



Local Government Capacity in Transmigration Development, Indonesia

Isra Muksin

Universitas Bumi Hijrah Tidore, Indonesia

Correspondent: isram23@unibrahtidore.ac.id

Received : February 5, 2023

Accepted : April 24, 2023

Published : April 30, 2023

Citation: Muksin, I. (2023). Local Government Capacity in Transmigration Development, Indonesia. *Ilomata International Journal of Social Science*, 4(2), 313-325.

<https://doi.org/10.52728/ijss.v4i2.736>

ABSTRACT: The aims of this study were to explore the capacity of local governments in developing transmigration areas in the decentralization era after the change in the transmigration paradigm from migration of the poor to the development of transmigration areas. This research uses a constructive qualitative case study approach. Data collection was done by means of in-depth interviews with 35 participants from echelon two and echelon three officials in Kota Tidore Kepulauan, echelon three in the provincial government and echelons three and four in the central ministry. Our research exposes that the capacity of the local government of Kota Tidore Kepulauan in developing the transmigration area has not been maximized due to unhealthy local political dynamics because each change of regional head can affect the transfer and rotation of positions, the lack of funding sources so that the dependence on the budget from the central government is very high. In addition, cross-sectoral coordination did not go well because each agency still had sectoral ego even though transmigration affairs were not only the task of the transmigration technical service but were the affairs of the local government. Even, human resource support is still very limited, while the procurement of ASN (State Civil Apparatus) must obtain approval from the central government, so local governments are experiencing difficulties.

Keywords: Local Government, Transmigration, Development, ASN



This is an open access article under the CC-BY 4.0 license

INTRODUCTION

Decentralization provides opportunities for local governments to be more creative, effective and efficient in improving public services ([Carpintero & Helby Petersen, 2016](#); [Cheema & Rondinelli, 1983](#); [Hugg, 2020](#); [Osborne et al., 2013](#)). Therefore, local governments are required to have the capacity to plan, implement and evaluate development. However, local governments are faced with weak inter-agency cooperation and coordination, minimal resources, and political support, technical, environmental, institutional and organizational capabilities, financial and economic, social and cultural factors as well as policies which are a separate obstacle for local governments ([Spoann et al., 2018, 2019](#)). On the other hand, poor actor interaction can hamper local

government capacity ([Adnan et al., 2021](#); [Dang et al., 2015](#); [Navarro-Galera et al., 2018](#); [Rivenbark et al., 2018](#)).

Local government capacity can be said to be good if it has strong external political and institutional support, as well as consistency in enforcing rules from local officials and providing incentives to local officials to be one of the driving factors ([Francesch-Huidobro et al., 2012](#)). In addition, the placement of regional officials is in accordance with their competencies and qualifications so that they can understand and carry out their duties and functions properly ([Hlynsdóttir, 2016](#); [Vincent & Stephen, 2015](#)). However, the challenge that is often faced by local governments is looking for skilled bureaucrats is increasingly difficult to find. Therefore, it is very necessary to carry out competency training on an ongoing basis to create bureaucrats who are competent in their respective fields ([Ryan & Woods, 2015](#)). If human resources are still minimal, local governments tend to be slow in responding to development problems ([Romero-Lankao et al., 2013](#)).

Local government capacity is good if it is able to build public trust as legitimacy. Conversely, if public trust in local government is poor, one of the factors is inadequate government capacity ([Hutchinson, 2017](#); [Hutchison & Jhonson, 2011](#)). The quality of local government capabilities can be determined by the capabilities of human resources. Therefore it is necessary to increase organizational capacity to implement regional development programs. In addition, cooperation between local governments is necessary ([Rahayu et al., 2019](#)).

Literature on the capacity of local government has a lot in various developing countries. For example, the fiscal capacity of local governments in Sub-Saharan Africa ([Baskaran & Bigsten, 2013](#)), the involvement of the private sector in regional development in China ([Atherton, 2013](#)), systems and structures can be functionalized by local governments of Brazil ([Bockstael, 2017](#)), The influence of dynamics politics on local government capacity ([Grassi & Memoli, 2016](#); [Sarkar et al., 2022](#); [Schmidhuber et al., 2019](#); [Yin et al., 2018](#)), the importance of strengthening local government by creating a multilevel governance network ([van Ewijk, 2016](#)). Although there have been a lot of research using capacity theory, but not many have used this theory in the development of transmigration areas, especially in Indonesia.

