Reproduced from Bureaucracy and Development: Reflections from the Indonesian Water Sector, by Diana Suhardiman (Singapore: Institute of Southeast Asian Studies, 2015). This version was obtained electronically direct from the publisher on condition that copyright is not infringed. No part of this publication may be reproduced without the prior permission of the Institute of Southeast Asian Studies.

Individual articles are available at http://bookshop.iseas.edu.sg.

INDEX

(Note: Pages numbers followed by "n" refer to notes.)

bureaucratic polity, concept of, 40n22 bureaucratic reform, 63-70 Agricultural Sector Adjustment Loan (ASAL), 94 for IMT in Indonesia, final reflections on, 253-56 Andalas University, 139 anti-corruption movement, 63 within Kimbangwil, 70 "authorization letter" system, 27 bureaucratic rent-seeking, 25-26, 48, 55-58, 252 bureaucratic services, 59 Bagus's role, evolution of, 142 bureaucratization, 242n29 Beji division structure, 221–23 in Indonesia, 48 bengkok land, 224-25, 235 WUA, 234-35 irrigation water supply for, 225 C Berita Acara Pembayaran, 46n92 BPK audit findings, 25 Central Java, 201n3 civil society movements, 63 British Raj bureaucracy, 11 "budgetary funds", 58 client-service provider relationship, 97 codependency, cyclical relationship "bureaucratic capitalism," 48, 73, 73n5 of, 249 product of, 71 "common property resources", 2 bureaucratic clash and agreement, community organizer recruitment, 136-37 bureaucratic conflicts, re-occurrence consortium counter-alliance, of, 151-52 emergence of, 144-51 "bureaucratic expenses," 58 consortium members, 160-61 bureaucratic fragmentation, 253 construction programme, from cost bureaucratic mechanisms, 71 recovery to, 89-92 "Consultation and Project reproduction of, 57 bureaucratic patriarchy, 56 Coordination", 26 bureaucratic patrimonialism, Coordinating Minister for Economic continuation of, 40n15 Affairs, 127, 133

Resources, 70

core policy actors, 49, 63–64, 68, 125	Directorate General of Water
re-emergence of, 68–70	Resources Development
corruption, 13	(DGWRD), 15, 109, 117n57
Corruption Perceptions Index, 13	Directorate of Irrigation and Water
counter-political forces in	Resources (DIWR) of NDPA, 151
parliamentary decision making,	District Development Planning
149–51	Agency (DDPA), 184, 233
	district irrigation agency, 248-50
D	District Water Resources Services
decentralization, 16, 42n40	(DWRS), 30, 180-81
decision-making authority, 13, 20, 67,	Division of Provincial Irrigation
250, 252	Services (DPIS), 30, 174, 180–81,
in systems management, 92	202n9, 206, 215–18, 248, 250
transferring, 18	alliances with, 223
decision-making process, 49, 90	bureaucratic transformation in, 184
deconcentration, 16	Donomulyo irrigation system, 208
"deferred maintenance culture," 98	water distribution in, 216
despite regional autonomy, 23	donor-funded policy programme, 90
development blueprint, 12	draft Water Act, 125
development fund allocation, 27	controversial revised clauses in,
development fund expenditure, 29	127–32
development fund management, 28	Kimpraswil's revision of, 129-32
Directorate General of Housing,	plenary meeting on, 157–59
76n51	public consultation about, 137–42
Directorate General of Irrigation, 53,	revised clauses of, 130
62, 64	to Working Committee, 139
in Kimpraswil, 70	WUA proposed changes to, 140,
Directorate General of Regional	141
Infrastructure Development,	
76n51	E
Directorate General of Road	East Java, PIA-PIP Relationships in,
Infrastructure, 76n51	178–79
Directorate General of Rural	echelon system, 59, 60, 75n36
Development, 64, 76n55, 120n77	elite-farmer relationship, 230-34
Directorate General of Spatial	FWUA unification an, 232–34
Planning and Regional	taxonomy, 230–32
Development, 64	types of, 231
Directorate General of Urban	- -
Development, 64	F
Directorate General of Water	farmer-agency relationship 80

