untuk mengukur data empiris yang lebih kuat pada infrastruktur sipil di kelompok ini lebih kecil dari masyarakat, menggunakan pertanyaan serupa dengan yang ditemukan dalam literatur.

Program WCC harus memperbaiki survei lebih lanjut dengan tujuan menghasilkan data yang lebih empiris pada masyarakat untuk analisis dan perbandingan. Ke depan, program WCC harus mempertimbangkan menggunakan wawancara atau kelompok fokus dengan kebijakan negara kunci, bukan survei, untuk menangkap informasi kualitatif tentang infrastruktur sipil untuk berbagai kota. Analisis rinci dari tingkat respons survei menunjukkan bahwa sulit untuk mengidentifikasi individu memiliki pengetahuan tentang infrastruktur sipil dan metode yang lebih intensif harus digunakan untuk menghasilkan sampel yang tepat.

**Upaya Reformasi Birokrasi Badan Pertanahan Nasional
(Studi Kasus Implementasi One Day Service di Kantor Pertanahan Kabupaten Bantul)**

**Bureaucratic Reformation Effort of National Land Agency
(Case Study of One Day Service Implementation at National Land Agency Office of Bantul District)**

Nama	: Oki Harlen Purnomo
NIP	: 198310232008041002
Tahun Intake	: BPN
Instansi	: 2013
Tingkat Beasiswa	: Master Local
Program Studi	: Magister Administrasi Publik
Negara Studi	: Indonesia
Universitas	: Universitas Gadjah Mada

ABSTRAK

Penelitian yang dilakukan oleh penulis di Kantor Pertanahan Kabupaten Bantul sebagai satuan kerja teknis BPN penyelenggara program ODS menemukan sebuah fakta dimana proses penyelenggaraan program tersebut berlangsung inovatif dan dapat memangkas waktu penyelesaian proses sertipikat tanah. Antusiasme masyarakat terhadap program ini terbilang tinggi dibuktikan dengan fakta bahwa jumlah permohonan atas nama pemohon langsung (tanpa surat kuasa) mengalami peningkatan dibandingkan dengan pelayanan hari biasa. Kekurangan dalam pelaksanaan program ini antara lain masih adanya keterlibatan pihak ketiga, belum tersosialisasinya program dengan baik dan program ODS belum menjadi role model dari pelayanan pertanahan di Kantor Pertanahan Kabupaten Bantul dibuktikan dengan kurangnya antusiasme masyarakat pemohon langsung dalam mengurus sertipikatnya sendiri. Dengan demikian, tesis dari penelitian yang telah dilakukan adalah meskipun program ini telah memberikan perubahan positif dalam pengurusan sertipikat tanah dan memberikan kepuasan terhadap masyarakat, namun secara keseluruhan belum mewujudkan reformasi birokrasi di Kantor Pertanahan Kabupaten Bantul pada khususnya dan BPN pada umumnya.

Kata kunci: Reformasi Birokrasi, Pelayanan Publik

ABSTRACT

The research was conducted in National Land Agency office of Bantul district (BPN Bantul) as a technical work unit of National Land Agency (BPN) to implement ODS program. The researcher found a fact that the implementation process was innovative. In addition, the program could make it efficient to the finishing process of land certification. The citizens showed their high enthusiasm towards this program. It was proved by the fact that there was an increase to the cerficiate making request on behalf of the applicants (without letter of attorney) compared to other services on the other days. However, there were some shortcomings to this program. Those were: involvement of third party and lack of socialization to the program. On the other hand, ODS has not become a role model of the services provided in National Land Agency office of Bantul district (BPN Bantul) seeing that citizens have not given their full attention and enthusiasm in registering their certificate making application on their own. Thus, the thesis of the research that has been conducted is that eventhough this program has given positive changes in land certification process and satisfaction to the citizens, the bureaucratic reformation has not been achieved especially in National Land Agency office of Bantul district (BPN Bantul) and in National Land Agency (BPN) in general.

Keywords: Bureaucratic Reformation, Public Service

Introduction

Diantara 5 (lima) kabupaten/kota di Daerah Istimewa Yogyakarta (DIY), Kabupaten Bantul merupakan wilayah yang mempunyai pertumbuhan pemukiman yang paling tinggi. Semakin tingginya harga tanah di Kota Yogyakarta dan Kabupaten Sleman membuat masyarakat pencari lahan terutama untuk tempat tinggal mengincar lahan di Bantul. Harga tanah di Bantul yang relatif masih terjangkau menjadi pertimbangan utama mereka. Selain untuk tempat tinggal, masyarakat juga banyak mencari lahan di Bantul dengan tujuan investasi. Sudah bukan menjadi rahasia umum bahwa saat ini tanah merupakan properti investasi paling menjanjikan. Harga tanah diklaim tidak bakal jatuh, bahkan bakal naik dari waktu ke waktu. Investasi merupakan suatu upaya yang paling realistis untuk menjaga kesejahteraan seseorang maupun badan hukum atau usaha. Secara umum, investasi dapat diartikan sebagai suatu kegiatan yang dilakukan oleh orang *(natural person)* maupun badan hukum *(judicial person)*, dalam upaya meningkatkan dan/atau mempertahankan nilai modalnya, baik dalam bentuk uang tunai, peralatan, aset tak bergerak, hak atas kekayaan intelektual maupun keahlian (Haryono dalam Effendi, 2013 : 82).

ODS menjadi salah satu sarana untuk mempercepat pemberian kepastian hukum terhadap aset yang dimiliki oleh masyarakat. Jika permohonan pelayanan pertanahan oleh masyarakat dapat lebih cepat terselesaikan, maka upaya investasi dari masyarakat akan lebih lancar. Kepuasan masyarakat terhadap pelayanan yang diselenggarakan oleh BPN khususnya Kantah menjadi output reformasi birokrasi yang mulai dicanangkan. Sebagai daerah yang sedang berkembang, Bantul sangat diuntungkan dengan program ODS dari BPN. Bertumbuhnya iklim investasi sangat mendukung pertumbuhan ekonomi di Bantul. Selain itu, penyebaran penduduk di Provinsi DIY juga akan lebih meningkat sehingga tidak terjadi penumpukan kepadatan penduduk di suatu Kabupaten/Kota di DIY.

Tujuan lain diadakannya program ODS ini adalah untuk memangkas perilaku calo sertipikat tanah yang seringkali menjadi kendala dalam pelayanan pertanahan. Tingginya biaya pengurusan sertipikat tanah sebagian besar adalah kontribusi dari para calo ini. Luas wilayah kabupaten bantul yang mencapai 505,47 km2 atau 50.547 ha dan meliputi 17 kecamatan, 75 desa dan 933 pedukuhan (*www.bantulkab. go.id)* membuat mobilitas penduduk Bantul sangat terbatas ke ibukota kabupatennya. Situasi ini yang seringkali dimanfaatkan oleh para calo untuk menawarkan jasanya agar masyarakat tidak merasa repot dalam mengurus sertipikat tanahnya ke Kantah. Dengan mendapatkan pelayanan satu hari selesai, diharapkan masyarakat Bantul yang hendak mengurus sertipikat tanahnya tidak lagi menggunakan calo sehingga biaya yang dikeluarkan lebih sedikit.

Dari latar belakang diatas, dimana program ODS menjadi suatu terobosan baru dari BPN RI, maka dapat ditarik perumusan masalah dengan menggunakan pertanyaan penelitian sebagai berikut :

"Apakah *program One Day Service* (ODS) telah menjadi salah satu perwujudan reformasi birokrasi di Kantor Pertanahan Kabupaten Bantul dan telah memberikan kepuasan terhadap masyarakat?"

Tujuan penelitian ini terbagi dalam dua jenis, yakni tujuan yang bersifat umum dan tujuan yang bersifat khusus. Adapun tujuan umum penelitian ini adalah untuk mengetahui apakah ODS di Kantah Kabupaten Bantul telah terlaksana dengan baik sesuai dengan cita-cita reformasi birokrasi yang telah dicanangkan oleh BPN RI.

Pelaksanaan Reformasi Birokrasi di Kantor Pertanahan Kabupaten Bantul

Seiring dengan modernisasi di segala bidang dan berdampak pada demokratisasi pemerintahan terutama di Indonesia, maka tuntutan untuk menyelenggarakan pemerintahan yang efektif, efisien dan berpihak pada publik bergulir sangat cepat. Pada perkembangannya, konsep reformasi birokrasi mencoba menjawab tuntutan tersebut. Birokrasi sebagai penyelenggara pemerintahan dan pelayanan publik selama ini dikenal tidak berpihak pada masyarakat. Mayoritas pengguna layanan publik yang berhubungan langsung dengan birokrasi mengeluhkan tentang birokrasi yang lamban, berbelit-belit dan memakan banyak biaya. Sifat birokrasi yang seperti ini dan kemudian dikenal dengan istilah patologi birokrasi sangat menghambat pemenuhan kebutuhan masyarakat serta iklim investasi. Selanjutnya, untuk mengubah stigma tersebut maka dicanangkan program reformasi birokrasi oleh pemerintah.

Patologi birokrasi sudah lama menjangkiti BPN sebagai instansi berwenang pelaksana pelayanan pertanahan, terutama dalam pembuatan sertipikat tanah. Masyarakat sering menyampaikan keluhan terhadap pelayanan pertanahan oleh BPN. Mulai dari pembuatan sertipikat yang memakan waktu sampai bertahun-tahun hingga pelayanan dengan suap dan gratifikasi sudah menjadi hal biasa di BPN. Oleh karenanya, BPN pernah berada pada peringkat 5 instansi pemerintah terburuk dalam penyelenggaraan pelayanan publik menurut survei KPK pada tahun 2008 (Suara Merdeka, 5 Februari 2009). Masyarakat kemudian menganggap bahwa untuk mengajukan permohonan sertipikat tanah mereka harus menyediakan dana yang sangat besar karena mahalnya biaya pengurusan. Kantor pertanahan (kantah) sebagai satuan kerja teknis BPN menjadi fokus sorotan sarang patologi birokrasi di BPN.

Pada dasarnya konsep reformasi birokrasi bertujuan untuk mengatasi patologi birokrasi seperti tersebut diatas. Ketidakpuasan masyarakat terhadap pelayanan yang

diselenggarakan oleh pemerintah menjadi indikator utama patologi birokrasi. Birokrasi yang korup, tidak transparan dan berbelit-belit menjadi sasaran program reformasi birokrasi yang dicanangkan oleh pemerintah. Sebagaimana disebutkan oleh Klitgaard dalam Sun Kang (2005) bahwa terdapat formula yang menarik dalam mendefinisikan hubungan antara kebijaksanaan, korupsi dan transparansi. Menurut Klitgaard, korupsi dapat direpresentasikan dengan formula sebagai berikut: $C = M + D - A$, yang artinya korupsi sama dengan monopoli ditambah dengan kebijaksanaan dan dikurangi dengan akuntabilitas. Untuk dapat memberantas korupsi dalam birokrasi, maka harus dirancang sistem yang lebih baik dengan cara mengurangi atau mengatur monopoli secara hati-hati, memperjelas kebijaksanaan yang resmi dan meningkatkan transparansi.

