

The Development of Transmigration in Indonesia

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Abstract

Transmigration development is an effort to bring together human resources and natural resources through population movement and space utilization. The implementation of transmigration is a long-term process within the framework of creating a productive, advanced, and independent community in a harmonious, dynamic, and prosperous life. The implementation of transmigration is a system for developing regions through a process of structuring population distribution as well as regional development with the ultimate goal of achieving the welfare of transmigrants and the surrounding community. The implementation of transmigration has the potential to contribute in overcoming some of the national problems, including continuing regional development, increasing food production, expanding job opportunities, and business opportunities for the economically weak and alleviating poverty.

Keywords: *Transmigration, Human Resources, Population Movement, Population Distribution.*

Transmigration Concept

Transmigration etymologically comes from the Latin: *transmigratus*, which after being adopted by English became transmigration from the root word migrate which means to move (Ramadhan et al. 1993). According to the Big Indonesian Dictionary (Balai Pustaka 2016), transmigration means the movement of people from an area (island) with a dense population to another area (island) with a sparse population. Based on Law Number 29 of 2009 concerning Transmigration, transmigration is a voluntary movement of residents to improve welfare and settle in transmigration areas organized by the government.

The basic concept of transmigration development is an effort to bring together human resources and natural resources through population movement and space utilization. The concept is formulated in policies and strategies that are relevant to the situation and conditions throughout the implementation of transmigration (Anggraini et al. 2008).

Transmigration is likened to a multi-purpose program. Transmigration is carried out with the objectives of (1) improving the welfare of transmigrants and the surrounding population, (2) reducing development gaps between regions, and (3) strengthening national unity and integrity. The target is to increase the capacity and productivity of the transmigrant community, build self-reliance, and realize integration in transmigration settlements so that the economy and socio-culture are able to grow and develop sustainably (Law Number 15 of 1997). Through these goals and objectives, transmigration is expected to be able to solve demographic, social, economic, and political problems at the same time.

Types of Transmigration

Based on Law Number 29 of 2009 concerning Transmigration, the types of transmigration consist of General Transmigration, Assisted Self-Sufficiency Transmigration, and Independent Transmigration. General Transmigration is a type of transmigration carried out by the government for residents who have limited access to work and business opportunities. General Transmigration is prioritized for residents who come from: (a) areas with a high population density, (b) areas affected by natural disasters or security disturbances, (c) forest encroachers and shifting cultivators, and (d) areas where their homes are used as projects. development in the public interest.

Self-Assisted Transmigration is a type of transmigration designed by the government by involving business entities as transmigrant business partners for residents who have the potential to develop to progress. Swakarsa Mandiri Transmigration is a type of transmigration which is an initiative of the relevant transmigrants, for residents who already have the ability as measured by their competence and business capital.

Transmigration Implementation Process

The implementation of transmigration is a long-term process within the framework of realizing a productive, advanced, and independent community in a harmonious, dynamic, and prosperous life. The implementation process includes several aspects, namely:

(1) Land provision.

The government provides land for the implementation of transmigration. The land designated for transmigrants is in the form of yards and business lands that are granted with the status of property rights.

(2) Settlement preparation.

The preparation of settlements is directed at the realization of transmigration settlements that are livable, viable for business, and worthy of development. Activities in the preparation of settlements include area preparation, settlement planning, housing development, public facilities, transmigration settlement facilities and infrastructure, as well as land and/or business space preparation.

(3) Selection and training

Transmigration candidates in General Transmigration are selected based on the priority of handling social and economic problems for the population concerned. In Assisted Self-Sufficiency Transmigration and Independent Self-Sufficiency Transmigration, prospective transmigrants are selected based on the suitability of the available job or business opportunities and their readiness and expertise. Prospective transmigrants who pass the selection are given training in accordance with the skills needed to develop the main business specified in the destination location.

(4) Transmigrant placement

For general transmigration, when transmigrants arrive at the transmigration site, they are provided with life insurance assistance, production facilities, agricultural equipment, and carpentry equipment. Life insurance assistance is provided in the form of food and non-food items. The assistance is given for 12 months for dry land transmigration areas and for 18 months for wetland transmigration areas. Production facilities in the form of seeds and fertilizers are provided for the first three years at the transmigration site.

