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To cite this article: F Aunurrofiq *et al* 2020 *IOP Conf. Ser.: Earth Environ. Sci.* **485** 012142

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Afdeeling Djember: bureaucratic history of Jember during the Dutch colonial era 1883-1928

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Abstract. The bureaucratic system in Indonesia initially began with a traditional feudalistic bureaucratic system which later developed into a colonial bureaucracy. The history of the bureaucracy of Jember Regency is also inseparable from the development of the colonial bureaucratic system. Problems that need to be examined why in Jember during the Dutch colonial period did bureaucratic dualism occur? This research uses historical research methods. The results of this study indicate that during the Dutch Colonial Period of 1883, Jember became a centralized district area separate from *Afdeeling* Bondowoso. Changing the status of Jember from district to *afdeeling* (centralistic district) affected the Jember bureaucratic structure. *Afdeeling* Djember is led by an Assistant Residentie. However, *afdeeling* status does not directly make Jember a centralistic district, but there is another independent government called *Kepatihan Zelfstandig*. *Kepatihan Zelfstandig* was led by a Patih who came from an indigenous aristocracy. Based on this, it can be concluded that at that time in Jember there was dualism of government in a city. Between the *Assistant-Residentie* government and *Kepatihan Zelfstandig* in *Afdeeling* Jember have an equal position. The duties and authority of the *Assistant-Residentie* and the *zelfstandig* governor were somewhat ambiguous. In practice, Patih *Zelfstandig* and his subordinates tend to work in the field, while the *Assistant-Residentie* and Dutch officials tend to be advisors and supervisors in governance.

1. Introduction

Discussing about urban history will not be separated from the discussion of the bureaucratic administration system or the city governance itself. In the historical development of the city and its bureaucracy in Indonesia, the bureaucratic system used always changes depending on the usefulness or interests of the rulers of the era. The bureaucratic system in Indonesia initially started with a traditional bureaucratic system that was feudalistic and then developed into a colonial bureaucracy and turned into a national bureaucratic system when it was independent.

During The Islamic Mataram Kingdom period, the bureaucratic system adopted by the palace was still feudalistic. The regents are the authority holders of the central authority of the palace [6]. When the VOC came in the 18th century and strengthened its hegemony in Java, the VOC likened its position to that of the Regent of the Palace. In practice, the VOC did not intervene much in the regents' government.

When Java was occupied by the British between 1811-1816, the British appointed Sir Thomas Stamford Raffles as Governor General on Java. The policy echoed by Raffles is almost similar to Daendels, the Liberalistic bureaucratic system. Raffles carried out a liberal reform program and tried to reduce the regent's political authority and abolished the succession of the district head's position [11].

When the Dutch came to power again in Java in 1816, Van der Capellen was then appointed as the first Governor General. As a Governor General, Capellen then made policy changes to increase the power and authority of the regents in each region. The policy was based on the VOC's experience with regulations concerning the role of the regents.



The Dutch system of governance or bureaucracy in Indonesia, if concluded, consists of 2 types, namely the Centralistic system and the Decentralized system which are semi-autonomous in nature. This can be proven based on the fact that the regents appointed by the Dutch Government in the *Gewest Besoeki* (Besuki) in the 20th century were generally descendants of indigenous governments in the East Java region who had knowledge of the Madurese community. Prospective regents are young nobles who are educated, have the ability, flexible, and loyal to the Dutch Government [11].

2. Methods

This research is a historical research. The research method used is the historical research method based on literature study. The historical research method is a process of testing and critical analysis of records and relics of the past.). Historical research methods have 4 stages of the process that must be carried out. The stages include Heuristics, Verification, Interpretation, and Historiography [3].

The first stage in the historical research method is Heuristics. Heuristics is an activity looking for historical sources to get data, material, or historical evidence [9]. The majority of historical sources used were archives of the Dutch Colonial Government which discussed the ins and outs of *Afdeeling Jember* in 1883 to 1928.

