

Bureaucracy Role of Regional Government in Management of Irrigation (A Study of Regional Government of Jember, East Java)

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Abstract

Government Regulation No. 20 in 2006 on the management policy of water irrigation principally needed government's role that was: management policy of irrigation principally should increase participation of societies, regional governments based on his / her authority should be able to encourage farmer's participation who were members of HIPPA / GHIPPA in the development and management of irrigation system. It was to create and increase the sense of belonging and responsibility for sustainability of irrigation system. This case study aimed at determining the role of regional government bureaucracy in guiding and empowering HIPPA/GHIPPA institution from strengthening aspect of HIPPA/GHIPPA institution, from technical aspect of irrigation management, and financial aspect of irrigation management, as well as efforts to improve the quality of human sources of HIPPA / GHIPPA. The method used in this study was qualitative, relying on interview techniques, observation and documentation as a mean of data collection. Furthermore, the data were analyzed by using the Procedure for the data analysis according to McNabb. It was found that: 1) The role of regional government bureaucracy in the management of irrigation could be analyzed by using policy instruments, namely: regulations, public owned enterprise, and direct public good provision; 2) Empowering HIPPA / GHIPPA's human sources was done through stages: awerening, understanding, harnessing, and using; 3) The role of regional government bureaucracy in improving the human resource quality of of HIPPA / GHIPPA committee had not had a personal competency in mapping of HIPPA / GHIPPA committee, thus, the quality improvement of HIPPA / GHIPPA committee became less focused; 4) Participation of HIPPA / GHIPPA committee and farmers generally were still low; 5) potential conflict in the management of irrigation was quite high. This study recommended a role model of regional government bureaucracy in the management of irrigation.

Keywords: Irrigation, Government Bureaucracy, role

1.0 INTRODUCTION

Bureaucracy is a government organization which is carrying out the activities of various sub- government organizations where there are departmental and non-departmental agencies, both from central and local levels. Bureaucracy is built as a mean of governments in carrying out public services in accordance with public aspirations. Bureaucracy is a type of organization that is intended to carry out many administrative duties systematically by coordinating the work of many people. Through the bureaucracy, it was expected that government decisions could run effectively and efficiently through government regulation (Hakim, 2009). Generally, support of bureaucracy renewal was the presence of good management systems, relating to procedures of organization, managing state apparatus, which based on performance, management, regulation of assets and wealth that belonged to the state, financial management, preparation and budget planning, control, and accountability. Bureaucratic reformed the strategy, including quality improvement of public services, acceleration in corruption dismissing, improvement of human resource, personnel management based on performance, remuneration and meritocracy. The society development dynamically increased, better living standards and society education was a natural process of *empowering* experienced by societies. There were several challenges faced by public bureaucracy, those were: 1) strategic environment that was constantly changed, 2) shifting of governance paradigm, development, and public service, 3) condition of society who experienced the dynamics (Widodo, 2004).

Associated with role changing direction of regional government in addressing the policy of decentralization, region with prominent ethnic characteristics and local culture needed government affairs management and development which emphasized the role of public sector and local communities (Supriyono, 2010). Implementation of regional autonomy in Indonesia which was emphasized on district and city, according to explanation of Law No. 32 in 2004 on Regional Government aimed to: Hastening the establishment of public welfare; Improvement of the public service; and Empowerment and society participation. The main problem of management of water irrigation in Indonesia still experienced legal conflicts between sub-systems of existing law. Legal conflicts in interactions between law of country through HIPPA with custom law roled by *ulu-ulu* in management of irrigation in East Java was an interesting issue to be observed. Water as a basic necessity of farmer's productivity experienced a management change. Previously, irrigation was managed by custom law institutions of *ulu-ulu*, then, by state law, it was delegated

to HIPPA. There was a conflict between *ulu-ulu* that had authority traditionally and HIPPA that had authority from the legislation.