(5) Community development and transmigration areas

The development is carried out in stages, namely: (1) the adjustment stage for 1.5 years—the stage to achieve the target of realizing a community that is able to adapt to the physical, social, and cultural environment in the new location; (2) the stabilization stage for 1.5 years—the stage to achieve the target of realizing the community that is able to manage production assets optimally to meet the needs of life from the products developed; (3) the independence stage for two years—the stage to achieve the target of realizing transmigrants who are able to develop their potential and their community in the form of active participation in order to develop their business and life in a sustainable manner, and as an effort to develop the transmigration community on an ongoing basis, the training is carried out for transmigrants up to a period of five years managed by the transmigration settlement unit organization (Soegiharto 2008; Government Regulation No. 3 of 2014). After the development period, transmigrants are expected to be in a condition capable of meeting their daily needs independently and ready to enter the marketable surplus stage.

The implementation of transmigration is a system for developing regions through a process of structuring population distribution as well as regional development with the ultimate goal of achieving the welfare of transmigrants and the surrounding community. This effort cannot be separated from the process of empowerment and independence of the transmigrant community, in addition to the development of facilities and infrastructure, by involving transmigrants in selecting and determining the right resources, encouraging and facilitating transmigrants to take advantage of opportunities in an effort to increase productivity and business efficiency, as well as efforts to develop mutually beneficial cooperation between transmigrants and other parties as business partners.

Transmigrant Business Pattern

There are three main business options that can be developed in the transmigration area, namely (Manuwiyoto 2004; Government Regulation Number 3 of 2014):

- (1) Primary business activities, namely the business activities of processing natural resources directly to produce certain products, such as food crop agriculture, fishery, animal husbandry, plantation, forestry, and mining.
- (2) Secondary business activities, namely processing and manufacturing industry business activities.

(3) Tertiary business activities, namely service and trade business activities.

Primary business activities are developed in the types of General Transmigration and Assisted Self-Sufficiency Transmigration. Secondary business activities are developed in the types of Self-Assisted Transmigration and Independent Self-Sufficiency Transmigration. Tertiary business activities are developed in the type of Self-Sufficiency Transmigration. Especially in the center of Independent Integrated City, it is designed to be an economic center based on trade, services, and industry. The Independent Integrated City Center is developed to provide supporting services such as secondary and tertiary businesses that support the leading commodity business.

Prior to Pelita IV during the New Order, the implementation of transmigration focused on the implementation of food crop pattern transmigration, namely transmigration settlements where most of the transmigrants worked and earned income from the food crop business. Since Pelita IV, a diversification of transmigration settlements has been carried out which is related to business patterns. The business patterns that were developed later were the plantation pattern (Plasma Inti Rakyat-Transmigration), fishermen and ponds, industrial forest plantations, services, and animal husbandry. The food crop business pattern is the most widely held pattern among other business patterns. The implementation of the pattern of fishermen and ponds still encounters many obstacles, as well as the pattern of services and Industrial Plantation Forests; while the husbandry pattern has not been implemented (Soegiharto 2008).

The development of transmigrant business patterns should still refer to developments to anticipate the era of globalization, free trade, and investment by utilizing the potential of existing resources (compatibility between natural resources, artificial resources, the potential of Business Entities as business partners, market potential, and transmigrant human resources) and by still paying attention to the socio-cultural development of the community. Therefore, business activities in transmigration areas should include productive business activities that are market-oriented, have a comparative advantage, and are competitive in order to be able to compete in both domestic and global markets.

Transmigration Development

The development of transmigration in Indonesia can be divided into several periods of government and power, starting from the period of the Dutch colonial government to the era of reform or regional autonomy. Each has different goals, policy directions, and transmigration paradigms.

The Era of Dutch Colonial Government and Japanese Occupation

In the era of the Dutch colonial government, transmigration was known as colonization. The first program was in 1905 with the displacement of residents from Bagelen, Kedu Residency, which was placed in Gedong Tataan, Lampung. The policy of population colonization from Java to outside Java was motivated by: (1)

implementing one of the ethical political programs, namely emigration to reduce the population of Java Island and improve the low standard of living; (2) increasingly narrow land ownership on the island of Java due to rapid population growth has caused the standard of living of the people on the island of Java to decline; and (3) the need for the Dutch colonial government and private companies for labor in plantation and mining areas outside Java (Ramadhan et al. 1993). In this era, the total population of Java that was moved was 60,155 families or 232,802 people (Kemenakertrans 2012).

During the Japanese occupation (1942-1945), the relocation of residents from Java was only for the purpose of building military infrastructure through forced labor with the term Romusha. During Japanese rule, the population of Java Island who was successfully relocated outside Java was estimated at around 2000 people (Saleh 1982).

Old Order Period

After the independence, the term colonization was changed to transmigration (Djojoprpto 1995). The purpose of transmigration during the Old Order was to increase the prosperity and welfare of the people, reduce population pressure in densely populated areas, open natural resources, increase economic development activities, especially food production, strengthen national unity and integrity, and increase national security and resilience. .