Sebagai instansi pemerintah, BPN dalam hal ini khususnya Kantah Bantul sebagai satuan kerja teknisnya, juga menggunakan formula dari Klitgaard diatas. Kantah Bantul menjadi satu-satunya instansi yang berwenang dan legal dalam penyelenggaraan pelayanan pertanahan di wilayah Kabupaten Bantul dan oleh karenanya monopoli tercipta disini. Tidak ada lembaga atau instansi lain yang berhak menerbitkan sertipikat tanah dan perlakuan hukum terhadapnya. Monopoli ini didukung oleh kebijaksanaan yang diatur oleh BPN Pusat yang menerbitkan peraturan-peraturan sebagai landasan dalam penyelenggaraan pelayanan pertanahan. Selama ini patologi birokrasi khususnya perilaku korupsi di Kantah tercipta karena tidak adanya transparansi dalam penyelenggaraan pelayanan pertanahan terhadap masyarakat. Oleh karenanya, *formula Klitgaard* tersebut diatas hendak diterapkan untuk menciptakan pelayanan pertanahan yang lebih baik oleh Kantah.

Kebijaksanaan BPN Pusat yang diturunkan ke satuan kerja teknis (Kantah) dalam rangka perbaikan pelayanan pertanahan salah satunya adalah dengan pencanangan program reformasi birokrasi. Sebagaimana telah disebutkan diatas, program reformasi birokrasi BPN RI dilakukan dengan pencanangan Sapta Tertib Pertanahan yang meliputi Tertib Administrasi, Tertib Anggaran, Tertib Perlengkapan, Tertib Perkantoran, Tertib Kepegawaian, Tertib Disiplin Kerja dan Tertib Moral. Selain Sapta Tertib Pertanahan, Penataan dan Penguatan Organisasi dan Penataan Sistem Manajemen SDM Aparatur di BPN RI juga meliputi Sapta Pembaharuan Reformasi Birokrasi yang meliputi Pembangunan dan Penerapan Sistem Rekrutmen, Sistem Pendidikan, Kode Perilaku, Standar Minimum Profesi, Pola Jenjang Karier, Sistem Pengawasan dan Pembentukan Majelis Kehormatan Kode Etik dan Profesi. Namun, pelaksanaan konsep reformasi birokrasi oleh BPN RI ini sering didiskresikan oleh pimpinan atau Kepala Kantor (Kakan) Pertanahan di daerah, termasuk di Kantah Bantul. Jadi, pelaksanaan reformasi birokrasi oleh Kantah tidak terpaku pada konsep yang telah ditetapkan oleh BPN Pusat, namun terdapat beberapa inovasi yang dilakukan oleh Kantah menyesuaikan dengan kondisi sosial masyarakat dan geografis wilayah yang bersangkutan.

Berdasarkan temuan di lapangan, reformasi birokrasi di Kantah Bantul meskipun terdapat beberapa kebijakan yang didiskresikan, namun secara garis besar

tetap mengikuti apa yang telah ditetapkan oleh BPN Pusat. Penyesuaian jam kerja tepat waktu, pelaporan yang akuntabel, penggunaan anggaran sesuai dengan kebutuhan, sistem jenjang karier yang lebih tertata telah diterapkan di Kantah Bantul. Pelaksanaan reformasi birokrasi di Kantah Bantul juga mengharuskan pemasangan pin "Reformasi Birokrasi di setiap seragam pegawai. Salah satu upaya reformasi birokrasi di Kantah Bantul yang dapat secara langsung dirasakan oleh masyarakat adalah pencanangan *program One Day Service* (ODS) dan penyediaan fasilitas di kantor untuk kebutuhan pemohon. Dengan program ODS, Kantah Bantul melayani permohonan pelayanan pertanahan yang dapat diselesaikan satu hari kerja serta telah disediakan ruang tunggu yang luas dan nyaman dengan adanya televisi untuk mengisi waktu pemohon yang sedang menunggu penyelesaian berkas permohonan. Selain ruang tunggu dengan televisinya, untuk mendukung pelayanan, Kantah Bantul juga menyediakan fasilitas antara lain tempat parkir yang luas, mesin antrian digital dan manual, Kios K, koran, air minum, *help desk, charger box,* ruang laktasi, ruang mediasi, musholla, kantin, sarana untuk difabel dan toilet yang nyaman.

Selain penyediaan pelayanan prima dan fasilitas, Kantah Bantul juga berupaya membangun kembali kepercayaan masyarakat dengan cara kerjasama dengan pihak ketiga dalam mengatasi permasalahan pertanahan. Kerjasama ini dilakukan dengan Kejaksaan Negeri Bantul tentang Pelayanan di Bidang Perdata dan Tata Usaha Negara yang dituangkan dalam Surat Perjanjian Kerjasama No. B/2390/0.4.13/11/2012 dan No. 2164/34.02/XI/2012.

Dalam upaya peningkatan pemahaman tentang adminstrasi pertanahan, Kantah Bantul juga menyelenggarakan pelatihan tentang adminstrasi pertanahan dengan peserta Anggota Gerakan Pemuda (GP) Ansor Kabupaten Bantul. Upaya ini dilakukan agar masyarakat tidak lagi buta terhadap pelayanan pertanahan yang diselenggarakan oleh Kantah Bantul. Pelatihan ini menjadi salah satu cara untuk menciptakan transparansi pelayanan pertanahan di Bantul.

Peningkatan kualitas pelayanan tidak dapat dilepaskan dari kualitas Sumber Daya Manusia (SDM) yang dimiliki oleh Kantah Bantul. Dalam upaya peningkatan kualitas SDM, Kantah Bantul mengikutsertakan personilnya dalam pelatihan "*Excellent Service* , terutama diperuntukkan kepada petugas loket dan petugas ukur karena dua posisi ini adalah ujung tombak pelayanan di Kantah.

Pelaksanaan One Day Service di Kantor Pertanahan Kabupaten Bantul

Di era reformasi, pelayanan prima selalu menjadi tuntutan dari masyarakat kepada instansi pemerintah selaku penyedia layanan publik. Stigma bahwa birokrasi menjadi momok bagi masyarakat pengguna layanan mencoba dirubah oleh beberapa instansi pemerintah penyedia layanan publik dengan melakukan inovasi demi kepuasan

masyarakat. BPN RI dengan Kantah sebagai ujung tombak pelayanan selama ini dianggap sebagai salah satu instansi pemerintah dengan pelayanan publik terburuk dengan lamanya proses sertifikasi tanah yang dapat memakan waktu bertahun-tahun. Seiring derasnya tuntutan untuk menyelenggarakan pelayanan prima, pada tahun 2013, menindaklanjuti Dokumen Usulan dan Road Map BPN RI 2010-2014 pada tanggal 15 Januari 2013, BPN RI melalui Sekretaris Utama menerbitkan Surat Edaran No. 460/3.41-100/II/2013 tanggal 12 Februari 2013 perihal Tindak Lanjut Pelaksanaan Quick Wins Reformasi Birokrasi. Melalui dasar hukum tersebut, BPN RI mencanangkan *program Quick Wins* yang menjadi cikal bakal *program One Day Service* (ODS) yang secara teknis diselenggarakan oleh Kantah di tingkat Kabupaten/Kota. Pada tahun 2014, BPN RI menegaskan *program Quick Wins* menjadi salah satu andalan pelayanan pertanahan dengan penerbitan Surat Keputusan Kepala BPN RI No. 37/KEP-3.41/II/2014 tentang *Program Quick Wins* Reformasi Birokrasi Badan Pertanahan Nasional Republik Indonesia Tahun 2014 yang ditindaklanjuti dengan Surat Edaran Sekretaris Utama BPN RI No. 845/3.42-100/III/2014 perihal Penyampaian Keputusan Kepala Badan Pertanahan Nasional tentang *Program Quick Wins* Reformasi Birokrasi Badan Pertanahan Nasional Republik Indonesia Tahun 2014.

Pelaksanaan ODS di masing-masing Kantah di seluruh Indonesia mempunyai tipikal yang berbeda-beda tergantung kemampuan SDM dan kebijakan dari pimpinannya. Di Wilayah Provinsi DIY, penyelenggaraan ODS menggunakan dasar Surat Edaran Kakanwil BPN Provinsi DIY No. 0355/11- 34/II/2013 tanggal 28 Februari 2013 yang menindaklanjuti Surat Edaran Sekretaris Utama BPN RI No. 460/3.41-100/II/2013 tanggal 12 Februari 2013 perihal Tindak Lanjut Pelaksanaan Quick Wins Reformasi Birokrasi. Khusus untuk Kantah Bantul, pelaksanaan ODS hanya diselenggarakan pada hari Rabu dengan jenis pelayanan antara lain:

1. Peralihan Hak Atas Tanah;
2. Penghapusan Hak Tanggungan (Roya);
3. Perubahan Hak Atas Tanah; dan
4. Pengecekan Sertipikat.

Pemilihan jenis pelayanan yang dapat diselesaikan melalui ODS tersebut berdasarkan pertimbangan bahwa jenis-jenis pelayanan tersebut tidak membutuhkan prosedur lapangan dan pengumuman. Jenis pelayanan yang menggunakan prosedur lapangan dan pengumuman membutuhkan waktu ekstra dalam penyelesaiannya, dan tidak cukup diselesaikan dalam waktu satu hari kerja. Sedangkan pertimbangan dalam hal waktu pelaksanaan yang hanya dilaksanakan pada hari Rabu adalah keterbatasan jumlah SDM dalam mengelola program ODS. Selain program ODS, SDM Kantah Bantul harus menyelesaikan kegiatan sertifikasi tanah rutin dan APBN.

Bagaimanapun, pelaksanaan ODS mengacu pada teori reformasi birokrasi yang dipaparkan oleh Thoha (2009: 106-107), dimana pada saat ini terdapat kebutuhan untuk perubahan dan pembaruan, khususnya dalam lingkungan strategis nasional.

Perubahan paradigma masyarakat yang menginginkan pelayanan pertanahan yang cepat dan transparan diwujudkan dengan program ODS. Inovasi pelayanan publik yang berorientasi pada bisnis dan pelanggan oleh BPN RI dimanifestasikan melalui program ODS. Kantah Bantul berupaya menjadi role model instansi pemerintah, khususnya satuan kerja di BPN, untuk memberikan pelayanan publik yang cepat, mudah, tidak berbelit-belit dan sesuai dengan kebutuhan masyarakat. Pelaksanaan ODS Kantah Bantul sesuai dengan salah satu poin pendapat Stapenhurst dan Langseth (1997), dimana ODS merupakan perwujudan peningkatan prosedur dan metode kerja untuk mengurangi penundaan pekerjaan, sehingga masyarakat dapat menerima manfaat dan kepuasannya.