Indonesia is one of the developing countries that implementing decentralization in the form of regional autonomy which is marked by the newest 2014 Regional Government Law ([Kemendari, 2014](#)). With the implementation of regional government, local governments are expected to manage and regulate development, including services in the regions properly and correctly. However, the law does not mention that the transmigration program is a mandatory matter for the regional government, but only as a matter of choice for the regional government. Meanwhile, the implementation of transmigration is regulated in Law Number 29 of 2009.

One of the areas that became the destination for transmigration was Kota Tidore Kepulauan, North Maluku Province, which is known as the "Payahe Transmigration Area". Specifically, the basis for the implementation of the Payahe transmigration area is based on a proposal from the local government with a Decree (SK) Mayor of Tidore Islands Number: 65.2 of 2005 and Decree of the Mayor of Tidore Islands Number: 12.2 of 2006 concerning the proposal to reserve the area of the Payahe transmigration area. Organizing transmigration in the Payahe area aims to develop

new growth centers in the context of regional development as stated in Kota Tidore Kepulauan Spatial Plan (RTRW) with a plantation agriculture cultivation pattern. However, the implementation of this transmigration area has not been supported by good local government capacity so that it has become a new pocket of poverty.

Various research on transmigration from this point of view are of course very useful in efforts to develop knowledge and improve the implementation of transmigration in Indonesia. However, from the various studies on transmigration that were disclosed, very little has been studied or reviewed from the aspect of local government capacity in the hope of making a significant contribution to the capacity of local governments in organizing transmigration as a new growth center (growth pole) in the context of developing areas (developing areas).

The purpose of this research is to explore the capacity of the local government of Kota Tidore Kepulauan in developing the Payahe transmigration area. For this purpose, we formulated the research question as follows: What are the factors that influence the capacity of the Tidore local government in developing the Payahe transmigration area?

Research on the capacity of the local government in the development of the transmigration area is very important because the capacity of the local government of the City of Tidore Islands has not been effective in carrying out the development of the transmigration area. This research can make a practical contribution in the form of academic policy papers from the local government of the Kota Tidore Kepulauan, North Maluku, Indonesia in the development of the Payahe transmigration area.

METHOD

We use qualitative research with a case study approach. Research with a case study approach because it is flexible where researchers can make changes even though they occur in the research process (Stake, 1995). In this research, the main objective is to understand how the capacity of local governments in carrying out development functions in the regions and how the participants provide their views on the problems that occur. As an approach, the key to case study research is to investigate a particular event, situation or social condition and to provide insight into the process that explains how a particular event or situation occurred.

Data Collection Procedures

We used purposive sampling as a criterion for selecting participants. While the participants were 35 people who were classified into three levels, namely officials in Kota Tidore Kepulauan consisting of Mayors, Regional Secretariats, heads of services and section heads who know about the development of the Payahe transmigration area. Meanwhile officials in the North Maluku provincial government, and officials in several ministries in charge of development and development of the transmigration area.

Before the interview process was carried out with the participants, we asked for a research permit from the Investment and One-Stop Integrated Service Agency (BPMPTSP) of the Kota Tidore Kepulauan. Then BPMPTSP issues a research permit addressed to the agency that will conduct interviews with participants. After receiving the letter from BPMPTSP, we took the letter to the intended agency through the General Section of each institution to obtain a disposition or the participants to be interviewed were willing to be interviewed. The research permit application process takes 1x24 hours. Meanwhile, for the approval or disposition of the participants it takes 1 week to one month. After we got approval we made an appointment to conduct face-to-face interviews with participants. We conducted interviews with participants lasting between 1 hour until 1 hour minutes, and the interviews were recorded using a tape recorder.

The data collection procedure that we carried out was through in-depth interviews with participants using interview guidelines in the form of Indonesian. Then the results of the interviews were translated into English according to the focus and theme of the research and the answers from the participants in the field. We use numeric as a substitute for the participant's name, while we do not mention the official institution. As for the participants, we use initials. This is intended to maintain the confidentiality of the agency and participants. While writing the name of the participant is using initials.

