

WEST JAVA DECENTRALIZATION AND GOVERNMENT CAPACITY FOR HUMAN RESOURCE DEVELOPMENT

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ABSTRACT

This study aims to explain the relationship between decentralization and human resource development through intermediary government capacity that determines the success of development after decentralization. The results of the study show that decentralization has been implemented well, but there are side effects in the form of money politics and dynasties in political decentralization, the lack of regions that achieve independence in fiscal decentralization, and the low quality of employees due to employee recruitment which is still not optimal in administrative decentralization. The capacity of the national government is only the distributive capacity and horizontal cooperation which can be categorized as good, the capacity of the regional government is only the capacity for horizontal cooperation within one regional government which is included in the good category.

Keywords: Decentralization; government capacity; human resource development

1. INTRODUCTION

According to liberal democratic theory and public choice theory, decentralization is able to increase regional development through public planning and decision-making that is in accordance with the needs of local communities. On the contrary, Marxist theory argues that decentralization actually results in the existence of a state at the local level instead of bringing the decision-making process and development planning closer to the local communities, decentralization actually hinders democratization at the local level due to economic, political, and ecological factors (Muluk, 2009, p.8-10). In practice, in various parts of the world, there are countries that have succeeded in achieving prosperity through decentralization but there are also countries that are even worse off. In Canada and Spain, decentralization helped appease divided groups and unify these countries (Faguet & Poschl 2015, p.6). Reform through decentralization has also been introduced as an instrument of power-sharing to defend against conflicts between warring factions, such as in Afghanistan and Iraq (Faguet & Poschl, 2015, p.7). In Ethiopia, decentralization is used by the central government to defuse threatening political opposition, allowing rulers to remain in power while opposition parties compete with each other at the subnational level (Green, 2011 in Faguet & Poschl 2015, p.7). However, the facts also show that several countries have slumped after the implementation of decentralization. Grindle (2007) in Sujarwoto (2015) shows that one of the causes of the failure of decentralization in Mexico is weak community participation, Burki et al., (1999) in Sujarwoto (2015) found that decentralization has threatened the financial health of the central government because most of the financial resources are controlled by local governments, decentralization has encouraged rich areas to get richer and poor areas to get poorer (Faquet, 2014 in Sujarwoto, 2015). Prud'homme (1995) in Sujarwoto (2015) argues that the root cause of corruption is even more difficult to identify in a decentralized government and Nugrahanto & Muhyiddin (2008) in Arham (2014), states that fiscal

decentralization increases regional inequality in West Java. The debates of scientists who support and oppose the decentralization theory lead to their consensus to place government capacity as an important determinant of the success or failure of decentralization. Based on this background, this research was conducted to answer two problem formulations: (a) Is there a relationship between decentralization and government capacity in realizing outputs and outcomes towards development goals (goals) of human resource development?; and (b) To what extent has decentralization in West Java been able to increase the capacity of both the central and regional governments in realizing human resource development?

2. LITERATURE REVIEW

This study uses the grand theory of decentralization of development by Faguet & Poschl with the middle range theory of people centered development theory by Korten. In the current development of decentralization, government capacity greatly influences the success of human resource development.

Faguet & Poschl (2015, p.4) explain decentralization can improve development in four important ways. First, improve governance (improving governance); Second, creating competition among local governments (creating competition among subnational governments); Third, reduce clientelism (reducing clientelism); and Fourth, strengthening the state (strengthening the state).

2.1 Decentralization

The concept of decentralization according to Rondinelli & Cheema (2007, p.1) is "decentralization is the transfer of authority, responsibility and resources through deconcentration, delegation or devolution from the central government to lower administrative levels". The concept of governance continues to evolve, as does thinking about the reasons, goals, and forms of decentralization. Decentralization now includes not only the transfer of power, authority and responsibility in government but also the division of authority and resources to shape public policy in society. In the concept of expanding government decentralization practices can be categorized into at least four forms, namely administrative, political, fiscal, and economic (Rondinelli & Cheema, 2007, p.6)

Simanjuntak (2001) in Taufiq (2010) states that basically decentralization can be distinguished into three major parts, namely political decentralization, administrative decentralization and fiscal decentralization, the three of which are closely related to each other and should be carried out together so that the various goals of autonomy areas such as improving public services can be implemented.

2.2 Government Capacity (State Capacity)

According to Milen (2004, p.12), capacity is defined as the ability of individuals, organizations or systems to carry out their proper functions efficiently, effectively and continuously. Morgan (in Haryanto, 2014, p.14) defines capacity as abilities, skills, understanding, attitudes, values, relationships, behaviors, motivations, resources, and conditions that enable each individual organization, network or sector, and the wider system, to carry out their functions and achieve the development goals that have been set from time to time.

Grindle (in Haryanto, 2014, p.19), said capacity building is an effort aimed at developing various strategies to increase the efficiency, effectiveness and responsibility of government performance. Brown (in Haryanto, 2014, p.19) describes capacity building as a process that can increase the ability of a person, an organization, or a system to achieve the goals to be achieved.

Capacity is an essence and basis of regional autonomy (independence). Capacity is not only seen as a human resource capability, but also as a systematic and managerial thing. Local government capacity can be divided into technocratic capacity and political capacity. (Lantikawati, 2018, p. 11 in Mikdar, 2019).

