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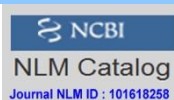
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## RESEARCH ARTICLE

# THE DESIGN OF EVALUATION ON GOVERNMENTAL MANAGEMENT IMPLEMENTATION IN VARIOUS REGENCY GOVERNMENTS IN MADURA ISLAND REGION AROUND THE SUBJECT OF NEW PROVINCE ESTABLISHMENT

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### ABSTRACT

After the prevailing of local autonomy and also general election for local leader (*Pemilukada*), it seems that managerial procedures for development in Indonesia have been forced to change. Local autonomy successfully makes some regencies and cities to feel more empowered. Indeed, the locals now have more discretions to determine direction of development implemented in their jurisdiction. This study is conducted to detect failure threat of development as early as possible. It also attempts to examine the design of evaluation on the management of regency development in current days. The study also tries to describe the ideal design of evaluation, which, in this case, is a design that can stimulate Local Apparatus Task Unit (SKPD) to improve their performance on Madura Island Region. Good evaluation on governmental management must not only emphasize on measuring current success (*ex post*), but also predict possible success in the future (*ex ante*). It is expected that recommendations given by result of evaluation would be useful. This study makes every endeavor to create a design of evaluation on governmental management implementation for development process at regency level in Madura Island Region. The rule for evaluating governmental management implementation has been stated in Law No.32/2004 on Local Government, particularly in Chapter VII about "Local Development Planning", Article 150-154. This law is followed-up then with Government Regulation No.8/2008 on "Stage, Procedure of Making, Control, and Evaluation on Implementation of Local Development Plan" and Internal Affair Minister Decree No.54/2010 on "Implementation of Government Regulation No.8/2008 on Stage, Procedure of Making, Control, and Evaluation on Implementation of Local Development Plan". Based on result of evaluation on governmental management implementation in Madura, especially in Sumenep and Bangkalan, some Local Apparatus Task Unit (SKPD) do not implement good governance due to internal and external factors influencing each SKPD. However, the Preparation Committee of Madura Province Establishment (P4M) perceives that natural resource (SDA) and human resource (SDM) are ready to be used.

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## INTRODUCTION

Both the enactment of local autonomy and also the prevailing of general election for local leader (*Pemilukada*) have initiated great change. Managerial procedures for development in Indonesia cannot escape from this change. Local autonomy has given some regencies and cities with more power. They now have more discretions to set direction of development in their own region. Governmental management is mostly occupied with effort to realize promises given by Local Leaders during their election campaign. To ensure that vision and mission are fulfilled, then planning must be set up in caution. One way to measure success of planning is through evaluation. Good evaluation on governmental management shall not only

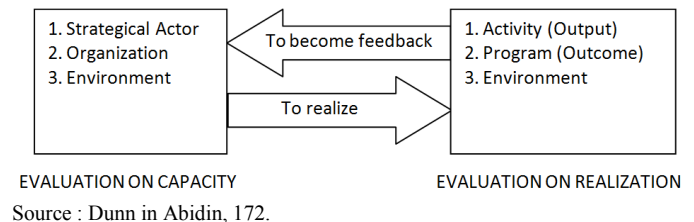
measure currently achieved success (*ex post*), but also predict possible success in the future (*ex ante*). Only by this condition, then recommendations given by evaluation would be useful. This study attempts create a design of evaluation on governmental management implementation for development process at regency level in Madura Island Region. Two models are used, *ex post* and *ex ante*. The study will correct the weakness in previous evaluation model and make adjustment with various recent laws. The rule for evaluating governmental management implementation has been stated in Law No.32/2004 on Local Government, particularly in Chapter VII about "Local Development Planning", Article 150-154. It is supported by Government Regulation No.8/2008 on "Stage, Procedure of Making, Control, and Evaluation on Implementation of Local Development Plan" and Internal Affair Minister Decree No.54/2010 on "Implementation of Government Regulation No.8/2008 on Stage, Procedure of

