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SWOT Analysis in Determining the Strategy for the Implementation of State-Owned Land Management Policy

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Abstract

The Directorate General of Higher Education, Research, and Technology (Ditjen Diktiristek), as one of the main units within the Ministry of Education, Culture, Research, and Technology (Kemendikbudristek), holds the responsibility as the Authorized User of State-Owned Assets (BMN), one of which is land. However, in its implementation, there are still various internal and external hindering factors that make the management of BMN in the form of land owned by Ditjen Diktiristek less than optimal. The research question is: what is the SWOT analysis of BMN land management at Ditjen Diktiristek, and what strategies should be formulated based on this analysis. The objective of this study is to describe and analyze the strategies needed to overcome obstacles in the implementation of BMN land management policies at Ditjen Diktiristek. The research method used is a qualitative research method with a descriptive approach, using data collection techniques obtained from a literature review. Furthermore, in analyzing the collected data, the researcher provides in-depth arguments and compares them using source triangulation to ensure the validity of the objective analysis. The research results show that there are four strategic issues in the policy of BMN land management at Ditjen Diktiristek, namely building cooperation with external parties, proposing budget increases, drafting detailed SOPs related to handling problematic land, and maximizing SAKTI and SIMAN as integrated information systems.

Keywords: *SWOT, strategy, asset, management, Diktiristek*

INTRODUCTION

The Ministry of Education, Culture, Research, and Technology, as the ministry responsible for governmental affairs related to education, culture, research, and technology, holds the responsibility as the budget and asset user for its ministry. This is in line with the provisions of Article 8 of Law Number 39 of 2008 concerning State Ministries, which states that in carrying out its duties, the ministry performs functions, including managing state-owned assets or property under its responsibility.

The Directorate General of Higher Education, Research, and Technology, as one of the nine main units in the Ministry of Education, Culture, Research, and Technology (Kemendikbudristek), holds the most significant balance of fixed assets in land compared to the other eight main units. A detailed comparison of land balances for each Echelon I within Kemendikbudristek is outlined in Table 1.

Table 1. Balance of Fixed Assets in Land Per Main Units as of December 31, 2023

Main Units	December 31, 2023 (Rp)
General Secretariat	3.299.755.367.292
Inspectorate General	14.671.594.000
Directorate General of Early Childhood, Primary, and Secondary Education	4.199.652.400.667

Agency for Educational Standards, Curriculum, and Assessment Policy	2.806.942.000
Agency for Language Development and Cultivation	892.987.805.493
Directorate General of Culture	5.866.987.954.257
Directorate General of Teachers and Education Personnel	1.678.352.331.150
Directorate General of Higher Education, Research, and Technology	333.100.716.464.170
Directorate General of Vocational Education	15.099.536.816.530
Total	**364.155.467.675.559**

Source: Audited Financial Statements of the Kemendikbudristek, 2024

Based on the table 1, it shows that the total balance of land assets of the Ministry of Education, Culture, Research, and Technology as of December 31, 2023, amounted to Rp364,155,467,675,559. Additionally, the table also indicates that the Directorate General of Higher Education, Research, and Technology holds the largest land asset balance compared to other main units. The land assets of the Directorate General of Higher Education, Research, and Technology account for 91.47% of the total land assets of the Ministry of Education, Culture, Research, and Technology.

Furthermore, based on the audited 2023 Financial Statements of the Directorate General of Higher Education, Research, and Technology (Ditjen Diktiristek), the Fixed Asset Balance of Ditjen Diktiristek as of December 31, 2023, is reported at Rp365,199,891,394,259, with details provided in Table 2.