In relation to explaining technocratic capacity, the forms of local government capacity that can be used include the following:

- a) Regulatory (regulating) capacity, in the form of the ability of local governments to regulate their own life and its contents (territory, wealth and population) with regional regulations, based on the needs and aspirations of the local community;
- b) Extractive Capacity, the ability to collect, direct and optimize regional assets to support the needs (interests) of the government and citizens; And
- c) Distributive capacity, namely the ability of local governments to share regional resources in a balanced and equitable manner according to the priority needs of the community.

The three capacities above will later be elaborated with governance principles in the form of the following:

- a) Accountability, is a degree that shows the magnitude of the apparatus' responsibility for policies and public service processes carried out by the government bureaucracy; Professionalism, namely the principle that prioritizes expertise based on a code of ethics and the provisions of the applicable laws and regulations; And
- b) Justice, all people have the right to fair treatment and equal opportunities to improve their welfare.

Meanwhile, to explain political capacity, the forms of regional government capacity that can be used include:

- a) Responsive capacity, the ability to be sensitive or responsive to the aspirations or needs of community members to serve as the basis for regional development policy planning; And
- b) Network capacity and cooperation, the ability of the government and citizens to develop cooperation networks with outside parties in order to support effective capacity.

To see how good the political capacity is owned by the local government, the principles of governance are in the form of:

- a) Participation, participation can be understood as a process when citizens as individuals as well as social groups and organizations take part and influence the process of planning, implementing and monitoring policies that directly affect their lives. Good participation is when people have the awareness to actively participate in the political policy process. But in reality they still have a low level of participation in the public policy process. Public participation is not a phenomenon that arises by itself, but is driven by awareness of the structures and culture that exist or are created in society itself.
- b) Transparency means open access for all interested parties to any relevant information (such as various laws and regulations, as well as government policies) at minimal cost. With transparency it is possible to carry out evaluations by politicians and the public. In this case the government is required to be open and guarantee access to information to all parties regarding the implementation of policies starting from planning, managing the budget, to evaluating the implementation of policies. There are three main factors in transparency, which are as follows:
 - Uniformity of data/information submitted;
 - Availability data/ information which accurate, updated, and comprehensive;
 - And
 - Ease of accessing data/information.

2.3 Human Resource Development

In 1990 UNDP (United Nations Development Programme) in its report "Global Human Development Report" introduced the concept of "Human Development" as a new paradigm of development models. According to UNDP, human development is formulated as expanding the choices for the population (enlarging the choices of people), which can be seen as a process of efforts towards "expanding choices" and at the same time as the level achieved from these efforts. At the same time human development can also be seen as the development (formation) of human capabilities through improving the level of health, knowledge and skills; as well as the utilization of their abilities/skills.

Humans are the subject of development, namely as God's most noble creatures on this earth, whose dignity and worth will be built. In line with the Pancasila philosophy, Isran (2013, p.97) says that "humans are the most important development resource among other resources whose capabilities and strengths will be built as executors and drivers of development". Development is also assumed to be growth.

According to UNDP in the Human Development Report (HDR) 1995; emphasizes that in order to broaden human choices, the concept of human development must be constructed from four inseparable dimensions. Based on the above concept, to ensure the achievement of human development goals, there are four main elements that need to be considered (UNDP 1995 in Orinbao 2013), namely as follows:

- a) Productivity (Productivity) Society must be able to increase their productivity and participate fully in the process of earning income and employment. Therefore, economic development is part of the human development model;
- b) Equity. Communities must have access to a fair opportunity. All barriers to economic and political opportunities must be removed so that people can participate in and benefit from the opportunities that exist;
- c) Sustainability. Access to opportunities must be ensured not only for the present generation but also for future generations. All types of capital, whether physical, human or environmental, must be equipped; And
- d) Empowerment. Development must be carried out by people, and not just for them. Communities must participate fully in making decisions and processes that affect their lives.

The authors develop a conceptual framework that fully describes the relationship between decentralization, government capacity and development goals by taking into account data availability and logical relationships for quantitative variable indicators.

3. RESEARCH METHODS

This study uses a mixed method or mix method with a convergent parallel method where each data, both qualitative and quantitative, is analyzed separately to see whether the findings from the two analyzes confirm each other.