farmer empowerment, 194-95

farmer-managed irrigation systems (FMIS), 2	irrigation policy development, 122
farmers' decision-making authority in	functional role corruption, 41n25
systems management, 160	fund proposal and allocation, formal
farmers-irrigation agency	procedure in, 34
relationship, 83	funds mobilization, policy tool for,
farmers, WATSAL IMT programme	85–89
for, 147	FWUA-WUA organizations, 256
Febri's strategy, 146	development, 247
Federation of Water User	
Associations (FWUAs), 2, 5, 26,	G
79–82, 185–86, 206, 216–20, 244,	Gadjah Mada University, 139
248–50, 254	general purpose grants (DAUs), 18,
dominant alliances in water	22, 44n57
distribution, 220-23	Golkar political party, 14, 169n33
downstream, 219	members from, 146
elite–farmer relationship, 230–34	golongan system, 212, 224, 226,
formation of, 248	239n14
Kongklangan, 234	in Kulon Progo District, 212-13
organizational characteristics,	government fund disbursement, 19
189–90	before and after regional autonomy
organizational development,	19
194–96, 247–48	government-managed irrigation
rural elite domination in, 227–30	systems, 81
staff, 232	Government of Indonesia (GOI), 93, 161
SWUAs' and, 215–20	and World Bank, agreement
unification, 232–34	between, 107
upstream, 219	government policy-makers, 27
and WUAs, 227–30, 233	Government Regulation Number 77
first Commission IV meeting, 148–51	of 2001, 105, 106, 111, 119n68,
Fiscal Decentralization Act Number	125, 133, 137
25 of 1999, 16, 17, 24	on IMT, 102
fiscal dependency, preservation of,	Government Regulation Number 23
22–24	of 1984 on irrigation, 125
foreign loans, 11	government's organizational
policy reform by, 97–99	structure, 29–33
formal decision-making power, 49	
formal policy network for	I
promulgation of Water Act in	Implementation Guidance, 53
parliament, 128, 129	IMT. See Irrigation Management
"frames conflict" in Indonesian	Transfer (IMT)

Indonesia	Indonesian political reform of 1998,
bureaucratization in, 48	47
characteristic of, 9	Indonesia Water Resources and
regional autonomy	Irrigation Reform Program
application of, 22–27	(IWIRIP), 26, 32, 68, 246
concept of, 9	infrastructure-oriented irrigation
and fall of new order	development, 48, 61, 62, 247
government, 16–22	activities, 91
as rentier state, 10–12	irrigation agency and, 49-54
sectoral development, 10	infrastructure-oriented programme,
project approach and, 27-37	58, 62
state, reformation of, 12-16	inter-ministerial decision making,
Suharto's New Order government, 9	sectoral decision making to, 99–101
WATSAL policy-makers in, 252	international donors, 2
Indonesian bureaucracy, 48	international epistemic community, 2
Indonesian Consumer Foundation, 75n44	International Irrigation Management Institute (IIMI), 91, 119n68
Indonesian Forum on Globalization (INFOG), 139	international policy-makers, 79, 80, 252
Indonesian government, 63, 84	International Water Management
irrigation systems, 118n67	Institute (IWMI), 92
Indonesian IMT, 78–79	inter-sectoral decision-making
implementation of, 107–10	platform, 67
legal framework under WATSAL,	inter-system level water distribution,
101, 102	250
paradigms, researching, 80-83	irrigation agency
policy, 78–79, 244	bureaucratic identity, 47–49
adoption, 112n7	bureaucratic reform, 63–70
assumptions vs. reasons in	rent-seeking rules in project fund
shaping, 79–80	management, 58–61
evolution of, 83–93	and resistance to new policy
frames in, 122–25	trends in irrigation, 61–63
making, 83	structural properties of, 49–58
under WATSAL, 93–99	financial reporting, 58
organizational structure, 99–101	and infrastructure-oriented
WUA empowerment, strategic	development, 49–54
positioning of, 101-7	organizational structure, regional
Indonesian irrigation agency, 62, 78	autonomy and, 20-22
Indonesian irrigation sector	relationship between, 251
development, 49-50	irrigation-based rural development,