The next stage after obtaining historical sources is verification or source criticism [5]. Verification is an analytical activity carried out on historical sources that have been collected.

Verification or criticism is divided into two, namely: (1) external criticism (authenticity) which serves to find out the authenticity or authenticity of the sources obtained and (2) internal criticism (credibility) functions to test the validity or truth of the contents of the sources obtained [5] [9].

Interpretation is the third stage in historical research methods. The definition of interpretation is an attempt to explain an event from authentic historical sources [3]. The final stage of the historical research method is Historiography. Historiography Historiography is a method of research, exposure or reporting of the results of historical research that has been carried out [1].

3. Results and Discussion

3.1. 3.1. Jember Before Becoming *Afdeeling*

During the Dutch East Indies period from 1818 to 1883, Jember was a district under *Afdeeling Bondowoso*. *Afdeeling Bondowoso* has several districts including Bondowoso itself, Wringin, Penanggungan, Wonosari, Sukokerto, and Puger [4]. The current Jember region which was a district in *Afdeeling Bondowoso* at that time included the Jember district itself, Sukokerto and Puger.

When it was still a district, the government paid little attention to this district. According to Retno Winarni et al (2015:93), in 1850 Jember when it became a district of *Afdeeling Bondowoso* was still a remote district in the interior [8]. That is because infrastructure facilities such as roads and bridges connecting to Jember District are inadequate [4]. In addition to infrastructure, the population of Jember District is small. For example in 1858, the area of Jember District was around 3,234 square kilometers with a population of around 21,215 people [2].

Jember began to be noticed by the government when George Birnie from Deventer, Netherlands came to the area. Birnie researched and surveyed soil and climate types from the Jember District. The results of his research give the conclusion that the land and climate of Jember District are very suitable if planted with plantation commodities [4]. After gaining *Erfpacht's* rights in 1850, Birnie also brought Gerhard David Birnie, his cousin from Groningen, Netherlands to become his business partner in Jember.

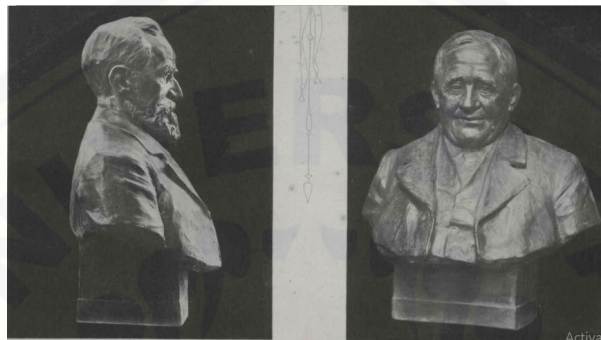


Figure 1. George Birnie (Right) dan Gerhard David Birnie (Left)

Goerge Birnie was a Bondowoso agricultural controleur who first opened a tobacco plantation in this district. Together with two colleagues who are Dutch businessmen in Surabaya, A.D. van Gennep and Mr. C. Sandberg Matthiasen, on October 21, 1859 they founded a tobacco company named *Naamlooze Venootschaap Landbouw Maatscappij Oud Djember* (NV. LMOD). Since now, Jember is known as the main center of tobacco plantations in Besuki [8].

The success of Birnie and his colleagues in forming Jember to become a tobacco-producing center received attention from private entrepreneurs and immigrants from outside Jember to date their fate in the new territory. After NV. LMOD, many similar companies have sprung up in Jember, such as Maatscappij Tabak Goemelar, Besocki Tabak Maatscappij, Djelboek Maatscappij, Matscappij Soekokerto Adjong, Maatscappij Tabak Soember Djerock and Soekokerto Handel Maatscappij (*Handboek voor Cultuur in Handelin Nederlands*, 1997: Ind. 84). Madura and Javanese immigrants also began to come to Jember to work in tobacco plantation companies in Jember. Since the 1870s Madurese have come to Jember and settled in the northern and central parts of Jember, such as Kalisat, Mayang, and Jember. Whereas Javanese immigrants from the vorstenlanden region and western East Java began coming to Jember at the end of the 19th century.