Kesimpulan

Dari semua deskripsi diatas, maka dapat diidentifikasikan kelebihan dan kekurangan dalam pelaksanaan ODS terkait dengan perwujudan reformasi birokrasi di Kantah Bantul. Semua kebijakan dan implementasi program dari pemerintah sebagai penyedia layanan publik selalu memiliki pro dan kontra yang disebabkan oleh keterbatasannya. Identifikasi kelebihan dan kekurangan diatas dapat disajikan melalui poin- poin sebagai berikut:

1. Pelaksanaan ODS telah menjadi ujung tombak program reformasi birokrasi di Kantah Bantul;
2. Program ODS telah memberikan kepuasan terhadap masyarakat karena lebih efisien dan transparan;
3. Keterbatasan SDM Kantah Bantul menjadi pertimbangan utama kebijakan pelaksanaan ODS hanya diselenggarakan 1 (satu) hari kerja dalam 1 (satu) pekan kerja dan dibatasi hanya maksimal kurang lebih 50 orang pemohon;
4. Belum ada ketegasan dari Kantah Bantul dalam mengatasi keterlibatan pihak ketiga (PPAT) dalam pengurusan berkas ODS;
5. Kurangnya sosialisasi dan publikasi mengenai ODS ke masyarakat menjadi faktor utama berkurangnya kesempatan masyarakat untuk berpartisipasi dalam program ODS;
6. Program ODS belum menjadi role model penyelenggaraan pelayanan pertanahan oleh Kantah Bantul pada hari biasa, dibuktikan dengan perbedaan atensi masyarakat pemohon langsung pada saat hari biasa dan pada saat penyelenggaraan ODS.

Berdasarkan poin-poin tersebut diatas, maka dalam rangka menjawab pertanyaan penelitian, penulis menarik kesimpulan sebagai berikut:

"Sebagai salah satu program andalan dalam mendukung reformasi birokrasi di BPN RI, *One Day Service* telah menjadi ujung tombak pelaksanaan reformasi birokrasi dibuktikan dengan meningkatnya antusiasme masyarakat pemohon

langsung dalam mengurus sertipikatnya sendiri dan memberikan kepuasan terhadap masyarakat. Proses pelaksanaan *One Day Service* telah berjalan secara inovatif dengan memangkas waktu penyelesaian sertipikat tanah dengan biaya yang transparan. *Proses One Day Service* yang lebih cepat daripada pelayanan pertanahan pada hari biasa telah mengakomodir keinginan masyarakat untuk mendapatkan pelayanan pertanahan yang lebih baik daripada sebelumnya. Dalam konteks hubungannya dengan penyelenggaraan program reformasi birokrasi di BPN, *One Day Service* di Kantah Bantul belum menjadi perwujudan reformasi birokrasi secara menyeluruh karena perbaikan pelayanan hanya berlangsung pada saat *One Day Service* dilaksanakan. Pada hari biasa, pelayanan pertanahan masih menghasilkan banyak keluhan dari masyarakat tentang lamanya proses dan biaya yang belum transparan. One Day Service juga masih memiliki celah yang dimanfaatkan oleh pihak ketiga sehingga masyarakat umum tidak dapat berpartisipasi secara maksimal. Penyebabnya adalah kurangnya sosialisasi dan publikasi mengenai program ini oleh Kantah Bantul. Secara umum, persepsi masyarakat tentang program One Day Service telah memberikan antusiasme dibuktikan dengan peningkatan jumlah permohonan atas nama pemohon langsung jika dibandingkan dengan pelayanan pertanahan pada hari biasa dan memberikan kepuasan berdasarkan informasi yang diperoleh dari wawancara langsung dengan informan pemohon *One Day Service* di Kantah Bantul.

The Relevance of the New Model of Management Training to the Needs of Training for Public Middle Managers in Indonesia

Relevansi Pelatihan Manajemen Model Baru terhadap Kebutuhan Pelatihan untuk Umum Mid Manager Publik di Indonesia

Nama	: Raden Rara Harida Indraswari
NIP	: 198209262008042002
Tahun Intake	: LAN
Instansi	: 2013
Tingkat Beasiswa	: Master Overseas
Program Studi	: Master of Public Administration
Negara Studi	: Australia
Universitas	: Flinders University

ABSTRACT

This study was initiated as a result of a concern that the old model of management training for public middle manager has not sufficiently addressed the needs of training for the middle manager in the Indonesian public sector. Thus it creates a gap. In closing the gap a new model of management training for public middle manager has been suggested in this thesis. This new model of management training for public middle manager was issued on September 2013, and was implemented on 1 January 2014.

This study aims to analyze the relevance of the new model of management training for public middle managers to address the needs of management training for public middle managers in Indonesia. It also describes the challenges and opportunities on implementing the new model of management training for public middle managers in Indonesia. This study based on secondary data including regulations, research reports, program reports, presentation slides, articles, and any information in the public domain that relates to the study.

The research shows that to some extent the new model of management training for middle managers is relevant to address some of the problems that exist during the implementation of the old model of management training for the middle manager, i.e. the assumption of "formality training", the lack of indicators of measurements of competence, and the absence of development assessments of the alumni. However, current training models are not relevant and do not respond to the actual demands of training for today's middle manager. It does not create a transformative public manager.

The study recommends that the management training for public middle manager needs to encourage the participants (as the candidate of the public middle managers) to work across organizational boundaries, within a learning organization and community of practice, and to foster their critical power and their ability to respond to the dynamics of the demands and needs.

ABSTRAK

Studi ini diawali sebagai hasil dari kekhawatiran bahwa model lama pelatihan manajemen untuk manajer menengah publik belum cukup memenuhi kebutuhan pelatihan bagi manajer menengah di sektor publik Indonesia. Dengan demikian menciptakan celah. Dalam menutup kesenjangan tersebut, sebuah model baru pelatihan manajemen untuk manajer menengah publik telah diusulkan dalam tesis ini. Model baru pelatihan manajemen untuk manajer menengah publik ini dikeluarkan pada bulan September 2013, dan diimplementasikan pada tanggal 1 Januari 2014.

Penelitian ini bertujuan untuk menganalisis relevansi model baru pelatihan manajemen bagi manajer menengah pemerintah untuk menjawab kebutuhan pelatihan manajemen bagi manajer menengah masyarakat di Indonesia. Ini juga menggambarkan tantangan dan peluang penerapan model pelatihan manajemen baru untuk manajer menengah pemerintah di Indonesia. Penelitian ini didasarkan pada data sekunder termasuk peraturan, laporan penelitian, laporan program, slide presentasi, artikel, dan informasi apapun dalam domain publik yang berkaitan dengan penelitian ini.

Penelitian menunjukkan bahwa sampai batas tertentu model pelatihan manajemen baru untuk manajer menengah relevan untuk menangani beberapa masalah yang ada selama penerapan model pelatihan manajemen lama untuk manajer menengah, yaitu asumsi "pelatihan formalitas" kurangnya indikator pengukuran kompetensi, dan tidak adanya penilaian pembangunan alumni. Namun, model pelatihan saat ini tidak relevan dan tidak menanggapi tuntutan aktual pelatihan untuk manajer menengah saat ini. Ini tidak menciptakan manajer publik transformatif.

Studi ini merekomendasikan bahwa pelatihan manajemen untuk manajer menengah publik perlu mendorong peserta (sebagai kandidat manajer menengah umum) untuk bekerja lintas batas organisasi, dalam organisasi pembelajaran dan komunitas praktik, dan untuk mendorong kekuatan kritis dan kemampuan mereka. untuk merespon dinamika tuntutan dan kebutuhan.

Statement and Rationale for the Research

Government in every countries face many issues, many of them are very complex problems. These problems are not easy to be solved, since it is very complicated and related to many aspects that go beyond the capacity of any of one organization to deal with. These complex policy problems are commonly called 'wicked' problems. The root of the problem of these kind of issues or problems are often hard to be identified, thus the particular or specific solutions for answering these problems are also difficult to be formulated. Australian Public Service Commissioner proposed characteristic of wicked problems, namely: wicked problems are difficult to clearly define; it has many interdependencies and is often multi-causal; usually it has no clear solution; wicked problems are often not stable; attempts to address wicked problems often lead to unforeseen consequences; it involves changing behavior; wicked problems hardly ever sit conveniently within the responsibility of any one organization; and some wicked problems are characterized by chronic policy failure (APSC 2007, pp. 3-5). Instead of using one approach aspect, responding complex problems, such as wicked problems, need multi-aspect approaches. Thus, interagency approach and working across organization boundaries are required in this situation. Interagency basically related to the process of addressing a certain issue or problem by establishing cooperation among some agencies or organizations. Besides the wicked problems, government was also challenges by the global demand. Bilateral and multilateral agreements and the Millennium Development Goals (MDG) 2015 requires every component of the nation to become more responsive to both national and global policy arena. This also requires public organizations to become more responsive, competitive, efficient, and effective in providing better services to the public needs.

In order to respond to the complex problem and meet the global demand, public managers need to be able to function within and beyond the organizational context. In governance context, public managers need to work within and across public, non-government organization (NGO), and private organization. This requires learning new skills and increasing competencies. However, public managers should not be shackled in an old traditional leadership that characterized by a top down approach and task oriented. Today public managers need to work within a learning community and learning organization. Instead by teaching staff to be critical and systemic in their theory and practice they can be encouraged to shape the socio-economic context through making creative suggestion in a learning organization and learning community. Thus the role of public managers become so crucial not only for managing the organization by developing strategic planning and implement the programs effectively, but also in shaping the organizational culture for establish the learning organization.

In order to improve the quality of its employees, the government of Indonesia held training for government officials. The training aims to improve the knowledge,

expertise, competency and skill of the public official, so that they can carry out their role and function in the organization well. Associated with efforts to increase the quality and competence of managers there is management training for public managers. However, the old model of management training is deemed no longer relevant for answering all the current problems of bureaucratic problems. Why? The evolving strategic environment and the increasing demands of the public on the performance of the state apparatus demands the development of a training system that is more responsive to the needs of managers and their organizations. The old model of management training that aims merely to equip participants with the necessary competencies into technical and operational leaders is not enough. It is required a more innovative management training design, which is providing training that enables participants to develop their creativity and able to apply its existing competence (Iriawan, 2013).

To answer that challenge the National Institute of Public Administration (Lembaga Administrasi Negara or LAN) issued a new model of management training policies for public sector managers in Indonesia. The new model of management training for public managers by The National Institute of Public Administration is ordained as a training system reform. The training reform which is carried out with a very fundamental change in terms of objectives, requirements and learning media, is very different from the old model of management training for public managers (Nidjam, 2014). Dwiyanto (Head of the National Institute of Public Administration), as quoted by Nidjam (2014) said that significant changes in the new model of management training for public managers includes the learning materials designed to enhance the leadership skills (leadership) bureaucracy in the public sector in leading the process of change in the office. Learning materials are not entirely classical, but its on-off campus based on experience. The old model of management training only focuses on the ability of managers to develop a plan of action. The learning process is more theoretical than practical. Strategies to increase the competence manager focused on increasing knowledge through learning in class. While the new model of management training not only focuses on the ability to develop a plan of action but also the ability to implement it. The learning process is more practical than theoretical. It is emphasis more on the character formation of leadership. The leadership competencies improvement strategy is focused on the ability of managers in creating and implementing changes in the organization project corresponding authority tasks (learning in practice).

