

The Cooperation between Local Governments in Managing Transmigration Program (A Study of Transmigration Program in Tanjung Buka Area, Bulungan Regency, Indonesia)

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Abstract The program of transmigration in Indonesia is carried out through a decentralized system. The central government of the Republic has handed over most of the authority to the local governments through a pattern of inter-local governments cooperation. To examine this phenomenon, this study uses the approach of Intergovernmental Relations, Intergovernmental Management, and Intergovernmental Networking focusing on the reason for partnership; the central government's role in inter-local governments cooperation; managerial aspects of the partnership; and networking between governments. The results of the study confirm that inter-local governments cooperation is motivated by the fact that utilization of resources and potential has been well supported by the central government through authority and funding. Management of intergovernmental cooperation is done by determining criteria for cooperation, the distribution of rights and obligations, financial cooperation, preparation of work and programs, methods of resolving conflicts, and monitoring and evaluation. Networking between local governments (G-G) is hierarchical and does not create an equal relationship. Networking between government and corporation (G-C) is horizontal and equal.

Keywords Decentralization, Transmigration program, Cooperation between local governments, Bulungan Regency

1. Introduction

Henry explains that a state policy shall not only be exercised by the government alone, but shall be cooperatively done between the government, the so-called intergovernmental administration, or intergovernmental relations (IGR) [1]. According to Opeskin [2], IGR is useful to facilitate the achievement of common goals. Intergovernmental relations could be interaction between government institutions of the same or different level, or all of the actions and transactions of politicians and officials between national and sub-national units of government and organs of state. IGR also provides clarity on the models of relationship in governance, including models of approach between central and local authorities such as the Coordinate Authority Model, Overlapping Authority Model, and Inclusive Authority Model [3].

Intergovernmental Management of (IGM) is required in achieving the goals of IGR. According to Wright [3],

IGM is the process whereby officials working towards the achievement of objectives. IGM study focuses on three things: (1) solve the problem; (2) understand and cope with the system; and (3) interact and develop communication networks. Mean while, according to Agranoff, IGM has twelve categories covering the following techniques (1) planning; (2) grantsmanship; (3) regulation; (4) structural-legal reform; (5) process revision; (6) capacity development; (7) program management; (8) policy management; (9) bargaining and negotiations; (10) problem solving; (11) cooperative management; and (12) political games [4].

Decentralized government system gives birth to the transfer of authority from the central government to local governments. The transfer of this authority carries implications for the management of intergovernmental relations at the local level (networking governance). Intergovernmental governance has become an alternative to improve relations in the cooperation among the regions [5].

Since 1960, the Indonesian government has implemented transmigration program, an inter-island migration program. Transmigration according to Law No. 29 of 2009 on the Implementation of Transmigration shall be conducted evenly among the population of the islands, as to increase

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the welfare of the people, and to strengthen the unity and integrity of the nation [6].

Indonesian government system changed towards decentralization in 1999, and it has affected patterns of implementation of the transmigration program from centralized to decentralized. Through the Regulation of the Minister of Manpower and Transmigration Number 23. HK.03.31.02 on Inter-Regional Cooperation [7] and Number 707.HK.03.31.02 on Enhancing Inter-Regional Cooperation in the Field of Transmigration [8], the implementation of transmigration is done through cooperation among local governments.

Of the few studies conducted, through a policy approach, it has been found out that the inter-local governments cooperation in this decentralization era has no difference with the one during the centralization era [9] [10]. By using the approach of IGR, IGM, and Intergovernmental Networking, this study is expected to explain the phenomenon from a different perspective.

The study examines the inter-local governments cooperation in the implementation of transmigration in Tanjung Buka Area, Bulungan Regency, which involves several levels of local governments, namely the local government of East Java Province, which regulates the Regencies of Jombang, Magetan, Pacitan, Trenggalek and Tulungagung as senders of migrants, and East Kalimantan Province, which regulates the Regency of Bulungan, receiver of migrants. The agreement states that senders will send 600 households as migrants to Tanjung Buka Area within three consecutive years; thus, it will be as many as 200 households per year starting from 2012 to 2014.

Preliminary observation by the author on this cooperation shows that (1) the first-year target is not achieved; (2) management of funds is not made transparent; and (3) differences in the understanding of the cooperation agreement has led to conflicts.