3.2. Change of Status of Jember to Afdeeling

The development of investment in the tobacco plantation sector in Jember helped improve other sectors, including the development of Jember itself. The development of the population, the increasingly rapid economy, and complete infrastructure facilities make Jember a city that is slowly developing towards progress.

The change in the status of the city of Jember from the *district* to *afdeeling* itself began when the release of *Staatblad* in 1883 No. 17 concerning the separation of Bondowoso into two *Afdeeling*, namely Bondowoso and Jember. *The Staatblad* was signed in Batavia on January 9, 1883 and was only distributed to the general public on January 16, 1883. The Bondowoso area within *the staatblad* covers the districts of Penangoengan, Wonosari, and Bondowoso itself. While districts in *The Afdeeling* Jember region include the districts of Soekokerto, Poeger, Tanggoel and Jember itself.

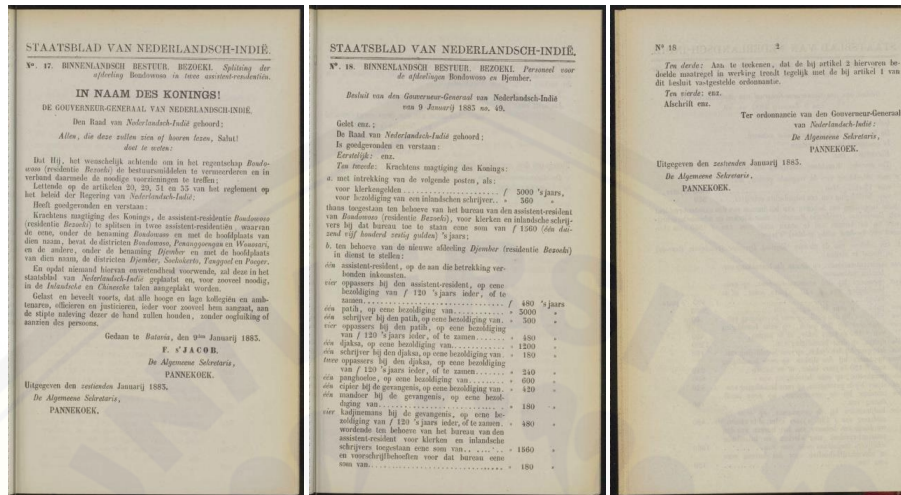


Figure 2. Staatblad van Nederlandsch-Indië No. 17-18

This division of land helped transform Jember into a city that stood alone. The number of villages in Jember has also increased. For example in 1874, villages in Jember numbered 46 villages. Whereas in 1883, the number of villages in Jember surged up to 117 villages. Even in further developments, the number of districts in *Afdeeling* Jember was further divided into 6 districts namely Poeger, Tanggoel, Soekokerto, Rambipoeji, Mayang, and Jember districts [4] [8].

In addition to regional expansion, another policy that has been implemented in *Afdeeling* Jember is by forming special agencies that deal with various sectors such as finance, plantations, and public works. As from 1855 several agencies in Jember were established to meet Jember's needs as a new *afdeeling* [8].

Table 1. Government Service or Department in *Afdeeling* Jember

No.	Name	Year Established
1.	Ministry of Finance, Mining and Plantation	1885
2.	Department of Public Works	1885
3.	Department of Crop and Warehousing	1885
4.	Department of Culture Gubernemen	1885
5.	Ministry of the Interior	1866
6.	Department of Justice	1870
7.	Ministry of Agriculture, Industry and Trade	1904
8.	Department of Teaching and Religion	1904
9.	Pawnshop Office	1907

Source: Retno Winarni, et al., "Laporan Penelitian Kajian Sejarah Patih Zelfstandig dan Bupati Kabupaten Jember 1883-Sekarang (2015)" (BPPD Kabupaten Jember dan Lembaga Penelitian Universitas Jember, 2016), p. 103-104

In addition to these services, in agriculture there is also a kind of people's credit institution that has the task of providing capital for farmers. The capital in question includes the purchase of seeds to plant care. The irrigation sector is also not spared in the attention of the government. In 1885 an irrigation service was formed separate from the Ministry of Agriculture. As for irrigation in Jember such as the making of the Bondoyudo River dam and the making of the Bedadung River irrigation starting in 1903 [4] [8].