The need of innovative management training is not only for top public managers (echelon II) but also for middle (echelon III) and low (echelon IV) managers. Top managers hold a more strategic role which related to the formulation of policies within the organization, whereby the low public managers hold a more operational role which related to how managing the daily operational in their area in order to achieve the organizational purpose. Between the top managers and low managers there are

middle managers. This level of managers holds a significant role to integrate the policies into the operational of organization. These middle managers have an important role in organization, not only because they are becoming the key to align the policies into actions, but also because they are the potential candidates to be the top managers and develop changes in organization. As stated in the Regulation of the National Institute of Public Administration No 12 in 2013 that the Management Training Level III is directed to create a change leader, a leader who not only able to manage but also to bring changes in their organization.

Policies regarding the new model of management training for public middle managers were issued in September 2013. They were implemented on January 1, 2014. With the enactment of the new regulation, the question that arises is to what extent the new model of management training in Indonesia is relevant to the needs of management training for public middle managers?

Management Training for Public Middle Managers

The management training or Diklat Kepemimpinan (Dklatpim) is designed based on the structural hierarchy of the civil servant. Diklatpim I is for echelon I; Diklatpim II is for echelon II, Diklatpim III for echelon III, and Diklatpim IV for echelon IV. According to Government Regulation No. 101/2000 articles 14 'Participants of Diklatpim is a civil servant who has been occupied or will occupy structural positions.' There are two circumstances that might be happen related to the participation of a civil servant on a management training. First, what it is called duduk baru didik (dukdik). It is circumstances whereby a person who has been sat at a certain position leadership and then follows the management training for its structural position. Second, what it is called didik baru duduk (dikduk). It is circumstances whereby a person is following the management training since he/she is projected to rise to any structural position of leadership in the future. Thus the training is followed before appointed to at a structural position.

For the implementation of leadership training (Diklatpim) in one region to another is similar, LAN as an advisory institution develops guidelines for training. Another role of LAN as an advisory institution of education and training are:
a) Provide guidance in curriculum development of training
b) Provide guidance in the implementation of training
c) Standardization and accreditation of training
d) Standardization and accreditation of trainers
e) Develop information systems of training
f) Oversee the implementation of the program and training
g) Provide technical assistance through consultancy, guidance in the workplace, cooperation in the development, implementation, and evaluation of education and training.

An accredited training institution can hold the training in accordance with the accreditation of training that has been owned, such as leadership training level II, III, or IV. While the leadership training level I (echelon) are only eligible hosted by LAN. In conducting the training, each training institution must hold or follow the guidelines that have been issued by LAN. However in practice, the implementation of training is not being separated from problems. Poulter (1982, p. 20) argues that 'the common problem with many training programs is that, if they lack clear and valid prior objective and careful planning, they can be wasteful and unnecessary. Thus continuing evaluation of management training system is necessary to do.

The Perceived Needs of Training for Public Middle Managers

The implementation of training for public managers in Indonesia is still faced some problems. Problems and criticism that emerged are highlighting some aspects such as curriculum, trainer/facilitator, training delivery, and training system as a whole. The criticism is not only for leadership training for top managers (echelon I and II), but also for leadership training for middle managers (echelon III) and the low managers (echelon IV). Although different on the emphasizing, but in general the problems and criticisms that appeared in Diklatpim for different echelon levels shows some similarities.

Related to the content of the training, even though Indonesia has applied competency-based management training, the standard competences is neither becoming a reference for measurement performance nor for assessing development needs (Komariyah 2006, p. 169). There are no clear guidelines as to how to transfer the training into work performance; the management training was focused on the process of the training itself instead of how the training result is transferred into subsequent work performance. Therefore, it is required a training system that allows measurement of competency training participants, which also reflects the performance of work at the workplace.

Moreover, the design of a curriculum should respond to the training needs of trainee organization, the curriculum also needs to respond to the competencies (Komariyah 2006, p. 219). In a wider scope, governance cannot be separated from the development of international policy. The existence of the Millennium Development Goals (MDG) 2015 which mandates improvement in several areas such as poverty, health, education, etc., demanding an increase in the quality of service of public organizations. Along with the demand to provide quality public services, a leader (and civil servants in general) must have an extensive knowledge, not only to think inside the box in the work environment, but should be able to see how is the relation between the work area to the outside environment. The concept of cross-border work with a variety of multi-agency and stakeholders is needed to be developed. A leader must be able to formulate an innovative program that is not only able to be implemented with the support of their

resources (human resources, infrastructure, funding, administrative legal aspects), but a program that can provide added value to the society. The learning process that is focusing on the provision of theoretical material will not stimulate creativity, so it needs to be made a curriculum that provides space for innovation and deliver real impact not only for the trainee but also for the organization and society.

The Difference: Old Model and New Model

Basically, both models of Diklatpim III (the old model and the new model) are aiming to achieve the competencies required by the echelon III in performing their duties. However, in the new training models, the objective of the training was made more specific by using the term 'technical leadership competencies'. The term is used as a basis and guidance in preparing the substance of training material and its teaching methods to fit the needs of 'technical leadership'. Related to the standard of competence, the old model of Diklatpim III formulates standards of competence in more detail (i.e. 12 points), while in the new model the standard of competence is made more compact (i.e. 5 points) but still contains the essence of which is almost the same. The difference is that the new model of Diklatpim III does not use the term 'good governance' explicitly as in the old model of Diklatpim III. Some of the points contained in the objective of the old model of Diklatpim III such as: behavior, ethics, and professional manner of civil servants; defined as one standard of competency in the new model of Diklatpim III (i.e. point 1). Another difference is that in the new model of Diklatpim III the ability to innovate become one of the standards of competence that are important to echelon III, not merely make the program implementation strategy. Furthermore, the ability to communicate in English which is listed as one of the competencies to be achieved in the old model of Diklatpim III, it is no longer explicitly listed in the competency standard in the new model of Diklatpim III, however it is used as a prerequisite to registration of participants

In addition to lecturers and experts, in the new model of Diklatpim III is known Mentor and Coach. Mentor and Coach are in charge on guiding the participants during the implementation at the breakthrough I and breakthrough II stages. Mentor is the direct supervisor of the participants, while coach is the supervising personnel who have competence in: (a) equipping participants with the necessary competence for breakthrough I and breakthrough II stages; and (b) motivating participants through consultation during the implementation of breakthrough I and breakthrough II stages. The existence of a mentor and a coach has become one of the differences between Diklatpim III older models and new models.

Related to the training provider, Diklatpim III – both old and new one - conducted by the government training agencies that have gained accreditation from the National Institute of Public Administration (LAN). The training provider agency must

have a Certificate of Management of Training (MOT), and the training officers must have a Certificate of Training Officer Course (TOC).

Conclusion

A new model of management training is required to address the problems that occur at the previous model of management training and the current needs of the public middle manager. Based on the discussion in the previous chapter there are some points that can be concluded, namely:

The new evaluation system that provides two kinds of certificate namely "certificate of competence" and "certificate of attendance", it is more accountable, thus it avoids the assumption of "formality training". The implementation of project of change by the participant of the new model of Diklatpim III not only will give a direct impact to the organization, but also become the indicator of measurement of competence of the participant. Moreover, the post-training evaluation is a good first step to address the needs for development assessment of the alumni.

The change of selection criteria and evaluation system are an effort to minimize the ineffectiveness graduate placement training in a structural position due to the political aspects. However, because of the selection and appointment of the public officials, it is beyond the authority of the LAN, thus much of the evaluation depends on the agencies.

Related to the needs for creating transformative public manager, the project of change at a certain level has accommodated the needs for learning organization, involving stakeholders, applying action learning, and developing networking. However, it has not covered the need for working within a community of practice, and developing the risk management concept.

Thus it can be conclude that to some extent the new model of Diklatpim III is relevant to address some problems that exist during the implementation of the old model of Diklatpim III. However, current training models are not relevant and do not respond to the actual demands of training for today's middle manager.

Organisational Autonomy in Government Agencies: The Impact of Organisational Autonomy on Policy Implementation in the Indonesian Non Ministerial Government Agencies

Otonomi Organisasi di Instansi Pemerintah: Dampak Otonomi Organisasi terhadap Implementasi Kebijakan di Lembaga Pemerintah Non-Kementerian Indonesia

Nama	: Redi Kalingga
NIP	: 198610112011011001
Tahun Intake	: KEMENPAN & RB
Instansi	: 2014
Tingkat Beasiswa	: Master Overseas
Program Studi	: Public Administration
Negara Studi	: Britania Raya
Universitas	: Queen Mary University of London

ABSTRACT

Government agencies and organisational autonomy have been increasingly seen as key concepts to understand new public management reform, which tend to separate policymaking process and implementation. In this dissertation, I embark on qualitative data analysis, which consists of semi-structured interviews and documents analysis to examine the impact of organisational autonomy and policy implementation in Indonesian non-ministerial government agencies. Using samples of five NMGAs in Indonesia with various degree of formal and de facto autonomy, I try to scrutinise whether different degree of organisational autonomy account for the implementation process of reform policy in Indonesian NMGA from 2010 to 2014. Six dimensions of autonomy are used for examining formal and de facto autonomy: managerial, policy, structural, financial, legal and interventional. These dimensions of autonomy then combine with characteristics of mandates and provision of the resource to examine difference in evaluation result of reform implementation. The notable findings are formal autonomy does not automatically reinforce de facto autonomy and de facto autonomy is not always useful when negotiation with higher hierarchy is needed. The finding indicates that when implementation of new mandate such as reform programme needs extra resource, negotiation with Ministry of Finance will be more successful if other spending ministries took part. On the other hand, higher degree of organisational autonomy may increase difficulty in implementing detailed mandates, as it will disrupt agency's routine.

