

ABSTRAKSI

Studi ini mengkaji tentang relasi aktor dalam dinamika kebijakan kerja sama antardaerah program Banjarbakula di Provinsi Kalimantan Selatan. Ada dua hal yang melatarbelakangi penelitian ini. Pertama pada aras teoritik, kerja sama antardaerah tidak bisa mengabaikan adanya *networking* antaraktor untuk mendorong penguatan terhadap aspek-aspek *mainstream* penentu keberhasilan kerja sama antardaerah ke semangat kolaborasi yang berkekuatan dalam *collectiveaction*. Maka dari itu perlu ada pergeseran pemahaman dari konsep *intraorganization* ke arah *interorganization* yang mengusung paradigma *New Publik Governance* dalam telaah mendalam pada aspek relasi aktor. Selanjutnya, pada aras empirik masih ditemukan kekurangberhasilannya kebijakan kerja sama antardaerah di Indonesia. Hambatan struktural, kekurangan anggaran, ketidakefektivan regulasi dan rendahnya komitmen pihak-pihak yang terlibat, ditengara sebagai faktor penyebab kekurangberhasilan kebijakan kerja sama. Provinsi Kalimantan Selatan telah memulai kerja sama Banjar Bakula sejak tahun 1999, tetapi berlangsung dalam proses yang lamban hingga sekarang. Masalah pokok dalam penelitian ini adalah mengapa kebijakan kerjasama antardaerah Banjar Bakula terjadi variasi keberhasilan? Bagaimana sebenarnya relasi aktor berkontribusi terhadap keberhasilan kerja sama antardaerah tersebut? Sejauhmana preferensi nilai aktor dalam mendorong keberhasilan kerja sama antardaerah? Oleh karenanya fokus penelitian ini melihat aspek relasi aktor yang dibangun dari preferensi nilai aktor terhadap tahapan formulasi dan implementasi. Penelitian ini menggunakan *mixed method*. Data kuantitatif dikombinasi dengan data kualitatif yang mengandalkan pada hasil angket dan wawancara mendalam pada informan aktor kunci, aktor primer dan aktor sekunder, kemudian melewati prosedur triangulasi, interpretasi dan dianalisis serta disajikan dalam bentuk narasi.

Penelitian ini menemukan beberapa hal penting. *Pertama*, variasi keberhasilan kerja sama antardaerah tiap era Gubernur Kalimantan Selatan didasarkan pada tahapan formulasi dan implementasi kebijakan memberikan gambaran dinamika kebijakan kerja sama antardaerah terkonstruksi oleh adanya relasi antaraktor yang dilatarbelakangi adanya preferensi nilai aktor. Tiap – tiap era menunjukkan perbedaan pola relasi yang dibangun baik relasi kooperatif, konflik maupun moderatif dengan karakter kebijakan yang bervariasi. Dinamika tiap tahapan formulasi dan implementasi memberikan implikasi pada variasi keberhasilan bidang-bidang program yang dikerjasamakan.

Temuan *kedua*, di era Hasan Aman pola relasi aktor kooperatif antaraktor kunci, aktor primer dan aktor sekunder. Preferensi nilai aktor yang dimiliki aktor kunci terhadap aktor sekunder membangkitkan keeratan relasi kooperatif aktor primer dalam mempengaruhi tahapan formulasi dan implementasi. Pada era HM Sjachriel Darham terjadi relasi konflik pada internal aktor kunci, dan antaraktor. Pada era H Rudy Arifin pola relasi aktor kooperatif, karena kemampuan memanfaatkan preferensi nilai aktor, dan jaringan informal dalam mendorong keberhasilan program. Sedangkan pada era H

Sahbirin Noor, pola relasi kooperatif dengan keeratan yang rendah antar aktor. Hal ini didasarkan geliat Banjar Bakula kurang progress yang mempengaruhi preferensi nilai aktor terhadap relasi antar aktor dan gejolak mutasi jabatan.

Temuan *ketiga*, Preferensi nilai aktorlah yang menentukan keeratan pola relasi yang terbangun antaraktor dalam semua tahapan kebijakan yang didasarkan pada motif, agenda, kepentingan, komunikasi dan sumberdaya yang dimiliki aktor sehingga berpengaruh terhadap dinamika kebijakan kerja sama antaraktor. Penelitian ini membenarkan bahwa hubungan informal berupa perkawanan, jaringan alumni telah mendorong relasi kooperatif dengan interaksi yang intensif, setara dan *interface*, demikian pula dengan karakter kebijakan masing-masing aktor.