During the Old Order, transmigration was categorized into general transmigration, special transmigration, regional transmigration, and spontaneous transmigration. General Transmigration was transmigration from densely populated level I areas to other level I regions and was organized by the government. Through this system, all transmigrant needs from registration to location were the responsibility of the government. The government provided plant seeds and agricultural tools, and bore the cost of living for the first eight months. Special transmigration was transmigration from a level I region to another level I region, which was organized by the relevant Autonomous Region. Regional transmigration was transmigration within the territory of one level I area organized by that area. Spontaneous transmigration was transmigration at the person's own effort and expense. During the Old Order, 98,631 families with a total of 234,802 people were dispatched. The placement of transmigrants during this period was carried out in 176 T-transmigration settlements (Kemenakertrans 2012).

New Order Period

The implementation of transmigration during the New Order was regulated by Law Number 3 of 1972 concerning the Basic Provisions of Transmigration. Based on these laws and regulations, the objectives of transmigration were to: (a) improve the standard of living; (b) regional development; (c) the balance of population distribution; (d) equitable development throughout Indonesia; (e) utilization of natural resources and human labor; (f) national unity and integrity; and (g) strengthen national defense and security. The main target of the transmigration program during

this period was to increase food production in the regions. The transmigration program was very oriented towards meeting the needs of rice as a staple food.

The opening of transmigration areas was extended to West Kalimantan, South Kalimantan, Sulawesi, and even to Papua. Old transmigrant areas such as Lampung, Jambi, South Sumatra which initially received a lot of transmigrants, in this period only received about 52 percent of the total transmigrants that departed. The number sent to Sulawesi was about 25 percent, the rest to other islands such as Kalimantan and Papua. The number of transmigrants who were successfully sent during the New Order was 6,708. 526 people or about 1,827,099 families (Kemenakertrans 2012).

Transmigration Development in the Autonomy Era

Referring to the transmigration program that had been implemented in the previous period and paying attention to the developments that occurred, a new paradigm of transmigration emerged. The new paradigm of transmigration development is the development of the basic concept of transmigration development that is aligned with: (1) the real needs of the community, (2) the development of a strategic environment characterized by democratization and respect for human rights, and (3) the implementation of Regional Autonomy. Suparno (2007) explained that the new paradigm of transmigration development has five main points of thought that outline that transmigration is carried out to: (1) support food security and housing needs, (2) support national security, (3) support alternative energy policies in transmigration areas, (4) encourage equal distribution of economic growth and investment distribution in the regions, (5) are part of efforts to reduce poverty and unemployment which are conceptually and operationally designed to develop natural resources and productive human resources. The aim of the new transmigration paradigm is to accelerate the creation of new growth centers, reorganize relatively undeveloped transmigration areas and attract the interest of the younger generation to participate in the transmigration program.

Transmigration is said to be an activity that constitutes a unified system, namely: first, developing the potential of regional resources into transmigration settlements which have the function of providing opportunities for the community to obtain a place to live, work, and do business. Second, the mobilization and facilitation of population movement which has the function of distributing human resources to select and determine the purpose of the movement. Third, community empowerment and development of Transmigration Development Areas or Transmigration Settlement Locations which have the function of providing facilities and motivation for the community to increase productivity and build independence (Anharudin et al. 2008).

Based on Law Number 15 of 1997 and Law Number 29 of 2009 concerning Transmigration, as well as Government Regulation Number 3 of 2014 concerning the Implementation of Transmigration; terms of transmigration development in the era of autonomy include Transmigration Settlement, Development Area Unit, Transmigration Development Area, and Transmigration Settlement Location. In

addition, through the Decree of the Minister of Manpower and Transmigration Number 214 of 2007 concerning General Guidelines for the Development and the Development of Independent Integrated Cities in Transmigration Areas, the concept of Independent Integrated Cities was also introduced.

The development of transmigration in the era of autonomy is formulated flexibly in the form of a Transmigration Development Area as a large area, and/or in the form of a small-scale Transmigration Settlement Location. This alternative is considering the diversity of potential land resources that tend to be increasingly limited in some areas, and the differences in regional development needs (Anharudin et al. 2008).

(1) Transmigration Settlement

Transmigration Settlement is a settlement unit or part of a settlement unit designated for residence and place of business for transmigrants. Each Transmigration Settlement has a capacity of 300-500 families.

(2) Development Area Unit

The Development Area Unit is an area consisting of several Transmigration Settlement and surrounding villages, one of which is a settlement that is prepared/expected to become the main village or the center of a new urban area. Each Development Area Unit has a capacity of 1,800 to 2,000 families.