Table 2. Fixed Asset Balance of the Directorate General of Higher Education, Research, and Technology as of December 31, 2023

Description	December 31, 2023 (Rp)
Land	333.100.716.464.170
Equipment and Machinery	17.091.004.144.929
Buildings and Structures	27.365.732.401.997
Roads, Irrigation, and Networks	1.044.419.176.627
Other Fixed Assets	639.108.540.845
Construction in Progress	4.104.750.609.918
Total	**383.345.731.338.486**
Accumulated Depreciation	(18.145.839.944.227)
Book Value of Fixed Assets	**365.199.891.394.259**

Source: Audited Financial Statements of the Directorate General of Higher Education, Research, and Technology, 2024

Based on the table 2, it shows that the land balance as of December 31, 2023, amounted to Rp333,100,716,464,170. Additionally, the table indicates that the land asset balance is the largest compared to other types of State-Owned Assets (BMN) presented in the balance sheet of the Directorate General of Higher Education, Research, and Technology. The total value of land assets accounts for 91.21% of the overall fixed asset value of Ditjen Diktiristek.

The land referred to is fully utilized for the execution of duties and functions of State Universities (PTN), particularly in conducting higher education. The utilization of land is subject to the regulations governing the management of State-Owned Assets (BMN). To support the execution of their duties and functions, PTNs may utilize land that remains classified as BMN, and the proceeds from such utilization become income for the PTNs. The utilization of BMN land is carried out after obtaining approval from the Minister of Finance and must be reported to the Minister of Education, Culture, Research, and Technology. Land classified as BMN cannot be transferred or pledged to other parties.

However, referring to the Audit Report of the Indonesian Supreme Audit Agency (BPK RI) on Internal Control Systems and Compliance with Legal Regulations of the Ministry of Education, Culture, Research, and Technology for the Year 2022 (Number 08.b/LHP/XIX/05/2023), various factors have been identified that hinder the successful implementation of policies regarding the management of State-Owned Assets (BMN) in the form of land owned by the Directorate General of Higher Education, Research, and Technology (Ditjen Diktiristek). Generally, the issues related to the management of BMN land in Ditjen Diktiristek are divided into three categories: disputed land, land that has not been certified, and inadequate recordkeeping of land in the Financial Statements.

The issues mentioned above are attributed to the fact that the Budget User Authority (KPA) has not fully maximized its efforts in asset safeguarding. Additionally, the BMN managers in the work units have not adequately managed the BMN. The BMN operators in each work unit have not yet established asset utilization cooperation agreements and have failed to process the application for land certification for fixed land assets that are not certified, as well as not transferring the title for fixed land assets that are certified in the name of other parties. These conditions also lead to potential legal problems related to the ownership status of BMN land, the risk of losing BMN land that is not certified, fixed land assets still certified under the names of other parties, and assets that are currently facing legal issues. Moreover, this opens up opportunities for asset misuse by irresponsible parties.

Several efforts have been made by the Directorate General of Higher Education, Research, and Technology (Ditjen Diktiristek) to address the issues related to the management of State-Owned Assets (BMN) in the form of land, including the asset land certification program. However, this activity is deemed not optimal due to the slow and cumbersome administrative processes of certification and the limited human resources managing it, along with the budget constraints for such activities.

Land is considered a unique state asset, as it does not depreciate in value and is often regarded as one of the most profitable assets compared to others, given its tendency to appreciate over time. Therefore, suboptimal management of land can lead to substantial material losses for the government.

Based on these challenges, the researcher is interested in conducting a study to develop strategies using SWOT analysis. SWOT analysis will be utilized to determine appropriate strategies after identifying the issues regarding the implementation of policies for the management of BMN land. Consequently, the author conducts research titled "SWOT Analysis in Determining Strategies for Implementing Policies for the Management of BMN Land at the Directorate General of Higher Education, Research, and Technology, Ministry of Education, Culture, Research, and Technology."

METHOD

The method used in this study is a qualitative research method with a descriptive approach. According to Sugiyono (2012: 1), qualitative research is defined as "a method used to study objects in their natural conditions (as opposed to experimental conditions), where the researcher is the key instrument. Data collection techniques are carried out through triangulation (a combination of methods), data analysis is inductive/qualitative, and qualitative research results emphasize meaning over generalization."