The basic principle of development and management policy of irrigation systems according to PP No. 20 in 2006 Article 4: 1) community-based participation, 2). Integrated with integrating the interests of inter-related sectors, 3). Environmentally attention to ecological balance and environmental capacity, 4). Transparent and opened accountable that could be accounted, 5), Proportionately fair based on society needs of water irrigation from the upstream to downstream. Water rrigation management policy principally required government's role; Improving initiative and encouraging the society's role in management of water resources, Encouraging private participation in water resource management without sacrificing public interest. Setting up government institutions in the context of decentralization, democratization and privatization for synergies and completion of conflict. (PP No. 20, 2006).

Management Policy of irrigation basically should foster society participation, regional government bureaucracy participation that corresponded to its arbitrary which should be able to support participation of farming community in development of irrigation system. It was to create and increase the sense of belonging and responsibility for sustainability of irrigation system (PP No. 20 in 2006). In governance, the republic of Indonesia as a unitary state adhered to decentralization principle by providing the opportunity and power to regions in to order and to organize regional autonomy. Therefore, the unitary state of Indonesia territory was divided into provinces, districts and autonomous cities, including the district of Jember. According to the provisions of Law No. 22 in 1999 regarding Regional Government which was updated with Law No. 32 in 2004, executive institution in Jember district, led by a regent who was assisted by a vice regent, with the organizational structure of regions of Regional Secretariat, Parliament Secretariat, Regional Agency, and Official region. Associated with role changing direction of regional government in addressing decentralization policy to region with prominent characteristics and local culture was needed government affairs management and development which emphasized government sector role and local societies. (Supriyono, 2010) There were four propositions that could explain why regional government could address changes and new opportunities, First, *political competition*: local political competition dynamics was a core approach which explained variation of regional government's work democratically. Second, *State entrepreneurship*: focused on regional government institution in terms of authority to develop innovative ideas, and made strategic choices about adding value of a policy. Third, *public sector modernization*: provision of additional incentives for public officials who had made institutional restructure, service privatization or *controlling out* and technological innovation to develop public sector capacity. Fourth, *civil society activism*: increasing the degrees of participation and accountability, social groups in local communities which was directed to provision public services quality, including participation in policy processes. Grindle (cited by Supriyono, 2010).

Farming production sector in the future was always influenced by uncertainty climate. The issue that caused lack or excess of water in the form of flooding would always be a serious threat for farmers. Therefore, creativity and innovation were needed to provide an irrigation system and water resources governance system for the benefit of economic development and agriculture in the future. Improvement and development of the economy, population that influenced the component of water needs in the future. There were three predicted things that would happen; 1). Water needs outside agricultural businesses would grow over the need of water in agriculture. 2). Need changes in farming commodity would result in changes of water resources in farming sector. 3). Need changes of availability of land would also affect the need of water irrigation. Infrastructure development in irrigation supply sector in the future would be expensive (Pasandaran, 2002). Period of time required for the provision of facilities and infrastructure would be a fairly long, the large-sized irrigation facilities and also large reservoirs or dams took roughly around 10 years (Pasandaran, 2002). The issue of reduced water in various countries became the most prominent issues that required new approaches in different sectors for water resources management. Another problem arisen was related to poor condition of irrigation network, it affected irrigation network services. Similarly, related to implementation of regional autonomy and effectivity of funds transfer model such as General Allocation Fund (DAU) and outcome partition fund (DBHS), and Special Allocation Fund (DAK), in this case the district administration was still not motivated solely to provide operating funds of irrigation provision and irrigation network maintenance fund.

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Based on those conditions, it was needed the role of regional government bureaucracy in water irrigation management, which aimed to improve empowerment of society to participate in the water irrigation management. This study aimed to: (1) Describe, analyze and interpret the role of government bureaucracy in irrigation management in Jember. (2) Describe, analyze and interpret the forms of society participation in irrigation management in Jember. (3) Describe, analyze and interpret conflict depiction in conducting irrigation in Jember (4) Alternative model development of regional government bureaucracy role in irrigation management based on real empirical data and theoretical discussion, then, it was used as basis for the proposed recommendation, which could be used by the department irrigation of Jember.