Based on the afore-mentioned description, the authors propose the following research questions:

1. What is the reason for the regions to cooperate in the implementation of transmigration program in Tanjung Buka Area, Bulungan Regency?
2. What is the role of the central government towards inter-regional cooperation in the implementation of transmigration program in Tanjung Buka Area, Bulungan Regency?
3. How does the management work among the regions in the implementation of transmigration program in Tanjung Buka Area, Bulungan Regency?
4. How do networking among the local governments in the implementation of transmigration program in Tanjung Buka Area, Bulungan Regency?

2. Research Method

2.1. Research Object

The objects of the study are the provinces and regencies

involved in the cooperation program, namely East Java Province, East Kalimantan Province, the Regencies of Jombang, Magetan, Pacitan, Trenggalek, Tulungagung, and Bulungan.

Based on regional characteristics, senders and recipient have different conditions in terms of the area, population, and population density.

The research locus are local governments agencies in charge of transmigration program, including placement of migrants, namely in Permukiman Unit 5 (SP5) in Tanjung Buka Area.

Table 1. The Demography of the Province and the Regencies Sending Migrants to Tanjung Buka

	Origins of Migrants	Width (km ²)	Number of inhabitants (person)	Population Density (person/km ²)
Province	East Java	47,963	37,687,622	786
Regency	Jombang	1,114	1,209,172	1,085
	Magetan	705	623,933	884
	Pacitan	1,418	543,924	384
	Trenggalek	1,245	678,206	545
	Tulungagung	1,151	995,729	865

Source: Development Profile of East Java Province, in 2013 [11]

Table 2. The Demography of the Province and the Regency Accepting Migrants

	Host Province	Width (km ²)	Number of inhabitants (person)	Population Density (person/km ²)
Province	East Kalimantan	211,440	3,690,520	18
Regency	Bulungan	13,181	120,600	9,15

Source: Data for Population, BPS Province of East Kalimantan in 2013 [12]

2.2. Research Approach

Type of the research is a descriptive, and it uses qualitative. The main locus is in the Bulungan Regency and the primary site is the Local Office of Labor and Transmigration Department in Bulungan Regency, and it is also supported by several sites of the origin province of transmigrant. Primary data are obtained by interviewing some informen whose experts are in transmigration affairs. Secondary data are obtained by documents derived from related local departements such as local regulations, laws, LAKIP, cooperation agreement, and the addendum, APBN and APBD documents, and several internet sites. [13] [14]

2.3. Research Focus

The research focus is to identify:

1. factors that influence the formation of inter-local governments cooperation in the implementation of transmigration program in Tanjung Buka Area, Bulungan Regency
2. the central government's role in inter-local governments cooperation in Tanjung Buka Area,

Bulungan Regency

3. aspects of inter-governmental management in inter-regional cooperation in the implementation of transmigration program in Tanjung Buka Area, Bulungan Regency
4. patterns of networks among local governments cooperate in the implementation of transmigration program in Tanjung Buka Area, Bulungan Regency.

2.4. Processing the Data

Data collection is done through in-depth interviews, observation, and documentation. Data analysis is done through data condensation, data presentation, and conclusion. At the condensation level, data collection and concentration by simplifying, abstracting, and transforming the raw data which appeared from the interview and supporting data gained from the other sources. Data display is implemented in order to synchronize the data condensation, and review data gained from data collection. In the verification, the author try to find the proper term to assess the orders, the patterns, the explanations, the configurations, and the causal flow and the propositions [15].

Examination on the validity of the data to obtain naturalistic conclusion is based on the degree of credibility, transferability, dependability, and confirmability. Meanwhile, the triangulation method is used to increase the degree of validity [16].

3. Results and Discussions

3.1. Push and Pull Factors

The study finds push and pulls factors behind the establishment of inter-local governments cooperation in the implementation of transmigration program in Tanjung Buka Area, Bulungan Regency [17]. The push factors are the low income of migrants, limited employment, and limited business opportunities. The pull factors are the availability of large and fertile areas to manage, business opportunities, houses and various facilities, as well as the strategic location.

From these factors, it can be seen that this cooperation is to create mutual benefits for each area (in terms of labor and natural resources) [18].