Data Analysis Methods

Data analysis used in this research is interactive qualitative classifying in thematic form ([Miles & Huberman, 1992](#)). The data analysis was carried out through data reduction. In this stage, we carried out the process of selecting and simplifying the raw data that emerged during interviews with participants during the research. Then the data is sorted which is needed because it is relevant to the research focus and which should be discarded because it is not relevant to the research theme. Then Display Data. After the data is sorted, we narrate the data in text form.

The results of transcribing data. Based on Miles and Huberman's analysis data, we produced several themes, namely: (1) Local political influence, (2). Limited local government budgets, (3) Weak cross-sectoral coordination, and (4) Human resource capacity

RESULT AND DISCUSSION

Local Political Influence

Political influence in Kota Tidore Kepulauan is very strong, especially in terms of regional development policies, the vision and mission of the regional head and the Regional Medium Term Development Plan. This was expressed by the participants that the development of the transmigration area was very politically conditioned so that regional development planning was not a priority, as he described:

"The implementation of the Payahe Transmigration Area must have an element of political interest. The political content is formulated in the vision and mission of the mayor and deputy mayor

because it relates to the subjectivity of the government. One of the visions of the mayor and deputy mayor at the moment is that agromarine is a focus as well as a priority scale' (Participant 1, male).

The high political interest in the development of the area has affected the level of coordination between the executive and the legislature in the budgeting policy for the development of the Payahe transmigration area in each year's discussion of the budget in the Regional People's Representative Council of the Kota Tidore Kepulauan. The female participant who is also a DPRD member exposed that 'The support of the Regional People's Legislative Assembly for the Kota Tidore Kepulauan for the development of the Payahe transmigration area is still minimal. This can be seen when political budgeting through the Regional Revenue and Expenditure Budget (APBD) every year is still minimal' (Member of DPRD Kota Tidore Kepulauan, female).

This unstable local political dynamics had an effect on the rolling and promotion of positions in the bureaucracy in the City of Tidore Islands. This unhealthy political dynamic was expressed by one of the male participants who was also the head of the 9 service said that:

'The domination of political interests is very visible when there is a change of regional head, the rolling of the service head is conditional on politics because of different political choices. Therefore, in the Law on the State Civil Apparatus (ASN) it is necessary to emphasize that the term of service of office for the head must be one period of the Strategic Plan (Renstra). So that regional heads do not change service heads because of different political choices' (Participant 9, male).

Placement of staff in this local government bureaucracy is also complained by one of the participants from the ministry that the ministry had provided guidance to staff assigned to the regional transmigration service. However, because each regional head change, the staff who have been appointed are moved to other agencies so that the knowledge obtained during the training cannot be applied in the development of transmigration in the regions. This acknowledgment was conveyed by one of the female participants at agency 42 who revealed that:

Political influence on the development of the transmigration area remains. For example, we have done technical assistance to staff assigned to the transmigration office in the regions, but when there was a change in regional heads, often the staff we had trained were moved to other offices so that the knowledge gained was not applied' (Participant 42, woman).

Local Government Budget Limitations

The Government of Kota Tidore Kepulauan, in anticipating development financing every year, changes the budget planning model from the money follow function to the money follow program. This change in budget planning was disclosed by male participants with the aim that program-based budget allocations include the following explanation:

'In our opinion, with the method of money follow function the Regional Work Unit (SKPD) compiles programs based on programs that have a lot of profit, lots of leftovers, lots of official trips, and lots of random activities. SKPD does not want to bother thinking about new programs, they tend to repeat the previous year's activities, especially since the budget for these activities is quite large. We changed this habit by implementing the money follow program method which starts the preparation of the program by involving echelon IV of each SKPD (bottom-up). What

echelon IV must refer to is the Regional Medium Term Program Plan (RPJMD), then the results are adjusted to the Regional Planning Consultation (Musrenang) and the results of the SKPD forum (Participant 2, male).