2.0 METHOD

This type of qualitative research was a social phenomenon that would be able to uncover the values/facts which were hidden and descriptive, sensitive through information and always tried to maintain the object of research. Data were collected through in-depth interview, observation and documentation. Primary data were collected from informants and/or respondents of bureaucratic apparatus, the group HIPPA/GHIPPA and society leaders and relevant groups of water users. While secondary data were taken from related institutions/organizations dealing with the role of regional government bureaucracy in management of irrigation. To complete the data, it was carried out literature studies and field studies. Analysis of research data referred to Mc Nabb idea (2002: 148) that used 6 stages consisted of: (1) *Organize the data*, (2) *Generate Categories, Themes and Patterns*, (3) *Code the data*, (4) *Apply the Ideas, Theme and Categories*, (5) *Search for Alternative Explanations*, (6) *Write and Present the Report*, and (7) *make final conclusion of research*.

3.0 RESULTS

3.1 The Role of Regional government Bureaucracy in Developing and Empowering Institutional Aspect of HIPPA/GHIPPA

Realization of institutional HIPPA/GHIPPA could execute authority and responsibility in development and management of participatory irrigation systems in order to obtain an increase of productive agriculture in food endurance and social welfare, as well as enhance the government competitiveness of Jember. It was needed to make development on form of counseling, consultative counseling, as well as field visit. The role of regional government bureaucracy in empowering HIPPA/GHIPPA which was studied was partnerships of Jember irrigation department. The role of regional government bureaucracy in counseling and empowering the institutional aspects of HIPPA/GHIPPA was done in order to; 1) improve the institutional status of GHIPPA/HIPPA to be a legal entity, 2) improve institutional infrastructure of HIPPA/GHIPPA, 3) improve the managerial capacity of GHIPPA/HIPPA, 4) enhance the activity of committee and members in making program. Institutional HIPPA/GHIPPA in accordance with legal basis in development and management participatory irrigation related to; (Working area, characteristics and principles of institutional GHIPPA/HIPPA, the purpose of institutional authority and responsibility of GHIPPA/HIPPA, the institutional structures and finance).

The main basis component of institutional HIPPA / GHIPPA as decision in agreement rules (constitution and statute) related to authority and responsibility in development and management of participatory irrigation. Provision of infrastructure that was required by institutional GHIPPA/HIPPA needed to be facilitated or pursued by Jember district government bureaucracy which related to (work areas, offices, office furniture, model aid, operational equipment and maintenance, business and economic development infrastructure). Without infrastructure, the development of HIPPA/GHIPPA was inhibited. It should be pursued gradually adjusted to the ability of HIPPA/GHIPPA. Simply improving the managerial skills of HIPPA/GHIPPA, Institutional administrative of HIPPA/GHIPPA was registration activities which was required by HIPPA/GHIPPA to support the execute powers and responsibilities of development and management of participatory irrigation system.

On the other hand, the administration of HIPPA/GHIPPA was done by farmers with large differences in education (from elementary school to Bachelor). Institutional Administration of HIPPA/GHIPPA consisted of: (1) institutional administration, (2) operational administration, (3) maintenance administration, and (4) finance administration. Institutional administration intended to make institutional activity recording in order to be used as consideration for institutional development of HIPPA/GHIPPA.

3.2 The Role of Regional government Bureaucracy in Counseling and Empowering of Irrigation Technical Aspect of HIPPA/GHIPPA

Development and empowerment of GHIPPA/HIPPA in technical aspects of irrigation, namely: 1) guidance on data collection phase (data of acreage and harvested area, the condition of lack/excess of water); 2) development of operational planning (preparation of annual operating plans, water allocation planning, proposing reconsideration when the allocation of water was not in accordance with the plan, submission of proposed plan of planting system, submission of the proposed plan of irrigation distribution and maintenance, planning administration and distribution of water irrigation); 3) development of implementation of operation (execution of work operations such as opening, closing and lubricating floodgates, communicating suggestion of water irrigation needs that was based on area and plants species); 4) Development of monitoring and evaluation (reporting damage to buildings, channel, floodgate, reporting the illegal withdrawal water irrigation, reporting water conflicts and solutions).

