



INTISARI

Sejak masa reformasi, telah terjadi perubahan penyelenggaraan negara menuju pengelolaan pemerintah yang baik (*good governance*). Reformasi pelayanan publik menjadi titik strategis dalam untuk memulai pengembangan *good governance*. Pelayanan publik dalam bidang irigasi diatur melalui standar pelayanan minimum (SPM). SPM berdasarkan pada pengelolaan pemerintahan yang menggunakan konsep warganegara sebagai konsumen atau pelanggan (*New Public Service*). Operasi dan pemeliharaan jaringan irigasi sebagai bentuk pelayanan kurang melibatkan peranserta petani. Kurangnya keadilan dalam distribusi air (*distributive justice*) bagi petani karena prosedur pengambilan keputusan kurang mencerminkan *procedural justice*. *Procedural justice* tercapai manakala terjadi proses konsensus melalui partisipasi petani yang mengedepankan asas kesetaraan dan musyawarah (demokrasi).

Tujuan yang akan dicapai adalah (a) mengembangkan model konsensus strategis sebagai bentuk demokrasi dalam mengintegrasikan kepentingan *stakeholder* sebagai dasar pengelolaan irigasi partisipatif; (b) mengembangkan model persamaan struktural untuk menganalisis faktor-faktor yang mempengaruhi pelayanan guna menentukan sumberdaya dan prioritas strategis yang merupakan isi konsensus strategis; dan (c) menganalisis kepemimpinan institusional dalam pengelolaan irigasi yang terimplementasi dalam jalinan komunikasi antar *stakeholder*, sebagai bagian dalam terbentuknya konsensus.

Sampel penelitian yaitu Daerah Irigasi Bondoyudo, DI Wadaslintang dan DI Sapon. Metode penelitian menggunakan metode wawancara dan pengambilan data sekunder. Analisis data menggunakan Anova, *Structural Equation Model* (SEM), dan *Social Network Analysis* (SNA).

Kesimpulan yang diperoleh dalam penelitian ini adalah: (a) konsensus strategis dalam pengelolaan daerah irigasi dalam kategori tingkat konsensus yang lemah. Tingkat konsensus tersebut menunjukkan tidak meratanya *share understanding* dan *commitment* diantara *stakeholder*. Operasi dan pemeliharaan jaringan irigasi melalui konsensus strategis belum sepenuhnya dilandasi dengan nilai-nilai demokrasi dan *citizenship*; (b) jaringan komunikasi yang dibangun oleh pemimpin institusi (*leader*) tidak sama dalam setiap DI. Jalinan komunikasi antara *stakeholder* ini menyebabkan tingkat konsensus strategis yang lemah; (c) peningkatan variabel-variabel berikut sebesar 100% akan menyebabkan perubahan terhadap tingkat pelayanan sebagai berikut : SDM (S) sebesar 229%, institusi pengelola (IP) sebesar 137%, sistem pengelolaan (SP) sebesar 72%, ketersediaan air (KA) sebesar 45%, konflik (K) sebesar -154%. dan lingkungan (L) sebesar -32%. Prioritas peningkatan pelayanan melalui peningkatan SDM, institusi pengelola, sistem pengelolaan, ketersediaan air dan lingkungan.

Kata kunci: pelayanan publik; konsensus strategis; analisis jaringan sosial; model persamaan struktural; irigasi partisipatif



ABSTRACT

Since reformation era, the state governance has changed toward good governance. The reformation of public service becomes strategic point to start good governance. Public service of irrigation is managed by the standards of minimum service. The standards of minimum service were developed based on a concept that considers the citizens as the consumers (New Public Service). The operation and maintenance of irrigation network are nearly involving the participation of farmers. The lack of justice in water distribution (distributive justice) is due to the decision making that less represent procedural justice. The procedural justice is achieved when consensus process are conducted involving farmers participation which put forth the foundation of equality and hearing (democracy).

The aims to be achieved are (a) to develop a model of strategic consensus as a form of democracy to integrate the interest of stakeholders as the foundation of participative irrigation management; (b) to develop a structural equation model to analyze the factors affecting the service in order to determine the resource and strategic priority as the content of strategic consensus; and (c) to analyze the institutional leadership which are implemented within communication network among stakeholders, as the part of consensus formation.

The research sample is Irrigation Command Area (CA) of Bondoyudo, CA of Wadaslintang and CA of Sapon. The data are collected through interview and secondary data collection. The data analysis uses Anova, Structural Equation Model (SEM), and Social Network Analysis (SNA).

The conclusions acquired in this research are: (a) the strategic consensus of command area management is within a category of weak consensus. Such level of consensus shows inequality in distribution of share understanding and commitment among stakeholders. The operation and maintenance of irrigation network are based on the values of democracy and citizenship; (b) the communication networks built by leaders are unequal among command areas. Communication network as such causes weak strategic consensus; (c) the changes in these following variables as much as 100% causes the changes in service level as follows: human resources (S) as much as 229%, managing institution (IP) amount 137%, management system (SP) amount 72%, water availability (KA) as much as 45%, conflict (K) as much as -154%; and environment (L) totaled -32%. Accordingly, the priority to improve the service is the improvement of human resources, managing institution, management system, water availability, and environment.

Key Words: public service; strategic consensus; social network analysis; structural equation model; participative irrigation