Making, Control, and Evaluation on Implementation of Local Development Plan". Article 150 Verse (3) Letter (e) in Law No.32/2004 has required RPJMD (Local Middle-Term Development Plan) to be made through Local Regulation. The making of RPJMD must refer to RPJPD (Local Long-Term Development Plan) and RPJMN (National Middle-Term Development Plan). Such procedure would keep the consistency of policies made by previous local leader with policies at national level. Pursuant to the background previously stated, authors formulate research problems: (1) How is the evaluation on governmental management implementation in various regency governments in Madura Island Region? and What factors are constraining regencies in Madura Island Region from preparing new province establishment. The objective of research is to analyze the evaluation on governmental management implementation in regency governments in Madura Island Region, and also to describe the constraints in the preparation toward establishing new province in Madura Island.

### Theoretical frame

Type of evaluation suggested in this study is performance evaluation. This evaluation is always an important process in public policy (Wahab: 197; Nugroho: 543). Performance evaluation is needed to ensure that accountability exists in *good governance* age (Nugroho: 556). This evaluation is not only retrospective (previous achievement) and *ex post* (current achievement), but also prospective (to give recommendation) and *ex ante* (Dunn: 609; Dye in Abidin: 170). In systematic approach, performance evaluation is conducted on few subjects such as process (capacity), output (direct outcome and capacity), and outcome/impact (value-added, impact and activity) (see Mahmudi: 6-7). This evaluation is aimed to evaluate how far is the success of RPJMD implementation and how far is the success of any processes related to this planning. Two conditions, thus, are desired, respectively output and process. Both are important because they describe success level in different age. Evaluation on output would help illustrating realization level of RPJMD implementation. This level is derived from the success in achieving predetermined targets and also from the success that is currently achieved. Evaluation on process is discerning the aspect of production capacity. The success of implementing RPJMD in current days is only sustainable if it is supported by good production capacity. Production capacity is closely related with production process. If this capacity is low, then quality and quantity of product realization would possibly turn bad. Although product realization is low, but when production capacity is still good, then production would be possible to improve (See Table 1).

immediately. In this analysis unit, there is a difference on what is becoming a focus of each evaluation. Evaluation on capacity is focusing on strategical actor, organization, and environment. All these attributes determine the success of SKPD in realizing performance. Evaluation on realization is focusing on few aspects such as activity (output), program (outcome), and goal & target (impact). These aspects are standard measures required by the law, and shall be important feedback to the improvement of SKPD capacity. The scheme of both evaluation is displayed in Figure 1.



**Figure 1. Two Evaluation on SKPD under Perspective of System**

All programs done by SKPD, either local development program or others, consist of many activities. These activities are arranged into certain form, called SKPD Work Plan. It is a plan of annual activities that must be made before discussing APBD. If the plans of all SKPDs must be combined, then activities on these plans would be compiled into a more comprehensive form, called RKPD (Local Development Work Plan). Each plan of each SKPD must enclose success indicator, including output indicator and impact & income indicator. In general, output indicator involves quantity of goods, number of individual, number of group, amount of money, and level of activity. For impact & income indicator, Internal Affair Minister Decree No.54/2010 has provided 247 examples of such indicator. First aspect (community welfare) and third aspect (local competitiveness) are representing *impact indicator*. Meanwhile, second aspect (public service) is *outcome indicator*. These aspects and the coverage of this indicator are shown in Table 2. To answer the aspiration of Madura society to establish new province detaching from East Java Province, then Article 2 Verse (1) of Law No.32/2004 was prevailed. It was declared that the Unitary State of Indonesia Republic is consisting of several provinces. Each province is made of regencies and cities which each of them has local government. The purpose of new province establishment is basically to improve public service, to accelerate the realization of community welfare, and to provide a political education structure at local level. New province establishment must fulfill three conditions, respectively administrative, technical, and physical requirements.

**Table 1. Result of Evaluation on Realization and Capacity**

		Result of Evaluation on Realization ( <i>Ex Post</i> )	
		Good	Bad
Result of Evaluation on Capacity ( <i>Ex Ante</i> )	Good	Current performance of SKPD is good and it can still be good or even increasing in the future.	Current performance of SKPD is bad but it could be better in the future.
	Bad	Current performance of SKPD is good but it may be bad in the future.	Current performance of SKPD is bad and it may still be bad or even worse in the future.