ABSTRAK

Instansi pemerintah dan otonomi organisasi semakin dipandang sebagai konsep kunci untuk memahami reformasi manajemen publik yang baru, yang cenderung memisahkan proses dan proses pembuatan kebijakan. Dalam disertasi ini, saya memulai analisis data kualitatif, yang terdiri dari wawancara semi-terstruktur dan analisis dokumen untuk menguji dampak otonomi organisasi dan implementasi kebijakan di lembaga pemerintah non kementerian Indonesia. Dengan menggunakan sampel dari lima NMGA di Indonesia dengan berbagai tingkat otonomi formal dan de facto, saya mencoba untuk meneliti apakah tingkat otonomi organisasi yang berbeda mengenai proses implementasi kebijakan reformasi di NMGA Indonesia dari tahun 2010 sampai 2014. Enam dimensi otonomi digunakan untuk memeriksa otonomi formal dan *de facto:* manajerial, kebijakan, struktural, keuangan, hukum dan intervensi. Dimensi otonomi ini kemudian digabungkan dengan karakteristik mandat dan penyediaan sumber daya untuk menguji perbedaan hasil evaluasi pelaksanaan reformasi. Temuan yang menonjol adalah otonomi formal yang tidak secara otomatis memperkuat otonomi secara de facto dan otonomi secara de facto tidak selalu berguna saat negosiasi dengan hirarki yang lebih tinggi dibutuhkan. Temuan tersebut mengindikasikan bahwa ketika pelaksanaan mandat baru seperti program reformasi memerlukan sumber daya tambahan, negosiasi dengan Kementerian Keuangan akan lebih berhasil jika kementerian belanja lainnya ikut ambil bagian. Di sisi lain, tingkat otonomi organisasi yang lebih tinggi dapat meningkatkan kesulitan dalam menerapkan mandat rinci, karena akan mengganggu rutinitas agen.

Introduction

After political reformation in 1998, Indonesia amended its constitution to create power that is more balanced and prevent authoritarian regime to rise in the future. One interesting thing from the constitution amendment, regarding public administration, is how ministerial formation become object of public regulation, not pure president prerogative. The constitution mentions three ministries that president must have, Ministry of Home Affair, Ministry of Foreign Affair, and Ministry of Defence. President cannot dismantle these ministries, if so; he or she can be impeached for not following the constitution. The constitution also mentions that the ministry is the legitimate subordinate of the president, any government agency that is not considered as ministerial level agency must be supervised and coordinated by ministry. Until September 2014, the ministerial level agencies are State Intelligence Agency, Armed Forces, National Police, and General Attorney. The head of ministerial level agencies are also the member of the cabinet.

The agency considered in this research is non-ministerial government agencies (NMGAs). NMGAs defined according Presidential Decree No. 103 of 2001 concerning The status, Tasks, Functions, Authority, Organizational Structure and Working Procedures of Non-Departmental Government Agencies as a central government agency which is responsible for the implementation of certain tasks and functions from the President in accordance with the legislation (Article 1 and 2). That definition is useful to differentiate NMGAs with other agencies, such as Agency that is part of Ministry organisation structure; and State Auxiliary Agencies, which is agency that should be independent from government. State Auxiliary Agencies (SAAs) includes Electoral Commission, Corruption Eradication Commission, and Human Rights Commission. Those agencies receive state budget as source of funding but not considered as a government agency. SAAs reflect the public-government partnership and they can be viewed as a concrete public participation in state governance (Asshiddiqie 2006).

Change in government structure later followed by reform in government practices. Bureaucratic reform was introduced in 2007 by Ministry of Finance and after several pilot projects was introduced in several government institutions; the President enacted Presidential Decree No. 81 of 2010 concerning The Grand Design of Bureaucratic Reform 2010-2025. Because it is still in very early stage (phase 1 just ended in October 2014), the outcomes of its policy cannot be determined. Therefore, the main attention of this research is policy implementation of bureaucratic reform programme. The implementation of the reform programme will be viewed through the evaluation result from Bureaucratic Reform Implementation Self-Assessment (BRISA). BRISA consists of evaluation model and indicators. In evaluation model, there are two different components: leverages (evaluating the process) and results. Leverages include change management, regulations, organisational structuring, business process management, human resource management, monitoring, accountability, and public

service delivery. Meanwhile, result is categorised as the establishment of: clean and transparent government; good quality in public service delivery; and improved capacity and performance accountability (Minister of Administrative Reform Decree No. 14 of 2014). Each of model categories has indicators that considered reflecting the output of reform implementation in government institution. Even though this research studies evaluation, it still can be considered as implementation study because it is about 'how policy is put into action and practice' (Parsons 1996, p. 461) and the object in this research is the outputs of reform programme, not the outcomes (Hill & Hupe 2002). Although the impact of reform to autonomy is largely known, the discussion on impact of autonomy to policy implementation is very limited. The aim of this research is to investigate the relationship of organisational autonomy and policy implementation in non-ministerial government agencies in Indonesia. While measuring performance and relating it to autonomy is difficult, it is possible to measure the output of reform targets and relating it to organisational autonomy. Therefore, this research is intended to answer following questions is what kind of organisational autonomy that non-ministerial government agencies in Indonesia have?

These questions will be addressed in separate sections. First, I will discuss a body of literature of autonomy and performance. Then I will describe the background of case study and this research's methodology. The research ends with a conclusion. This research therefore addresses the limitations in the literature and investigates whether and how autonomy affects policy implementation in non-ministerial government agency. As a corollary, this research will enrich the discourse in organisational autonomy and policy implementation studies.

The present paper is a case study research of the dimension of organisational autonomy in the implementation of reform programme in Non-Ministerial Government Agency in Indonesia. Therefore, the units of analysis are dimensions of autonomy in Indonesian NMGA, with five NMGAs are used as sample to give diversity regarding the degree of autonomy in each dimension. Given the fact that such kind of relationship is a rare topic, this research could be used as a very rudimentary groundwork for further studies in organisational autonomy and policy implementation.

Dimensions of Formal Autonomy

All NMGAs are bound to uniform Civil Service Regulation from The Law No. 5 of 2014 concerning State Civil Apparatus. Only the head of (several) NMGA can be held by non-civil servant. In the Presidential Decree No. 103 of 2001, NMGA is regulated uniformly, with only limited exception such as to BAPPENAS which chaired by ministry. Therefore,

initially all NMGAs have same formal organisational autonomy in all dimensions (managerial, policy, structural, financial, legal, and interventional). Change occurred in the President Yudhoyono first term of office, when the explicit name of NMGA is mentioned in The Law. If The Law mentioned name of institution explicitly, government should create that particular institution, if not, it will be regarded not following The Law, which can be a reason to impeach the president. In short, president cannot dissolve the agency without changing The Law first. Changing The Law must be done in parliament, because every Law must be jointly discussed by government and house of representative members. Even though Indonesia formally recognised itself as presidential state, the reality is pseudo-presidential. Clearly, president is not fully controlling his/her own agency. Such change inflicted both legal and structural autonomy in the NMGA. The president still has control in appointing and evaluating the head of the agency. In this case, NMGAs have minimum level of autonomy. In fact, some of the NMGAs head are having a close tie with the President Yudhoyono. Five NMGA heads are having facility equivalent of minister. Those NMGAs are BPN, BNPB, BNPT, LEMHANAS, and BKPM. Three of these NMGAs are chaired by non-professional. BPN which main portfolio is on land affairs is chaired by Mr. Hendarman Supandji, whose father is close friend of the president father in-law. LEMHANAS, ex-bureau in the Army, is chaired by Mr Budi Susilo Supandji, brother of Hendarman Supandji. Hendarman Supandji is a retired Attorney General, while Budi Susilo Supandji was engineering academics from University of Indonesia. BNPB head, Mr Syamsul Maarif, was a three-star general in the Army, and BNPT head, Mr Arsyad Mbai, was also a three-star general in National Police. Both of them are in the same year with President Yudhono in the Military College, class of 1973. BPN, BKPM, and BNPT head were not designed to receive minister facility, until President Yudhoyono amends its original Presidential Decree concerning these NMGAs in 2012.

In term of policy autonomy, every NMGA has the same degree of autonomy of Verhoest et al. (2004) taxonomy of autonomy. It is on the third quadrant close to maximum level of autonomy where "the agency may decide upon which policy instruments to use and output norms within the objectives and effect norms set by government and the agency head may decide itself on individual applications of general regulations" (p. 10). This is evidence in the legal basis of NMGA, for instance, Presidential Decree No. 90 of 2007 concerning BKPM mentioned:

The decree which regulates other NMGAs (BKKBN, BPOM, BAPETEN, dan BIG) also use the same style of phrasing. Formally, every objective is set by government but the detailed activities are proposed by each institution in the national development-planning forum, which held each year to make sure that there are enough budgets to fund those activities. The citation of BKPM functions above shows the objectives for BKPM set by government, and BKPM have its discretion to accomplish those objectives. This also applies to managerial autonomy where the agency may set the procedures for

itself within the general principles concerning the use of inputs by central government (third quadrant in the table 2-1) (Verhoest et al. 2004, p. 10).

In managing human resources, the head of NMGA has equal authority with minister in the ministry. Even though, for first and second echelon position is formally appointed by the president, it is the head of NMGA whose propose the candidates to the president, and the president will choose one of the three. In Financial Autonomy, NMGAs have minimum level of autonomy because they are fully funded by central government and "do not have to cover deficits itself and has no ability to extend its funding by loans the capital market" (Verhoest et al., 2004, p. 10). However, they do have ability to sell their products or services. All extra incomes in the NMGA are subject to non-tax state revenue and this should be reported to Ministry of Finance. Article 4 of Law No. 20 of 1997 concerning Non-Tax State Revenue stated, "All Non-Tax State Revenue must be deposited directly to the State Treasury as soon as possible". Moreover, paragraph (3) in Article 6 stated, "Non-compliance with the obligation to collect and or levy and deposit will be penalised in accordance with laws and regulations". This means NMGAs cannot extent their funding even though they produce paid service to the public. On the other hand, NMGA is having more autonomy in the financial management as they have same authority of budget management as the ministry.

In interventional autonomy, NMGA is entitling some discretion. If we use Verhoest et al. (2004) taxonomy of organisational autonomy in public agency, Indonesia NMGA will be positioned in the third quadrant but with no formal sanction apparent. Paragraph (2) in Article 1 of Presidential Decree No. 103 of 2001 stated: "NMGA shall be under and responsible to the President." While Article 105 stated: "Head of the Agency to submit a report, suggestion, and consideration in their duties and responsibilities to the President with a copy to the Minister who coordinates". Formally, NMGAs do need to report everything to the supervising ministry, and minister does not have authority to give sanction.

De facto Autonomy

As Yesilkagit & van Thiel (2008) argued, formal autonomy does not reinforce de facto autonomy. This is also evident in Indonesian NMGA autonomy. There are discrepancies between formal and de facto autonomy in NMGA. In policy autonomy, there are difference between degree of policy autonomy in BKPM, BAPETEN, BIG, BKKBN, and BPOM. For instance in BKPM, although they have relatively high degree of policy autonomy they cannot force other agencies to comply with the conditions they set. In the interview with the second echelon official in BKPM, I found that BKPM struggles when they need to coordinate all investment service into one-stop integrated service. Some ministries are reluctant to give up their authority to BKPM, thus BKPM reported such problem to the President. In the cabinet meeting President raise his concern regarding that issue

and Cabinet Secretariat and Ministry of Administrative Reform were quickly react to push ministries to hand over their authority on investment service to BKPM. On the other hand, the official from Ministry of Administrative Reform is certain that, according his own experience, autonomy in NMGA is heavily influenced by the similarity of its task and function to the ministry that have same portfolio with the agency; and by the leadership approach of the minister.