According to Sugiyono (2012: 225), the definition of data sources is "the collection of data from primary and secondary sources." In this study, the data used is secondary data collected through a literature review. Secondary data refers to sources that do not provide data directly to the data collector, such as through other individuals or documents. Secondary data consists of written materials used as

supporting information in the analysis of primary data. In this study, secondary data is obtained from regulatory documents, accountability reports, financial statements, and other data related to State-Owned Assets (BMN) in the form of land owned by Ditjen Diktiristek.

The analytical method used in this study is SWOT analysis. This method illustrates the implementation of BMN management at Ditjen Diktiristek by identifying the combination of internal and external factors involved. SWOT analysis compares internal factors, namely strengths and weaknesses, with external factors, namely opportunities and threats. Subsequently, strategies will be identified by aligning internal and external factors.

The next step after conducting the SWOT analysis on internal and external factors to derive organizational strategies is to perform a litmus test to identify strategic issues, following the recommendations of Bryson (2003: 182). From the evaluation scoring of these strategic issues, a classification is then created based on the score range to prioritize these issues, with the classifications as follows:

a. Operational Issues: Score range of 13-20
b. Moderate Issues: Score range of 21-29
c. Strategic Issues: Score range of 30-39

This classification helps in prioritizing the issues that need to be addressed based on their significance and urgency within the organizational context.

RESULTS AND DISCUSSION

1. Internal Factors

Internal factors are aspects that are within the control of the Directorate General of Higher Education, Research, and Technology (Ditjen Diktiristek), reflecting the strengths or weaknesses that Ditjen Diktiristek possesses in the implementation of policies for the management of State-Owned Assets (BMN) in the form of land. These internal factors include resources, finance, management, culture, regulations, and others. Internal factors are divided into two parts: strengths and weaknesses.

a. Strengths
1) The existence of government regulations and the Minister of Finance's regulations regarding the management of State-Owned Assets (BMN) encourages the issuance of Circular Letters for the Acceleration of Land Certification.
2) Awareness of the importance of managing State-Owned Assets (BMN) land is increasing.
3) Utilization of BMN land to support the tridharma of State Universities (PTN): education, research, and community service activities.

b. Weakness
1) Organizational structure that has not yet been established in accordance with Government Regulations (PP) and Minister of Finance Regulations (PMK).
2) Insufficient capacity and capability of human resources implementing policies in State Universities (PTN).
3) Lack of budget and other resources.
4) Weak coordination between central work units and State Universities (PTN) as regional work units.
5) Absence of specific Standard Operating Procedures (SOP) related to the management of State-Owned Assets (BMN) land.
6) Conflicts of interest among policy implementation actors.

2. External Factors

External factors are aspects that are outside the control of the Directorate General of Higher Education, Research, and Technology (Ditjen Diktiristek), which create opportunities or threats for Ditjen Diktiristek. These external factors include the macro environment, state-owned enterprises (BUMN), the private sector, society, technology, regulations, and others. External factors are divided into two parts: opportunities and threats.

a. Opportunities
1) Government support for the management of State-Owned Assets (BMN) in the form of land.
2) Advancements in information technology and supporting equipment that can maximize the management of BMN in the form of land.
3) Potential collaboration with external parties (local governments, state-owned enterprises, private sector) for the joint management of BMN in the form of land.

b. Threats
1) Changes in government policy.
2) Complex land disputes with the community that are difficult to resolve.
3) Legal risk related to the management of State-Owned Assets (BMN) that is not supported by

physical or administrative safeguards.

3. Strategies

SWOT analysis serves as a strategic formulation tool using a matrix to explain the development strategies of a company or organization. Referring to these development strategies, four possible alternative strategy cells can be derived (Novita, 2018), namely:

a. Strength and Opportunity Strategy

The objective of this strategy is to leverage the internal strengths or advantages to capitalize on external opportunities.

1) Conduct socialization and training for all stakeholders to understand and effectively implement the regulations outlined in Government Regulations (PP) and Minister of Finance Regulations (PMK).
2) Establish strong cooperation with the National Land Agency (BPN), the Ministry of Finance (Kemenkeu), the judiciary, and other relevant parties to expedite the certification process and resolve land disputes.
3) Maximize SAKTI and SIMAN as integrated information systems to manage BMN land data efficiently and transparently.

b. Strength and Threat Strategy

The aim of this strategy is to use internal strengths or advantages to mitigate the impact of external threats.