Source : Dunn in Abidin, 172.

Both evaluations on realization and capacity have same analysis unit, precisely SKPD. This unit is selected because it gives more authentic description about local condition. The gap across SKPDs in their capacity and performance is very evident and thus, the solution to this problem can be made

Administrative requirement for new province must enclose the approval from DPRD and Regent/Mayor of Regency/City which jurisdiction would be affected with the coverage of new province; the consent from DPRD and Governor of Original Province; and the recommendation from Internal Affair Minister.



Table 2. Model of Impact &amp; Outcome Indicator

Aspect	Focus	Coverage	Indicator of impact & income
1. Community Welfare	Economical Welfare and Even Distribution Social Welfare	Local Autonomy, People-Oriented Governance, etc. Education	Growth of PDRB Inflation Rate Literacy Rate Schooling Rate
2. Public Service	Mandatory Service	Education	Elementary School Participation Rate Education Ratio of School Availability to School Age Population Secondary School Participation Rate Education Ratio of School Availability to School Age Population
	Optional Service	Health	Ratio of <i>posyandu</i> to under-five child population Ratio of <i>puskesmas</i> , <i>poliklinik</i> and <i>puskesmas pembantu</i> to general population
		Agriculture	Productivity of rice and other local food per ha Contribution of agriculture sector to PDRB
		Forestry	Rehabilitation of forest and critical land Degradation of forestland
3. Local Competitive-ness	Economical Capacity	Local Autonomy, People-Oriented Governance, etc. Agriculture	Household consumption level per capita Local total productivity Farmer exchange value
	Regional Facility/ Infrastructure	Liaison	Ratio of road length to number of vehicle Number of individual or commodity carried by public transport

Source: Internal Affair Minister Decree No.54/2010.

In the case of new regency/city, the required documents for administrative clearance remain same. Technical requirement entails some important factors for establishing new province. These factors include economical capacity, local potential, regional width, demography, socio-politic, culture, defense and security, and other considerations that may facilitate certain region to achieve a progress with their autonomy. Physical requirement involves at least five (5) regencies/cities in new established province, and at least five (5) districts for new regency. However, only four (4) districts are ready for establishing new province of Madura, and therefore, it fails to comply the requirement due to lack of one regency/city.

## MATERIALS AND METHODS

This study uses quantitative approach by which the study produces and processes quantitative data previously derived from interview, observation, documentation, and others. Term “quantitative” seems concerning with a result of evaluation on government implementation. Using quantitative approach, it is expected that the study would obtain a comprehensive description of the object studied (Sulistyo-Basuki, 2006:24). Quantitative data are then analyzed with qualitative method which is usually used to interpret data. The location or the subject of this study is Madura Region in East Java Province. This location is selected because Madura is a region in East Java that had made a plan to establish new province in Indonesia. Consistent with Sugiono, data collection techniques in this study include participative observation, depth interview, documentation, and the combination of three. Primary data are obtained from depth interview which is conducted intensively with informants to draw some important information. However, the actualization of coverage is only attained after interview is on-process. Primary data are data directly elicited from informants without using questionnaire, and therefore, in this study, these data are drawn from interview supported with Guide of Interview. Secondary data are data representing the activity of local governance implementation. Data analysis is using quantitative method. Data previously acquired from interview would be set into some tables showing numbers and percentages. Qualitative data, compiled from interview with informants, are put under qualitative analysis to search for a meaning to answer research problem. Data analysis starts with conducting depth interview with informants.

After this, the authors write transcript of interview result, sort the data based on research context, and bring them into analysis. The analysis process involves two models, respectively evaluative analysis and indicator analysis. The result is interpreted qualitatively.

