KERAGAAN KOPERASI UNIT DESA SEBAGAI
ORGANISASI EKONOMI PEDESAAN

DISERTASI

Oleh
H. MUSLIMIN NASUTION
PWD - 83543

FAKULTAS PASCASARJANA
INSTITUT PERTANIAN BOGOR
1990
SUMMARY

The insight of the history of independence has proved that when the pioneers composed the 1945 Constitution, they were convinced that the economic system inherited from the colonization era practically did not show any concern towards public/social welfare. Therefore, it is necessary to show their concern towards the said public/social welfare in the constitution which they were composing; it is necessary to write a separate chapter with articles containing the changes in the economic system, i.e. from the economic system in the colonization era to the national economic system based on the economic democracy. The insight of the history has also made us understand the background of the placement of Article 33 as the first article in Chapter XIV Social Welfare, the 1945 Constitution.

The experience in agricultural and rural development in Indonesia which cannot be separated as a result of the choice of the economic development system has brought about not only a rapid progress but also several problems, both internal problems which came up from the rural areas itself and the external problem, i.e. a severe pressure from the outside. The internal and external problems in the rural development obviously constitute institutional problems whose solution can only be made by means of the institutional reform. Based on that fact, if observed from both the insight of history and ideology, as well as the organizational structure, the Cooperative Village Unit (KUD) which was developed by virtue of the Presidential Instruction No. 4/1973, Presidential Instruction No. 2/1978 and Presidential Instruction No. 4/1984 is expected to be able to play the role as a rural economic organization to overcome the institutional problems confronted in the development in rural areas. The instruction stated in the Presidential Instruction No. 4/1984 to KUD is that KUD should be able to be the center of the community economic service in the rural areas, able to become the
instrument of the Government policy, and able to become a cooperative which is fully managed by the community.

Based on the evaluation on KUD during the periods of PELITA I (the first Five Year Development), PELITA II (the second Five Year Development) and PELITA III (the third Five Year Development), which can be said as an era of food cooperative, KUD has succeeded in actively participating in the development so that the main national program has been achieved, namely "food self sufficiency" in 1984 and has also succeeded in popularizing cooperative in the rural areas. After 15 years of the cooperative’s operation, it is now the time to conduct a survey and a study in the framework of adjusting the promotion strategy to the development of the situation. In entering PELITA IV (the fourth Five Year Development) era, after achieving the food self-sufficiency program and followed by various deregulations, i.e. started with banking deregulation known as June 1, 1983 Package and other economic policy, KUD is confronted with rapid changes in the external factors, such as economic transformation which is connected with transformation of values and transformation of the existing institutional structure. Therefore, at the beginning of PELITA IV KUD is confronted with a situation where it must be able to operate side by side with other business organizations.

To anticipate changes that will take place in the future, it is appropriate to know about the performance of KUD which can be referred to the institutional concept in the perspective of resources management. In connection with the above mentioned matter, this study was conducted.

In general, this study is aimed at seeing the effects or impacts of the institutional changes mentioned above on the performance of KUD as a rural economic organization. In particular, this study is aimed at identifying the attitudes of strategic factors affecting the performance of KUD.
The methods employed to solve the problems in this study are by means of three sub-models, namely non-optimization analysis sub-model, optimization analysis sub-model, and regional economic analysis submodel.

The image of the KUD’s performance which can be obtained from this study is that quantitatively the KUD’s growth is positive, such as membership, capital, business volume and profits which are often used as indicators for KUD’s evaluation.

Apart from that, KUD has also been successful in functioning as the Government instrument in the rural development and in popularizing cooperatives in rural areas. The foregoing condition is shown by the dominant characteristics for KUD, namely the promotion conducted by the Government, of which the elements consist of the promoter’s visit and the potential of the business development with program assistance as its main component.

However, we cannot claim the identity of KUD as a cooperative. With the existing strategy and promotion quality KUD has not been able to become an economic organization which functions as the service center for rural economy which is aimed at improving the economic undertaking of its individual members.

If observed from the effect of, it turns out that the visit of the government officials has a negative effect on the success of KUD businesses, but it has a positive effect on the increasing membership in the Annual of Member Meeting (RAT). The program assistance in the form of goods and services originated from the Government has been successful in increasing the KUD membership and the success of KUD businesses. However, the program assistance has not been successful as an instrument to build interdependence between KUD undertaking and the economic undertaking of its individual member. The manager, who is a government employee, as the assistance provided by the Government, has not been successful in improving the management capability of KUD; there is even a tendency that it has a negative effect on KUD’s performance.
From the analysis on the resources allocated it turns out that KUD has not been able to optimize the resources owned. It is still possible to increase the efficiency of resources allocation by carrying out program undertakings, namely food provision, fertilizer distribution, and TRI (Smallholders Sugarcane Intensification). Whereas the self-support undertakings are savings and loans, rice milling units (RMU), and transportation. The income distribution among KUD members in general is relatively even; however, this study has not been able to prove empirically that KUD can encourage the equal distribution of income among its members.