The development of the transmigration area in Kota Tidore Kepulauan is in accordance with the results of the research we found from several participants who were interviewed by the factor of limited local budgets which caused the local government to be unable to develop transmigration programs in the regions. As a result of the limited regional budget, the dependence on the General Allocation Fund and the Special Allocation Fund from the central government is very high. This is as stated by the participants that:

Regional Revenues and Expenditures Budget (APBD) of Kota Tidore Kepulauan has not been able to touch the development of the Payahe transmigration area because every year the budget is only around Rp. 350 million for operations. The rest is for basic infrastructure for the Payahe transmigration area is fully funded by the State Revenue and Expenditure Budget (APBN) through DAU and DAK (Participant 3, male)

According to one male participant, there was very little plotting of the Regional Revenues and Expenditures Budget (APBD) of Kota Tidore Kepulauan every year in the development of the Payahe transmigration area, so that his party could not do much with the existing budget constraints. He even stated that the local government's attention to budget policies for the development of transmigration areas was very minimal, so he stated that:

The budget allocation from Regional Revenues and Expenditures Budget (APBD) every year is very small. Over the last three years, namely 2016 as many as 150 million, 2017 as much as Rp. 250 million and for 2018 specifically for the transmigration sector, a budget of Rp. 350 million was received. Even though it has increased every year, it is not enough to develop the transmigration area because the budget is used for operational costs (participant 12, male).

One of the male participants stated that to finance development activities in Kota Tidore Kepulauan, needs budget of Rp. 1.5 trillion every year. However, because the Regional Revenue and Expenditure Budget (APBD) each year is only Rp. 500-800 billion, the stages of proposing programs from each Regional Work Unit (SKPD) use e-planning and e-budgeting. According to the participant, it was intended to minimize proposals that were not in accordance with the capabilities of the APBD, so he stated that 'In proposing programs we have used e-planning and e-budgeting because we have integrated all SKPD with finance so that Provincial Legislatives Council (DPRD) of Kota Tidore Kepulauan cannot change budget proposal from the Local Government Budget Team (TAPD)' (Participant 5, male).

The budget allocation for the development of Payahe transmigration every year is very minimal. The female participant who is also a member of Provincial Legislatives Council (DPRD) of Kota Tidore Kepulauan stated that:

The budget allocation for the development of the Payahe transmigration area during 2007-2018 was the highest in 2018 with the amount of Rp. 350 million because they (the department) did not explain in detail each proposal in each year, what the contents were were not explained. Why doesn't the DPRD (Provincial Legislatives Council) accommodate the budget from the Department of Manpower and Transmigration because most of what is being proposed is official

trips to Jakarta. Sometimes they complain why our budget is so little, but if we try to open it at RKA they try to see that there are many suggestions for trips within the region, trips outside the region have Monev (monitoring and evaluation) which are actually business trips too, so we see this is a mode of spending the budget is only the nomenclature that is different but the goal is the same, namely official travel (Informant 29, female).

Another reason that DPRD of Kota Tidore Kepulauan does not accommodate proposals for the development of the Payahe transmigration area in the regional budget every year as stated by one male participant stated that most of the budget proposals were not pro-people (society) but more for official travel expenses out of the region amidst the budget constraints experienced by Kota Tidore Kepulauan so that the DPRD always rejects the proposal as he expressed:

That is a strong reason why the DPRD does not accommodate the APBD because it is not pro-people. Even, they prioritize official travel, so one activity, for example, requires funds of Rp. 100 million but the honorarium is up to Rp. 200 million, the core activities are Rp. 100 million, so we ask why the honorarium for activities is up to Rp. 200 million, so sometimes the DPRD (Provincial Legislatives Council) does not accommodate and often ask whether you want to develop or want to spend a budget that is not on target (Participant 15, male).

The debate about budget policies in the development of the Payahe transmigration area was also expressed by one of the male participants. According to him, there is no reason for the regional government not to budget for the development of the transmigration area because Law Number 29 of 2009 concerning transmigration explains that the responsibility of the central government in financing transmigration is only valid for a five-year coaching period. After five years it is the responsibility of the local government to develop. The participant expressed that for the case of the Payahe transmigration area the training period had exceeded five years, as follows:

For five years it was funded by the ministry of transmigration. After five years, the administration is handed over to the regions. Later the regions will see whether they can be expanded or not, it depends on the district/city. If the condition cannot be expanded, it is necessary to extend the district/city development period. After five years, it is no longer a matter of transmigration but has become the responsibility of the district/city Village Community Empowerment Agency (BPMD), provided that it has become a definitive village. We from the Transmigration Service can only be responsible for a five-year coaching period, for example, if a resident's business land certificate has not been completed, it will become the responsibility of the Transmigration Office until it is completed. Second, the problem of road improvement can be handled by BPMD and it can also be from the transmigration office provided there is sufficient APBD (Participant 19, male).