Development schedule of 2012 for GHIPPA/HIPPA committee which was conducted by Department of irrigation was GHIPPA/HIPPA committee of Sumber Tani, Margi Rahayu, Tirto Rejo. Bina Karya Rukun Tani, Margo Mulyo, Tirto Mulyo, Sumber Makmur, and Sri Tanjung. Development of Technical Irrigation to GHIPPA/HIPPA included: (1) The procedure of irrigation networks operation (data collection; mapping allocation of water irrigation ; supply system, sharing, distributing, and wasting water irrigation), (2) Procedures of irrigation networks maintenance (monitoring diversity of physical condition, functioning construction and channel, planning and executing the maintenance), (3) Procedures of irrigation network rehabilitation (irrigation network security, monitoring damage of buildings, security gates, reporting the illegally water withdrawal, reporting the water conflicts).

The results of field research showed that the entire HIPPA had conducted opening and closing doors of irrigation. Regarding the plan organization of planting order, generally book list of planting order plan, was still incomplete; while water distribution plan, the entire HIPPA had owned book list of water irrigation distribution.

3.3 The Bureaucracy Role of Regional Government in Development and Empowerment the HIPPA / GHIPPA Finance aspects

The bureaucracy role of regional government in development and empowerment the aspects of HIPPA / GHIPPA finance, was expected to be a reference for the implementation of empowerment in improving the HIPPA / GHIPPA institution in order to fulfill accountable and equitable service, and fair. Hence, it could increase the HIPPA / GHIPPA participation in order to increase agricultural productivity, public welfare, and the competitiveness of Jember district, East Java, Indonesia. The intention and purpose of developing the aspect finance was the realization of HIPPA / GHIPPA that could implement the authority and responsibility in development and management of irrigation system which was supported by the withdrawal of Irrigation Service Cost (*Iuran Pelayanan Air Irigasi* (IPAIR)) and economic development efforts. The result of interview showed that the development and empowerment on HIPPA/GHIPPA committee had been done intensively. However, it could not be optimal. The irrigation service cost (IPAIR) that was withdrawn by farmer was based on accepted irrigation services. The irrigation service cost was saved and used by HIPPA autonomously and transparently for the implementation of task, obligation, and irrigation management cost (Ministry of Home Affairs number 50 in 2001). The role of bureaucracy of regional government in development and empowerment the aspects of HIPPA / GHIPPA were: (1) the financial management, including financial transaction, chairman's approval, cashbook, ledger, and financial report; (2) IPAIR management, including : basic law that based the authority and responsibility, financial meaning, IPAIR implementation (basic law, tariff, and IPAIR management).

The empowerment of financial aspects was conducted through training of financial management and the facility of financial infrastructure so that HIPPA/GHIPPA either could fund development and management of tertiary network under the authority or could participate in development and management of secondary and primary network which were supported by IPAIR withdrawal and economic development efforts. Even though it had been published the series of legal basic law and policy (UU Number 7 in 2004 about Water resources, PP Number 20 in 2006 about irrigation, Permen PU Number 30/PRT/M/2007 about Guidance of Development and Management of Participative Irrigation System, Permen PU Number 32/PRT/M/2007 about Guidance of Operational and Maintenance of Irrigation, Permen PU Number 33/PRT/M/2007 about Guidance of HIPPA/GHIPPA/IHIPPA Empowerment, and Regional Regulation

in Jember district Number 2 in 2008 about irrigation), but the implementation of it had difficulty. Technical empowerment of HIPPA/GHIPPA finance aspect was expected to be able to increase HIPPA/GHIPPA institution in order to fulfill the service level with accountable and equitable principle. An impact of the increase of technical HIPPA/ GHIPPA was obtained the increase of agricultural productivity in food security and the increase of public welfare. Financial management of HIPPA/GHIPPA institution was a bookkeeping activity that was conducted by HIPPA/GHIPPA committee orderly and correctly so that it could be accounted to the members. The committee who could account the finance of HIPPA/GHIPPA institution would have impact of the increase of members' trust to the committee. Hence, IPAIR income also could increase.