## DISCUSSION

Geographical condition of Madura Island is indicated by relatively plain topography at south border. Going to north, the difference of height elevation becomes slack and less conspicuous. The plateau stands without volcano. Farmland is mostly dry land. The composition of soil is varying and the rainfall is not evenly distributed. Rain too often falls on high valley rather than on low hill. It is not surprising then to find Madura lacking of fertile soil. In term of geology, Madura is the extension of Java Island. The north side of Madura is dominated by lime stone mountains, while the southern part is indicating the continuance of waterfront of Bengawan Solo River. Limestone mountains in Madura are lower, more rugged, and rounder than those in Java. Madura limestone spots tend to remain in compound. Total width of Madura Island is more or less than 5,168 km<sup>2</sup>, or more or less than 10 % of Java Island. The length of Madura Island, starting from west edge of Kamal to east end of Kalianget, is around 180 km with 40 km broad. Four regencies constitute the Island. Bangkalan Regency has a width of 1,144.75 km<sup>2</sup> and contains with 8 districts. Sampang Regency is extended for 1,321.86 km<sup>2</sup> with 12 districts. Pamekasan Regency is 844.19 km<sup>2</sup> width and made of 13 districts. Sumenep Regency has a vast of 1,857.530 km<sup>2</sup> and is comprised of 27 districts scattered on main island and small islands around. Actors involving in governmental management implementation, or public policy making, are assigned in two categories.

**a. Inside-government actors:** Within Indonesia context (that must differ from other country), inside-government actors include:

- Executives (including President, consulting staffs of President, Ministers, and Local Leader), which their post is mostly political occupation.
- Members of House of People Representatives (legislative, or DPR & MPR).

- Judicative agencies and officers, despite their partial function.
- Bureaucrats at the Office of Local Secretariat, the Head of Regional Office, and street-level bureaucrats (such as: officers who enforce the implementation of Orderliness Regulation in some locals).

#### b. Outside-government actors

- Interest groups, including NGO; professional group; business group; labor union; and religious organization.
- Academician, author, consultant, and private (the company that provides service on governmental demand).
- Politician
- Mass media
- Public opinion
- Policy Target Group (*beneficiaries*)
- Donor Organizations (such as World Bank, IMF, and others) which are greatly influential to the making and implementation of policies in Indonesia.

Pursuant to the outline above, strategical actor with significant effect on governmental management implementation in Madura is Local Secretary who leads the Office of Local Secretariat but still becomes the assistant staff for Local Leader in executing local administration. Local Secretary would help Local Leader in making policies and also in coordinating the works of local departments and local technical agencies. Local Secretary takes a responsibility to Local Leader for the implementation of task and obligation. Local Secretary is a civil-servant who is appointed based on eligibility, and who is mostly posted as the Counselor to civil servants in their work area. Therefore, Local Secretary is often said as the most ultimate rank in the ladder of career of local civil-servant. In executing their function, Local Secretary is aided by three (3) assistants, and each of them has its own field to care, respectively Government, Economic & Development, and Administration and Apparatus. Main responsibility of Local Secretary is to help Regent in formulating, executing, leading, coordinating, fostering and controlling many tasks related with local governance. Some tasks are usually matters concerning with DPRD Secretariat, Local Departments, Local Technical Agencies, Civil Guardian Police Unit and other equivalent organization, and District and Sub-District. Other tasks are related to the administration and apparatus of local government, and also the internal affair, administration and employment issues of Local Secretary. Local Apparatus Task Unit (SKPD) is an apparatus of local government (either at province or regency/city levels) and is also becoming Indonesia landmark. SKPD is the implementer of executive function, but it must coordinate with other function to produce good governance. Legal base for SKPD has been enacted since 2004, and it is Article 120 of Law No.32/2004 on Local Government. Governor and Vice-Governor, Regent and Vice-Regent, or Mayor and Vice-Mayor are excluded from this unit (SKPD) because they have status as Local Leader. Officers included into SKPD are employees at Local Secretariat Office; expert staffs in DPRD Secretariat, Departments, Agencies, Local Inspectorate, and other agencies with direct responsibility to Local Leader; and staffs at District Office (or equivalent institution) and Sub-District/Village Office (or equivalent institution). After the enactment of Law No.23/2015 on Local Government, some authorities of regency government are transferred to province.

