



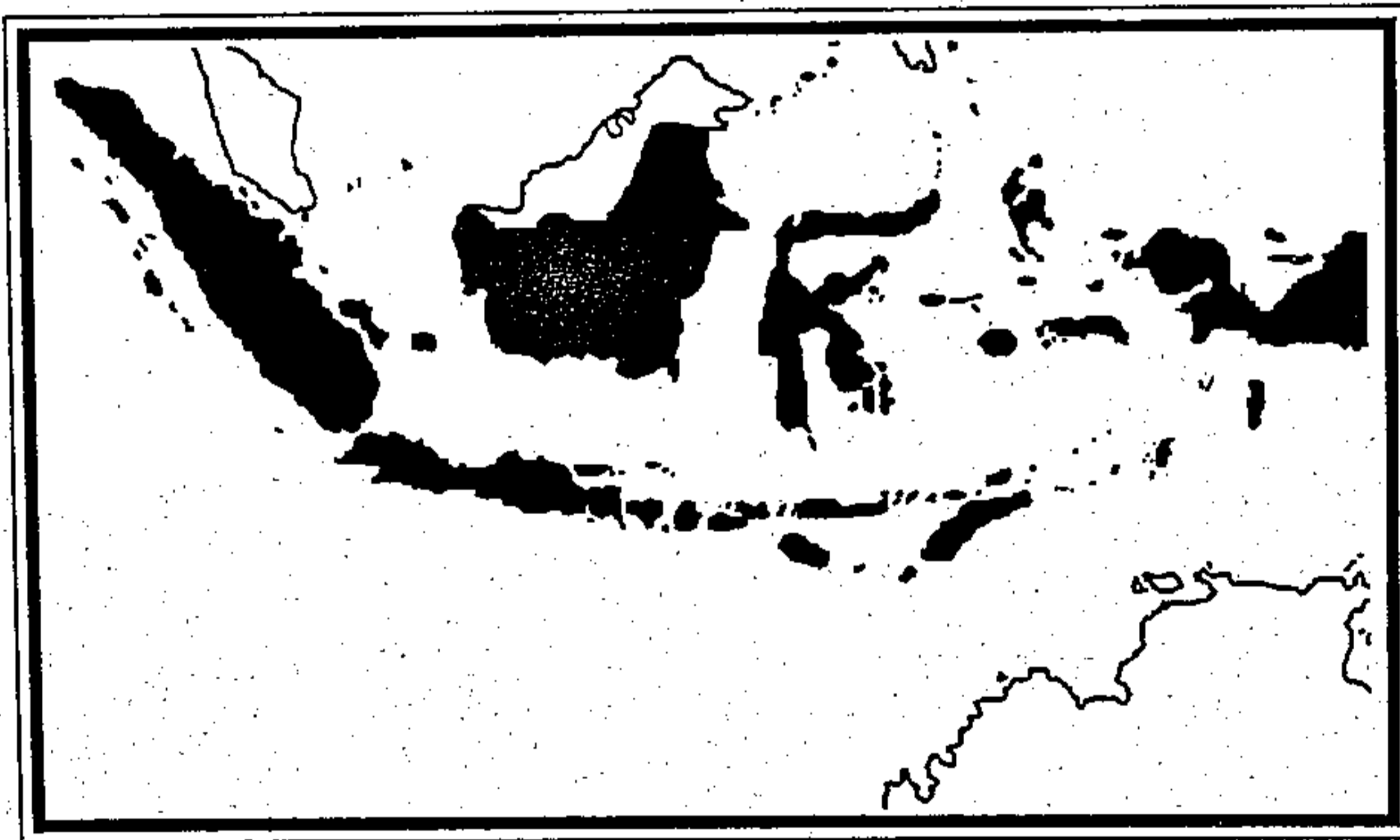
**AUSTRALIAN INTERNATIONAL DEVELOPMENT ASSISTANCE BUREAU  
COUNTRY PROGRAMS DIVISION**

**PEMERINTAHAN INDONESIA**

**The Indonesian Government System**

**An Introduction to Indonesian Government Agencies Relevant to the Indonesia Australia  
Development Cooperation Program**

**by Mike Freeman**



**SUSTAINABLE DEVELOPMENT THROUGH INTERNATIONAL COOPERATION**

**February 1993**

**Australian International  
Development Assistance  
Bureau**

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**Country Programs Division**

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## About this book

To fully describe in one book a national administrative structure of the scope of Indonesia's would be an impossibility. This book only attempts to provide the user with a starting point for journeys into Indonesian administrative "territory". It should be viewed as an "atlas", not a "street directory". Addresses and telephone numbers are not given. There are other good reference materials available that provide these. Please refer to the bibliography.