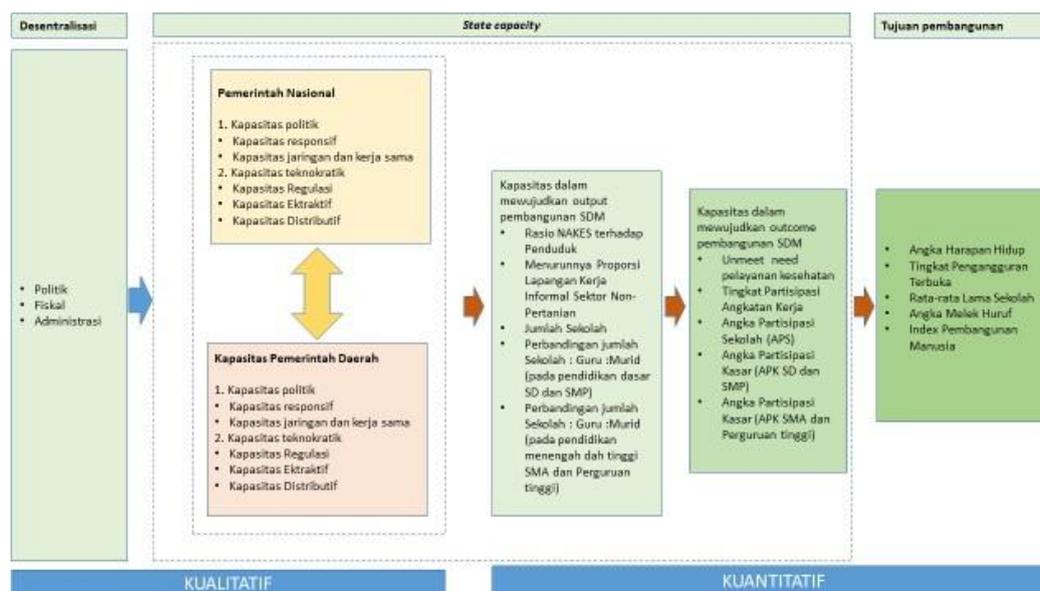


Figure 1 Research Conceptual Framework

Source: Results of analysis, 2022

or not (Creswell, 2014, p.293). The author is interested in raising the theme of decentralization and local government capacity in human resource development by looking at empirical evidence from two sides, namely the local government capacity side and the output side, and the outcomes of decentralization policies in relation to achieving development goals. Qualitative methods are used to take a holistic view of decentralization and government capacity, both local and central government capacity.

According to Creswell & Clark (2018) mixed methods research is a type of research in which a researcher or research team combines elements of a qualitative and quantitative research approach in the form of using qualitative and quantitative viewpoints, data collection, analysis, and inference techniques for the purpose of broadening and deepening understanding and strengthening research. From this definition, Creswell does not see mixed methods as just a method but rather as a methodology that includes point of view to conclusion with a combination scope of qualitative and quantitative research.

3.1 Qualitative Research

The research focus on the qualitative phase is divided into two based on different data sources, namely in the form of previous research documents and online news. In previous research documents, researchers focused on phenomena that occurred in several aspects, including the following:

- a) Political Decentralization
 - Regional head elections
- b) Fiscal Decentralization
 - Transfers from the central government to local governments; And
 - Regional independence
- c) Administration Decentralization
 - Public service; And
 - Employee recruitment quality

On online news document data sources, researchers focus on reporting that discusses conditions that describe:

- a) Political capacity

- responsive capacity; And
- Network capacity and cooperation
- Technocratic capacity
- Regulatory capacity;
- Extractive Capacity; And
- Distributive Capacity.

In the qualitative method, the source of the data is in the form of documentation based on previous research on decentralization and circulating online news related to government capacity

.Table 1 Website Site Address and Types of Data Collected

Site Address Website	Data Type
oogle Scholars cholar.google.com)	Documentation form journal discussing decentralization
oogle (google.com)with restrictions of 2000-2020 and ews information type	ocumentation in the form of online news that discusses government capacity

Source: Analysis results, 2022

Qualitative data analysis uses qualitative descriptive analysis techniques in the form of analyzing, describing and summarizing events or phenomena from data obtained from previous research and online news.

The steps of descriptive qualitative analysis are as follows:

- a) Thoroughly read several documents containing the same information;
- b) Confirm the contents of the documents whether they support each other or contradict each other; And
- c) Discuss essence from document Then presented in a qualitative descriptive analysis.

3.2 Quantitative Research

Data source in the quantitative phase using secondary data from various government agencies both from BPS, Ministry of Home Affairs, Ministry of Education and Culture, Ministry of Health, and so on.

Data on medical personnel and health service facilities is sourced from the website of the health PPSDM agency of the health ministry of West Java with a link http://bppsdmk.kemkes.go.id/info_sdmk/info/index?rumpun=101. Data on the number of student and school teachers at all levels of education is sourced from the main education data site of the ministry of education, culture, research and technology at the link <https://dapo.kemdikbud.go.id/>. School availability ratio data is calculated manually using school data from the ministries of education, culture, research and technology and population data according to age from publication Projection Resident West Java Specific Age and One Year Age 2010-2025 Which provided by BPS on link: bps.go.id/publication/2014/06/26/3603f0ab034eb68b52_3a6abe/projection-population-West-Java-certain-age-and-one-year-old-2010-2025.html

Data on other development indicators are the proportion of informal employment in the non-agricultural sector, unmet need for health services, labor force participation rate, school enrollment rate, gross enrollment rate, life expectancy rate, open unemployment, average length of schooling, numbers literacy, and the human development index taken from the bps.go.id site in tabular form research in the quantitative phase using the concept of the relationship between output, outcome, and goal. Output is the result of government

policies or programs in achieving development goals or goals. Example: school development program output the number of schools, the output of the puskesmas development program is the number of puskesmas, the teacher recruitment program the output is the number of teachers.

Outcomes is the result of the output felt by the community. For example: when the number of schools has increased, the outcome is better community access to schools, when the number of puskesmas has increased, the outcome is better access to health services, so that the population is healthy, when the number of teachers has increased, the outcome has been in the form of students' access to knowledge knowledge easier so as to improve the quality of students.

goals is the goal of government policy towards published statistics indicator figures. Example: when the outputs and outcomes of the school development program are achieved it will increase the school enrollment rate indicators, when the outputs and outcomes of the puskesmas development program are achieved it will increase the indicators of life expectancy, the output and outcomes of the teacher recruitment program are achieved it will increase the literacy rate indicators letter.