Official from BAPETEN whom I interviewed also recalled the situation when Minister of R&T invited BAPETEN head in budget and programme coordination meeting, but he regards such meeting as a part of courtesy. He is certain that Minister of R&T never asked BAPETEN to divert from their arranged programme.

Implementation of Reform Policy in Indonesia

Bureaucratic reform in Indonesia started in 2004 as an institutional initiative by Ministry of Finance, which was escalated, to the national level in 2008. It was also triggered by the fact that Indonesia international rank in competitiveness, perception of corruption, government effectiveness, and ease of doing business was sunk deep. The political reformation in 1998 was felt not having enough impact in changing people lives to a better state. In the Presidential Decree No. 81 of 2010 concerning Grand Design of Bureaucratic Reform, the government concede that there are problems in Indonesia bureaucracy. In that document, the government mention that the government organisation is not in the right function and not in the right size. The law and regulations are overlapping, inconsistent, vague, multi interpretation, and some are obsolete. In term of apparatus, there is imbalanced and inappropriate allocation of human resources of the state apparatus regarding quantity, quality, and distribution of civil servants according the region, and their productivity level is still low with unfair pay system. There are practices of diversion and abuse of power in the process of governance and have no clear accountability measure, conflict among government organisation was common. The document also mentions that public service cannot accommodate the demand and basic right of the citizen and there is serious issue of mind-set and culture-set of Indonesian bureaucrats. Prior to those problems, the government set objectives for reform, which are to create clean government, that is, free from corruption, collusion, and nepotism; to improve public service quality; and to improve capacity and accountability of government organisation and its bureaucracy.

The first wave of reform was happened in 2004 until 2009 and still on institutional level; the sole objective at that moment was good governance. Pilot projects are commenced in several institutions in central government (ministry and non-ministerial agency) and the target for changes is on organisation, organisation culture, business process, regulation-deregulation, and human resource management policy and practices. The second wave was take place in 2009 and expected to end on

2014, with regional government also involved but still not considered as a compulsory for the to initiate reform. However, local politics and direct election became an important cause for local elites to bring reform issue in the election campaign, thus pushed the incumbent to initiate the reform in order to show to the voters that he or she is also committed to the reform. The objective for this second wave is different and the area of change is more varied. The Grand Design of Bureaucratic Reform guides the second wave of reform, and every government institution, especially for central government, must produce changes in organisation structure, business process, regulations, human resource management policies and practices, supervision, accountability, public service delivery, mind-set, and culture set. In another way, they have to prove to National Reform Committee that they already have high standard on those areas that comply with reform objectives.

The organisation of reform consists of Steering Committee for National Bureaucracy Reform which chaired by Vice President, and has Minister of Administrative Reform, Minister of Home Affairs, Minister of Finance, and Head of Presidential Special Unit as members; National Bureaucratic Reform Team which chaired by Ministry of Administrative Reform; Independent Team; and Quality Assurance Team. Each institution, whether central or regional, should have their own bureaucratic reform team to manage reform in their institution.

Monitoring and evaluation of reform is conducted through BRISA (Bureaucratic Reform Implementation Self-Assessment). BRISA consists of evaluation model and indicators. In evaluation model, there are two different components: leverages (evaluating the process) and results. Leverages in BRISA include change management, regulations, organisational structuring, business process management, human resource management, monitoring, accountability, and public service delivery. While results include clean and transparent government; good quality in public service delivery; and improved capacity and performance accountability (Minister of Administrative Reform Decree No. 14 of 2014). Leverages worth 60 points and results worth 40 points. From the table above, there is variation of BR Evaluation score between NMGA. NMGAs that have less de facto autonomy (BKPM, BKKBN, and BPOM) received better score than NMGAs that have more de facto autonomy. If we look back to the figure 2-1 (Characteristic of Mandates and Description of Expected Activities) by Montjoy & O'Toole (1979), we can categorise bureaucratic reform programme as a Type B and Type D mandate. This difference depends on how the agencies persuade Ministry of Finance to add more financial resource for BR Programme implementation. There is no additional funding for implementing such programme. In the interview with second echelon official in BKPM, I found that BKPM have no difficulties in getting the additional funds because they backed by true political power (President and other ministries). Meanwhile, BAPETEN have to struggle to get such addition because their lack political back up. Yesilkagit & van Thiel (2008) postulated that closeness to the policy making centre is more important.

In dealing with other ministries, agencies that have close ties to ministries tend to more successful than agencies that do not have close ties to ministries. In that case, dialogue and negotiation are more useful than autonomy (Bjørnholt & Salomonsen 2014).

For BAPETEN, BR Programme is a type D mandate, where a new mandate is in competition with old mandates for scarce organisational resources (Montjoy & O'Toole 1979). In the interview with BAPETEN official, I found that BAPETEN certainly thought that BR Programme as a useful project and they believe its good objectives. However, they find it difficult to implement it as they think it is ruining their routines. In my respondent words:

> "We know BR Programme is good, but having to prove what we have done administratively is intriguing, especially for nuclear technicians and researchers. They do not feel it is their job. We do not have enough people in the secretariat so we have to involve everyone".

In BRISA, it is very important for every agency to give evidence of changes in their organisation. It is what counts in the evaluation. Agencies can claim they made changes but if BRISA evaluator failed to find proper proof, no point will be given. If we look at table 4-2, the difference of what agencies claim (internal assessment) with what evaluator found (evaluation score) is quite large. All agencies, except BIG, seem confidence on the change they made. However, my failure to reach any BIG official makes me cannot draw a strong conclusion on whether agencies autonomy has an impact to BR Programme implementation. In spite of that, there is an indication that autonomy has particular impact to policy implementation. At least, organisational de facto autonomy is useful when it comes to additional funding for implementing new mandate.

Asymmetric Decentralization in Indonesia: The Effectiveness of Special Autonomy in Papua and West Papua

Desentralisasi Asimetrik di Indonesia: Efektivitas Otonomi Khusus di Papua dan Papua Barat

Nama	: Rias Sakti Adiyasa
NIP	: 198610242009121001
Tahun Intake	: KEMENDAGRI
Instansi	: 2014
Tingkat Beasiswa	: Master Overseas
Program Studi	: Master of Public Administration
Negara Studi	: Australia
Universitas	: Flinders University

Introduction

The decentralization system has been guiding the governmental organization system in thirty three provinces in Indonesia since 2001. This system affect's the distribution of power throughout Indonesia. It allows the central government to distribute some of its power to local governments, except foreign affairs, finance, religion, fiscal economy, defence, and security policies. However, only five provinces obtain special decentralization in managing their areas. The different policies for the areas are formulated through special regulations. Five provinces running the special decentralization are the Special Region of Aceh, the Special Region of Capital City Jakarta, Yogyakarta, West Papua and Papua Province.

Special decentralization for Papua and West Papua Province was statuted on the Law No. 21 Year 2001, the Law No. 35 Year 2008 and the government regulation as a Law replacement no 1 year 2008. Some factors underlying the enactment of the special Laws on the special autonomy of Papua and West Papua are related to an unfair distribution of wealth and social services in the western and eastern part of Indonesia, and the economic discrepancy in Papua and West Papua which has caused social jealousy between the east and the west of Indonesia (Komariah, 2009). In addition, some Papuans believe that they have not been given a fair opportunity to determine their own future. The New York Agreement drawn up in 1962 under the auspices of the United Nations to end the dispute between Indonesia and the Dutch over Netherlands New Guinea, the former name for Papua, was discussed without consulting to the Papuan people and without their consent (Mote, 2008). These are among the factors that have forced the government to create asymmetric decentralization in Papua and West Papua.

From 1966 to 1998, under the President Soeharto's era in Indonesia, the governmental system was guided by centralization. Soeharto's resignation gave the Indonesian Government a momentum to change the system into a decentralized one. The Government created a new Law on decentralization, which was the Law No. 22 Year 1999. According to the regulation, all provinces have a right to govern their own areas. This is different from the previous policy in which the local governments should follow the central government grand policy. On February 26, 2000 the Papuans carried out a Grand Convention of the Papuan People attended by thousands of Papuan representatives, including Papuans who have lived overseas for years (Tebay, 2005:22; Ondawame and King, 2006: 2). In this congress, not only did the Papuan People express their desire or aspiration to be independent, they also elected members of their national leadership and determined an action plan to achieve full independence, leaving the Unitary State of the Republic of Indonesia. There was also a celebration of Papuan Independence Day initiated by some separatists all over Papua with the flying of the Morning Star Flag attended by thousands of Papuans (ibid).

The events surely threathened the sovereignity of the Unitary State of the Republic of Indonesia, urging the central government to act fast to calm this situation. The special autonomy is a central government's response to this social unrest of the independence demand. The enactment of Law No. 21 in 2001 on Special Autonomy for Papua Province allowed Papuans to create their own strategic policies to improve services, escalate the development, and empower Papuan people, especially the indigenous ones. Some of the features of this special autonomy are: 1) the establishment of the Papuan Peoples' Assembly (Majelis Rakyat Papua or MRP) as a cultural representation of indigenous Papuans who have certain authorities to protect indigenous Papuans' rights based on the respect for local customs and culture; 2) the devolution of financial power by balancing the fund on natural resources of oil and gas equal to 70% from the local or provincial revenue sources, at least 30% for education and 15% for health and nutrition improvement; 3) the creation of special local regulations as further intrepretations of the autonomy law, and the creation of provincial regulations as the implementation of special authority focusing on education, health, employment, population, environment, social and infrastructure.

The three features were aimed at achieving some targets. The first one is improving the indigenous people's lives by decreasing the economic gap between Papua and West Papua with other provinces. The second target is financial balance in the central and Papua Government in terms of natural resource allocation. Furthermore, this allocation is utilized to improve the Papuan education and health. The third target is the enforcement of human rights, law, democracy, and the recognition and respect for the basic rights of indigenous Papuans. The last target is the implementation of good governance through the division of authority, duties and responsibilities to achieve the previous three targets.

In general, it can be said that Law No 21 Year 2001 in the level of normative ideas has been ideal. For example, Verses 33 to 37 on Finance describe about the source of the special autonomy, which comes from national fund, local taxes, and provincial or local fund. However, there is still a gap between the normative ideas and the implementation. Based on data from the Ministry of Finance, the special autonomy fund for Papua and West Papua from 2002 to 2010 was IDR 28.8 trillion (Supreme Audit Board of Indonesia, 2013:2). Furthermore, Papua's Governor, Enembe, as cited by Supreme Audit Board for West Papua (2015:2), mentioned that Papua received more than IDR 42 trillion from 2002 to 2015 plus IDR 10 trillion additional fund for infrastructure during the period of 2006-2015. Thus, the total fund for Papua in 14 years was IDR 52 trillion. That is a huge amount of money for the Indonesia Government, if managed properly. Moreover, for the Papua Provincial Budget in 2011, the expenditure was IDR 263 billion for education and IDR 475 billion for health. Besides that, the welfare, education, and health levels are still low compared to other provinces in Indonesia.