"holistic approach" modelling of,	timeline of, 134
120n77	WATSAL, 133, 140
irrigation canals, 210	provincial governments' position
Irrigation Committee, 103, 106, 184,	on, 176–79
202n11	renewal, 245
Irrigation Development Turnover	SDI's view of, 184
(IDTO) programme, 91, 109	WATSAL, 93–99
Irrigation Improvement Fund, 99	organizational structure, 99–101
irrigation management funds, 106	WUA empowerment, strategic
Irrigation Management Reform,	positioning of, 101–7
115n31	Irrigation Management Turnover,
Irrigation Management Transfer	115n31
(IMT), 1, 2, 12, 68, 92, 102, 214,	Irrigation Operation and Maintenance
243	Project (IOMP) 1987 Statement,
for farmers, meaning of, 248-50	4, 62, 75n41, 79, 83, 84, 89, 90, 93,
implementation of, 107-10, 188	96, 108, 111, 125, 176, 200, 214,
and inter-system water	243, 249, 251
distribution, 214–20	IMT adoption under, 89
legal framework under WATSAL,	IMT policy under, 85-89, 110
101, 102	analysis of, 92–93
paradigms, researching, 80-83	irrigation sector
paradoxes and future research,	development, 12, 57, 61
250–53	policy change in, 63
policy, 78–79	irrigation service fee (ISF), 85, 184
adoption, 112n7	collection, 197, 214, 227–28
assumptions vs. reasons in	collectors, 247
shaping, 79–80	Irrigation Sub-Sector Project (ISSP I), 90
characteristics, 244	irrigation system-one management,
debates, 178	104
description and analysis of, 124	principle, 95
elements, reshaping of, 244-46	irrigation systems, 223–29
evolution of, 83–93	for bengkok lands, 225
formulation and implementation,	Donomulyo, 208
243	Kalibawang, 206, 216, 228–29
GOI's position on, 162	in Kulon Progo district, 186-87,
in Indonesia, 72	206–14
Kimpraswil and MoHA	majority of, 225
Relationship in, 136–37	management, 85, 119n69, 249
making of, 83	management finance, 103
renewal, 3, 122	Papah, 208–10, 220–21, 233
struggles, 125–27	Pekik Jamal, 208–10, 217–18

Pengasih, 208–10, 217–21, 227–30	Kimpraswil, 12
Penjalin. See Penjalin irrigation	conception of IMT, 122
system	organizational structure, 68–70
run-off-the river, 210	policy actors, 4
Sapon, 206, 210, 219, 227	public consultation, 138–39
south-east, 208	revision of draft Water Act, 129-32
south-west, 208	Kimpraswil-driven Water Act,
	promulgation process of, 164
J	Kimpraswil froze fund disbursement,
Java Irrigation Improvement and	178
Water Resources Management	Kimpraswil Ministerial Decree
Project (JIWMP), 91, 176	Number 529 of 2001, 105, 106,
Java Irrigation Improvement and	111, 189
Water Resources Management Project-Irrigation Development	Kimpraswil–MoHA agreement, 137, 139, 246, 254
Turnover (JIWMP–IDTO), 4,	Kimpraswil moratorium, 132–37
117n49, 119n77, 126	Kimpraswil–PDI-P alliance, 152
JIWMP-IWIRIP loan, 108, 109, 111	Kimpraswil–PDI-P coalition, 166n29
joint ministerial decree, 125	emergence of, 142–44
formulation process of, 111, 132	Kimpraswil–PDI-P–P3 coalition, 164
K	Kimpraswil-World Bank relationship,
	161–63
Kabupaten Irrigation Improvement	Kongklangan, FWUAs, 234
Fund (KIIF), 99, 103–5, 125, 136, 188–89, 255	korupsi, kollusi, nepotisme (KKN), 13
chain of undetectable fund (mis) management, 190–94	Kulon Progo district, 180–88, 239n3, 250
formulation of, 119n69	golongan system in, 212–13
FWUAs' organizational	irrigation agency
characteristics, 189–90	after regional autonomy,
Kalibawang irrigation system, 206, 216, 228–30, 239n3, 249, 252	organizational structure of, 181, 183
Kemukus	before regional autonomy,
division structure, 215-17, 220, 227	organizational structure of,
irrigation water supply from, 206,	181, 182
208	irrigation systems in, 206–14
Kemukus Wudu secondary canal, 217	
Kimbangwil, 7n18, 12, 64	L
formation of, 63	large-scale irrigation systems, 160
organizational structures of, 15,	legal procedure of Water Act
64, 66	promulgation, 127, 128