3.3. *Assistent-Residentie and Patih Zelfstandig*

3.3.1. *Assistent-Residentie*.

Based on *Staatblad* No. 18 of 1883 concerning the appointment of employees for *Afdeeling* Jember and Bondowoso, in the *Afdeeling* Jember government there was a kind of government dualism. *Afdeeling* Jember has two leaders in a city, namely *Assistent-Residentie* and *Patih Zelfstandig*.

Table 2. Daftar Assistent-Residentie Jember Tahun 1883-1891

No.	Nama	Lama Menjabat
1.	C.H. Blanken	(1883-1885)
2.	B.C. Repelius	(1885-1891)

Source: Jupriono, et al., "Jember dari Waktu ke Waktu: Sekilas Wakil Rakyat dan Perkembangan Kabupaten Jember (Prasejarah s.d 1970-an)" (Sekretariat DPRD Kabupaten Jember, 2018), p. 360

The duties and authority of the *Assistent-Residentie* and *Patih Zelfstandig* are somewhat ambiguous, but the existence of the dualism of the government is pursued in the interests of *The Binnenlands Bestuur*. That is, the dualism of leadership in *Afdeeling* Jember was intended to work as an extension of the Dutch government. In field practice, *Patih Zelfstandig* and his subordinates tend to work in the field, while the *Assistent-Residentie* and Dutch officials tend to be advisors and supervisors in governance [10].

3.3.2. *Patih Zelfstandig*.

Patih Zelfstadig is a governing structure of government in the *Afdeeling* Jember region besides the Assistant Resident. *Patih Zelfstandig* is a stand-alone government. This means that *Patih* Jember is directly responsible to the Besuki Resident, not to *Patih* Bondowoso [10].

Table 3. List of *Patih Zelfstandig* for Jember in 1883-1928

No.	Name	Long Served
1.	Raden Tumenggung Koesoemonegoro	(1883-1895)
2.	Raden Panji Astrodikoro	(1895-1909)
3.	Raden Panji Sastro Prawiro	(1909-1911)
4.	Raden Mas Harsono	(1911-1915)
5.	Soma Wijoyo	(1915-1920)
6.	Raden Ario Sudibiokusumo	(1920-1925)
7.	Mas Pujo	(1925-1930)

Source: Retno Winarni, et al., "Laporan Penelitian Kajian Sejarah *Patih Zelfstandig* dan Bupati Kabupaten Jember 1883-Sekarang (2015)" (BPPD Kabupaten Jember dan Lembaga Penelitian Universitas Jember, 2016), p. 36-59

Based on *Staatblad* No. 18 of 1883 concerning the appointment of employees for *Afdeeling* Jember and Bondowoso, *Patih Zelfstandig* was assisted by several employees in his government. The employees included a *Patih* Secretary, 4 *Opas* *Patih*, a Prosecutor, 2 *Opas* Prosecutors, a Headman, a Prison Guard, and a Foreman [10].

3.4. *Jember Becomes Regentschap*

Jember's status change which was originally *afdeeling* then became *regentschap* caused by several problems. According to Irwan Sujito (in Winarni, 2015:111), the application of centralization in the field of government is very burdensome to the central government. The central government does not understand the needs of each region so it does not serve the interests of the region well [8].