The implementation of HIPPA/GHIPPA financial management was conducted by procedures as followed: (1) transaction, (2) chairman's approval, (3) recording on daily cash, (4) recording on ledger, (5) financial report. Transaction of HIPPA/GHIPPA finance could be differentiated into two: income and expenditure. The financial income was differentiated by: (1) IPAIR. It was all costs which were withdrawn from HIPPA/GHIPPA members, (2) Penalty that was as an impact for the lateness of IPAIR. The penalty should notice more for: (1) it was determined clearly the withdrawal period of IPAIR, which was deposit time of IPAIR contribution from the members. (2) IPAIR withdrawal period should be for one until two months, (3) the penalty did not burdensome the members, which it was not more than 10% of the bill. The penalty for operational maintenance of irrigation network that was the penalty due to the violation result, as followed:

1. Operational violation: (1) the violation of the plant planning, (2) the violation of rotation schedule, (3) manufacture of illegal tapping, (5) the direct removal water from irrigation.
2. The violation of maintenance: (1) bathing animal in irrigation area, (2) activity that could damage the dike canal, (3) bathing around dangerous building or dangerous location (track rash), (4) driving the vehicle to the dike / inspection road that was not in accordance with the road capacity, (5) cultivating fields, building or trees planting which were not in accordance with the limit, (6) did not follow the maintenance activity together.
3. Rental of operational maintenance facility which was a service that was gathered to the party who had used operational maintenance tools owned by HIPPA/GHIPPA.

Furthermore, the expenditure in HIPPA cash could be differentiated into seven:

1. Operational cost that was used for operation of irrigation network, consumption for meeting of operation plan, transportation for monitoring and operation, and many others.
2. Maintenance cost for irrigation network was used for consumption for meeting of irrigation network maintenance, transportation for maintenance planning, consumption for maintenance implementation, purchasing material component, and others.
3. Operational cost for institution was used for meeting, official facilities (electricity, water, telephone, and etcetera), and others.
4. Equipment and stationaries procurement cost, including operational tools (hoe, harrow, cleaver, etcetera), official infrastructure, manufacturing official props, stationaries (book, pen, etcetera).
5. Incentive cost for committee and auditor
6. Training and counseling cost, including the organizing of training or counseling, the participation in the training
7. Cost for development of economic business, including survey in developing economic business, training of development of economic business, capital, and others.

In addition, for every income and expenditure money from the HIPPA/GHIPPA cash, the treasurer should make an invoice such as in receipt, purchase orders, list of consignee of committee and auditor incentive money which could use list of money acceptance signed by consignee. No maximum in financial management by HIPPA caused a lack of farmers' awareness in paying IPAIR. The results showed that achievement target of IPAIR HIPPA was around Rp. 13617500.00 up to 15.362,500.00. IPAIR contribution from the farmers to the operation and irrigation maintenance ranged from 70% to 80% of the collected funds, or about 4.35% up to 5.92% of the AKNOP value which had been prepared by the Department of Irrigation, Jember district.

3.4 Society Participation in Management of Irrigation

Referring to the Government Regulation Number 20 in 2006 about Irrigation, the participative irrigation management was the implementation of irrigation based on farmers' participation since early thought until the decision-making and the implementation of the activity in stage of operational irrigation network plans, participating in implementation of irrigation operation, maintenance operation in irrigation network, participating in monitoring and evaluation. In this case, HIPPA/GHIPPA had not had sufficient ability. Therefore, the bureaucracy role of regional government was quite expected. According to the appointment in article 84 of Law Number 7 in 2004 about Water Resources, the society in this case were farmers who were water users (HIPPA/GHIPPA) and had similar chance to have role in the process of

planning, implementing, maintenance, and monitoring the water resources, particularly irrigation management. The role of farmer in the process of planning, implementation of irrigation operation, maintenance of irrigation network, and rehabilitation of irrigation network were extremely expected because high participation level of the member would give an impact to the independence of HIPPA/GHIPPA organization.