Table 3. The Push and Pulls Factors behind the Establishment of Inter-local Governments Cooperation in the Implementation of Transmigration Program in Tanjung Buka Area, Bulungan Regency

Push Factors (Senders)	Pull Factors (Receivers)
1. Low economy status	1. Availability of wide and fertile areas
2. Limited access to develop business	2. Availability of employment
3. Limited employment	3. Availability of various facilities (houses, land, and so forth)
4. High enthusiasm to join the program	4. Strategic locations

3.2. The Role of the Central Government in Intergovernmental Cooperation

3.2.1. Dividing the Authority

The division of authority in the implementation of transmigration program is based on the Regulation of the Minister of Manpower and Transmigration Number 23. HK.03.31.02 on Inter-Local Governments since 2003.

The authority managed by the central government is in a macro level—they act as a regulator, mediator, motivator, and facilitator. The authority managed by the local governments is in a micro level—they act as planners and implementers of the program. The authority division has demonstrated the nature of concurrent transmigration affairs, whose management is conducted jointly between the central government, provinces, and regencies [19-21].

3.2.2. Financial Support

The findings of the study confirm that the local governments still need funding from the central government. Therefore, the central government issues a regulation through the Minister of Manpower and Transmigration of the Republic of Indonesia Number PER. 18/MEN/XII/2010 on the Implementation of Deconcentration and Co-Administration Responsibility on Manpower and Transmigration stating that the co-administration funds may be used to assist local governments in carrying out the transmigration program [22] [23].

3.3. Management between Local Governments

3.3.1. Setting up Cooperation Criteria

Prior to co-operation, the recipient and the senders observe the criteria of cooperation, namely the criteria for placement of migrants, the migrants themselves, funding, and Mutual of Understanding (MoU) [20]. The results of these observations are made as the basis of a cooperation agreement between local governments [25].

3.3.2. Specifying Rights and Obligations in Cooperation

The cooperating parties make an agreement which contains objectives, principles of cooperation and division of rights and obligations based on the characteristics of each aspect [24] [23].

3.3.3. Funding for the Cooperation

Funding is based on budget models sharing, i.e. each party will spend the amount in accordance with its ability to support the activities. However, funding from the central government is indispensable and dominant of the total funds required [23].

3.3.4. Planning

The program is prepared using continuous models based

on the length of cooperation, not based on the fiscal year. The program is only used as a condition to make the agreement [25].

3.3.5. Conflict Resolution Methods

The conflict resolution method used is the political model (negotiation, bargaining, and consultation) and the administrative model (change of cooperation agreements in the form of addenda to the agreement) [26] [27].

3.3.6. Monitoring and Evaluation

Monitoring and evaluation is carried out jointly between the cooperating parties with the purpose of obtaining information about the implementation of the program. This activity is a form of control for the implementation of obligations of each region [25].

3.4. Local Government Networking

3.4.1. Networking between the Governments

Networking between the provincial and regency governments is vertical and hierarchical and has not shown the existence of equality. Networking among regencies is horizontal and has demonstrated equal interaction [27].

3.4.2. Networking between the Governments and Corporation (G-C)

Networking between the governments and non-governments/private sectors is horizontal, non-hierarchical, and equal in nature. Networking is based on a cooperation agreement in the form of Service Contract [27] [28].

4. Conclusions

The research findings show that:

1. Intergovernmental cooperations in transmigration program in Tanjung Buka Kabupaten Bulungan motivated by local government considerations to utilize different potentials collectively.
2. Central government roles include decentralization and funding. Decentralization describe intergovernmental

relations concurrent characteristics between central, provinces, and regency governments. Funding role of central government is very important to support the inter-local cooperations.