1) Enhance coordination among work units within Ditjen Diktiristek and with State Universities (PTN) to ensure alignment in the management of State-Owned Assets (BMN) land.

Conduct early identification of potential land disputes and take preventive measures (such as discussions).

c. Weakness and Opportunity Strategy

The goal of this strategy is to take advantage of external opportunities to minimize internal weaknesses.

1) Conduct training and development of human resource competencies in the management of State-Owned Assets (BMN) in the form of land.
2) Propose an increase in the budget for activities related to the management of BMN land, including for certification, dispute resolution, and asset safeguarding.
3) Develop clear and detailed Standard Operating Procedures (SOP) for handling problematic BMN land.

d. Weakness and Threat Strategy

The purpose of this strategy is to utilize available opportunities to reduce internal weaknesses while simultaneously avoiding external threats.

1) Evaluate the existing organizational structure for the management of State-Owned Assets (BMN) land and make adjustments if necessary.
2) Identify potential risks that may arise in the management of BMN land and develop a mitigation plan.

After conducting a SWOT analysis of internal and external factors to obtain organizational strategies, a litmus test was performed based on Bryson's recommendations (2003: 182) to prioritize strategic issues. Issues with low scores across all aspects are considered operational issues, while those with high scores are classified as strategic issues. After obtaining the total score for each strategic issue, the results are then classified based on priority order, as presented in the following Table 3.

Table 3. Classification of Strategic Issues in the Policy Management of State-Owned Assets (BMN) in the Form of Land at Ditjen Diktiristek

No	Strategic Issues	Score	Issue Criteria
1	Establish strong collaboration with the National Land Agency (BPN), the Ministry of Finance (Kemenkeu), the judiciary, and other relevant parties to expedite the certification process and resolve land disputes.	34	Very Strategic
2	Propose an	33	Very

No	Strategic Issues	Score	Issue Criteria
	increase in the budget for activities related to the management of State-Owned Assets (BMN) in the form of land, including certification, dispute resolution, and asset safeguarding.		Strategic
3	Develop clear and detailed Standard Operating Procedures (SOP) for handling problematic BMN land.	32	Very Strategic
4	Maximize SAKTI and SIMAN as integrated information systems to efficiently and transparently manage BMN land data.	31	Very Strategic
5	Conduct training and development of human resource competencies in the management of BMN in the form of land.	24	Fairly Strategic
6	Identify potential risks that may arise in the management of BMN land and develop a mitigation plan.	21	Less Strategic
7	Evaluate the existing organizational structure for the management of BMN land and make adjustments if necessary.	20	Less Strategic
8	Conduct early identification of potential land disputes and take preventive measures (such as discussions).	19	Less Strategic
9	Conduct socialization and training for all stakeholders to	18	Less Strategic

No	Strategic Issues	Score	Issue Criteria
	understand and effectively implement the regulations outlined in Government Regulations (PP) and Minister of Finance Regulations (PMK).		
10	Enhance coordination among work units within Ditjen Diktiristek and with State Universities (PTN) to ensure alignment in the management of BMN land.	18	Less Strategic

Source: Processed by the Author, 2024

CONCLUSION

Based on the research findings and discussions, the author concludes that the strategies to be implemented for the optimal execution of the policy for managing State-Owned Assets (BMN) in the form of land at Ditjen Diktiristek are as follows, establish strong collaboration with external parties such as the National Land Agency (BPN), the Ministry of Finance (Kemenkeu), the judiciary, and other relevant stakeholders to expedite the certification process and resolve land disputes, propose an increase in the budget for activities related to the management of BMN land, including certification, dispute resolution, and safeguarding assets, develop specific Standard Operating Procedures (SOP) for handling problematic BMN land, maximize SAKTI and SIMAN as integrated information systems to manage BMN land data effectively.

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