The management of irrigation in society-based, (HIPPA/GHIPPA) could be participating in irrigation operation plans, which consisted of: 1) Participating in arranging the written annual plan of operation; 2) Participating in planning the allocation of water irrigation, participating the procedures in purposing a review if the water allocation was not in accordance with the allocation plan that had been agreed together; 3) Participating in making the proposal of plant planning; 4) Participating in making the proposal of distribution plan of water irrigation; 5) Participating in planning the distribution and providing the water irrigation (Dirjen Sumber Daya Air, 2006). HIPPA/GHIPPA organization in irrigation management could be actualized as an institution, which was an organization that institutionalized and rooted in society. Moreover, it bonded in cultural social and it was obeyed by the members. Nevertheless, in the fact showed that the society's role and participation which were joined in HIPPA/GHIPPA were still less optimal. The quality problem in human resources and the role conflict between the official responsibility for irrigation and HIPPA institution became less optimal factor of HIPPA member's participation in managing the irrigation. In irrigation, HIPPA could participate in the implementation of irrigation operation, which were: 1) Participating in helping the implementation of the operation such as opening, closing the door, lubricating the sluice gate, 2) Participating in suggesting the water irrigation needs based on the width and the pant types in operation period, 3) Participating in providing water irrigation, 4) Participating in allocation of water irrigation in dry season (BAPEKAB Jember, 2010).

HIPPA could participate in maintenance of either waterway or building of irrigation network: 1) Participating in cleaning the grass in the dike and cliff channel, 2) Participating in improving landslide which was occurred in the dike and the channel of the slope, 3) Participating in cleaning the garbage and sediment on building of drain inlet, 4) Participating in cleaning the mud / sediment in the water channel and bridge that disrupted the water flow, 5) Participating in improving small damage in control structure (Department of Irrigation, Jember, 2010).

The participation of society in the implementation of irrigation operation was still less maximal. HIPPA/GHIPPA participation in managing the irrigation included: (1) irrigation operation, (2) maintenance of irrigation, and (3) rehabilitation of irrigation. The result of interview showed that overall, HIPPA participation in managing irrigation was categorized in medium category. As much as 50% or 5 HIPPA gave medium assessment, meanwhile, the 40% or 4 HIPPA gave poor assessment and 10% or 1 HIPPA gave high assessment.

3.5 Conflict in the Management of Irrigation

HIPPA/GHIPPA often had conflict with *ulu-ulu* (the regional official responsibility who had managed irrigation for generations). Besides, it was often occurred a conflict regarding the distribution of water irrigation and IPAIR problem. A handling and problem solving regarding the conflict in management of irrigation were: 1) Handling and problem solving the complex problem between GHIPPA and HIPPA regarding with the allocation of irrigation distribution; 2) Handling and problem solving between HIPPA and regional official responsibility in managing irrigation regarding with the allocation of irrigation distribution; 3) Handling and problem solving regarding with the IPAIR payment; 4) Handling and problem solving regarding the penalty of water irrigation. The conflict in wide understanding could be stated as various things of antagonistic human relationship. It could be seen clearly and covertly. In this relation, it meant that various controversy could be occurred in organization either between person and another one, person and another group, a group and another group, or a group and organization, even a person and the organization.