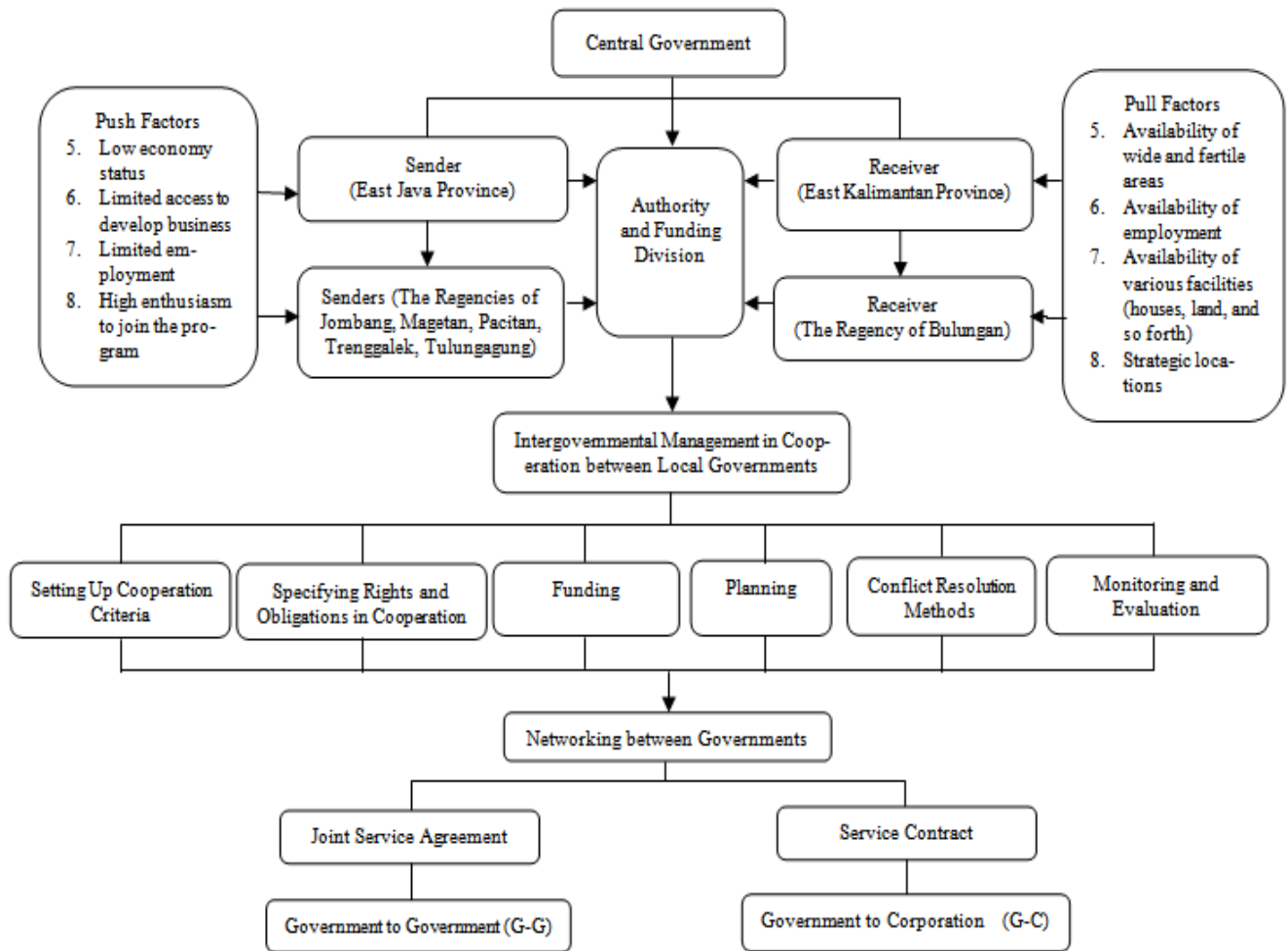
3. Some aspects of IGM showed the capability of local government to deal with IGM problems, such as rights and duties rules, budget sharing models, and conflict management. Unfortunately, the achievement of the target of program goals is less optimum, because arrangement model is rarely consider the financial mechanism of center government and local governments.
4. Hierarchical provincial and regency (G to G) governments networking becomes obstacle in communication and coordination development among the government agents.