This book is intended for AIDAB development workers going to Indonesia from Australia, perhaps for the first time, although it may prove of use to people from other agencies and countries. It assumes no prior knowledge of the Government of Indonesia system, although readers whose grasp of *Bahasa Indonesia* is good will undoubtedly benefit more from its use. The content is focussed on the organisations most connected with the Indonesia-Australia Development Cooperation Program. It does not cater specifically for the needs of those more connected with international trade or other forms of bilateral cooperation.

Development cooperation between Indonesia and Australia is multi-faceted. Australia is in the position to assist Indonesia with the funding and provision of skilled workers in a range of professions. Professionals from the fields of health, education, infrastructure engineering, agriculture and forestry will find material of direct relevance to their work in this book. Others in the areas of community development, the environment, training and institutional development will also find material of use. The book also introduces a number of key concepts in Indonesian administration that will be of use to a wider readership.

Some of the concepts underpinning Indonesian administrative systems are likely to be unfamiliar to the newly arrived Australian project worker. Others have clear parallels in our own system. This book does not attempt to make comparisons between the two systems, save for occasional reference to the familiar in an attempt to explain the unfamiliar. Of particular importance is a grasp of the basic concepts behind regional administration in Indonesia. Most Australians working through the AIDAB program will be in the provinces and districts. An understanding of how regional administrative units are organised and how they relate to the national "centre" is crucial; as is a broad picture of the national sectoral and cross-sectoral agencies. Some of the basics of regulations governing administrative activities are also covered, from the point of view of how they affect organisations.

This book is descriptive rather than evaluative. However, it does represent an organisational viewpoint. It points out commonalities between organisations, whilst highlighting their roles, responsibilities and functions at a broad level. Inevitably, this has meant drawing heavily upon the considerable body of organisational regulation in Indonesia.

Despite the confusion often felt by newly arrived project workers from overseas, the administrative systems of Indonesia possess their own coherent logic. Duplication of functions can be seen as attempts to balance different spheres of influence, or to forge links between administratively remote units. On the one hand, the repetitious nature of structural form can be both an expression of traditional order or organisational equity (as well as a considerable aid to organisational navigation). On the other hand, the variation of organisational form from location to location can be seen as an expression of regional or sectoral differences, or simply as an expression of the individuals who work within the system. The similarities and differences are a good reflection of Indonesia's maxim "Unity in Diversity".

Project workers who expect the organisations with which they work to be exact reflections of a perfect pattern are likely to be in for a shock. So are those who expect those organisations to be an exact fit for their project needs. Projects in Indonesia are usually temporary structures attached to the more permanent administrative structures. Whilst many projects do attempt organisational developments, wider changes are almost certainly beyond the scope of the individual project, unless the project has been strategically (and probably centrally) located to do so. Whilst a book such as this can provide guidelines for an examination of the worker's organisational environment, there is no short cut to patiently learning the language to communicate with counterparts about their *modus operandi* and to working things out for one's self.

Part 1 presents a broad view of the systems in place in 1992. It discusses national and regional structural forms and some of the links between organisations. It introduces the very important concepts of regional autonomy and administration, and examines regulations and their forms. It concludes with a discussion of the Indonesian Public Service to place counterparts in perspective.

Part 2 deals with a small selection of cross-sectoral issues. Of major importance is an understanding of the GOI planning system. Its complexities arise partly from the need to balance national and regional aspirations. This part also deals with the central role of the Department of Home Affairs in regional administration. It concludes with a brief look at organisational issues in population and environment.

Part 3 consists of five profiles of sectoral mechanisms in health, education, public works, agriculture and forestry. These were selected as being of major importance to the AIDAB program. Organisational forms from national to village level are considered, along with brief details of some of the programs conducted by organisations in these sectors.

## How to use this book

This book is indexed and cross-referenced to allow the user to trace his or her organisational environment. No apology is made for repetition of key concepts. The reader is not expected to read this volume from cover to cover in order to gain a grasp of key concepts (although this should not be discouraged). The Summary should preferably be read first. This will provide pointers for using the book to meet individual needs. The index is put together to reflect organisations, concepts and professional fields. It is lengthy but should be more useful for being so. It is also bilingual to allow readers to find information from terms in both languages. The glossary contains abbreviations, acronyms and Indonesian words used in the text. English and *Bahasa Indonesia* have been liberally mixed throughout with translations provided in the text and glossary. *Bahasa Indonesia* words are indicated in upper and lower case italics throughout.

The Indonesian practice of forming acronyms from lengthy titles is widespread, sometimes even using syllables from inside words to form a pronounceable acronym. Once formed, acronyms can enter the language as common words. They are treated as such in this book and presented in upper and lower case italics also. For instance, the National Development Planning Board is written as *Bappenas* rather than BAPPENAS. Conversely, abbreviations are given in upper case, not italicised.

The convention of numbered parts has been used throughout to indicate a hierarchy of issues. Figures and tables are given numbers reflecting their place in chapters. Thus the first figure in Chapter 1.1 is Figure 1.1.1, the second Figure 1.1.2.

## Thank You To/*Terima Kasih Atas:*

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