The secondary data used in this study in the quantitative phase came from the t test is calculated using the following formula:

$$t_{hitung} = \frac{\bar{X}_1 - \bar{X}_2}{\sqrt{\frac{s_1^2}{n_1} + \frac{s_2^2}{n_2}}}$$

\bar{X}_1 : The average value of the first sample grup

\bar{X}_2 : The average value of the second sample grup

n : First sample grup Size

Indicators produced by the Ministry of Education and Culture, and health indicators produced by the Ministry of Health so that it can be concluded that the secondary data used in this study is valid and reliable. The statistical analysis technique used is: First, the t-test of the average difference is to see the condition of the distribution of indicators and the t-test is also used to see the changes that have occurred in the indicators after decentralization. Second, the scatter plot to see each other's relationship indicator on output capacity development. Third, linear modeling starting with test assumption classic Then next with model building uses the backward elimination method to form a parameter estimation model, so that it can see the influence of significant variables in a linear relationship.

n_2 : Second sample group size

S_1 : Standard deviation of the first sample group

S_2 : Standard deviation of the second sample group

The decision making is H_0 received when $|t_{count}| < t_{table}$. On the contrary, H_0 rejected when

$|t_{count}| \geq t_{table}$.

Before forming a multiple linear regression model to answer the research hypothesis, the following classical assumptions must first be fulfilled:

a) Normality test with the Kolmogorov Smirnov test

The Kolmogorov Smirnov test begins by calculating the residual dependent variable (e) by reducing the value

dependent variable (Y) with the expected value of the dependent variable (\hat{Y}). The expected value of the dependent variable (\hat{Y}) is generated from the regression model formed by include all independent variables. Following are the stages of testing the normality of the residual data by using the Kolmogorov-Smirnov test using the residual dependent variable (e) as data:

- Arranging the distribution of data from the smallest value to Largest and determine the frequency (f); and
- Determine the cumulative frequency value (fkum) and the cumulative value of the proportion (kp).

$$kp = \frac{fkum}{n}$$

n

n : Number of data

- Calculating the normal value of each data (Z) with the formula, which is as follows:

$$Z = \frac{Xi - \bar{X}}{Sd}$$

$$Z =$$

Xi: Value

Sd

\bar{X} : Average – average

Sd : Standard deviation

$$Sd = \sqrt{\frac{\sum(Xi - \bar{X})^2}{n}}$$

- Determine the Ztable value based on the Z value of the normal distribution table
- Determine the F value(z) by looking at negative and positive Z tables based on Z and Ztable values
- Determining the value of a1 and a2 (kolmogorov-smirnof count)

$$a2 = |kp - F(z)|$$

$$a1 = \frac{f}{n} - a2$$

- Compare the largest a1 value (Kolmogorov-Smirnov count) with the Kolmogorov-Smirnov table, if the Kolmogorov-Smirnov count < Kolmogorov-Smirnov table, the data is normally distributed.

a) Heteroscedasticity test with the Glejser test

In the Glejser test, all independent variables are included in the linear regression model to obtain a value the residual (e) or the difference in the value of the dependent variable (Y) with (\hat{Y}). Then all the independent variables will be regressed back to the residual (e) so that generate models

$$|e| = \alpha + \beta_i x_i$$

β_i is the value of the Glejser test, if the value of β_i is greater than ttable then there are no heteroscedasticity symptoms.

b) Multicollinearity Test

The multicollinearity test was carried out to determine the correlation between the independent variables (X) used in the study. The multicollinearity test in this study is

known by looking at the Variation Inflation Factor (VIF) and tolerance numbers. The regression model is said to be free from multicollinearity if it has a VIF value of less than 10.

VIF is calculated using the following formula:

$$VIF_i = \frac{1}{1 - R2_i}$$

$R2_i$: The coefficient of determination of the i independent variable with other independent variables

The backward elimination method is a backward step, all X variables are regressed with variables

Y. Elimination of variable X is based on the value of $t(\text{partial}) < t(\text{table})$ which indicates that the independent variable is not partially significant to the model. The backward method is a good regression method because in this method the behavior of the response variable is best explained by selecting the explanatory variable from the many explanatory variables available in the data.

$$t_{uji} = \frac{b_i}{SE(b)}$$

t_{test} : Partial t test value

b_i : Beta coefficient on the independent variable x_i $SE(b_i)$: Standard error of independent variable x_i Significant independent variables in the model using the backward elimination multiple linear regression model formation method will form the following regression equation:

$$Y = \alpha + \beta x_i$$

The resulting model will answer the hypothesis if it shows a better form of changing the independent variable will produce a better dependent variable as well. Because if it only refers to positive conditions there are independent variables such as unmet need for health services and dependent variables such as the open unemployment rate which is actually better when it has a small value.

4. Research Results and Discussion

4.1 Qualitative

4.1.1 Political Decentralization

In previous research belonging to Sujarwoto & Tampubolon (2015) conveying qualitative studies conducted by Kaiser & Hofman (2003), Choi (2004), Nordholt & Van Klinken (2005), found that direct regional head elections in West Java raise two concerns, namely first, the increasing issue of mayoral candidates who are considered as sons of the region has proven to be the forerunner of the rise of primordialism and nepotism (Kaiser & Hofman, 2003 in Sujarwoto & Tampubolon, 2015). Second, the issue of money politics became well-known after the direct election of regional heads began. It is generally accepted to be endemic especially during the regional head election process.