Handling and problem solving regarding the conflict in managing irrigation were:

1. Handling and problem solving of the conflict between HIPPA and GHIPPA regarding allocation of irrigation distribution.
2. Conflict between HIPPA/GHIPPA with *ulu-ulu* in seizing the authority in managing irrigation.
3. Handling and problem solving between HIPPA and *Ulu-ulu* regarding the allocation of irrigation distribution.
4. Handling and problem solving regarding IPAIR payment
5. Handling and problem solving regarding the penalty in water irrigation
6. Handling and problem solving regarding the damage of tertiary irrigation network
7. Handling and problem solving regarding the maintenance of tertiary irrigation network

The result of the research was found that regarding the conflict in managing irrigation and problem solving that was done by HIPPA were: Sumber Tani, Bina Karya, Tirto Rejo, Rukun Tani, Margi Rahayu, Margo Mulyo, Tirto Mulyo,

Barokah, Sumber Makmur, Sri Tanjung, GHIPPA Tirta Makmur and Ridho Makmur. Furthermore, there were similar conflict of irrigation that was occurred in HIPPA Sumber Tani Ambulu, Bina Karya Puger, Barokah Jenggawah, Margo Mulyo Gumuk Mas, Tirta Mulyo Kencong, Margi Rahayu Umbulsari, Jember district. The handling and problem solving between GHIPPA and HIPPA were regarding the allocation of irrigation distribution. The conflict of water allocation was not equally because the total of water discharge declined. Thus, the problem solving that should be done was implementing the rotation system. The risen conflict in managing irrigation was often occurred while handling irrigation between HIPPA and *ulu-ulu* due to lack of emphasis of the regulation regarding the management of irrigation. Therefore, the problem solving was involving together between HIPPA and *ulu-ulu* in managing irrigation which was through discussion between regional committee of the village and HIPPA committee. The damage of irrigation network was caused by lack of maintenance and treatment the irrigation network by the farmers and actually, it was the time for improvement. The risen problem was less fulfilled the distribution of water irrigation, hence, there was a theft of water irrigation. However, the problem solving of it was improvement together/ treatment the irrigation canal and asking help from the government, contribution from the farmer, and IPAIR cash money for improving irrigation.

In addition, regarding the IPAIR withdrawal, most of people did not pay the IPAIR due to their unsuccessful harvest. The problem solving of it was by discussing between HIPPA committee and farmers for agreeing the penalty for the people or organization that took the water irrigation illegally. The penalty was such as money or banning to have the water allocation for the violator. The authority in managing irrigation between HIPPA and *Ulu-Ulu* was based on the Indonesian regulation (UU Number 10 in 2004) regarding HIPPA authority and traditional authority (*Ulu-Ulu*). Thus, it was often seized in handling irrigation. Based on the discussion between HIPPA committee and head of sub-district and head of village, the problem solving was including *Ulu-Ulu* in organizing HIPPA. The damage of irrigation network was caused by lack of maintenance and treatment of irrigation network by the farmers and actually, it was the time for improvement. The problem emergence was declining the fluency of irrigation. However, the problem solving was together improving / treating the irrigation network and asking help to the government, contribution from the farmers, and IPAIR cash money for improving the irrigation canal.

4.0 CONCLUSION

1. The bureaucracy role of regional government in increasing HIPPA/GHIPPA empowerment was a strengthening and increasing the HIPPA/GHIPPA ability which included institutional aspect, technical and financial aspect, through guiding/ counseling / training, and adjoining and developing the participation of the farmers. The regional government controlled, monitored, and evaluated for strengthening and increasing HIPPA/GHIPPA ability which could be reached.
2. Participation of HIPPA/ GHIPPA committee and farmers in irrigation of society participation-based was irrigation management that prioritized farmer needs, placed HIPPA/GHIPPA as decision maker and main actor in managing irrigation that became their responsibility. Therefore, in formal judicial, HIPPA became singular institution which had authority to manage water irrigation for farmers in area of Jember district.
3. The conflicts in implementing irrigation were caused by imbalance between supply and water irrigation needs. Water scarcity had an opportunity to initiate a conflict in management of irrigation either for among water users (HIPPA), or between farmers and other farmers.
4. Recommendation of role model of regional government's bureaucracy in irrigation practically could be realized in increasing society participation (HIPPA/GHIPPA) in the effort of managing the irrigation.

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