The principal problem which deserves our attention is the problem of membership. The most strategic cooperative elements, such as service, participation, classification of types of membership undertaking, and promoter's visit do not have a significant effect on membership.

On the other hand there is a trade off relationship between the business success and membership. The reason why that happens is that for KUD up to this moment there have not been clear definitions or concepts on: (1) basic for cooperative membership, (2) the nature of cooperative membership, (3) characteristics of membership, (4) members' rights and responsibilities. Apart from membership, another strategic matter which should be solved is the organizational system, types of cooperative, and the concept of KUD integration. The organizational system of KUD is related with: (1) characteristics of the organization, (2) the basis for organization establishment, (3) organizational instrument, and (4) specific local characteristics.

Another policy which has been identified as an obstructing factor and needs to be improved is on (1) the concepts of working areas, (2) capitalization system, (3) distribution of surplus, and (4) the representation system, especially on the Member Annual Meeting (RAT).

Based on its function, it is obvious that KUD can be classified as a multi-purpose cooperative; however, based on economic activities of the member, it is necessary to
redefine the function of KUD, for example, is it necessary to be a multi-purpose agriculture coops or remain as rural coops with allow selection process.

The emphasis of promotion given in the form of program assistance during PELITA I - PELITA III is to support the achievement of rice self-sufficiency program. In PELITA IV the emphasis on program assistance, besides to sustain the rice self-sufficiency, it is also necessary to give first priority to human resources development in KUD by considering the educational level of the people in the rural areas. The program assistance is important, but it cannot be separated from the whole promotion system of KUD. The program assistance should constitute an integral part of the extension, education and training programs.

The program assistance should constitute a means for motivating to adopt an idea recommended through the extension. The commodity under program should consider the sense of community, such as the utility interdependence among individual member of in the society and the business interdependence between KUD and the members which is up to now tend to be forgotten in the institutional engineering, despite the fact that this factor determines the content of active participation. The extension, training, and education be made available before, during, and after the program assistance is given. The promotion strategy should be worked out clearly in a continual long term process and not see KUD in aggregate manner by observing the elements of jurisdiction boundary, property rights, and the role of representation. There have been many KUDs which have entered the autonomous/self-reliance stage just like non-KUD which have been successful and have an identity as cooperatives that we can be proud of. In the framework of the promotion strategy, the promoter should be able to use the ability to be imaginative, the ability to carry out a reflection and the ability to carry out visualization from the successful KUDs and cooperatives mentioned above, from the results which are implied or explicit from this study, and from the rapid development of economic and political systems.
However, it is necessary for the Government to take part in realizing KUD as a rural economic organization so that it is able to utilize the comparative advantage. For this purpose, it is necessary to compile the implications of the policy in the form of deregulation or regulation and debureaucratization which among other things (1) should make perfect the objectives, organizational mechanism, and promotion strategy of KUD Presidential Instruction No. 4/1984, (2) should operationalize the coordination for the direction, strategy and quality of promotion, the bureaucracy channels, especially the promotors as stated in Presidential Instruction No. 4/1984, (3) should promote the educational facilities managed by the cooperative movement, (4) give first priority to the development of business which has comparative advantage, by observing the possibilities of diversification, commercialism in agriculture, and home base businesses. To build the cooperative network it is necessary to develop the savings and loan undertaking as well as insurance undertaking from KUD, and (5) develop the alternatives for promotion channels outside the bureaucracy channel, such as the Indonesian Cooperative Council (DEKOPIN), the Provincial Indonesian Cooperative Council (Dekopinwil), LSM (the Self Help Organization), LPSM (the Self Help Promotion Organization), State-Owned Business Sectors (BUMN) and private sectors.
RINGKASAN

MUSLIMIN NASUTION. Keragaan Koperasi Unit Desa sebagai Organisasi Ekonomi Pedesaan. Studi Kasus Koperasi Unit Desa di Daerah Tingkat II Kabupaten Kediri dan Subang. (Di bawah bimbingan LUTFI IBRAHIM NASOETION sebagai Ketua, AFFENDI ANWAR, SITANALA ARSYAD dan ANDI HAKIM NASOETION sebagai Anggota).

Tujuan penelitian ialah untuk mengidentifikasi (1) penciri utama KUD, (2) peran KUD sebagai pusat pelayanan kegiatan perekonomian pedesaan, (3) peran pemerintah terhadap keragaan KUD, dan (4) tingkat optimal kegiatan usaha KUD.

Wawasan sejarah kemerdekaan membuktikan bahwa pada waktu para pergantis/pelopor kemerdekaan menyusun Undang-Undang Dasar 1945, mereka sangat yakin bahwa sistem ekonomi warisan penjajahan itu praktis hampir tidak memperlihatkan peduli (concern) terhadap kesejahteraan rakyat/kesejahteraan sosial. Oleh karena itu pada undang-undang yang sedang mereka bentuk perlu ada bab tersendiri yang menonjolkan peduli tersebut, yang lengkap dengan pasal yang berintikan perubahan sistem ekonomi dari sistem ekonomi penjajah menuju sistem ekonomi nasional berdasarkan demokrasi ekonomi. Wawasan sejarah itu pula membuat kita paham apa latar belakang penempatan Pasal 33 sebagai pasal pertama di dalam Bab XIV Kesejahteraan Sosial, Undang-Undang Dasar 1945.