Sembiring & Simanihuruk (2018) provide an example of dynastic politics which is now in the spotlight, namely the Atut Chosiyah Dynasty, Governor of Banten. The dominance of the Atut family is well known in Banten. Banten Governor Ratu Atut Chosiyah's daughter who is running for DPR member is Andika Hazrumy. He advanced from the Golkar Party. Andika is currently a member of the Regional Representative Council. He's not alone. Her

sister, Andiara Aprillia Hikmat registered herself as a member of the Banten representative DPD.

If elected, he will replace his brother's position in Senayan. Ratu Atut's daughter-in-law, Ade Rossi Chaerunnisa or Andika Hazrumy's wife, who currently serves as Deputy Chairperson of the Serang City DPRD, also returns to competing. This time he is running again to become a member of the Banten DPRD from the Golkar Party. Previously, a number of children and sons-in-law of regional heads in Banten as well as the husband of Banten Governor Ratu Atut Chosiyah, Hikmat Tomet, are running for members of the People's Legislative Assembly at the provincial and central levels. There is the son of the governor of Banten, Ratu Atut Chosiyah, the son of the Regent of Lebak, Mulyadi Jayabaya, and the son of the Mayor of Tangerang, Wahidin Halim (Koran Tempo 29 April 2013).

For the case of North Sumatra, Pelly (1994) in Sembiring & Simanihuruk (2018) noted, if a Toba Batak occupies a strategic position in an office, he will recruit relatives to occupy various positions. Other ethnic groups in the office will turn into minority groups, and feel pressured by the domination of the Toba Batak. Most of them did not feel comfortable and finally resigned or asked to be transferred to another office where their ethnic group still dominated a good position. This reality illustrates the difficulties of inter-ethnic cooperation in the bureaucracy, so that the central government often sends officials from Java as 'stabilizers'. In fact, this official who was brought in from Java also felt pressured by this inter-ethnic rivalry and intrigue, stating”

After explaining the findings from previous research, it can be concluded that the initial conditions for political decentralization in West Java, public administration researchers were concerned about the occurrence of "money politics" in the direct election of regional heads and then "money politics" became commonplace and accepted as endemic .

4.1.2 Fiscal Decentralization

The results of research from Saputra, Bambang & Mahmudi (2012) in Priyono, Juliprijanto, & Setyawan (2019) state that fiscal decentralization has a positive impact on people's welfare. The granting of regional autonomy through fiscal decentralization and regional authority gives flexibility to the regions in carrying out regional development in order to improve people's welfare.

Oates (1993) in Pasichnyi et al., (2019) states that regional government fiscal autonomy provides the best institutional background for inter-regional tax competition and, guaranteed long-term financial equity.

Sujarwoto & Tampubolon (2015) stated that central government transfers do not necessarily lead to increased welfare, especially if the allocation is not carried out efficiently. For example, some districts may receive a small amount of local revenue, so their share of central government subsidies will be large, although not sufficient. Therefore, the efficiency of local budget allocation may be important for the welfare of citizens, because it reflects the district's financial capacity to deliver services.

Sujarwoto & Tampubolon (2015) shows that there is a large dependence of local governments on the central government. The findings show that 86% of the total budget received by local governments comes from central government transfers. Allocating expenditure for employee salaries of 48% of the total expenditure budget.

4.1.3 Administration Decentralization

The consequence of regional autonomy is that regional governments have such great authority. However, local governments are also faced with various community demands

for the services provided. Public demands for services provided by the government are not only seen from the quantity aspect, but also from the quality aspect. The aspect of service quality is a central issue that is now surfacing in various regions. Service quality is closely related to systematic and comprehensive service, which is better known as the concept of excellent service (Sinambela et al., 2011 in Pradana, 2019). Pradana's findings conclude that decentralization is not always able to fulfill its main objectives, namely improving service quality and community satisfaction (Burns et al., 1994, p.4; Crook &

Similar findings were conveyed by Fanggidae, Fajri, & Yuanjaya (2016) in West Papua Province, although they have received special autonomy funds, the level of welfare is still not as expected, this is because the resources they have cannot prosper the community.

Nuradhawati (2019) found that formally the system had changed from centralized to decentralized. However, the mentality of government officials, both central and regional, has not undergone a fundamental change. This happened because system changes were not accompanied by strengthening the quality of human resources that support the new government system. The public service

It is hoped that a bureaucracy that fully dedicates itself to meeting the needs of the people – as service users – is an ideal public service.

4.1.4 Central Government Capacity

The central government's regulatory capacity is categorized as poor because even though it has succeeded in allocating 20% of the education budget since 2009, the results of education in West Java are still in the bottom ten rankings of the survey results from PISA (Program for International Student Assessment) in ten years of implementing the 20% allocation of the education budget (Seconds, 2005 and Gunawan, 2019).

The extractive capacity of the central government is categorized as poor because West Java's tax ratio has not yet reached the ideal value of 15%, and West Java's tax ratio is relatively constant and tends to decrease in the last 5 years with a range of 8.33% (2020) - 10.37% (2017) (Saputro, 2022).