In the midst of the limited budget of the local government of Kota Tidore Kepulauan in financing the needs of the regional budget, one of the male participants mentioned that the potential of the region is still minimal to be explored to generate regional income. According to him, in order to increase local revenue (PAD), so Kota Tidore Kepulauan should develop the service and industrial sectors, as follows:

In my opinion, Kota Tidore Kepulauan must develop the service and agriculture sectors to increase local revenue (PAD), because there are no other options and they must welcome to investment, I

see that these other SKPDs are still allergic to investment. We have a limited budget, so there must be a stimulus from the private sector that invests in Kota Tidore Kepulauan, if there is no investment then it cannot go fast (Participant 9, male).

The reason for the local government of Kota Tidore Kepulauan in facing budget limitations is due to the budget plotting for personnel spending above 50 percent. According to this male participant, it is suitable with applicable regulations, employees' spending must be below 50 percent, as follows:

Personnel spending is ideally suitable with the DAU (General Allocation Fund), healthy DAU is spent below 50 percent of employees' spending so it gives space to local governments to make expenditures (spending) that lead to economic growth, therefore there are many kinds of spending behavior carried out by local governments seen in the Regional Revenues and Expenditures Budget (APBD) of that region. Personnel expenditure (spending) that sourced from the DAU is used entirely, for example, additional employee income, the budget is deposited in indirect spending and taken from the DAU itself (Participant 35, male).

Weak Cross Sector Coordination

The problem of cross-sectoral coordination in the government of Kota Tidore in development is a separate problem. This was acknowledged by male participants that the development of the Payahe transmigration area, other agencies do not want to take part because their understanding is still limited to the fact that the transmigration program is a central program so that local governments do not have to take on the role as follows:

As far as I know, cross-sectoral coordination has been carried out in the development of the Payahe Transmigration area, to what extent cross-sectoral participation and the results and outputs they arrange, I don't know either. For the development of the Payahe transmigration area, to be honest, it was funded a lot from the State Budget (APBN), both from infrastructure and the development of life insurance for residents at the transmigration location (Participant 3, male)

The experience that experienced by one of the male participants was that there was no coordination in the SKPD forum in Kota Tidore in the development of the transmigration area even though the coaching period from the central government had been completed so he was very pessimistic about the future development of the Payahe transmigration area. Therefore, he stated that:

If I see, during the coaching period from the ministry there was never any coordination because the other SKPDs thought it was still the ministry's business. The coaching period for the Payahe transmigration area has ended, local government should play an important role to ensure its development, but it was never coordinated with the SKPD forum to take part in the development of the transmigration area (Participant 12, male).

One of the male participants expressed that coordination was only carried out between sectors in internal agencies while cross-sectoral coordination had never been carried out so that other agencies in Kota Tidore Kepulauan did not want to take part in the development of the Payahe transmigration area. According to him, the development of the transmigration area is not only a matter for the Department of Manpower and Transmigration, but it should be a matter for the local government, so he stated that:

In our internal coordination (Manpower and Transmigration Office), the work is usually carried out by the respective fields. We at TU do not carry out technical coordination, but coordination of administrative procedures may be carried out, through correspondence. Then what other field programs do, if I look at it, is usually a proposed system based on the implementation of the Payahe transmigration settlement, at this level of development, but I see the development as normal because it is a suggestion to the ministry if there is an opportunity (Participant 43, male).

One of the female participants expressed that cross-sectoral coordination was not carried out because there was a frequent change of SKPD heads, which affected the programs that had been designed by the previous SKPD heads. According to him, the change was very disruptive to the program, so he stated that:

In terms of coordination in the form of meetings with partners, they often even ask for data on how many other areas they want to develop, but there is a frequent change of service heads who are sometimes not the experts. For example, the current head of the transmigration service, I have not seen how far Payahe's development of transmigration differs from the previous head of the service. Is the DPRD that carries out the oversight function, so it is needed to urgently evaluate the relevant agencies, we often hold meetings and coordinate, but back to their intention to build an easy area. Often in DPRD coordination meetings they ask how transmigration areas are developed. the transmigration agency always argues that it is constrained by the central government, or there are too many excuses so we just follow it as it is.