Data of the Central Bureau of Statistics in 2011 showed that the Human Development Index (HDI) of Papua was 65.36 (Cited by Ministry of Home Affairs, 2011:97; State Ministry for Development Planning, 2013:10). In that year, after ten year implementation of the special autonomy law, and the local government being more focussed on education and health, Papua was surprisingly still on the bottom in terms of HDI achievement, below the average of national HDI, which is 72.73. Additionally, according to the Central Bureau of Statistics, in 1999, the number of Papuans under the poverty line was about a million inhabitants (Neraca, 2011). There was an increase compared to year 1996, which are 830,000 inhabitants. In 2010, the number decreased to 761,000 inhabitants; however, it is still on the first rank in terms of impoverished people percentage in Indonesia (Neraca, 2011; Central Bureau of Statistics of Papua Province, 2016).

Based on some serious conditions mentioned above, it is necessary to evaluate the implementation of the special autonomy to identify problems and propose policy recommendations for improvements. The objective of this project is to examine the effectiveness of the special autonomy in terms of fund distribution in Papua and West Papua. In this report, the researcher will address these two key questions:

- How does the special autonomy management work in Papua and West Papua?
- What are the challenges of fund distribution especially for health and education sectors in Papua and West Papua?

Project Program and Resources

The special autonomy is an effort to accelerate the development of Papua so that social inequalities and spatial disparities can be minimized. This project focuses on financial aspects, particularly the effectiveness of special autonomy funds in order to improve the welfare of the society. Data used in this project are secondary data from various research reports since the researcher did not conduct a direct observation in Papua and West Papua. The researcher also used the evaluation reports on special autonomy of Papua and West Papua from the Ministry of Home Affairs because of their comprehensive overview of special autonomy development. Data from the existing laws, scientific studies and textbooks relevant to this research topic were also employed.

The data collection techniques used are content analysis. The data obtained will be presentes in the form of tables to see special autonomy fund usage and its impact in Papua and West Papua especially on education and health sectors after the implementation of the special autonomy. The paper only describes two factors of HDI because of the availability of data; the researcher could only obtain general health and education data. Then, the data were processed in a qualitative-narrative method based on content analysis of the contents of the policy and implications that arise as the impact of the existing policy.

Significance of the Study, Ethical and Learning

This study examines the implementation of special autonomy implementation for improving public welfare. For the researcher, this study could broaden his knowledge about special autonomy in Papua and West Papua. This study can also be used as a reference for further research dealing with the same topic. For Indonesian institutions, this study can be used as an input for the government in order to formulate, implement, and evaluate Special Autonomy policies in Papua and West Papua. For the society in general, this study provides insights into issues in Papua and West Papua. There is no privacy breaching regarding the data used in this research because the Papuans are not directly involved in this study.

Conclusion

The implementation of special Autonomy Law in Papua and West Papua undeniably becomes an accelerator of development in Papua and West Papua, particularly to catch up with other provinces, although it is still not effective. This policy faces some challenges, such as geographical barrier, fund management system, unclear indicators, the limited explanation of the bill, human resources capacity for education and healthcare sectors, and the condition in which the disctrict or city in Papua and West Papua still use the special autonomy fund based on their own preferences.

Recommendations

Based on the discussion of the effectiveness of Special Autonomy for Papua and West Papua, it seems that the implementation of Special Autonomy of Papua and West Papua still needs some improvements. The following strategies can be employed to optimize the Special Autonomy Papua and West Papua:

There should be an improvement of financial management from planning, implementing, coordinating, monitoring and evaluating for the creation of accountability and transparency.

For the capacity building context, there should be some efforts for increasing the capacity of human resources and the financial management of special autonomy regarding budget allocation autonomy and transparency in management and accountability, and the important thing is increasing scrutiny regarding the monitoring and evaluation of the implementation of the special autonomy.

For human resources in Papua and West Papua, capacity building can be done through various activities, such as technical guidance, trainings, workshops, discussions, formal education and so forth. The assistance program or supervision at the provincial level can be done in a short term.

There should be a clear agreement between the central and local governments in Papua and West Papua regarding the allocation of fund prior to distributing the fund to the Papuans, especially in education and health areas. Although, this has been stated in the national law on special autonomy, in the implementation process, there are some gaps between the results and the stated law. Thus, this aggreement should be followed by the supervision in the form of monitoring and evaluation by the central government. In addition, special autonomy fund management should be done transparently through public accountability reports thus control function will be effective.

Furthermore, with regard to the implementation provisions of Law No. 21 Year 2001 on the local level, the Government of Papua Province recently published 7 Perdasus (further regulation of the bill) and 8 Perdasi (provincial law), while West Papua Province published only 1 Perdasi. There are still some important Perdasi and Perdasus which have not been published, so it could hamper the implementation of Law No. 21 of 2001. Because of this condition, the use of the fund is only based on the agreement between the provincial government and city or district governments.

Decentralisation in Greater Manchester and Jakarta and Its Implication on Public's Life Satisfaction

Desentralisasi di Greater Manchester dan Jakarta dan Implikasinya terhadap Kepuasan Hidup Masyarakat

Nama   : Rusdi Candra Prima
NIP   : 198503102007011003
Tahun Intake   : BPK
Instansi   : 2015
Tingkat Beasiswa : Master Overseas
Program Studi   : Master in Public Administration
Negara Studi   : Britania Raya / UK
Universitas   : University of Portsmouth

ABSTRACT

Decentralisation has been implemented in numerous nations in the world and has become an interesting discussion theme amongst scholar (Yuliani, 2004, Pollitt, 2007). However, there is only a few study has been conducted in relation of decentralization reforms effect toward people satisfaction (Fleche, 2015). This research will contribute to this field of study, by taking a case study and compare the decentralisation influence toward public satisfaction in two cities, Greater Manchester and Jakarta. A theoretical framework made by combining the concept of decentralisation and public satisfaction. Several general implications can be drawn from the results: First of all, both of the city utilize devolution and decentralisation to reform the government and make improvement in public service delivery. However in Jakarta case, the reason is mixed with the political reason related to ensuring National Integrity during reformation era in Indonesia. The analysis suggests that Decentralisation give positive effect to public satisfaction through the increase in local expenditure and service delivery. However, political decentralisation only impacting UK's public satisfaction, while Indonesian citizen seems unmoved by political decentralisation due to low trust toward government. The low trust toward government is also related to the corruption issue that still haunting Indonesian bureucracy. It is revealed that corruption reduce people satisfaction and become a challenge for decentralization success.

ABSTRAK

Desentralisasi telah dilaksanakan di berbagai negara di dunia dan telah menjadi tema diskusi yang menarik di kalangan ilmuwan (Yuliani, 2004, Pollitt, 2007). Namun, hanya ada sedikit penelitian yang dilakukan sehubungan dengan efek reformasi desentralisasi terhadap kepuasan masyarakat (Fleche, 2015). Penelitian ini akan memberikan kontribusi pada bidang studi ini, dengan mengambil studi kasus dan membandingkan pengaruh desentralisasi terhadap kepuasan masyarakat di dua kota, Greater Manchester dan Jakarta. Kerangka teoritis yang dibuat dengan menggabungkan konsep desentralisasi dan kepuasan masyarakat. Beberapa implikasi umum dapat diambil dari hasil: Pertama-tama, kedua kota menggunakan devolusi dan desentralisasi untuk mereformasi pemerintah dan melakukan perbaikan dalam pemberian layanan publik. Namun di Jakarta kasusnya, alasannya bercampur dengan alasan politik terkait memastikan Integritas Nasional selama era reformasi di Indonesia. Analisis tersebut menunjukkan bahwa Desentralisasi memberi dampak positif terhadap kepuasan masyarakat melalui peningkatan pengeluaran daerah dan pemberian layanan. Namun, desentralisasi politik hanya mempengaruhi kepuasan masyarakat Inggris, sementara warga negara Indonesia nampaknya tidak terpengaruh oleh desentralisasi politik karena rendahnya kepercayaan terhadap pemerintah. Rendahnya kepercayaan terhadap pemerintah juga terkait dengan isu korupsi yang masih menghantui bureucracy Indonesia. Terungkap bahwa korupsi mengurangi kepuasan masyarakat dan menjadi tantangan bagi keberhasilan desentralisasi.

Introduction

The idea around decentralization has been a topic of discussion for hundreds of years (Pollit, 2005).One of the reasons is because many countries perceive decentralisation as the ultimate solution to enhance public service delivery, efficiency and to encourage local democracy (Clarke & Cochrane, 2013). The decentralisation concept refers to formal and informal mechanisms and regulations that distribute authority and resources to the lower levels of government (White, 2012). In the encyclopedia of Social Sciences, decentralisation is a transfer of power from the upper level of government to lower levels of government in the areas related to legislation, justice, and administration.

Three perspectives used to understand decentralisation. First, political perspective which puts decentralisation in the context of the relation between central and local government as well as to strengthen local democracy. second perspective is administration. In this perspective, decentralisation is discussed in the context of the distribution of authority amongst government institutions and agencies in local government. The third is the economic perspective. Here, decentralisation is viewed in two ways, related to the division of financial resources between central and local government, and related to public service privatisation. In this scheme, to put the government closer to the citizen, increase public involvement in monitoring public service delivery, and to optimize the influence of people's aspiration and reduce "principal-agent" dilemma inside the government structure.

Shah, Thompson, and Zou (2004), note an opposing argument about decentralisation. There are supporters of decentralisation who acknowledge that it is an answer to solve anumber of problems in public service development (Shah, 1994). While some others, such as Prud'homme (1995) and (Tanzi, 1995) believe that decentralisation could become a recipe for bankruptcy and destruction. This different opinion emerges from different points of view in understanding its implementation in the different countries (Shah, Thompson, & Zou, 2004).

Some common perspective taken by scholars to study about decentralisation are: Public Service delivery, Impact toward Corruption, and Impact toward economic growth.

Those points of view are mostly based on local governments capability for improvement after implementation of decentralisation (Fleche, 2015). Additionally, Fleche (2015) mentions that there were also attemps to evaluate decentralisation in the more fundamental way, which is from the individual point of view, as it was found that decentralization may also influence people's satisfaction. In regard to that, research that involves decentralisation and public satisfaction is limited. For instance, Frey and Stutzer (2000), Sujarwoto and Tampubolon (2014), Fleche (2015), Veenhoven (2000), Radcliff (2001), Bjørnskov et al. (2008), Hessami (2010), and Rodriguez-Pose & Maslauskaite (2011). However these studies are mostly based on cross-national data or

the national level data, none of them explore the decentralisation effect toward peoples satisfaction in a particular city or region.

Thus, this dissertation attempts to examine whether or not decentralization reforms in a couple of selected cities have a causal effect on the society's satisfaction toward public service. Therefore two decentralised local governments are taken tosample, The Greater Manchester Combined Authority and Jakarta.