Letter of Sector Policy (LoSP), 9	93, 97, N
125	Nahdlatul Ulama (NU), 139
policy criticisms in, 99	National Development Planning
1	Agency (NDPA), 13, 56, 74n26,
M	78, 84, 94, 112n2, 117n57, 174,
medium-scale irrigation system	
development budget for, 1	
Meneg PU, 15, 63, 64, 71, 76n47	
core policy actors, 68	Level of Wealth in Farming
Ministry of Agriculture (MoA),	· ·
58, 91	neo-liberal development perspective,
Ministry of Finance (MoF), 22,	* * *
33, 46n88	New ISF programme, 108, 109
and sectoral ministries, relati	
between, 30	New Order government, 4, 10, 11, 14,
Ministry of Home Affairs (MoF	
15, 22, 35, 78, 245, 246	New Order mechanisms, 11
Directorate General of Rural	non-budgetary funds, 58, 59, 71,
Development (DGRD), 1	
forum, 139–42	non-budgetary status, 176
NewISF programme, 108–10	non-governmental organization
Ministry of Public Works (MPV	
15, 30, 47, 67, 70, 118n59, 1	
181, 244	non-technical irrigation systems, 50
abolition of, 63–68	non technical irrigation systems, so
Directorate General of Irrigat	tion. O
organizational chart of, 5	
distribution of project benefit	
60	(PTGA), 62
organizational structures of,	64, 65 officials in, 177–78
Ministry of Settlement and Reg	gional unit, 201n4
Development, 4, 12, 47, 63,	. 78, operation and maintenance (O&M),
253	48, 61, 83
organizational structures of,	
Ministry of Settlement and Reg	
Infrastructure, 12, 63, 68, 2	
organizational structure of, 6	
MoHA Ministerial Decree Num	*
of 2001, 107	P
MPW's Directorate General of	PAN political party, 144
Irrigation, 51	PAN/Reformasi faction, 153–54

PAN/Reformasi faction-PKB	polycentric decision-making
coalition, 164	processes, 255
Papah irrigation system, 208–10,	post-New Order era, 11
239n3, 249	post-Suharto Indonesia, 13, 61
water distribution in, 216, 220–21, 233	Presidential Instruction Number 3 of
parliamentary decision making,	1999, 93, 95
counter-political forces in, 149–51	private sector in water management,
parliamentary policy network	170n47
at first Commission IV meeting, 148	priyayi, 214, 232
at plenary meeting, 159	Progo River, 206, 212, 238n1
at second Commission IV meeting,	Program Guidance, 53
156	project activities, 12
at working committee level, 145	project development approach, 29–
parliamentary procedure, 146	37
Participatory Irrigation Management,	adoption of, 38
115n31	origin of, 28–29
Pekik Jamal irrigation system, 208–10,	reflection of, 196–99
217–18, 239n14	project fund management, 33, 35, 36,
FWUAs, 224-25, 232, 233	61, 178
Pengasih irrigation system, 208–10,	rent-seeking rules in, 58–61
217–21, 227–30, 240n20	project management units, 29
FWUAs, 225, 232, 233	incorporation of, 21, 53
Penjalin irrigation system, 208–10,	integration of, 24
239n3	project staff. See structural staff
water distribution in, 216	PROSIDA, 50, 58, 70
People General Assembly, 16, 94,	project, implementation of, 53
118n60	Provincial Development Planning
PIA-PIP Relationships in Yogyakarta	Agency, 179
and East Java, 178–79	provincial governments' position on
plenary meeting on draft Water Act,	IMT, 176–79
157–59	provincial government structure,
policy actors	overview of, 174, 175
perceptions of IMT, 122, 123	Provincial Irrigation Agency (PIA),
in sectoral ministry, 244–46	20, 60, 176, 247
policy-makers, 2	authority, 178
policy reformulation, IMT, 104	in East Java, 179
policy renewal, IMT, 105	interviewees, 177
political parties, proposed changes to,	Provincial Irrigation Project (PIP)
154, 155	leader, 253
political party partisanship system,	provincial level project management
13–15, 38, 40n23, 55	unit. 32

Provincial Water Resources Services	sectoral development funds, 64, 91,
(PWRS), 20, 175, 176	106, 108, 164
structure of, 21	sectoral ministries, relationship
	between MoF and, 30
R	semi-technical irrigation systems, 50
Reformasi faction's strategy, 153-56	Sermo reservoir, 212
regional autonomy, 16–22	water supply from, 217–18
application of, 22–27, 38	small-scale irrigation systems, 91, 92
and fall of new order government,	management of, 143
16–22	Soekarnoputri, Megawati, 15, 68, 137,
prospect of, 26–27	151
Regional Autonomy Act Number 22	southeast irrigation systems, 208
of 1999, 16, 18, 24, 93, 94, 118n60,	southwest irrigation systems, 208
166n16	spatial authority
regional development plan, 18	application of, 225
regional governments, 42n42	establishment of, 224–27, 250
rent-seeking rules, 71	in inter-system water distribution,
in project fund management, 58-61	224–25
re-occurrence of bureaucratic	and unequal water distribution,
conflicts, 151–52	225–27
Repelita I–IV, 50, 51	State Audit Agency (BPKP), 14
Ringskog, Klas, 50	State Ministry of Public Works. See
river tributaries, 210	Meneg PU
routine funds, 33	Steering Committee, 100, 101
run-off-the river irrigation systems,	step-by-step project procedures, 28
210	Stimulant fund management, 189
rural elite	Stockholm International Water
defined, 235	Institute, 82
FWUAs', 227–30	"strategic group", 73n8
WUAs', 214, 227–30	structural staff, 29
"rural entrepreneurs," 214	Sub-Directorate of Programme
Ryam Rashid, 136	Guidance, organizational chart of, 54
S	Sub-Directorate of Rural Irrigation, 64
Sapon irrigation system, 206, 210, 219,	Sub-Directorate of Water Resources
227, 231, 240n15	(SDWR), 124, 138, 254
second Commission IV meeting,	Sub-Directorate Program Guidance,
153–56, 160–61	53
sectoral decision making to inter-	Sub-Division of Irrigation (SDI), 181,
ministerial decision making,	192, 247
99–101	irrigation management to, 185

