

## Intisari

### Dari Visi Outcome Jangka Panjang ke Logika Pragmatis Output-Based: Studi Institusionalisme Historis dalam Implementasi Undang-Undang Keistimewaan Daerah Istimewa Yogyakarta

oleh:

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Penelitian ini berangkat dari sebuah paradoks kebijakan pasca-penetapan Undang-Undang Nomor 13 Tahun 2012 tentang Keistimewaan DIY berupa tingginya kinerja administratif (serapan Dana Keistimewaan mencapai 99%) yang berkebalikan dengan stagnasi kinerja substantif (tingkat kemiskinan dan rasio gini yang tinggi). Menggunakan lensa *Historical Institutionalism*, tesis ini menelusuri mekanisme kausal tantangan transformasi dari visi "Investasi Peradaban" menjadi kesejahteraan riil masyarakat.

Melalui metode kualitatif dengan pendekatan analisis tematik, penelitian ini menemukan bahwa implementasi Keistimewaan DIY mengalami fenomena *Policy Conversion*. Visi luhur berorientasi dampak (*outcome-based*) yang dicanangkan oleh Keraton mengalami pergeseran makna ketika berinteraksi dengan struktur birokrasi legal-formal (*output-based*). Temuan studi menunjukkan bahwa pergeseran ini dipicu oleh dua faktor institusional utama. Pertama, adanya *Institutional Void* atau kekosongan aturan turunan adat (*paugeran* atau *angger-angger*) yang seharusnya menjadi panduan filosofis. Kedua, kekosongan tersebut membuka peluang terjadinya *Bureaucratic Capture*, di mana aktor birokrasi secara pragmatis mengonversi tujuan jangka panjang yang abstrak menjadi target administratif jangka pendek yang terukur (infrastruktur fisik dan kepatuhan SPJ) demi keamanan administratif.

Implikasi teoretis dari studi ini menegaskan bahwa tanpa adanya aturan main (*rules of the game*) yang spesifik dari institusi informal (adat), institusi formal (birokrasi negara) akan mendominasi dan mengarahkan kebijakan kembali ke jalur ketergantungan (*path dependence*) logika teknokratis, menyebabkan terjadinya *Institutional Drift* yang menjauhkan kebijakan dari tujuan aslinya.

**Kata Kunci:** *Historical Institutionalism, Policy Conversion, Desentralisasi Asimetris, Dana Keistimewaan, Bureaucratic Capture, DIY.*

## Abstract

### *From Long-Term Outcome Vision to Output-Based Pragmatic Logic: A Historical Institutionalism Study on the Implementation of the Law on Privileges of the Special Region of Yogyakarta*

by

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*This research derives from a policy paradox following the enactment of Law Number 13 of 2012 concerning the Privileges of the Special Region of Yogyakarta (DIY), characterized by high administrative performance (Privileges Fund absorption reaching 99%) contrasted with the stagnation of substantive performance (high poverty rates and Gini ratio). Using the lens of Historical Institutionalism, this thesis traces the causal mechanisms behind the challenges of transforming the vision of "Civilizational Investment" into real public welfare.*

*Employing qualitative methods with a thematic analysis approach, this research finds that the implementation of DIY's Privileges has undergone a phenomenon of Policy Conversion. The noble, outcome-based vision initiated by the Keraton (Sultanate) experienced a shift in meaning when interacting with legal-formal (output-based) bureaucratic structures. The study's findings indicate that this shift was triggered by two main institutional factors. First, the existence of an Institutional Void, namely the absence of derivative customary rules (paugeran or angger-angger) that should serve as philosophical guides. Second, this void created an opportunity for Bureaucratic Capture, where bureaucratic actors pragmatically converted abstract long-term goals into measurable short-term administrative targets (physical infrastructure and financial reporting compliance) to ensure administrative safety.*

*The theoretical implications of this study confirm that without specific "rules of the game" from informal institutions (custom/adat), formal institutions (state bureaucracy) will dominate and steer policies back toward the path dependence of technocratic logic, resulting in Institutional Drift that distances policies from their original objectives.*

**Keywords:** *Historical Institutionalism, Policy Conversion, Asymmetric Decentralization, Privileges Fund (Dana Keistimewaan), Bureaucratic Capture, DIY.*