Research question

Has the introduction of decentralisation give a positive impact upon public satisfaction on public life satisfaction, with the case study of Greater Manchester and Jakarta?

Research Objectives Statement of Purpose

To critically examine how Devolution and Decentralisation came about in the UK and Indonesia's public policy, especially in The Greater Manchester and Jakarta. What the reasons are behind it.

To examine the impact of the devolution in Greater Manchester and decentralisation in Jakarta toward people's satisfaction with a view to arguing that there are various factors that influence the change of people's well-being and satisfaction such as the increase in economic development and technology.

To evaluate the implementation of devolution in Greater Manchester and decentralisation in Jakarta, with a view to arguing that every reform in government will definitely face some challenges before successfully produce intended result

The significance of the Study

The significance of this research is that decentralization is currently a developing concept in the world, which many countries try to implement and encourage its development for their public service quality. The current available research regarding this issue is still limited and needs further and constant development as the dynamics of public administration keep progressing.

Organization of the Dissertation

To give the readers an insight in to decentralisation and its derivation implemented in Greater Manchester and in Jakarta, the second chapter of the research combines the literature and previous study on decentralisation. The paradigm is described, also its development trough out history, its adoption in the UK and Indonesian public

administration, and research about its impact on public satisfaction. The next chapter explains the research design utilised, the use of a qualitative approach, as well as the case study method with the assisstance document analysis. The fourth chapter is where the findings are presented. Chapter 5 disscusses and elaborates answers to the researcher's question. The final chapter, the sixth Chapter, presents conclusions and recommendations and also mentions the possibility for further research.

Conclusion

This dissertation attempts to examine whether or not decentralization reforms in The Greater Manchester and Jakarta city, have a causal effect on society's satisfaction toward public service. Therefore the concept of decentralisation and public satisfaction are combined to build a theoretical framework in which the analysis will be based on.

This section presents the answers for each research question proposed in Introduction, by bringing together the evidence from resources and the analysis of results. It is arranged in a systematic way, to make it easier to wrap up the research results.

How Devolution in The Greater Manchester and Decentralisation in Jakarta came about and developed, and what the reasons are behind it. To answer the question, scholarly literature is divided into several categories. There is research which discusses the devolution topic at the end of twentieth-century; there are also studies which were conducted in early twenty-first-century context. Then, there is emergence of decentralisation, devolution, and Localism paradigm, especially in the UK. Subsequently, analysis elaborates how each of the concepts formed and developed in the UK and Indonesia. The conceptual framework shows that those concepts evolve differently depending on the circumstances and background.

In the case of development of Devolution in the UK and Decentralisation in Indonesia, there are few things that merit mention. First of all, both of them utilize devolution and decentralisation to reform the government and make improvements in public service delivery (The World Bank Group, 2001; Pollit, 2007). However, besides public service delivery improvement, in the Indonesian case, there was also a political reason behind decentralisation. It is the fear of the decline in national integrity because of some local freedom movements in Papua, Aceh, and Maluku after 1998.

There is also a difference in the way decentralisation implemented. The devolution in the UK is implemented carefully, stage by stage. Tindale (1995) proposes the term multispeed devolution where each region proceeds with devolution according to their needs and readiness as well as negotiation with the central government. Meanwhile in Indonesia a quick implementation of decentralisation was done in the entire part of the country altogether. Some scholars called it 'Big-bang decentralisation'. The advantage is that the decentralisation law and arrangement can be done in a generic way with one

template for all the regions and standardized monitoring and evaluation could be done simultaneously. However, there are also drawbacks with this approach, such as further disparities emerging between the area that is ready to embrace decentralisation and the one that is left behind struggling to accept new reform. Thus some districts still lacks the ability to accommodate citizen preferences (Asia Foundation 2002).This side effect will become a challenge for Indonesia's government that needs to be solved to achieve success in decentralisation.

To answer this research question: Is there any the impact of devolution and decentralisation on people satisfaction, the case study approach is used to observe and compare how the citizens in two sample cities react with the Devolution or Decentralisation reform that is implemented by the government. The Greater Manchester Combined Authority in the UK and Jakarta town in Indonesia were chosen as the sample cases. To gain the relevant information and valuable experience from secondary data in both cases document analysis is used. Document analysis is a method to analyze and interpret various kind of document to encourage enlightenment, acquire understanding and generate observational learning (Bowen, 2009). The usage of secondary data and the city examples that originate from two different continents carry a substantial weakness such as relevancy and availability of the data. However, the analysis may provide temporary answers to the effects of decentralization on citizen satisfaction, as it has come up with some interesting general findings.

In short, the analysis suggests that in terms of public satisfaction, Devolution and Decentralisation give positive influence from the angle of economic advancement by increasing local budget and service delivery.On the other hand, political decentralisation impact on both cities in a different way. In Greater Manchester, political devolution seems to have a positive influence toward people response in satisfaction (Veenhoven, 2000; Torrisi et.al, 2011). While in Jakarta, political decentralisation did not score any apparent influence toward people satisfaction (Sujarwoto & Tampubolon, 2014).

The absence of an observable impact of Indonesian political decentralisation to people's satisfaction as suggested by Bunnel and Ann Miller (2001) can be explained by the small degree of trust toward government in Indonesia because the government is still perceived to be lacking in transparency, accountability, and 'good governance.' Even though there is a currently a better condition in people's confidence toward the Indonesian government due to achievements in improving democratic quality and delivery quality. This achievement is still considerably low compared to Democratic Quality and Freedom to make Life Choices in the UK.

To answer the third research question: What are the challenges of the implementation of devolution in Greater Manchester and decentralisation in Jakarta, a close review of the literature concerning the Greater Manchester devolution deal as well as the Jakarta decentralisation are conducted.

There is an issue that is mentioned by scholars; that shows several opportunities for improvement in both cities to achieve a better result in the Decentralisation program. However, different circumstances and background to each metropolitan area result in in many different points that scholars discuss. In GM, accountability, limited resource problems, and the output measurement issue are brought forward as major issues that needs to be addressed. Meanwhile, in Indonesia, one major issue is the severe corruption problem that occurs at almost every level of Indonesian government. Therefore, a worldwide indicator regarding corruption which is the Corruption Perception Index is also used to compare between GM and Jakarta.

In Greater Manchester, accountability seems to be the issue that is emphasized the most. A scholar like, Kath Checkland et. al., (2015), and Anna Coleman et. al., (2015), and even The National Audit Office report (2016) mention accountability as an issue that will determine the success of Greater Manchester devolution. It stems from a newly arranged devolution deal that inflicts big change in many local government bodies. In relation to a central government agencies and departments this devolution agreement involves the transfer of responsibility. The difficulty of accountability emerges (delete-(when) replace with-(with) this transfer of responsibility in that it sometimes creates complexity in the relationship between central department bodies and a decentralised local agency, which must be clearly defined in the deal. The change of the structure of the public body will also make accountability difficult to perform.For instance, the change in the NHS part that is decentralised to the Greater Manchester by the creation of a new layer of authority in the local area. Furthermore the NAO found the need for improvement in the devolution deal, particularly in the output quality measurement that will be needed to perform monitoring and evaluation. Without the existence of a sufficient quality measurement tool, local government will not able to assess whether the devolution program is successful or not.

Gains (2015) remarks on the intense negotiation that happened between Greater Manchester local government, the Government, and Parliament, to arrange the appropriate system and procedure to create strong leadership in Greater Manchester which was also equipped with a firm check and balance system that has resulted in the improvement in the new Metro Mayor election mechanism, established in the Cities and Local Government Devolution Act 2016.A continuous 'innovation and improvement' like this, with the active involvement of public, local representatives, and stakeholders, are a positive example to be applied in a developing country like Indonesia, especially the creativity and boldness in arranging the 'check and balances' (Gains, 2015, p.434).

Compared to the UK, Indonesia is still battling in reforming bureaucracy and to reduce corruption in all level of administration. Comparison shows that Indonesia still has a long way to go in this matter. It has become a burden to Indonesian bureaucracy and an obstacle to the success of decentralisation. Currently, the effort to overcome this problem is still on going with top-down monitoring, and enhancing the role of oversight

bodies such as the Judiciary system, the Corruption Eradication Commission, the Audit office, and inspectorate also all being used to tackle the problem.

Limitation

This study contains several limitations that need to be addressed. Firstly, because of its comparison design between two different cities, there is risk that decentralisation influences are mixed with the inherent variable in each of the samples such as culture, political circumstances and governmental setting. Thus the relations found should be regarded as an indication of association rather thanacause-effect relation. Secondly, due to the lack of available regional level data, this study utilises a broader range of secondary data such as in the national level survey to gain a relevant view of the condition observed. Thirdly, there is critique in the World Happiness report result and Corruption Perception Index which is utilized in this dissertation. For instance a critique about data comparability across country, which claimed that those indexes only have a small correlation with the real satisfaction experienced in a country. Hence the correlation analysis result mentioned by Veenhoven (2010), has proven the countries quality features such as 'financial prosperity, peacefulness, and schooling, together could strongly explain the differences in reported happiness.

Recommendation

Devolution and decentralization should be perceived only as a segment of complex administration reform within government which is currently impacting many aspects of public life that in turn may influence people's satisfaction. In this way, people's satisfaction can be influenced not only by devolution or decentralisation. Therefore, it is excessively overstated, to note that devolution and decentralisation decide general satisfaction.

The findings suggest that decentralization is agreed by scholars to givea positive impact to people satisfaction through public delivery and economic aspect, for instance with fiscal decentralisation (Veenhoven, 2000; Bjørnskov, Drehe, & Fischer, 2008; Diaz- Serrano & Rodríguez-Pose, 2011; Torrisi et. al., 2011; Sujarwoto & Tampubolon, 2014). On the other hand, in terms of political decentralisation only in the UK case political devolution shows some positive relation with people satisfaction. However, there is an unclear impact found in the Indonesian case. It means that the Indonesian government should prioritize improving the effectiveness of public service delivery by encouraging innovation and strengthening the accountability. Furthermore, the problem of low trust toward government that might cause the ineffectiveness of political decentralisation should also be addressed. Bureaucratic reform must be done

properlyto enhance transparency, accountability, and a comprehensive corruption prevention and eradication system should be arranged.

To reduce the occurrence of corruption, various improvement and reinforcement of the weaknesses had to be done. Strengthening mechanisms of accountability, transparency and public participation should be the main agenda that must be done by governments and other stakeholders. Also, improvements to the legal framework and system of monitoring and evaluation by the central government to regional governments should still be done

As the final suggestion for the next research on this topic, there should be a deeper investigation and complete theoretical foundation to gain a stronger reasoning towards the analysis. The use of more relevant data regarding people satisfaction, such as by conducting a survey, is a necessary step to provide more data validity and reliability for examining the topic. Hopefully, if every data problem can be diminished, the examination will display a more substantial proof to assemble reliable and sound contentions to answer the issue of the relationship between public satisfaction and decentralisation implementation in the regional setting.

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