The distributive capacity of the central government is categorized as good even though DKI Jakarta receives higher balancing funds than other provinces, but when examined more deeply the balancing funds are high in DKI Jakarta because revenue sharing funds from tax collection are highest in West Java and in DKI Jakarta. When looking at the Ministry of Finance's DJPK SIDK data on the general allocation funds and special allocation funds, it appears that the central government prioritizes new provinces and provinces in East West Java on a per capita basis.

The responsive capacity of the central government is categorized as poor because after successfully allocating 20% of the education budget and accelerating teacher certification in order to improve the quality of education, the results obtained are not commensurate as the results of the PISA still show that West Java is ranked lower (Mohamad, 2022 and Budi, 2017).

Network capacity and central government cooperation are good horizontally because there are good forms of cooperation between related ministries. for example the collaboration between the ministries of health and education in implementing face-to-face learning (PTM) while continuing to use the care-protect application and implementing random swab tests to avoid the spread of the virus during a pandemic (Kemendikbud, 2015 and Azura, 2022). Meanwhile, vertically, the cooperative relationship between the central government and local

governments can be seen in the emergence of cases of stunting in children with a stagnant prevalence of stunting in the range of 27.5-30.8 in 2014-2019 indicating strong network and collaboration capacity between the central government and local governments (Pranita, 2022).

4.1.5 Local Government Capacity

The regulatory capacity of local governments is categorized as poor because until 2019 it was recorded that only a few local governments had succeeded in allocating 20% of the education budget. In 2016-2019, based on data from the Ministry of Education and Culture, only 5% of local governments in 2016 and 2019 managed to allocate 20% of the education budget (Yunelia, 2019 and Revina, 2019).

The extractive capacity of local governments is categorized as poor because in 2020 there are still 443 out of 503 local governments that are still dependent on transfers from the central government, so there are only 60 local governments that have succeeded in fiscal independence (Putri, 2022 and Saputra, 2022).

The distributive capacity of the local government is categorized as poor because health service facilities are still not evenly distributed, such as in the provinces of Papua and West Papua there are still 160 sub-districts that do not yet have a puskesmas in 2022 (Ramadhan, 2022 and Intan, 2022). And there are still conditions where access to education is biased towards the poor based on news showing incidents in the Depok, Tangerang, Surabaya and Ambon regions (Indra, 2017 and Aprilia, 2022).

The responsive capacity of the local government is categorized as poor because the education budget is dominated by personnel expenditure in the form of salaries for educators (56.42% in 2020) but it turns out that the quality of teachers is not competent as the results of the teacher competency test showed that only 30% of teachers were competent in their field (Between, 2008 and Seftiawan, 2019).

Network capacity and regional government cooperation is categorized as bad vertically in the relationship between the regional government and the central government as shown by the fact that there are still many local governments that have not succeeded in allocating 20% of the education budget excluding personnel expenditure and the problem of stunting that occurs (Akmal, 2018 and Winastiti, 2020). This capacity is categorized as good when the cooperative relationship between agencies within one government is shown in a pandemic condition which shows the form of collaboration between the education office and the health office through swab tests to ensure that face-to-face learning remains safe. Meanwhile, in inter-regional relations, the acceptance of new students in each region makes it difficult for prospective students to come from outside the region to access education (Kabar Malang, 2022; Hadi, 2018; Ashar, 2022).

4.2 Quantitative

4.2.1 Output Capacity

Variables that experience equity between the eastern and western regions of West Java by testing the hypothesis of the average difference through the t test, namely variables: doctor's burden (the ratio of doctors to population), burden of health facilities (ratio of health facilities to population), number of doctors in 1 health facility, the proportion of non-formal employment, the burden on elementary school teachers (comparison of elementary school

students and teachers), the number of students per college, the load on lecturers (students and lecturers ratio), the number of lecturers per college, and the ratio of availability of colleges.

While the variables that have disparities in the western region of West Java or indicate the condition of the western region of West Java are better than the eastern region of West Java as follows: the number of State SMP/MTs teachers per school is greater in the western region, students per school are greater in the western region, the number of students per public SMP/MTS school is larger in the western region, the number of students per public SMA/SMK/MA is greater in the western region, and the number of teachers per state SMA/SMK/MA is greater in the western region.

Variables that have disparities in the eastern region of West Java or indicate that the condition of the eastern region of West Java is better than the western region of West Java are as follows: Public SMP/MTs teacher load, Number of teachers per state SD/MI, teacher load for SMA/MA/SMK, Ratio availability of SD/MI, Availability Ratio of SMP/MTs, Availability Ratio of SMA/MA.

4.2.2 Outcome Capacity

Decentralization succeeded in increasing the following variables, namely: Labor Force Participation Rate (TPAK); School Enrollment Rates (APS) for ages 7-

12, 13-15, and 16-18; The gross enrollment rate (APK) for SMP/MTs and SMA/MA/SMK education levels, while the variable unmet need for health services was not available in conditions before decentralization, so that no conclusions can be drawn about the changes that have occurred as a result of decentralization.

Decentralization has not succeeded in increasing the following variables: School Enrollment Rate (APS) for ages 19-24 which remained low in conditions before and after decentralization, Elementary School Gross Enrollment Rate (APK) which in both conditions before and after decentralization was high above 100%, and the stagnant low College Enrollment Rate (APK) both before and after decentralization.