Pengalaman pembangunan pertanian dan pedesaan di Indonesia yang tidak terlepas sebagai hasil pilihan sistem pembangunan ekonomi selain melahirkan kemajuan yang besar telah pula melahirkan beberapa masalah, baik masalah internal yang muncul dari desa itu sendiri maupun terjadinya tekanan yang keras dari luar sebagai masalah eksternal. Masalah internal dan eksternal dalam pembangunan pedesaan tersebut jelas merupakan masalah kelembagaan yang pemecahannya hanya dapat dilakukan dengan melalui reformasi kelembagaan. Berdasarkan hal tersebut, baik dilihat dari wawasan sejarah dan ideologi maupun kelengkapan organisasi, maka

Dari evaluasi KUD dalam periode Pelita I, Pelita II, dan Pelita III yang dapat dikatakan sebagai era koperasi pangan, KUD telah berhasil berpartisipasi aktif hingga tercapainya sasaran program nasional yang utama yaitu swasembada pangan pada tahun 1984 serta berhasil memasyarakatkan koperasi di pedesaan. Setelah lima belas tahun KUD berkibrah, maka tiba saatnya untuk diadakan penelitian dan pengkajian dalam rangka menyesuaikan strategi pembinaan dengan perkembangan keadaan. Dalam memasuki era Pelita IV, setelah tercapainya program swasembada pangan serta diikuti oleh gelombang deregulasi yang diawali dengan deregulasi perbankan yang dikenal dengan Paket 1 Juni 1983 serta kebijakan ekonomi lainnya, KUD dihadapkan pada perubahan faktor eksternal yang demikian cepat, seperti transformasi ekonomi yang menyangkut transformasi nilai dan transformasi tatanan kelembagaan yang ada. Dengan demikian, pada awal Pelita IV KUD dihadapkan pada situasi yang sudah harus mampu bergerak sejajar sebagaimana layaknya organisasi bisnis secara lugas.

Untuk mengantisipasi perubahan-perubahan yang terjadi di masa yang akan datang sudah selayaknya mengetahui bagaimana keragaan KUD yang mengacu pada konsep kelembagaan dalam perspektif pengelolaan sumber daya. Sehubungan dengan hal tersebut maka dilakukan penelitian ini.

Secara umum penelitian ini bertujuan untuk melihat pengaruh atau dampak perubahan institusi tersebut di atas terhadap keragaan KUD sebagai organisasi
ekonomi pedesaan. Secara khusus penelitian ini bertujuan untuk menemukan perilaku faktor-faktor strategis yang mempengaruhi keragaan KUD.

Metode yang digunakan untuk menjawab masalah penelitian ini didekati dengan tiga submodel, yaitu submodel analisis non-optimasi, submodel analisis optimasi, dan submodel analisis ekonomi wilayah.

Gambaran mengenai keragaan KUD yang dapat diperoleh dari penelitian ini ialah bahwa secara kuantitas jumlah anggota, modal, volume usaha, dan SHU mengalami peningkatan. Di samping itu KUD juga telah berhasil sebagai instrumen pemerintah dalam pembangunan pedesaan dan telah berhasil memasyarakatkan koperasi di pedesaan. Keadaan di atas diperlihatkan oleh penciri utama yang dominan bagi KUD adalah pembinaan pemerintah yang unsur-unsurnya terdiri dari kuncungan pembina dan potensi pengembangan usaha dengan komponen utamanya adalah bantuan program. Namun demikian, KUD belum dapat dinyatakan jatidirnya sebagai koperasi. Dengan strategi serta kualitas pembinaan yang ada, KUD belum mampu menjadi organisasi ekonomi yang berfungsi sebagai pusat pelayanan perekonomian pedesaan yang berorientasi kepada peningkatan usaha ekonomi individu anggotanya.

Ditinjau dari pengaruh, ternyata kunjungan aparat pembina berdampak negatif terhadap keberhasilan usaha KUD, tetapi berdampak positif untuk meningkatkan kehadiran anggota dalam RAT. Bantuan program dalam bentuk barang dan jasa pelayanan yang bersumber dari pemerintah berhasil meningkatkan jumlah anggota KUD dan keberhasilan usaha KUD. Namun demikian, bantuan program belum berhasil sebagai instrumen untuk membangun interdependensi antara usaha KUD dan usaha ekonomi individu anggotanya. Manajer PNS sebagai bantuan dari pemerintah belum berhasil meningkatkan kemampuan manajemen KUD, bahkan ada kecenderungan berdampak negatif terhadap keragaan KUD.