Human Resources Capacity

The difficulty of getting superior human resources in the field of transmigration was expressed by male participants. According to him, staff in charge of transmigration have not been maximized because on average they are occupied by technical staff, so it is very difficult to understand the development of transmigration areas.

Human resources in each field have not been given maximum attention because the transmigration sector only has 9 staff members while the workload is quite a lot. We have proposed additional staff but it has not been approved because there is indeed an opinion that the staff assigned to the Transmigration Service are exiles from other agencies (Participant 3, male).

To get qualified HR staff is very difficult while the problems in transmigration are very complex. According to one male participant, transmigration matters were not obtained at the formal education level, so it required a long learning process, so when staff who had been assigned to the transmigration service were not transferred again:

Managing transmigration is difficult, because transmigration is a technical job and This is not obtained in any college, so we also understand that there are deficiencies along the way, but we always carry out training in order to improve employee' capabilities. And it is felt that when we have activities at the ministry, if we are asked how long we have been working at the Manpower and Transmigration Office, if we answer it is only one year, then what is discussed is only general issues, but if the answer is that we have served for decades, then the discussion is also more about the technical implementation (Participant 19, male).

According to one male participant, the process of procuring State Civil Apparatus (ASN) is increasingly difficult, which is a separate obstacle to finding superior quality human resources, because the ASN acceptance process must go through central government approval, he expressed that:

The State Civil Apparatus (ASN) in Kota Tidore Kepulauan as many as 3,780 people are still not proportional, while the procurement of employees must go through the central government so that we in the regions are experiencing great difficulties. Not to mention that the current selection process is very difficult, so the average of SKPD is still understaffed (participant 11, male).

The results of our research found that the capacity of local government in Kota Tidore Kepulauan is still not effective. This can be seen from indicators of political factors, budget limitations, organizational capacity or cross-sectoral coordination, and human resource capacity. Even though the implementation of regional government is based on the principle of regional autonomy in which the regional government can manage and regulate its development affairs in the region ([Cheema & Rondinelli, 1983](#)).

The political stability of an area can affect the policies that will be taken by stakeholders in that area ([Grassi & Memoli, 2016](#)). The development of the Payahe transmigration area has not developed well because political support in the area has not been effective. This is consistent with the research findings that the DPRD of Kota Tidore Kepulauan has not provided institutional support with a commitment to local budget allocation so that budget plotting for the development and development of transmigration areas is still relatively minimal.

The implementation of transmigration in Kota Tidore Kepulauan is also a condition of political interest to increase the population in the area by bringing in residents from the provinces of West Java, East Java and Central Java. With the addition of the population from the implementation of the transmigration, it has positive implications for increasing the number of underprivileged residents in Kota Tidore Kepulauan, so that local governments make political reasons and interests for the central government to obtain General Allocation Funds (DAU) and Special Allocation Funds (DAK). Therefore, the ability of the government's budget is very important to finance regional development, especially for regions that have minimal investment from the private sector ([Atherton, 2013](#)).

In accordance with the research findings, it can be illustrated that the development of the Payahe transmigration area has not been carried out properly because the local government of Kota Tidore Kepulauan is currently still limited in budget. The dependence of local governments on the budget from the central government is very high, so that local governments find it difficult to finance regional development ([Grindle, 1997](#)). For Kota Tidore Kepulauan, according to our research findings, Regional Original Revenue (PAD) is so small that all regional financing still expects disbursement of the budget from the central government through General Allocation Funds (DAU), Special Allocation Funds (DAK), Assistance Funds, and Deconcentration Funds. The dependence on budget financing from the central government is due to the fact that local sources of income in the tax sector are still inadequate ([Lewis, 2003](#)).

In one side, local government still think that the transmigration program is a central program so that local government does not make it a priority program in the regions. On the other hand, local

government agencies did not coordinate across sectors in the development of the Payahe transmigration area. In fact, coordination within an organization is needed so that problems can be solved (Atherton, 2013). Coordination in the local government of Kota Tidore Kepulauan has not been carried out due to the absence of a mayor's decision regarding cross-sectors so that all Regional Work Units (SKPD) have not taken part in the construction and development of the transmigration area. Whereas, coordination is intended to create collaboration across sectors or each agency in solving problems in the regions according to their duties and functions (Healey, 1998).