5. Recommendations

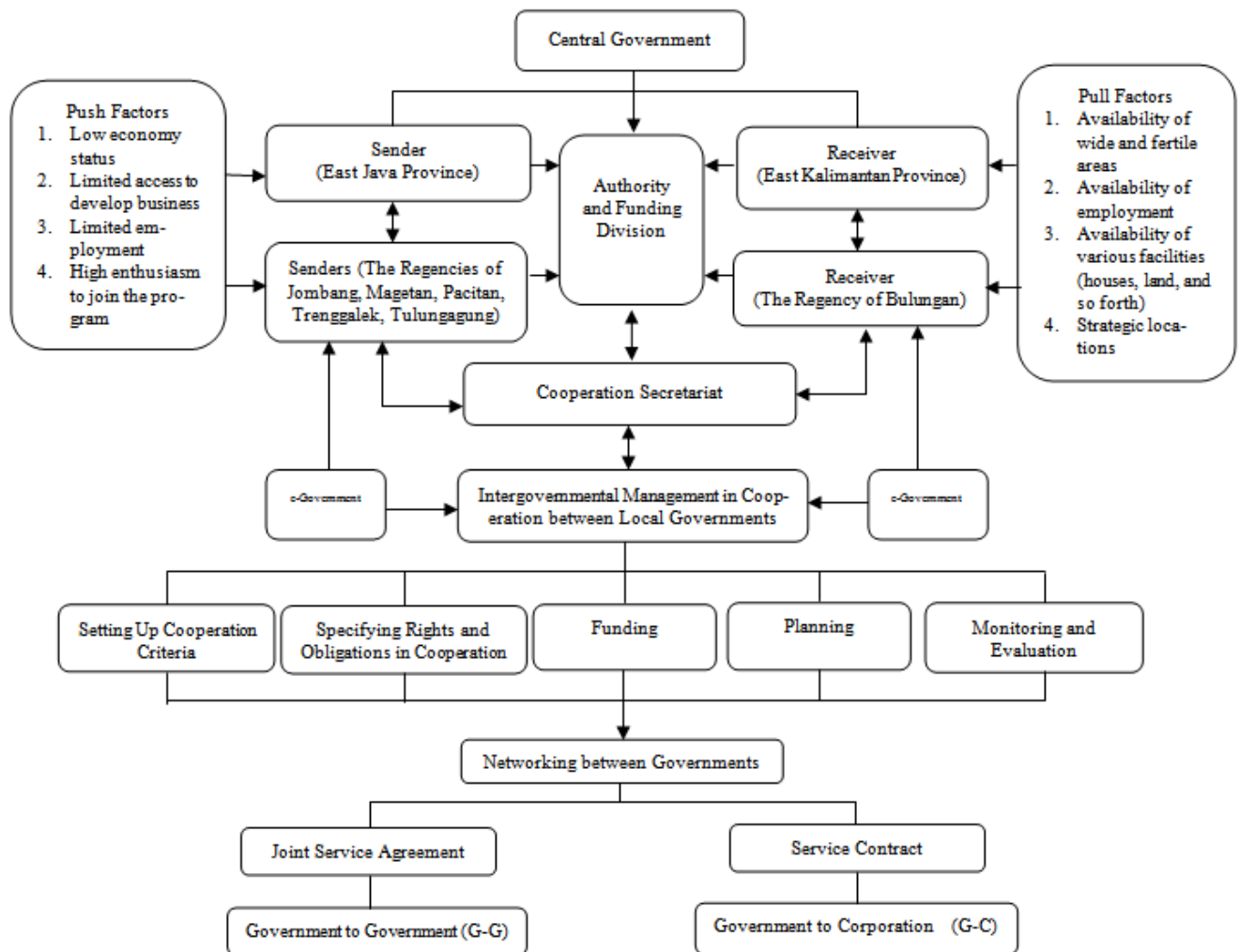
Base on the data finding and analysis, the author recommend the model as shown in figure 2.

1. Join cooperation secretariat, which consist of all regions involved including the central government, is needed in order to create optimal performance of interlocal government cooperations. This should be conducted to create: (a) more intensive communication and coordination between all parties involved; (b) better information management; (c) spirit of cooperation; and (d) better problem solving approaches.
2. Operationally, the Secretariat have to implement e-Government to increase transparency and accountability of cooperation, funding, program monitoring and evaluation, and to minimize conflicts.
3. Central government, as the party who decided the allocation of transmigration and funding, have to build a dynamic financial mechanism by considering the proper financial and transmigration implementation management. Besides, the program must be arranged according to financial year so the implementation process which conducted by all parties could be controlled.

Appendix



Supplementary 1. The Empirical Model for Cooperation between Local Governments in the Implementation of Transmigration in Tanjung Buka Area, Bulungan Regency



Supplementary 2. The Recommended Model for Cooperation between Local Governments in the Implementation of Transmigration in Tanjung Buka Area, Bulungan Regency

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