In accompany to this process, Local Apparatus Task Unit (SKPD) has been officially renamed into Local Apparatus Organization Structure (SOPD). The authors attempt to explain local apparatus in Madura but the elaboration here is only limited to Sumenep and Bangkalan Regencies. More descriptions about this are given as following. There are thirty (30) SOPDs in Sumenep Regency. This number is reported by SOPD Specific Committee referring to Governor Evaluation Result. Sumenep Regency has four (4) SOPDs, respectively Local Secretariat Type A, DPRD Secretariat Type A, Inspectorate Type A, Civil Guardian Police Unit Type B. Few SOPDs in Sumenep Regency are lacking of expected performance. Measure or indicator used to determine SKPD performance is tasks and functions of each SKPD.

The use of this indicator would be helpful to recognize whether SKPD targets are successfully realized or not. There are five SKPDs with poor performance, precisely Department of Education; Department of Culture, Tourism, Youth and Sport; Department of Public Works for Work Creation, Local Development and Planning Agency (Bappeda), and RSUD Dr Moh Anwar Sumenep. All these five SKPDs have red mark because they were not productive in the last five years. Also, they are merely considered as supplement and not supportive to the existing governmental programs. For example, Department of Education was lacking of breakthroughs to improve education quality. Illiteracy rate in Sumenep is very high. Education civil-servants, or school teachers, are not discipline at work, especially for those who serve at small islands. Many programs made by Department of Education have ended as legal flaw. Department of Public Works for Work Creation has failed to control floods, and Department of Culture, Tourism, Youth and Sport is not yet optimally developing tourism potentials. Bappeda has boiled Main Plan of Local Tourism Development (RIPPDA) for years without certainty. In case of Local Hospital (RSUD), health service is faced with many complaints. All these indicators above are only the tip of big failure of SKPDs. Result of evaluation on SKPD in Sumenep Regency is consisting of the indicators of program and activity and the realization and implementation of this program and activity. The summary is given as following.

In Bangkalan Regency, there are fifteen (15) SKPDs considered as having good performance which is stratified into categories of *major*, *moderate* and *minor*. This stratification is made based on result of evaluation on SKPD conducted by SKPD Evaluation Team founded by Bangkalan Regent. SKPD in major category includes: Department of Liaison, Communication and Information; Local Agency for Development and Planning (Bappeda); Hospital of Syarifah Ambami Rato Ebuh; Department of Education; and Department of Public Works for Management of Road and Water. Moderate category consists of: Department of Mine and Energy; Department of Marine and Fishery; Department of Social, Employment and Transmigration; Department of Public Works for Work Creation and Land Order; Department of Agriculture; and Department of Animal Husbandry. Minor category is comprised of: Department of Demography and Civil Registration; Local Agency for Community Empowerment and Village Administration; Economic Division in Regency Office; Law Division in Regency Office; and Socah District. Result of evaluation on SKPD in Bangkalan Regency contains with the indicators of program and activity and also the realization and implementation of this program and activity.

**Table 3. Result of Evaluation on SKPD in Sumenep Regency**

Result of Evaluation	SKPD
Good	<ul style="list-style-type: none"> <li>Local Secretariat</li> <li>DPRD Secretariat</li> <li>Inspectorate</li> <li>Civil Guardian Police Unit</li> <li>Department of Health</li> <li>Department of Social (Type A)</li> <li>Department of Woman Empowerment, Child Protection, and Family Planning</li> <li>Department of Employment</li> <li>Department of Liaison</li> <li>Department of Communication and Information</li> <li>Department of Public Works for Road Management</li> <li>Department of Public Works for Water Resource</li> <li>Department of Industry and Trade</li> <li>Department of Cooperative and Micro Enterprise</li> <li>Department of Fishery</li> <li>Department of Food Security and Animal Husbandry</li> <li>Department of Agriculture, Crop, Horticulture and Plantation</li> <li>Department of Demography and Civil Registration</li> <li>Department of Community Empowerment and Village Administration</li> <li>Department of Life Environment</li> <li>Department of Capital Investment and One-Roof Integrated Service</li> <li>Department of Library and Archive</li> <li>Local Agency for Income and Management of Finance and Asset</li> <li>Local Agency for Employment and Human Resource Development</li> <li>Districts</li> <li>Sub-Districts</li> </ul>
Result of Evaluation Bad	SKPD <ul style="list-style-type: none"> <li>Department of Education</li> <li>Department of Public Works for Work Creation</li> <li>Department of Culture, Tourism, Youth and Sport</li> <li>Local Agency for Development and Planning (Bappeda)</li> <li>RSUD Dr Moh Anwar Sumenep (Local Hospital)</li> </ul>