Another obstacle faced by local government is the limited quality of human resources to carry out the organizational structure (Dang et al., 2015). Human resources in Kota Tidore Kepulauan government, according to our findings, especially in the field of transmigration, are very limited to 9 people consisting of 1 Head of Division and 2 heads of sections, while 6 people are staff. This lack of human resources is in accordance with our findings due to the fact that many staff were transferred to other agencies due to the political factor which is still strong in the transfer of positions. Even though the placement of staff based on their competencies is very necessary in carrying out their duties and functions.

CONCLUSION

The capacity of the local government of Kota Tidore Kepulauan in carrying out the development of the transmigration area has not been maximized due to unhealthy local political dynamics because each change of regional head can affect the transfer and rotation of positions, the lack of funding sources so that the dependence on the budget from the central government is very high. Beside that, cross-sectoral coordination did not go well because each agency was still sectoral ego even though transmigration affairs were not only the task of the transmigration technical service but were the affairs of the local government. Even, the support for human resources is still very limited, while the procurement of ASN must obtain approval from the central government, so local governments are experiencing difficulties.

This research has not explored further about the use of revenue sources of General Allocation Funds (DAU) and Special Allocation Funds (DAK) from the central government because of the very closed participants to meet. Therefore, in the future it is suggested that research should focus more on the use of the budget from the central government in the development of transmigration areas. It is hoped that our research will be able to make a practical contribution to Kota Tidore Kepulauan government so that it can develop a transmigration area by improving our various findings.

REFERENCE

- Adnan, H. R., Hidayanto, A. N., & Kurnia, S. (2021). Citizens' or government's will? Exploration of why indonesia's local governments adopt technologies for open government. *Sustainability (Switzerland)*, 13(20). <https://doi.org/10.3390/su132011197>

- Atherton, A. (2013). Promotion private sector development in China: the challenge of building capacity at the local level. *Environment and Planning C: Government and Policy*, 31, 5–23.
- Baskaran, T., & Bigsten, A. (2013). Fiscal Capacity and the Quality of Government in Sub-Saharan Africa. *World Development*, 45, 92–107.
- Bockstael, E. (2017). Critical Capacity Development: An Action Research Approach in Coastal Brazil. *World Development*, xx.
- Carpintero, S., & Helby Petersen, O. (2016). Public–private partnerships (PPPs) in local services: risk-sharing and private delivery of water services in Spain. *Local Government Studies*, 42(6), 958–979. <https://doi.org/10.1080/03003930.2016.1204297>
- Cheema, G. S., & Rondinelli, D. (1983). *Decentralization and Development: Policy Implementation in Developing Countries*. Sage Publication.
- Dang, T. K., Hamakers, I. J., & Arts, B. (2015). A Framework for assessing governance capacity: An illustration from Vietnam’s forestry reform. *Environment and Planning C: Government*, 0(0), 1–21.
- Francesch-Huidobro, M., Lo, C. W.-H., & Tang, S.-Y. (2012). The local environmental regulatory regime in China: change in pro-environment orientation, institutional capacity, and external political support in Guangzhou. *Environment and Planning A*, 44, 2493–2511.
- Grassi, D., & Memoli, V. (2016). Political Determinants of State Capacity in Latin America. *World Development*, xx.
- Grindle, M. S. (1997). *Getting Good Government Capacity Building in the Public Sectors of Developing Countries*. Harvard Institute for International Development.
- Hlynsdóttir, E. M. (2016). Leading the locality: Icelandic local government leadership dilemma. *Lex Localis*, 14(4), 807–826. [https://doi.org/10.4335/14.4.807-826\(2016\)](https://doi.org/10.4335/14.4.807-826(2016))
- Hugg, V. G. (2020). Public Service-Function Types and Interlocal Agreement Network Structure: A Longitudinal Study of Iowa. *Urban Affairs Review*, 56(4), 1293–1315. <https://doi.org/10.1177/1078087419843189>
- Hutchinson, F. E. (2017). (De)centralization and the missing middle in Indonesia and Malaysia. *Sojourn*, 32(2), 291–335. <https://doi.org/10.1355/sj32-2c>
- Hutchison, M. L., & Jhonson, K. (2011). Capacity trust? Institutional Capacity, conflict, and Political trust in Africa, 2000-2005. *Journal of Peace Research*, 48(6), 737–752.
- Kemendari. (2014). *Undang-Undang Nomor 23 Tahun 2014 Tentang Pemerintahan Daerah*. Kementerian Dalam Negeri.
- Lewis, B. D. (2003). Local Government Borrowing and Repayment in Indonesia: Does Fiscal Capacity Matter? *World Development*, 31, 1047–1063.
- Miles, M. B., & Huberman, A. M. (1992). *Analisis Data Kualitatif (Qualitative Data Analysis)*. UI Press.