water distribution schedule, water control, concept of, 211 215-19, 232-34 water distribution, 210 Suharto's New Order government, 9 dominant alliances in, 220-23 Supreme Audit Agency (BPK), 14 farmers' decision-making authority sustainable irrigation management, for, IMT, 215-16 108 schedule at inter-system level, 211 systematic framework, 188 in seven technical irrigation for IMT implementation, 196 systems, 220 systematic rent-seeking practices, Water Resources and Irrigation Sector 33-37, 58 Management Project (WISMP), 12, 176, 246 System-level Water Users Associations (SWUAs), 5, 248 water resources management, 1, 89 federations, 99 private sector in, 170n47 and FWUAs, 215-20, 232-34 Water Sector Adjustment Loan system management, funds for, 106 (WATSAL), 4, 12, 57, 78, 83, 84, 214 agreement, 98 target-oriented IMT implementation, formulation, 94 194-96 funds disbursement, 251 taxation effect, 39n11 organizational structure, 99-101 Technical Guidance, 53 policy-makers, 103-7, 110, 111, 196, technical irrigation systems, 50 ten-day water distribution meetings, in Indonesia, 252 DPIS, 216-20, 240n16 strategy, 245, 252, 254, 255 third policy element, explanation of, tool, 245 97 policy products, 101 Transparency International, 13 Water Sector Adjustment Loan IMT (WATSAL IMT) programme, 67, U 68, 93, 95–97, 101, 102, 104, 111, Ufford, Philip Quarles van, 72 118n61, 119n74, 135, 139, 141, Upeti system, 55-58 142, 243, 246–49, 251, 253, 254 Urban Development, 76n55 budget, 126 for farmers, 147 implementation of, 107–9, 174, 177, Wahid, Abdurrahman, 12, 15, 68, 95, 244, 250 166n9 key policy-makers in, 67 Kimpraswil's withdrawal from, 162 anti-corruption movement in, 63 Water Act, 3, 4, 125, 245–47, 253 Kulon Progo district, 180, 184–88 Water Act promulgation procedure, legal framework, 100 127-29, 142 policy formulation, 244 water channelling path, 218, 219 policy makers, 124

WATSAL Task Force (WTF), 100 policy path in, 161 project funds, 178 interministerial committee, 127 to WISMP, 176 way sectoral development funds, 14 water sector corruption, 82 Weberian bureaucracy, 48, 59 water supply, 210 Witoelar, Erna, 63, 67, 118n59 Working Committee, 128, 139, 246 irrigation, 223-29 Water User Associations (WUAs), level, parliamentary policy network 2, 5, 79–82, 92, 93, 96, 103, 105, at, 145 116n33, 131, 186, 187, 244 Working Committee in Commission bureaucratization, 234-35 IV, 136, 143 elite domination in, 234 members, 165 empowerment, 79, 102, 104 World Bank, 2, 35-37, 44n53, 50, FWUAs and, 227-30, 233 75n43, 84, 90, 91, 93, 94, 110, government financial support to, 106 119n77, 161–62, 251 leaders, 235 agreement between GOI and, 107 organizational development, 90, missions, 36 107, 236 project, 246 proposed changes to draft Water WATSAL team, 119n68 World Bank-funded projects, 12, 71 Act, 141 representatives, 148, 170n45 World Water Council, 82 rural elite, 214, 227-30 Y Suka Maju, 235 WATSAL IMT programme. See Water Yogyakarta, 24 Sector Adjustment Loan IMT PIA in, 26 PIA-PIP Relationships in, 178-79 (WATSAL IMT) programme