Temuan lainnya, kebijakan kerja sama antardaerah Banjar Bakula mengalami masalah hambatan struktural, ketiadaan regulasi yang mendukung,kekurangan anggaran, dan lemahnya koordinasi antarpemerintah kabupaten/kota yang terlibat kerja sama dalam periode tertentu Gubernur. Namun, penelitian ini menunjukkan bahwa realitas variasi keberhasilan di era-era gubernur tidak selalu karena adanya regulasi, tetapi ketiadaan regulasi mampu mendorong keberhasilan kerja sama antardaerah yang didasarkan pada seberapa erat relasi antaraktor dan seberapa kuat preferensi nilai aktor terhadap kepentingan Banjar Bakula pada dinamika tahapan formulasi dan implementasi kebijakan kerja sama antardaerah.

Kata Kunci : Banjar Bakula, Kebijakan Kerja sama antardaerah, dan Relasi Aktor

ABSTRACT

This study observes the actor relation in the dynamic of cooperation policy between regions in Banjarbakula program in South Kalimantan Province. There are two background reasons of the study. First is on the theoretical base that cooperation between regions could not avoid the existence of networking among actors to push the strengthen of mainstream aspects as the determinant of successful cooperation between regions to the powerful collaboration spirit in the collective action. Therefore the switch of understanding from intra-organization concept to the inter-organization which holds the New Public Governance paradigm in the deeper review of the actor relation aspect is needed. Furthermore the in empiric base, the unsuccessful of cooperation policy between regions in Indonesia is still found. The structural obstacles, the lack of budget, the ineffective regulation and the low commitment of the involved parties are seen as the factors causing the unsuccessful of cooperation policy. South Kalimantan Province has started Banjar Bakula cooperation since 1999, but it was in a slow motion until recently. The main issues in the study are as follows. Why was there a variation of success in the cooperation policy between regions in Banjar Bakula? Actually, how was the actor relation contributing to the success of cooperation between regions? How far was the preferences of actor's values in pushing the successful of cooperation between regions? So the focus of this study is to see the actor relation aspects which develop from the preferences of actor's values toward the phase of formulation and implementation. This study uses mixed method. Quantitative data is combined with the qualitative one which put forward the questionnaire results and in-depth interview to the key actor informants, primer and secondary actors then passes the procedure of triangulation, interpretation and being analyzed and narrated.

This study found several important results. First, the variation of success in the cooperation between regions in each era of the governor of South Kalimantan is based on the formulation and implementation of policy which described the dynamic of cooperation policy between regions that is constructed by the relation among actors and was set by the preferences of actor's values. Each era shows the different relation pattern which developed, either by the cooperation relation, conflicts or moderation with the variant of policy characters. The dynamic of formulation and implementation phase shows the implication on the successful variant in the program which in the cooperated.

The second result is that in the era of Hasan Aman, relation pattern of cooperation is found among key actors, primer and secondary actors. The preferences of actor's value owned by key actors toward the secondary actors has developed the tight cooperative relation in affecting the formulation and implementation phase. In the era of HM Sjachriel Arifin, the pattern of cooperative relation is caused by the ability of utilizing the preferences of actor's values and informal networking in pushing the successful of the program. Meanwhile in the era of H. Sahbirin Noor, the pattern of cooperative relation among actors is at loose. It is based in the slow progress of Banjar Bakula in affecting the preference of actor's values toward the relation among actors and the hype of transferring position.

The third result is that the preference of actor's values is the determinant of the tight pattern of relation developed among actors in all policy phases which based on the motives, agenda, interest, communication and resources owned by the actors so it affects the dynamic of cooperation policy among actors. This study justifies that the informal relation in form of friendship and alumnus network has pushed the cooperative relation with an intensive interaction that is equal and interface. The same thing goes to the policy character on each actors.

Other result is that the cooperation policy between regions in Banjar Bakula has experienced the structural obstacles, the lack of regulation that support the idea, the lack of budget and the weak coordination between governments in regency/city involved in the certain period of the governor. However this study shows that the based on the fact, the variant of successfully program in each era of the governors is not always caused by the existence of regulation, but on the lack of regulation that could push the success of cooperation among regions which based in the how tight the relation among actors and how strong the preference of actor's values toward the interest of Banjar Bakula in the dynamic of formulation and implementation of cooperation policy among regions.

Keywords: Banjar Bakula, cooperation policy among regions, actor relation