**Table 4. Result of Evaluation on SKPD in Bangkalan Regency**

Result of Evaluation	SKPD
Good	<ul style="list-style-type: none"> <li>Department of Liaison, Communication and Information</li> <li>Local Agency for Development and Planning (Bappeda)</li> <li>Hospital of Syarifah Ambami Rato Ebuh</li> <li>Department of Education</li> <li>Department of Public Works for Management of Road and Water</li> <li>Department of Mine and Energy</li> <li>Department of Marine and Fishery</li> <li>Department of Social, Employment and Transmigration</li> <li>Department of Public Works for Work Creation and Land Order</li> <li>Department of Agriculture</li> <li>Department of Animal Husbandry</li> <li>Department of Demography and Civil Registration</li> <li>Local Agency for Community Empowerment and Village Administration</li> <li>Economic Division at Regency Office</li> <li>Law Division at Regency Office</li> <li>Socah District.</li> </ul>
Result of Evaluation Bad	SKPD <ul style="list-style-type: none"> <li>Inspectorate</li> <li>Department of Health</li> <li>Head of Agency for Research and Development</li> <li>BPKAD</li> <li>Local Agency for Income Issue</li> <li>Department of Public Housing and Residence Infrastructure</li> <li>Department of Youth and Sport</li> </ul>

Source: Data are processed from BPS of Sumenep and Bangkalan Regencies

The summary would be given as following. Several factors are constraining the establishment of Madura as new province. One of them is administrative requirement which compels new province to have five (5) regencies. Abdul Aziz has an opinion about this matter:

The constraint is about legality. Administrative requirement must be met by regencies. They feel overburden.

Therefore, we must conduct material test on this legal base for judicial review. Why we insist on establishing new province? One reason is clear. Our regencies already have markers differing them greatly from Javanese, such as geography, culture, language, and custom. We have submitted proposal for extending regency width but the government still kept it on discussion. If our judicial review is decided as acceptable, we would be given "special" status. Laws related with new

establishment are always general but we receive “special condition”. Secondly, besides the fact that Madura has different characteristic from Java, Madura was actually a colonial state inaugurated by the Dutch. When other states, such as Jogja, DKI, Aceh and others, have converted into province, Madura is not ready for such conversion. (Interview with Abd. Aziz Salim Syabibi, P4M Coordinator for Small Islands, in Sumenep, 20 August 2017). Abdul Aziz also explains reason why Madura is so late to become province. The most evident proof is the lack of cohesiveness among elites in Madura. It is described as follows:

There is only one reason why Madura people are so late to realize this issue? Too much smart people would be too much interests. It is difficult to produce cohesiveness among them. Therefore, the constraint is clear, and that is cohesiveness and togetherness. Problem is not economical, but human resource. If Madura prominent figures have figured out the importance of cohesiveness, other requirements may be surely passed. (Interview with Abd. Aziz Salim Syabibi, P4M Coordinator for Small Islands, in Sumenep, 20 August 2017).

### Conclusion

Some SKPD fail to implement the governance properly because of their internal and external factors. Natural resource (SDA) and human resource (SDM) are ready and available to support new province establishment. However, the constraints hampering Madura from establishing Madura Province are administrative clearance that requires new province to have minimally five (5) regencies and the lacking of cohesiveness among Madura elites.

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