In the even distribution of the government outcome capacity variable, almost all variables show an even condition in the eastern region and west of West Java only the variable primary school gross enrollment rate/MI shows better conditions in the western region compared to the eastern region of West Java.

4.2.3 Human Resource Development

There are three indicators that show the condition of the western region is better than the eastern region, namely: the Human Development Index (IPM), Literacy Rate (AMH), and Life Expectancy Rate (AHH) while the indicators for the Open Unemployment Rate (TPT) and Average Age Schools (RLS) do not show significant differences between the eastern and western regions of West Java or it can be said that there has been an even distribution of this indicator.

4.2.4 The Relationship between Output Capacity, Outcome Capacity, and Human Resource Development

The model formation produces a relationship between the variable output capacity (X1) and outcome capacity (X2) on human resource development (Y) which forms the following significant relationship:

$$Y_1 = 73,704 - 0,002 X_{11}$$

Y1: Life Expectancy

X11: Ratio of Health Workers to Total Population (Number of residents per number of doctors)

$$Y_2 = 34,315 - 0,349X_{21} - 0,097X_{22}$$

Y2: Open Unemployment Rate

X21: Proportion of Informal Employment in the Non-Agricultural Sector

X22: Labor Force Participation Rate

$$Y_3 = -1,625 - 0,012X_{311} + 0,468X_{314} + 0,106X_{322}$$

Y3: Average Length of School X311: SD/MI Availability Ratio

$$Y_4 = 22,931 + 0,693X_{411} + 0,615X_{422}$$

Y4: Literacy Rate

X411: Number of Teachers per Number of Elementary Schools X422: Junior High School Gross Enrollment Rate

$$Y_5 = 64,969 + 0,011X_{511} - 1,535Ln(X_{514}) + 0,161X_{522}$$

Y5: Human Development Index

X511: Number of Students per Number of State SMA/MA/SMK X514: Number of Students per Number of Lecturers

X522: College Gross Enrollment Rate

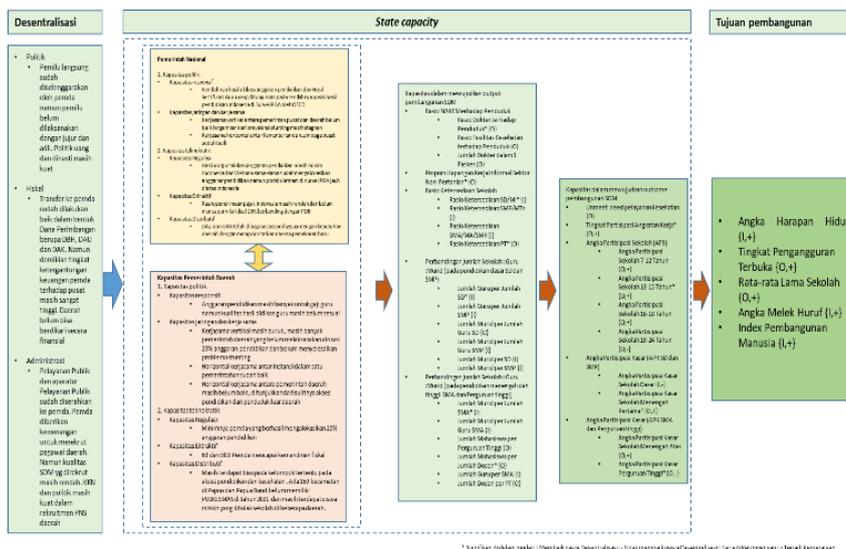


Figure 2 Empirical Framework

Source: Analysis results, 2022

Based on the findings, an Empirical Framework was developed as shown in Figure 2 (above).

5. Conclusion

Political decentralization has been successfully carried out in the form of direct election of regional heads but the negative effects of this direct election are in the form of money politics and dynastic politics, fiscal decentralization has also been carried out well by the central government through fiscal transfers in accordance with the needs and portion of tax revenues by local governments but still many local governments have not achieved regional independence, administrative decentralization has been carried out properly in the form of granting authority from the central government to regional governments but KKN practices were found in the recruitment of regional employees which resulted in the low quality of public services in the regions.

Overall, the capacity of the central government and regional governments is still low because in the central government only distributive capacity and horizontal cooperation capacity are included in the good category. Meanwhile, in local governments only the capacity for horizontal cooperation within one government is included in the good category; the capacity included in the bad category is responsive capacity, vertical cooperation between local government, cooperation vertically, regulative, distributive, and extractive.