(3) Transmigration Development Area

Transmigration Development Area is a potential area designated as a transmigration settlement development consisting of several Development Area Units, one of which is planned to create a new regional growth center as a new urban area in accordance with the regional spatial plan. Each Transmigration Development Area has a capacity of at least 9000 Families.

(4) Transmigration Settlement Locations

Transmigration Settlement Locations are potential locations designated as transmigration settlements to support existing regional growth centers or those that are developing as new urban areas in accordance with the Regional Spatial Plan. The designation of the area as a Transmigration Settlement Location plan must be in accordance with the regional spatial plan. In addition, it must also meet the following requirements: (a) having the potential for primary, secondary, and tertiary business development; (b) housing infrastructure and facilities are available; and (c) being low population density. The purpose of the construction of the Transmigration Settlement Location is to support the acceleration of regional development and or the growth center of a developing region. The Transmigration Settlement Location is developed outside the Transmigration Development Area.

(5) Independent Integrated City

Development of Transmigration Development Areas and Transmigration Settlement Locations are intended to create new growth centers, which are oriented towards spatial economic growth. To realize the concept of developing a growth center for Transmigration, Development Areas and Transmigration Settlement Locations are implemented in an integrated manner and applied

through the development of Independent Integrated Cities in transmigration locations.

Independent Integrated City is a transmigration area whose development is designed to be a growth center that has urban functions through sustainable natural resource management. Independent Integrated City is built based on the principles of regional development which in its application is realized in the framework of the spatial structure of the transmigration area. The development of an Independent Integrated City is part or the result of the development of the Transmigration Development Area. There are several Development Area Units in the Transmigration Development Area, one of which is determined as the main development center (at the Transmigration Development Area level) and later became the Independent Integrated City Center (Manuwiyoto 2008). The total area of the Independent Integrated City is at least 18,000 ha, which is assumed to be able to accommodate 9000 families consisting of transmigrants and local residents. The Independent Integrated City Center has links and attachments to the main villages which are the center of the Development Area Unit and the surrounding villages (Depnakertrans 2007).

Through the new paradigm, in accordance with the breath of regional autonomy, the development of transmigration policies and programs is expected to support the acceleration of regional development based on three approaches, namely: First, the cultural approach. Cultural conditions and values in local communities are the main basis in the formulation of policies and programs for population mobility through transmigration. Second, approach to human resource needs. Transmigration policies and programs are implemented within the framework of meeting the human resource needs needed to develop the potential of available resources. Two main things that need to be accommodated in formulating transmigration policies and programs in an area are: (1) the competency requirements needed to develop the area's resource potential must be determined beforehand through an analysis process of the main commodities that will be developed as a basis for determining competency requirements of the potential transmigrants needed. Determination of an area for settlement must be based on a certain economic scale and is inclusive, while in determining the required human resources, it must be based on the composition and formulation of clear criteria. (2) The aspirations of the local population towards the origin of the desired transmigrants to build a life together in their community. Third, the systems approach. In this regard, with the enactment of the Law on Regional Government and the Law on Transmigration, the role of the Central Government no longer acts as a planner and implementer but shifts to being a regulator, mediator, motivator, and facilitator.

Through the Inter-Regional Cooperation model, the new paradigm of transmigration development in the era of Regional Autonomy is expected to be a refinement of the previous concept of transmigration. The organizers remain in the hands of the Government, by starting to invite private elements and arranging the model for implementing transmigration through a pattern of inter-regional

cooperation, namely the Province/Regency/City sending transmigrants and the Province/Regency/City receiving/placement of transmigrants.

In the concept of implementing Inter-Regional Cooperation, the transmigration program is positioned as a community program with the concerned Provincial and Regency/City Governments in the context of implementing regional autonomy, and is no longer positioned as a Central Government program. As a consequence of the change in the program's position, the system and mechanism for implementing transmigration is carried out through the mechanism of inter-regional cooperation based on the principle of positive interdependence and mutual benefit (Suparno 2007).

The implementation of transmigration has the potential to contribute in overcoming some of the national problems, including continuing regional development, increasing food production, expanding job opportunities, and business opportunities for the economically weak and alleviating poverty. The transmigration program is expected to empower community potential in areas known as transmigration development areas by revitalizing the agricultural sector (in addition to other business patterns) so as to increase people's income and reduce poverty. Taking this into account, transmigration is still seen as relevant as a development approach in order to achieve the goals of prosperity, equitable regional development, and the glue of national unity and integrity. The success and sustainability of the transmigration program is largely determined by the quality of the human resources of transmigrants who are the main pillars in transmigration programs and activities, so that the transmigration program is not optimal if it only relies on physical development and facilities and pays little attention to the development of transmigrant human resources.

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