- Navarro-Galera, A., Alcaraz-Quiles, F. J., & Ortiz-Rodriguez, D. (2018). Enhancing sustainability transparency in local governments-An empirical research in Europe. *Sustainability (Switzerland)*, *10*(7). <https://doi.org/10.3390/su10072161>
- Osborne, S. P., Radnor, Z., & Nasi, G. (2013). A New Theory for Public Service Management? Toward a (Public) Service-Dominant Approach. *American Review of Public Administration*, *43*(2), 135–158. <https://doi.org/10.1177/0275074012466935>
- Rahayu, P., Woltjer, J., & Firman, T. (2019). Water Governance in Decentralizing Urban Indonesia. *Urban Studies*, *00*(0), 1–18.
- Rivenbark, W. C., Afonso, W., & Roenigk, D. J. (2018). Capital spending in local government: Providing context through the lens of government-wide financial statements. *Journal of Public Budgeting, Accounting and Financial Management*, *30*(4), 402–414. <https://doi.org/10.1108/JPBAFM-05-2018-0053>
- Romero-Lankao, P., Hughes, S., Rosas-Huerta, A., Borquez, R., & Gnatz, D. M. (2013). Institutional capacity for climate responses: an examination of construction and pathways in Mexico City and Santiago. *Environment and Planning C: Government and Policy*, *31*, 785–805.
- Ryan, R., & Woods, R. (2015). Local Government Capacity in Australia. *Public Policy and Administration*, *14*(3), 225–248.
- Sarkar, M. S. K., Okitasari, M., Ahsan, M. R., & Al-Amin, A. Q. (2022). Localisation of Sustainable Development Goals (SDGs) in Bangladesh: An Inclusive Framework under Local Governments. *Sustainability (Switzerland)*, *14*(17). <https://doi.org/10.3390/su141710817>
- Schmidhuber, L., Stütz, S., & Hilgers, D. (2019). Outcomes of open government: Does an online platform improve citizens' perception of local government? *International Journal of Public Sector Management*, *32*(5), 438–456. <https://doi.org/10.1108/IJPSM-02-2018-0056>
- Spoann, V., Fujiwara, T., Seng, B., & Lay, C. (2018). Municipal Solid Management: Constraints and Opportunities to Improve Capacity of Local Government Authorities of Phnom Penh Capital. *Waste Management & Research*, *00*(0), 1–8.
- Spoann, V., Fujiwara, T., Seng, B., Lay, C., & Yim, M. (2019). Assessment of public-private partnership in municipal solid waste management in Phnom Penh, Cambodia. *Sustainability (Switzerland)*, *11*(5). <https://doi.org/10.3390/su11051228>
- van Ewijk, E. (2016). Engaging Migrants in Translocal Partnerships: The Case of Dutch-Moroccan and Dutch-Turkish Municipal Partnerships. *Population, Space and Place*, *22*(4), 382–395. <https://doi.org/10.1002/psp.1872>
- Vincent, C., & Stephen, C. (2015). Local Government Capacity Building and Development: Lessons, Challenges and Opportunities. *Journal of Political Science & Public Affairs*, *3*(1), 1–5.
- Yin, G., Liu, Y., & Wang, F. (2018). Emerging Chinese new towns: Local government-directed capital switching in inland China. *Cities*, *79*, 102–112. <https://doi.org/10.1016/j.cities.2018.02.026>