In addition, around the 1870s the issue of decentralization and liberalism also became a hot issue in the Kingdom of the Netherlands and its colony. This is evidenced by the large number of writings on decentralization in the colonies of the Kingdom of the Netherlands in the late 1830s [7]. Finally, on July 23, 1903 a law was issued concerning Decentralization Wet regarding the implementation of decentralization. A Dutch official named Idenburg changed several articles in the *Regeerings Reglement* and was later named *Wethoudende Decentralisatie van het Bestuur in Nederlandsch Indie*. Article in the Act provides an opportunity for both the Residency and part of the Residency to be able to carry out its own government [8].

Finally in 1928, The status of Jember from being *afdeeling* was originally changed to a *regentschap* area. Ratification of Jember's status from being *afdeeling* to *regentschap* was stated in *Staatsblad van Nederlandsch-Indie* No. 322 of 1928 concerning *Beesturshervoming Decentralized Regentschappen Oost Java (Aanwijzing van heb Regentschap Djember als Zelfstandige Gemeenschap)*. The regent who was first appointed was R.T. Wiryodinoto (R.A.A. Notohadinegoro) [4].

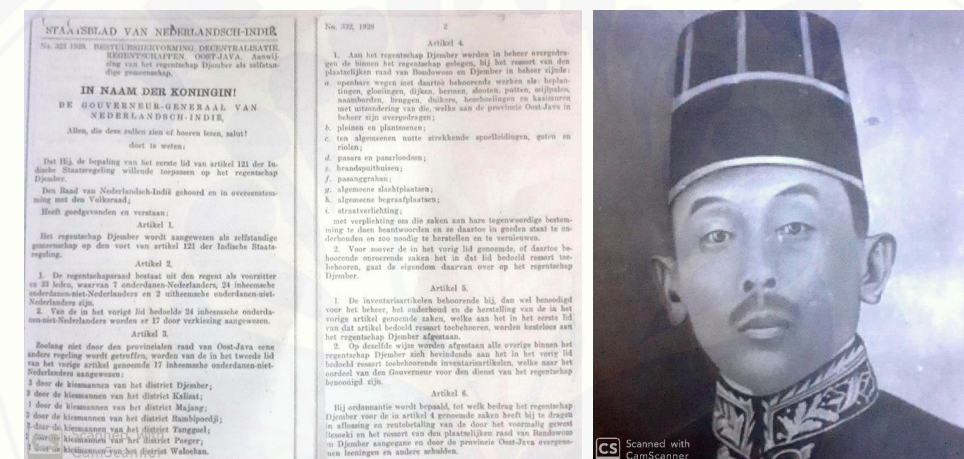


Figure 3. Staatsblad van Nederlandsch-Indie No.322 Jaar 1928 (Left) and R.A.A. Notohadinegoro (Right)

The *Staatsblad* was signed by de Graeff on August 9, 1928. This regulation took effect on January 1, 1929 based on the sentence “*Dize Ordantie treedt in werking met ingang van Januari 1929*”. This is also the main reason Jember Regency Birth Day is always held every January 1st [4].

4. Conclusions

If concluded from the explanation above, the researcher can conclude that the history of the city of Jember is very long and interesting to be explored deeper. Considering that research on the History of the City of Jember is still under-explored by other researchers, especially in terms of the government administration system or the bureaucracy in the Dutch colonial period. In addition, the history of the development of the City of Jember during the Dutch colonial period did not escape the development of tobacco plantations in Jember at that time.

The dualism in the Jember government during the Dutch Colonial period was none other than the political interests of the Dutch Colonial government itself. All policies made by the colonial government and the native government aimed as an extension of the policy of the Dutch Colonial Government.

Acknowledgments

Writing this article is inseparable from the help of various parties. In particular, my gratitude goes to Dr. Nurul Umamah, M.Pd., Drs. Sumarjono, M. Si., Drs. Kayan Swastika, M. Si., Dr. Mohammad Na'im, M. Pd., Riza Afita Surya, M. Pd., dan Rully Putri Nirmala Puji, S. Pd., M. Ed. who have given their trust, motivation, and guidance so that this research can be accepted by the general public.

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