The research findings show that the implementation of decentralization in West Java has been followed by equity in several indicators of human development, but in several other indicators it shows inequality. The health indicators that experience equity are: burden on doctors, burden on health facilities, number of doctors in a health facility, unmet need for health services. Meanwhile, in the indicator of life expectancy there is inequality. All labor indicators are evenly distributed. Education indicators that experience equity are: the ratio of the availability of tertiary institutions, the burden of elementary school teachers, the number of students per college, the load of lecturers, the number of lecturers per university, the school enrollment rate at all age levels (7-12 years; 13-15 years; 16-18 years; 19-24 years), gross enrollment rates for SMP/MTs, SMA/MA/SMK, and college, and the average length of schooling. Meanwhile, educational indicators experiencing inequality are: the ratio of availability of SD/MI, SMP/MTs and SMA/MA/SMK, the number of teachers per number of schools at the SD/MI, SMP/MTs, and SMA/MA/SMK levels, the burden of junior high school teachers /MTs and SMA/MA/SMK, number of students per number of schools at SD/MI, SMP/MTs, and SMA/MA/SMK levels, elementary school gross enrollment rate, literacy rate. The human development index as an indicator of health, employment and education shows conditions that are increasing post-decentralization. Indicator number of students per number of schools at the SD/MI, SMP/MTs, and SMA/MA/SMK levels, primary school gross enrollment rate, literacy rate. The human development index as an indicator of health, employment and education shows conditions that are increasing post-decentralization. Indicator number of students per number of schools at the SD/MI, SMP/MTs, and SMA/MA/SMK levels, primary school gross enrollment rate, literacy rate. The human development index as an indicator of health, employment and education shows conditions that are increasing post-decentralization. Indicator health improvement after decentralization is an indicator of life expectancy. Employment indicators that experienced improvement were the increase in the labor force participation rate and a decrease in the open unemployment rate. Education indicators that have improved post-decentralization are: enrollment rates for ages 7-12, 13-15, and 16-18 years, gross enrollment rates for

junior and senior high schools, average length of schooling, and literacy rates. Education indicators that have not improved post-decentralization are enrollment rates for 19-24 year olds, gross enrollment rates for SD/MI and tertiary institutions. Based on the linear model, it can be concluded that indicators of human resource development goals (goals) can be increased through the government's output capacity and outcome capacity. An increase in the number of doctors can increase the Life Expectancy Indicator. An increase in non-formal employment indicators and the labor force participation rate can reduce the open unemployment rate indicator, the SD/MI availability ratio actually reduces the average length of school indicator, while an increase in the ratio of the availability of tertiary institutions and the enrollment rate in schools aged 13-15 years will increase the average indicator -the average length of schooling, an increase in the number of elementary school teachers and the gross enrollment rate for SMP/MTs will increase the literacy rate indicator, the growth in the number of SMA/MA/SMK students and the gross enrollment rate for PT will increase the human development index indicator, a decrease in the burden on lecturers will also increase the indicator This.

The results of this study suggest several Policy recommendations in order to increase the capacity of the central and regional governments within the framework of implementing decentralization in West Java. First, although the capacities of the national government that still need to be improved are: (a) Responsive and regulative capacity, the central government needs to increase the evaluation of the policy of allocating 20% of the education budget through a special survey on educational outcomes so that it can produce educational output that is more competitive internationally; (b) The capacity for cooperation between the central government and regional governments requires firmness from the central government so that local governments can seriously allocate 20% of the education budget excluding personnel expenditures, so that these education allocation funds can be used to improve learning facilities in schools; and (c) extractive capacity, that is below 15% of GRDP. Second, local government capacities that need to be addressed are:

(a) Responsive and regulatory capacity, local governments need to align perceptions with the national government regarding the allocation of 20% of the education budget because many local governments feel successful in allocating 20% of the education budget but still include personnel expenditures; (b) Network capacity and horizontal cooperation between regional governments, the need for regulations on regional government boundaries regarding the acceptance of new students in schools that are close to regional boundaries so that prospective students who live in border areas between regional governments can have choices to get an education; (c) Extractive capacity, local governments must try hard to increase PAD through the utilization of regional potential which can be in the form of agricultural potential, maritime affairs and tourism so as to achieve the goal of decentralization to become an independent local government and reduce dependence on fiscal transfers from the central government; and (d) Distributive capacity, conditions of bias towards certain groups need to be minimized by means of equitable development of health service facilities in the form of puskesmas which must exist in every sub-district, and supervision from the education office regarding incidents of poor students who are rejected from school, it is necessary to take disciplinary action against schools who reject poor students. Third, in tertiary gross enrollment rates and school enrollment rates aged 19-24 years show low indicator values both before decentralization and after decentralization and occur evenly in West Java so that special attention is needed by the government in increasing the participation of people who have graduated from SMA/MA/SMK to continue their education at university. The government needs to provide

greater opportunities for residents aged 19-24 years to be able to continue their education with more scholarships at local tertiary institutions so that it can make it easier for residents aged 19-24 in one local government to continue education. Fourth, life expectancy, literacy rate and human development index are still lame in the western region of West Java, so the government needs attention in improving these three development indicators, especially for the eastern region of West Java. In increasing the literacy rate indicator, it is necessary for local governments, especially the provinces of Gorontalo, West Sulawesi and Papua, to evaluate the implementation of the compulsory education program at the elementary school level because these three provinces are the provinces with the lowest primary school gross enrollment rates in the East region of West Java. In an effort to improve indicators the life expectancy number needs to recruit more doctors considering the burden of doctors according to the WHO standard is one doctor for 1,000 residents, only DKI Jakarta province fulfills this indicator. In order to improve the human development index indicator, it is necessary for the government to cooperate with universities to provide greater opportunities for SMA/MA/SMK graduates to be able to continue their education to tertiary institutions through various educational programs. the highest score is 74.69 in 2020. While other areas are still below 50. Apart from opportunities, the ministry of education and the education office also need to disseminate information to the public about the importance of continuing education to tertiary education

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